
AECID GUIDE FOR MAINSTREAMING THE GENDER APPROACH

FOREWORD



In recent years, Spanish Cooperation has made great efforts to move forward on the agenda of aid effectiveness and quality. In all this time, AECID has attached great importance to mainstreaming the gender approach and the environment, an element that we all acknowledge as key to this agenda. Our efforts in this regard have been widely acknowledged internationally, by bodies such as the OECD, other donors, and institutions and organizations from partner countries.

The new 2030 Agenda for Sustainable Development strengthens the commitment that all institutions must make to these approaches, to create social and environmental safeguards as part of our accountability systems.

For all of the above, it is an honour for me to present this Guide, a practical tool for our daily work, in response to the mandate included in the Fourth Master Plan and in AECID's Strategic Plan.

Our challenge now is to implement it, and the key to our success is the perseverance and commitment of all of AECID's staff.

Gonzalo Robles Orozco

*Secretary-General for International
Development Cooperation and
Vice-President of AECID*

AECID Guide for Mainstreaming the Gender Approach

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Spanish Agency for International Development Cooperation (AECID)

Av. Reyes Católicos, 4

28040 Madrid, Spain

Phone: +34 91 583 81 00

~~NIPD-302-15-060-X~~

www.aecid.es

Director and Coordinator—Beatriz Álvarez Ferrero, *Head of the Gender Area. Sector-Based Cooperation Department. Directorate for Multilateral, Horizontal and Financial Cooperation.*

This Guide is the result of a collaborative work process, lasting over a year, led by AECID's Gender Area (Sector-Based Cooperation Department / Directorate for Multilateral, Horizontal and Financial Cooperation), with the support and involvement of the entire Agency.

The point of departure consisted in conducting a diagnosis of the different mainstreaming initiatives designed and implemented by AECID in recent years. The outcome of this diagnosis highlighted the amount and quality of the exercises carried out both at AECID headquarters and in the countries of implementation, which constituted a strong starting point for our work. In addition, the experience of other donors served as a reference for us, as did the different realities—both public and private—of Spanish Cooperation partner countries. This input enabled us to produce a preliminary draft of the Guide, which we used to engage in dialogue with the Agency's different units, both to learn about their interests and to adapt the contents to their needs. The outcome of that dialogue is this Guide.

The Guide would not have been possible without the invaluable contributions of the many people who devoted their time to help us revise it, and to whom we are deeply grateful for their support. First and foremost, we are especially grateful for the work of consultant Carmen Rodríguez Losada, whose support in conducting the diagnosis and the preliminary drafts of the Guide was key.

The collaborative experience of the *Headquarters - On-the-ground Mainstreaming Working Group* has been very rewarding, and this document has benefited from the expertise of its members, from the on-the-ground vision of the Technical Cooperation Offices (TCOs), and from the comprehensive vision of the Aid Planning, Effectiveness and Quality Unit and of the General Secretariat for International Development Cooperation's Gender Unit, among others. All of this has been key to enhancing the quality and coherence of the final document.

Original design and layout—Frank Martínez Soriano. frank@frankmartinezportfolio.com

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PRESENTATION



“If development is not engendered, it is endangered. And if poverty reduction strategies fail to empower women, they will fail to empower society.”

UNDP Human Development Report, 1997

Despite all the progress made, and twenty years after the adoption of the *Beijing Platform for Action* at the Fourth World Conference on Women, a roadmap for achieving equality between women and men, the challenge remains: No country in the world has achieved full equality, and many women and girls are suffering multiple forms of discrimination, vulnerability and marginalization during their entire lifespan.

The Spanish Agency for International Cooperation (AECID) is committed to gender equality, on the basis of its more than two decades of knowledge and experience. Gender mainstreaming is a mandate set forth in the Fourth Master Plan for Spanish Cooperation, and it is one of the priority lines of AECID’s Sector-Based Action Plan on Gender and Development.

The gender equality challenge demands that we take a definitive step forward and incorporate *“the gender lens”* into our daily work. And in order to do so, it is essential to have a practical tool that enables us to identify the key issues that we must bear in mind when analysing the extent to which the Agency’s work is contributing to enhance the visibility of women and empower women as central actors of development, thus achieving equality.

Therefore, this Guide is part of a process to institutionalize the gender mainstreaming culture, which stemmed from a diagnosis that systematized the lessons learned in all these years, identifying the need to have a Guide that included the existing instruments and responded in a highly practical manner to the question *What aspects do I need to bear in mind in my work to ensure gender mainstreaming?*

For its part, implementation is not only the responsibility of gender experts but of the entire staff of the Agency, and training is another one of the “tools” that will help in this process of making this Guide our own.

PURPOSE OF THIS GUIDE AND HOW TO USE IT



The purpose of this Guide is to offer the Agency’s staff (at the headquarters and on the ground) guidelines and orientation applicable both to strategic planning processes and to interventions, in order to respond to the question: *How do I apply gender mainstreaming in my daily work?*

And the first step to implement the Guide is to know how to use it, because it is divided into different reading layers in order to respond to each user’s needs. Therefore, we recommend that you do not approach the Guide as a whole but, rather, focus on those Sections that are more relevant depending on the process you are addressing, e.g. participation in drafting a Country Partnership Framework (CPF), assessment in the drafting of a project, or analysis of an evaluation proposal).

When using the Guide, you must take into account that:

- 1** If you are not familiar with gender issues, read Section 2 “Conceptual Framework” and Section 3 “Regulatory Framework”, which answer the question “What is the gender approach?”, as well as giving the meaning of mainstreaming, and highlighting Spanish Cooperation’s principal international commitments and its history.
- 2** If you are participating in a strategic planning process at the headquarters or on the ground, Section 4 offers a checklist of issues which will enable you to verify, at each stage, whether mainstreaming is being properly implemented.
- 3** Section 5, “General Guidelines for AECID Interventions” is essential, for instance, if you are working at the operational level in the design phase of a bilateral intervention, assessing the drafting of the interventions, participating in a monitoring committee, or reviewing the proposals for evaluation of interventions.
- 4** Section 5 also includes the specific guidelines that you will find in Section 6 for instruments (e.g. projects and agreements, innovation projects, or Water and Sanitation Cooperation Fund) and in Section 7 if the project consists of humanitarian action or of education for development.
- 5** In each Section you will find:
 - “Available AECID Tools”, which, in general, are not specific to mainstreaming but do contain references to it.
 - “Guidelines for Mainstreaming”, which will enable you to better understand said tools and complete your analysis with other relevant questions.

6 The guidelines are not meant to replace those included in Spanish Cooperation’s Gender Strategy, nor those in AECID’s different handbooks and tools, but, rather, to supplement them, offering additional guidelines for improvement that could serve as a guide for future updates.

7 The questions are only meant as a guide; therefore you do not need to answer all of them but, rather, choose those which are best suited to the process, instrument or intervention type on which you are working.

8 Even though the questions are asked in a checklist format, requiring   answers, the answer does not have to be one or the other, or automatic—rather, they are an invitation to reflect on these questions.

9 If your answer to a question is “no”, it will mean that if you are in the drafting process (e.g. of a concept note in the CPF process, or of a bilateral intervention) you will have to strengthen that aspect, and if you are in the evaluation process, it will be a recommendation for an improvement that you need to make.

10 It is very important for these mainstreaming guidelines (set forth in Sections 5, 6 and 7) to be taken carefully into account when reviewing forms and instrument handbooks or guidelines, in order to incorporate them as issues that must be included when identifying and drafting interventions. Only then will it make sense to subsequently apply a checklist in an evaluation.

11 We must not forget that the gender dimension changes in each geographic context and that we must, therefore, make an effort to interpret and adapt the proposed questions to each intervention and situation.

12 The Toolbox offers you supplementary resources that will help you implement mainstreaming in a highly practical manner.

13 To make it easier to use the guide, the following icons will help you navigate it:



Toolbox



Mainstreaming guidelines



A few preliminary reflections



Checklist



Cross-reference to another related Section of the Guide

Lastly, only the daily implementation of the Guide will enable us to confirm whether it is really achieving its purpose. Therefore, it would be very useful to receive all your suggestions and comments in our inbox so as to improve the Guide and adapt it to the needs of all of us working at AECID.

DECALOGUE FOR MAINSTREAMING THE GENDER APPROACH

1

DECALOGUE



- 1. Do not forget to incorporate your “gender lens” into each of the phases of the management cycle.***
- 2. By showing the reality and problems of women and girls in the context analysis, we are able to enhance the visibility of the entire population.***
- 3. Sex- disaggregated data help us to better describe the beneficiary population.***
- 4. The active participation of women and their organizations contributes to sustainability.***
- 5. The involvement of institutions responsible for gender equality guarantees higher-quality dialogue with the partner country.***
- 6. Gender-sensitive indicators enable us to measure social changes for equality.***
- 7. Through specific activities aimed at empowering women and girls we contribute to eliminating gender inequalities.***
- 8. Mainstreaming involves specialized human resources and economic resources.***
- 9. With a gender-sensitive monitoring system we will be able to identify obstacles hindering progress towards equality.***
- 10. Only with evaluations that measure gender impact will we be able to know whether our cooperation is contributing to gender equality.***







CONCEPTUAL FRAMEWORK

2

2.1 WHAT IS THE GENDER APPROACH?

When addressing gender mainstreaming (GM) in our everyday work, and reflecting on why gender equality and the active participation of women and girls in development processes are essential, as a first step we need to define the concepts being used.

- **Sex:** When we are referring to the physical, biological, and bodily differences between women and men, with which we are born and which cannot be modified naturally. According to their sex, people are divided into two categories: women and men. Based on these categories, feminine or masculine gender identities are constructed, as well as other evolving gender identities.
- **Gender:** When we refer to a set of psychological, social, political, and cultural characteristics assigned to individuals that determine, to a large extent, the relationships between women and men, as well as the individual behaviours of both sexes.

This is a distinction based on the **gender approach**, as a working tool or analysis category that enables us to (MAEC, 2004):

- Evaluate to what extent the needs and priorities of women, as well as those of men, are reflected in development actions.
- Evaluate whether additional changes are needed to make it possible for women to participate in and benefit from these actions.
- Evaluate whether there are opportunities to avoid or reduce gender imbalances in development actions.

And once this initial distinction is clear, to WORK WITH A GENDER APPROACH we must bear in mind that:

- » Gender has to do with how we relate to other people based on our sex and on social expectations.
- » Gender refers to roles, stereotypes, responsibilities, and opportunities that are assigned socially and culturally to the reality of being a man or a woman.
- » These are culturally specific and change over time—among other reasons, as a result of policy actions.
- » Gender is not synonymous with women; men must also be included in the process.
- » Gender is not detached from other identity attributes of each individual: ethnic or national origin, culture, social group, age, etc.
- » The central point of our analysis must therefore be the relationship between men and women, and the questioning of the existing power relationships.

2.2 WHY SHOULD WE INCORPORATE THE GENDER APPROACH INTO DEVELOPMENT PROCESSES?

As already mentioned in the Presentation of this Guide, effective equality between women and men is still be more of an aspiration than a reality worldwide; therefore, the gender perspective needs to be present in our daily work.

Thus, if we are working to combat poverty and to achieve sustainable human development, we cannot forget that...

- ✓ Equality between women and men is the foundation of this development.
- ✓ There is a situation of social inequality between women and men regarding the activities that they carry out, their access to resources and their control of them, and their participation in decision-making.
- ✓ Development strategies are not neutral as regards gender, since it has positive and negative consequences that are different for women than for men.
- ✓ Development actions are more effective if they take into account the differences and inequalities between women and men.
- ✓ The invisibility of women in development interventions makes it complicated to define strategies to support meeting their practical needs and strategic interests.
- ✓ Analysing different contexts and situations from a gender perspective means not considering all men and women as being equals. Gender relations interact simultaneously with other characteristics or conditions that can double or triple inequalities and discriminations such as ethnic or national origin, social group, age, or sexual orientation, among others.
- ✓ Women are not a vulnerable group (they represent more than the half of the world population), but due to the many discriminations against them they are in conditions of exclusion and sometimes of greater vulnerability.
- ✓ Working with women does not mean that aspects related to gender equality from a human rights standpoint are automatically taken into account; projects can be launched that are exclusively for women but that have a very negative impact on gender relations and reinforce women's position of subordination.
- ✓ Men are a key element for change in gender relations. It is essential to work with them to eliminate the structural causes of gender inequality and change the "traditional" perception that men as well as women have of their gender role.
- ✓ Efforts to remedy inequalities through projects targeting women can be counterproductive if men are not informed and included throughout the process.

2.3 GENDER IN INTERNATIONAL COOPERATION: HISTORICAL DEVELOPMENT

Within the scope of international cooperation, the gender approach in development represents a way of analysing social realities, focusing on the different factors that nourish and propagate existing inequalities between men and women in each one of Spanish cooperation's partner countries in order to be able to transform and change them.

Nevertheless, the policies and approaches mainly targeting women in impoverished countries have evolved over the years (García, 2009):

- **WELL-BEING APPROACH** (1950s): This approach emphasises improving the satisfaction of women's needs stemming from their position as wives and mothers, which is the main role of women in development, and situating them as the passive beneficiaries of development projects.
- **WOMEN IN DEVELOPMENT APPROACH (WID)** (years 70): Development organizations, mainly women's organizations, emphasized that the well-being development model leads to unequal outcomes for women and men. This led to the WID approach, which views women as productive members of society and affirms that women's access to these productive resources contributes to overcoming gender inequality. However, in addition to access to resources it is necessary to take into account such aspects as gender relations, power relationships, socialization, and the assignation of roles to women and men— aspects that were not being considered.
- **GENDER IN DEVELOPMENT APPROACH (GID)** (years 80): Given these limitations, efforts were no longer centred on women as an isolated group; instead they focused on analysing and transforming all unequal power relationships that hinder the equitable enjoyment of the benefits of development and the full participation of women in all aspects of life.

2.4 DIFFERENCES BETWEEN THE SECTOR-BASED APPROACH AND THE MAINSTREAMING APPROACH

Using the GID approach as a starting point, to achieve gender equality we must work using two different perspectives complementarily:

1. **SECTOR-BASED APPROACH:** Through **EMPOWERMENT**, women's capabilities and their social, economic, and political position are strengthened. As a starting point, we can take the conception of the term "power" as meaning "the power to" (capability) rather than "the power over", in order to eliminate the currently existing subordinate power relationships between men and women. The key to empowering women is therefore to achieve their social and political participation, which involves changing traditional power structures.

The strategy of empowerment implies adopting positive actions through programmes, projects, and specific actions aimed at steadily closing the existing inequality gap between women and men, especially aimed at overcoming poverty and improving women's condition and positions in spaces of power and decision-making.

2. **THE MAINSTREAMING APPROACH:** This is the process of evaluating the implications for men and women of any actions being planned, including legislative or policy actions or programmes in all areas and at every level.

It is a strategy for making the experiences and needs or interests of men and women an integral dimension of the design, implementation, follow-up and evaluation of policies and programmes in every political, social, and economic area in order for men and women to benefit equally and for inequality to disappear.

Thus, through the gender approach we can evaluate:

- » The extent to which the needs and priorities of women as well as men are reflected in a development action and its results.
- » If additional changes are needed to make it possible for women to participate in an active and recognised manner, and for them to benefit from the action.
- » If there are opportunities to avoid or reduce gender inequalities in development actions.

2.5 OTHER BASIC CONCEPTS FOR OUR MAINSTREAMING EFFORTS

To be able to integrate the gender approach correctly, we must also take into account the following basic concepts of gender (taken from the *Spanish Cooperation Gender Strategy*., MAEC, 2007a):

- **Gender equality:** The gender approach incorporates aspects of inequality analysis into the principle of and fundamental right to equality, providing mechanisms for transforming them into an equitable distribution between men and women of power and spaces for participation. Gender equality is the opposite of gender inequality—not of gender difference—and aims to promote the full participation of women and men in society.
- **Gender equity:** Fair treatment of women and men, according to their respective needs, and their cultural, ethnic, social, class, or any other kinds of differences. Equity is a means to achieving equality. Therefore, it can include equal or differentiated treatment, but treatment considered equivalent in terms of rights, benefits, obligations and opportunities and, therefore, include measures to compensate women’s historical and social disadvantages.
- **Gender identity:** This is the way in which individuals are perceived and how they perceive themselves: whether as masculine or feminine, as men or women, or as other evolving gender identities. People are not born with a biologically predetermined gender identity; they are not born with a psychological makeup as men or as women, but rather, the adoption of a personal identity is the result of a long process, of a construction in which one’s sexual identity develops out of a series of needs and predispositions configured in interaction with one’s social and family environment.
- **Masculinities:** Incorporates the analysis of men’s identities and the power relationships between men and women. It assumes the complexity of gender relations in which individual men are at the same time privileged by the collective power of men as a gender, while also oppressed by the masculine identity assigned to them and by the vulnerabilities imposed on them both by power structures and by social and economic conditions.
- **Patriarchy:** In patriarchal systems, power is assigned to men and to the attributes of masculinity; power which, in today’s developed societies, involves the spheres of politics and the economy. Thus, women are excluded from all of the most important decision-making circles that affect the societies in which they live. The patriarchal ideology varies from one part of the world to another, and is currently undergoing highly significant changes due to the impact of the defence of the human rights of women and the achievements that the demands of feminist movements have brought about worldwide.

- **Sexual division of labour:** Traditionally, in all cultures and regions of the world, women and men have been assigned different activities and responsibilities, with a differentiated social, economic, political and cultural hierarchy and value. Within this division of labour, on the one hand, men have been considered providers, since they carry out remunerated, socially recognized productive work outside the home. For their part, women have been assigned the work of reproduction, including not only maternity, but also the work of taking care of the health of persons in the family, and the work carried out to maintain order in the house, and therefore in the private sphere. These tasks traditionally assigned to women have a negative image, both socially and economically, and of course they are absent and invisible in terms of their implications in women's lives in public political spaces.
- **Gender roles:** Set of behaviours, attitudes, and values that society establishes as appropriate or inappropriate for each gender, and which it transmits through teaching people based on their gender so that they adopt and assume their assigned:
 - Reproductive role: social role in which women are always seen as mothers and caregivers (e.g. of their children, the elderly, the sick) and as the main producers of life and domestic work. This work is invisible and socially and economically undervalued or devalued.
 - Productive role: Encompasses income-generating activity. This is the role traditionally assigned to men as providers. It tends to be valued and remunerated based on gender. In the case of men, it is considered their basic, socially recognized activity. However, in the case of women, this role has almost always been invisible and undervalued, often considered as a marginal contribution to the family income, in spite of the fact that in many cases the women represents the principal source of income, or the sole source in families whose head of household is a woman.
 - Community role: This is work, generally unpaid, carried out to benefit the community. Both men and women are present here, but whereas women are called to carry out social, educational, or caregiving activities, men carry out more administrative activities, and tend to act as representatives, managers, and decision-makers. Women are required to be volunteers, in the sense of being unpaid. Their work is seen as an extension of their domestic work: invisible, unrecognised, not valued, not quantified. In the case of men, on the other hand, they are given recognition which, although not economic, is at least social and political.
- **Practical needs:** Basic living conditions and needs that must be covered for everyone. In the case of women's practical needs, they are identified the women themselves based on their socially defined roles, as a response to their immediate material conditions. Practical needs tend to be related to deficiencies in living conditions, such as access to water, health, or jobs. An approach focusing solely on these kinds of needs does not question the sexual division of labour, nor the social position of women's subordination to men.

- **Strategic gender interests:** These are identified by women based on their position of social subordination. These interests pose a challenge to the sexual division of labour, power, and control, as well as to traditional roles and norms. They vary according to particular contexts, and can include such issues as legal rights, domestic violence, wage equality, and women's control over their own bodies.
- **Human Rights-Based Approach (see OHCHR, 2006):** Conceptual framework for the human development process which, from a regulatory standpoint, is based on international human rights standards, and from an operational standpoint, is oriented towards promoting and protecting those rights. It aims to analyse the inequalities at the heart of development problems, and correct discriminatory practices and the unjust distribution of power that hinders material development progress.

The Human Rights-Based Approach and the strategy of incorporating the gender approach are complementary and mutually reinforcing. Both perspective, when implemented effectively, contribute to the process of social and economic change, which is essential for identifying and analysing the inequalities, discriminatory practices, and unequal power relationships that are at the core of development problems. Similarly, both perspectives are based on analytical and legal frameworks, and demand that attention be paid to the impact of development actions, putting the dignity of all persons at the centre of equality—regardless of their sex, gender, or any other distinction. Finally, we can say that, in both cases, their effective integration into public endeavours is based on the international responsibilities of States, and AECID's commitment.



To learn more, in the glossary of terms from the *Spanish Cooperation Gender Strategy* (MAEC, 2007a) you can find other basic concepts related to the gender and development sector.





REGULATORY FRAMEWORK

3

3.1 INTERNATIONAL AGENDA FOR GENDER AND DEVELOPMENT

The international agenda, defined in 1979 in the *Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)* and promoted by the different United Nations Conferences held in Vienna, Cairo and Beijing, was supported by women's organizations and feminist organizations, particularly in regions such as Latin America, working in collaboration with governments to place gender equality on international and national political agendas.

The World Conference on Women held in Beijing in 1995 promoted and gave impetus to the participation and presence of women on a global level. The *Beijing Declaration*, signed by 189 countries, established gender equality and equity as a global political priority, implementing GM as a strategy for its achievement. This strategy must ensure that all general policies and measures adopted in the different spheres of development are also actively geared towards achieving equality, taking into account, from the planning phase, the potential impacts on the respective situations of men and women. This requires systematically examining such measures and policies, and taking these potential impacts into account in their definition and application.

In this way, the GM strategy has not been put forward as an alternative to implementing an equal opportunities policy, but rather to complement it, reaffirming its relevance in the international sphere.

Twenty years after the adoption of the Beijing Platform for Action, the new Post-2015 Agenda reflects a newly invigorated commitment to gender equality, with Spain supporting UN Women's call for a specific goal regarding gender equality and women's rights, in addition to integrating GM into the Agenda's other goals and objectives.

Knowledge of this international framework is particularly relevant when it comes to analysing how closely aligned it is with the equality policies approved in each member country and with their international commitments, as well as the initiatives implemented.

Provided below is a summary outlining the development of the principal UN and EU regulatory frameworks that have shaped the International Agenda on Gender and Development over these past decades.

1945-1962 RAISING AWARENESS OF INEQUALITIES AND FOCUSING ON LEGAL AND FORMAL EQUALITY

- UN** **1945 Charter of the United Nations**
First legal instrument affirming the equality of all human beings and expressly referring to sex as a motive for discrimination.
-
- UN** **1946 Creation of the Commission on the Status of Women**
This Commission's undertaking is to draft recommendations and reports on urgent problems and on the promotion of women's rights in the political, economic, civil, social and educational arenas. In 1987 the Commission extended its mandate to include activities relating to equality, development and peace and to the monitoring of the application of the measures agreed and the review of the progress made.
-
- EU** **1957 Treaty of Rome**
Article 119 of the Treaty—now Article 141 of the consolidated version or the Treaty of Amsterdam (1997)—establishes the principle of equal pay for equal work for men and women, prohibiting wage discrimination on the basis of sex.

1963-1975 THE BEGINNINGS OF INSTITUTIONALIZATION

- UN** **1967 Declaration on the Elimination of Discrimination against Women**
This declaration laid the groundwork for equal rights, placing issues such as the formulation of policies, changes in attitudes, political commitments and institutionalization on the agenda.
-
- UN** **1975-1985 United Nations Decade for Women**
-
- UN** **1975 World Conference of the International Women's Year (Mexico)**
A multi-year action plan was adopted encompassing transnational strategies on gender equality structured along three main lines: equality, development and peace.

1976-1985 CHANGES IN INTERNATIONAL AWARENESS OF THE ROLE OF WOMEN

- UN** **1979 Convention on the Elimination of All Forms of Discrimination against Women**
A legally binding magna carta on women's rights that sets out the internationally accepted principles regarding women's rights applicable to all women in all arenas, not only the public sphere, but also the private.
-
- UN** **1980 World Conference of the United Nations Decade for Women (Copenhagen)**
This conference raised awareness regarding the differences between guaranteed rights (formal equality) and women's capacity to exercise these rights (real equality), with particular focus on job opportunities, health services and education. It also resulted in the adoption of the Copenhagen Programme of Action.

1985-1 REINFORCEMENT OF ORGANIZATIONS SUPPORTING WOMEN AND INCORPORATION OF TWO NEW CONCEPTS: EMPOWERMENT AND GENDER MAINSTREAMING (GM)

- UN** **1985 World Conference to Review and Appraise the Achievements of the United Nations Decade for Women (Nairobi)**
Attention was brought to the fact that only a certain number of women were benefiting from the improvements introduced. Governments were thus urged to identify new fields of action to ensure that peace, development and equality could be achieved. Three sectors were identified at the Nairobi Conference, including equality in social participation, and equality in political participation and decision-making.
-
- UN** **1993 World Conference on Human Rights (Vienna)**
Women's rights were identified as a core component of the human rights agenda, highlighting the importance of addressing the problem of violence against women.
-
- UN** **1994 International Conference on Population and Development (Cairo)**
This conference saw the emergence of a new, people-based understanding of development, addressing issues such as reducing poverty and gender, generational and ethnic inequalities, promoting reproductive health and rights, and gender equality and women's empowerment.

UN	1995 World Summit for Social Development Equality between men and women was placed at the centre of the campaign to eradicate poverty.
UN	1995 Fourth World Conference on Women, Beijing This was the largest United Nations conference ever organized and a key milestone for the Gender Agenda. The Beijing Platform for Action (BPA) was unanimously adopted to guarantee improvements for all women without exception. The BPA outlined the 12 critical spheres constituting the main obstacles to women's advancement, and identified the scope of the measures that governments, UN agencies and civil society organizations must adopt to make women's human rights a reality. This is the first time that GM and women's empowerment have been put forward as strategies.
AGENDA FOR THE MDGS AND FOR AID EFFECTIVENESS	
EU	1997 Treaty of Amsterdam This Treaty addresses the issue of gender equality at work.
UN	2000 Millennium Goals Declaration MDG 3: Promote gender equality and empower women. In 2005 a new sub-goal was included in MDG 5: "Achieve, by 2015, universal access to reproductive health". The following weaknesses of the MDG from the gender perspective were identified: lack of awareness of the feminization of poverty; their failure to include the fight against gender violence; the addressing of maternal health without including the sexual and reproductive health of women from a rights perspective; and a weak, non-comprehensive, non-transformative vision of gender equality in all areas of action of the MDG, thus failing to address the structural causes of inequality.
UN	2000 Security Council Resolution 1325 This resolution urges governments to incorporate GM in peace-keeping operations.
EU	2000 ACP-EU Partnership Agreement This agreement encourages "developing countries" to include GM in their national policies.
EU	2000 EU Charter of Fundamental Rights This charter establishes equality between men and women as a fundamental principle.
EU	2004 Regulation on Promoting Gender Equality in Development Cooperation The goal of this regulation is to support the horizontal integration of the analysis of gender issues in all aspects of development cooperation.
EU	2006 European Consensus on Development This consensus declares that the promotion of equality between the sexes and of women's rights is not only indispensable in itself, but also a fundamental right and a question of social justice.
UN	Follow-up meetings on the Vienna, Cairo and Beijing Conferences, five, ten and 20 years on. Each meeting has given rise to new consensus documents in which the governments reaffirm and build upon their commitments. In relation to the Beijing process, remaining obstacles and new challenges were discussed, including those referring to the work of gender equality as a horizontal priority in the achievement of the Millennium Development Goals and the new Post-2015 Agenda.
EU	2004 Toolkit on mainstreaming gender equality in EC development cooperation This toolkit provides the necessary guidelines on mainstreaming gender equality in project- and sector-based approaches, offering instructions on how to incorporate GM into country programmes and on the different mechanisms for deploying assistance.
EU	2006-2010 Roadmap for equality between women and men This roadmap also highlights the need to improve governance and confirms the dual approach combining gender mainstreaming (the promotion of gender equality in all policy areas and in all activities) with specific measures. The European Pact for Gender Equality adopted by the European Council in the spring of 2006 also urges Member States to implement the gender perspective.

EU	2007 Treaty of Lisbon This treaty affirms the principle of gender equality and its inclusion in EU policy.
EU	2007 Communication on gender equality and women's empowerment in development cooperation , which gave rise to the EU Action Plans for gender equality and women's empowerment.
OECD/ DAC	Aid Effectiveness Agenda Paris (2005), Accra (2008) and Busan (2011). Despite acknowledgement of the fact that gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impact on the lives and potential of poor women, men, and children, the entire Paris Declaration on Aid Effectiveness was found to be deficient in terms of GM. In preparation for the meeting held in Accra, over 200 women's rights organizations endorsed the Declaration of the Women's Forum with specific recommendations for guaranteeing the inclusion of gender mainstreaming in the Paris Declaration, proposing clear indicators for monitoring purposes to serve as a basis for the application of GM. The Action Plan of the Third High Level Forum on Aid Effectiveness, held in Accra in 2008, asserts that "gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impact on the lives and potential of poor women, men, and children". Three years later, at the Fourth Forum, held in Busan, it was stressed that gender equality and women's empowerment are crucial to securing development outcomes.
EU	2010-2015 Action Plan for Gender Equality and Women's Empowerment in Development Particular focus was placed on the comprehensive gender mainstreaming of government policies.
EU	2011-2010 European Pact for Gender Equality Governance is strengthened by the inclusion of GM in all areas of action, including the external action of the European Union.
EU	2011 "Increasing the Impact of EU Development Policy: an Agenda for Change This Agenda expressly asserts that priority should be given, in the allocation of EU assistance, to sectors that lay the foundations for inclusive and sustainable growth, including good governance, a concept that includes respect for human rights and gender equality, as well as the participation of civil society.
UN	2015 Political declaration on the occasion of the twentieth anniversary of the Fourth World Conference on Women (59th session of the Commission on the Status of Women) This declaration recognizes the full and effective application of the Beijing Declaration and Platform for Action, an essential instrument to conclude the uncompleted work of the Millennium Development Goals and to address the critical problems still remaining through a broad, transformative approach in the post-2015 development agenda, in particular through the sustainable development goal to achieve gender equality and empower all women and girls.
POST-2015 AGENDA	
UN	Post-2015 Development Agenda and Sustainable Development Goals Gender equality is positioned as a specific, cross-cutting objective that is pertinent to all the goals on the Agenda.
EU	Second EU Action Plan on Gender Equality and Women's Empowerment in Development² 2015-2020 This Action Plan includes three thematic pivotal areas: physical and psychological integrity; economic and social rights / empowerment; voice and participation; and a fourth pivotal area referring to shifting the institutional culture.

3.2 SPANISH COOPERATION

Spanish Cooperation's actions and achievements in the institutionalization of GM have made **Gender Equality** one of its **distinguishing characteristics**, for which it received international recognition in the OECD/DAC peer review for 2011 (OECD, 2012).

Spain, due to its history, is a key actor in the area of gender equality, due largely to the legislative advances made on a national level, and to its development policies, as well as to its being **one of the main donors to gender equality and women's rights**, especially in Latin America.

Since 2005, Spanish Cooperation has made a decisive commitment to gender equality, incorporating **GM in development as a horizontal and sector-based priority** in the Second Master Plan and in Spanish Cooperation's Strategy for Gender in Development, reaffirming this commitment in the Third and Fourth Master Plans. These efforts have been underpinned by the implementation of the Women and Peacebuilding Action Plan, and the approval of AECID's Sector-Based Gender in Development Action Plan.

The **Fourth Master Plan** goes a step further, promoting **women's rights and gender equality as a key focus for Spanish Cooperation in 2013-2016**. Specifically, Spanish Cooperation seeks to increase the effectiveness of development and achieve the full recognition of the economic, labour, political, social and cultural rights of women, calling for GM to be combined with specific policies defined on three levels of action:

1. LINES OF ACTION FOR FORMAL EQUALITY

- Alignment of individual countries' regulatory frameworks to international regulations on gender, especially as regards political, economic, social and cultural, and sexual and reproductive rights, taking each country's specific circumstances into account.

2. LINES OF ACTION FOR REAL EQUALITY

- Promotion of public policies on gender and social cohesion to strengthen governability, both in national and local processes and in those initiatives aimed at integrating regional processes.

3. SPECIFIC ACTIONS TO EMPOWER WOMEN

- Support to feminist organizations and women from civil society, with a view to multiplying impacts in terms of access to full citizenship and improving the quality and effectiveness of aid.
- Establishment of specific lines to mitigate all forms of violence and discrimination against women and girls, focusing particularly on situations of extreme hardship, such as trafficking and sexual exploitation or female genital mutilation and its consequences, as well as discrimination against and the vulnerability of women in the economy and the job market, particularly as regards the care economy, the situation of female domestic workers, the informal economy, and women in rural areas.

For its part, **Spanish Cooperation's Gender in Development Strategy** (MAEC, 2007) establishes specific guidelines for GM. The different, sector-specific strategies defined by Spanish Cooperation contain GM guidelines for each sector.

In the sphere of **AECID**, the **Sector-based Gender in Development Action Plan** (AECID, 2010) defines **five strategic lines of work**:

- Social and political participation.
- Combatting gender violence.
- Sexual and reproductive rights.
- Women and peacebuilding.
- Economic and labour rights.

It also includes **two lines of action for institutional reinforcement**:

- Mainstreaming.
- The institutionalization of the gender approach.

The actions defined in the Gender Action Plan for **effective gender mainstreaming in AECID** are broadly divided into two areas:

- Incorporation of the gender approach into planning and programming.
- Inclusion of the gender approach in the different units of AECID.





GUIDELINES FOR PLANNING PROCESSES

4

As set forth in *AECID's Manual de Planificación y Seguimiento de Gestión para Resultados de Desarrollo [Handbook for Planning and Monitoring Development Results-based Management]*, (AECID, 2015), in general, all AECID strategies, programmes and interventions are designed according to a **management cycle**, which is key to achieving and verifying the expected results:

*Planning and
Preparatio*



*Implementation
and Monitoring*



*Evaluation and
Accountability*

Spanish Cooperation's **tool for strategic geographic planning is the Country Partnership Framework (CPF)**, which guides the efforts of all the actors involved towards development results defined by the country itself through dialogue. AECID's principal tool is the **Country Programme**, directly applied to its work with partner countries. This Programme specifies AECID's action for each of the results defined in the CPF, establishing general guidelines, objectives and strategies to be achieved in a three-to-six year period. Since it stems from a CPF, the term of a Country Programme is of the same duration.

Therefore, in this Section you will find guidelines for GM in strategic planning³, under the umbrella of a common conceptual model: **the logical results chain**. This chain establishes the relations between the desired results and the actions and resources available to this end.

And in this context, we cannot understand GM as a merely technical issue that can be resolved making a few changes to indicators, matrices and results, but, rather, as something that must be present at all levels:

LEVEL 1: DEVELOPMENT RESULTS	CPF
Changes in the living conditions of women and men. Contribution to achieving gender equality and guaranteeing women's rights.	
LEVEL 2: INTERIM RESULTS	CPF
Achievements in gender equality.	
LEVEL 3: DIRECT RESULTS OR DELIVERABLES	COUNTRY PROGRAMME
Goods, services or capacity-building required for achieving greater gender equality.	
LEVEL 4: ACTIVITIES	INTERVENTIONS
Specific actions aimed at empowering women and defending their rights.	
LEVEL 5: RESOURCES	INTERVENTIONS
Planning specialized human resources and economic resources for specific actions and GM.	

Thus, to determine the dimension of AECID efforts (at the headquarters and on the ground) at each of the levels it is essential to analyse the initial situation and know what the real capabilities are when addressing GM at the key moments of the planning cycle. Collective reflection by all of the teams may help the Gender Unit at the headquarters and the gender experts and focal points on the ground to identify issues such as the status of GM capabilities, partnerships and reticence, entry points and viability conditions, areas with potential to be strengthened.

Therefore, by mainstreaming the gender approach in planning processes we must remember that:

- » We must not forget that if gender is a prioritized sector, this does not mean that GM is being properly implemented in strategic planning, and GM may still be necessary.
- » The questions you will find in this Section, mainly based on the *Manual para el establecimiento, seguimiento y evaluación de Marcos de Asociación País [Handbook for Establishing, Monitoring and Evaluating Country Partnership Frameworks]* (MAEC, 2013), should serve as a guide, therefore, it is not mandatory to answer each and every one of them.
- » The questions asked in this Section are not aimed at offering you a single or automatic answer to all of the problems involved in GM. They are, rather, an invitation to reflect on whether GM has been properly incorporated into each of the phases of drafting the planning documents, to strengthen the weakest aspects identified, and to incorporate “the culture of mainstreaming” into our daily work.
- » If your answer to a question is “no” (✘), it will mean that if you are in the drafting process (e.g. of a concept note in the CPF process) you will have to strengthen that aspect, and if you are evaluating the documents submitted, it will be a recommendation for an improvement that you will need to make.
- » The gender dimension changes in each geographic context and, therefore, it is necessary to make an effort to interpret and adapt the proposed questions to each country’s situation and context.
- » It is key to ensure the participation of the gender focal point (at the headquarters, the Gender Unit, Sector-Based Cooperation Department; on the ground, the TCOs’ gender experts) so that they may assume responsibility for reviewing the incorporation of GM into each of the phases of planning processes.

4.1 COUNTRY PARTNERSHIP FRAMEWORKS (CPF)

As we have already mentioned, CPFs are a shared partnership strategy at the country level, seeking common human development goals and visions and the eradication of poverty; they must include the mainstreaming approaches set forth in the effectiveness agenda.



AVAILABLE SPANISH COOPERATION TOOLS

Manual para el establecimiento, seguimiento y evaluación de Marcos de Asociación País [Handbook for Establishing, Monitoring and Evaluating Country Partnership Frameworks] (MAEC, 2013), including its Annex 2 Guidelines for Mainstreaming Priorities: Human Rights, Gender in Development, Diversity, and Sustainability.



GUIDELINES FOR MAINSTREAMING

CHECKLIST

Once these recommendations have been taken into account, the Handbook will be our principal working tool. The checklist below will help you to check, at each stage, whether GM is being properly implemented according to the guidelines in the Handbook and its Annex 2. We recommend that you use this checklist for two purposes:

- Questions that you need to ask yourself, as a non-exhaustive guide, at the beginning of each stage to guarantee that we are using the “gender lens”.
- After finishing the preliminary draft of each phase/stage, check whether we have effectively included these questions and, as the case may be, strengthen those aspects that we consider the weakest.



CHECKLIST

PHASE I. ESTABLISHMENT. STAGE 0: CONCEPT NOTE

CONSTITUTION OF THE STABLE COORDINATION GROUP (SCG)

- | | | |
|---|-------------------------------------|--------------------------|
| Is the TCO's gender expert a member? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Have Spanish Cooperation actors who may provide added gender value been identified? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Is GM part of the SCG's Terms of Reference? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

CONTEXT ANALYSIS

- | | | |
|--|-------------------------------------|--------------------------|
| Has the situation of women and girls in the country been made more visible? | | |
| Are sex-disaggregated data, as well as gender analysis, being offered in the different spheres analysed (e.g. economy, education, politics, and health)? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

NATIONAL DEVELOPMENT PLANS AND SECTOR-BASED PLANS

- | | | |
|--|-------------------------------------|--------------------------|
| Has there been an analysis of the existing national regulatory framework on gender equality? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Are there sufficient resources (e.g. economic and human) in the country to implement those equality laws and plans? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Have the other sector-based policies envisaged the differentiated impact on women and men and adopted specific measures? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Do they respond to the international commitments on gender equality entered into by the country? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

WHAT? WHAT SPANISH COOPERATION HAS DONE IN THE COUNTRY

- | | | |
|---|-------------------------------------|--------------------------|
| Have all the gender interventions supported by Spanish Cooperation been identified? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|---|-------------------------------------|--------------------------|

WHERE? GEOGRAPHIC AREAS OF WORK AND LINES OF INTERVENTION FOR EACH AREA

- | | | |
|--|-------------------------------------|--------------------------|
| Is Spanish Cooperation working in those areas of the country where women's rights are violated the most? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|--|-------------------------------------|--------------------------|

COORDINATION OF SPANISH COOPERATION ACTORS

- | | | |
|---|-------------------------------------|--------------------------|
| Have all the actors working in gender been identified? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Are there spaces for gender equality coordination in the country, such as donor committees or groups? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

AVAILABLE EVALUATIONS

- | | | |
|--|-------------------------------------|--------------------------|
| Is gender impact analysis included in the available evaluations? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Have any specific evaluations on gender been carried out? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

SWOT ANALYSIS

- | | | |
|------------------------------|-------------------------------------|--------------------------|
| Is gender analysis included? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
|------------------------------|-------------------------------------|--------------------------|

DIALOGUE WITH THE PARTNER COUNTRY

- Has the government institution responsible for gender equality been identified?
- Have the civil society organizations committed to gender equality been identified?
- Are there shared spaces for dialogue? (e.g. sector-based committees)

VISION OF THE FUTURE. WHAT DO WE WANT TO ACHIEVE?

- Have all the challenges facing the country in achieving equality between men and women in all development sectors been identified?
- Have all the gender and GM advances and challenges for AECID and the other donors been identified?

WORK PLAN

- Have meetings with organizations and institutions specializing in gender been planned?

**CHECKLIST****PHASE I. STAGE 1. ANALYSIS****DEMOCRATIC OWNERSHIP**

- In accordance with the information included in the Concept Note, is there an analysis of the degree of participation of the partner country's government institutions responsible for gender equality in the design of policies and programmes on development and combating poverty or other policies?
- And are civil society organizations, especially those of women and feminists, actively involved?

ALIGNMENT. QUALITY OF POLICY DIALOGUE WITH THE PARTNER COUNTRY

- Are the country's authorities receptive to including gender equality in their agenda?
- Does the government institution responsible for gender equality actively participate?
- Is there capacity-building for civil society organizations, especially those of women and feminists?
- If the answer to the previous two questions is "no", have the obstacles to this participation been identified?
- Have any measures been taken to improve this participation?

USE OF NATIONAL SYSTEMS

- ¿Are sex-disaggregated data available (mainly official statistics)?
- Is there information on other variables leading to double and triple discrimination (e.g. age, disability, sexual orientation, and race or ethnic group)?
- ¿Se ha acudido a otras fuentes como informes sobre DDHHs, ODM, informes CEDAW, ect...?

ARMONIZACIÓN ENTRE DONANTES

¿Se ha analizado el trabajo de otros donantes internacionales en género?

¿Y el de organismos multilaterales como ONU Mujeres, FNUAP, PNUD...?

¿Se cuenta con el aporte de las mesas de donantes interagenciales de género?

FOROS DE ARMONIZACIÓN EXISTENTES NACIONALES Y REGIONALES

¿Participa la CE en la mesa sectorial de género?

¿Lidera o ha liderado estas mesas?

En su caso, ¿cuáles son las principales deficiencias detectadas?

PROGRAMAS REGIONALES

¿Se ha analizado cómo se ha incorporado el tema de la igualdad de género en los programas regionales existentes?

VENTAJA COMPARATIVA

¿Se ha analizado qué valor añadido representa la CE en su trabajo de género como una prioridad transversal?

LISTADO DE VERIFICACIÓN**FASE 1. ETAPA 2. DECISIONES ESTRATÉGICAS****ORIENTACIONES ESTRATÉGICAS DE CONCENTRACIÓN Y SALIDA**

¿Se contempla la TG como una de las orientaciones estratégicas?

PROGRAMACIÓN CONJUNTA, COOPERACIÓN DELEGADA, AYUDA PROGRAMÁTICA Y MULTILATERAL

¿Las acciones de los donantes se apoyan en diagnósticos de género compartidos?

¿Se han tenido en cuenta los estándares internacionales para trabajar la igualdad de género en el país?

¿Se prevé la cooperación con organismos multilaterales especializados en género (ej. ONU Mujeres)?

¿Las intervenciones apoyadas a otros organismos contemplan la TG?

MARCO DE RESULTADOS DE DESARROLLO

¿La formulación de los resultados permite mostrar los efectos positivos para avanzar hacia la igualdad de género?

¿Se ha incluido la TG en la definición de los indicadores y líneas de base?

¿Se incluyen intervenciones de la CE dirigidas a la promoción de la igualdad de género?





CHECKLIST

PHASE I. STAGE 3. PARTNERSHIP STRATEGIES

RESOURCES

Has a minimum budget been allocated to guaranteeing GM?

POLICY COHERENCE

Are there any Spanish actors in the country violating the rights of the country's women and girls?

MONITORING AND EVALUATION SYSTEM

Are there sex-disaggregated data, as well as a proper gender analysis, showing to what extent Spanish Cooperation is contributing to gender equality and the defence of women's rights?

Do organizations specializing in gender—both governmental and from civil society—that are involved in the previous stages participate?

MUTUAL ACCOUNTABILITY

Is progress towards gender equality and the defence of women's rights part of the information provided?

Do the partner country's most outstanding organizations specializing in gender—both governmental and from civil society—participate?

PHASE II. IMPLEMENTATION OF MONITORING AND EVALUATION



In order to analyse this Section you need to read the guidelines set forth in Section 5 “General Guidelines for AECID Interventions”.

4.2 AECID'S COUNTRY PROGRAMME

As we mentioned before, and as a result of what was established in the CPF, AECID's principal tool for strategic geographic planning is the Country Programme, directly applied to its work with partner countries.

It is the primary instrument for defining interventions in a country because, once it has been approved, the allocated AECID resources must mainly focus on achieving the results set forth in it.

The Country Programme is closely linked to the CPF in its content and duration. They both cover the same timeframe, which is set by the CPF. The Country Programme's content stems from the CPF, which specifies AECID's action in each of the results defined in it.

In the planning phase, the mainstreaming objective is key to ensuring that the strategy for action is sustainable, by:

- Facilitating the opportunity to incorporate / strengthen the gender in development approach⁴.
- Incorporating gender-specific elements into the management framework for development results, especially in the deliverables and their corresponding indicators.
- Linking gender experts from the Cooperation Units Abroad and/or focal points in their absence, and also supporting the leadership role of the Gender Unit at the headquarters during the review process.

The Country Programme essentially consists of a results framework and a text summarizing the principal ideas of the strategic position defined in the CPF, as well as the principal aspects of AECID's cooperation programme in the country and the associated risks.



GUIDELINES FOR MAINSTREAMING

The following is a checklist with questions to bear in mind, both in designing the results framework and in the narrative part; they will enable you to verify whether GM has been properly incorporated. Additionally, it is highly advisable to include a specific Section on how GM is going to be incorporated into the overall approach of the country programme.



CHECKLIST

DESIGNING THE RESULTS FRAMEWORK

Does the development results matrix identify deliverables that contribute to equality between women and men?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Does it set forth gender indicators ⁵ linked to deliverables?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have economic resources and specialized human resources been planned in order to guarantee GM?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have the principal risks or threats ⁶ that may have an impact on moving towards gender equality been identified?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Could the impact or likelihood of these risks or threats be lessened?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
If not, have new deliverables or actions been set forth?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Or, has the results framework been modified in accordance with these circumstances?	<input checked="" type="checkbox"/>	<input type="checkbox"/>

DRAFTING THE NARRATIVE PART

Does it include the most important information about the gender assessment carried out in the CPF?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Does it analyse the causes that limit women's participation in the different decision-making spheres, as well as those that prevent them from benefiting from development actions?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Has GM been effectively incorporated at the deliverables level in prioritized sectors ⁷ ?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
If sex-disaggregated data are available, have they been analysed?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have other variables, such as age, ethnic group or race, and sexual orientation been analysed?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have the major risks and threats involved in achieving gender equality been analysed?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have the GID efforts made by other donors been assessed in order to evaluate the possibility of harmonizing GID actions and goals with regard to specific actions and GM?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have joint working spaces on GM—with other donors, national and local governments, the country's civil society organizations, and all of AECID's partners—been consolidated and promoted?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Are government institutions responsible for gender equality and civil society organizations, especially those of women and feminists, guaranteed participation in dialogue and coordination processes?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Has a monitoring system been established to verify achievement of results in narrowing inequality gaps and in women's empowerment?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Has gender impact evaluation been included in the planned evaluations?	<input checked="" type="checkbox"/>	<input type="checkbox"/>



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GENERAL GUIDELINES FOR AECID INTERVENTIONS

5



A FEW PRELIMINARY REFLECTIONS

Working on the principle that **no intervention is gender-neutral**, it is crucial that consideration is given, when addressing gender mainstreaming (GM) in instruments, to the different (positive or negative) impact of actions⁸ on the lives of women, men, girls and boys and on their enjoyment of rights.

Therefore, when mainstreaming gender throughout interventions' management cycles, it is essential to recall that:

- ✓ The questions are meant as a guide; it is not compulsory to answer all of them. During the drafting stage, you will find certain aspects marked as “key questions” as it is necessary to take them into account to ensure that gender is mainstreamed, along with a set of questions that it would be advisable to take into account to achieve a more in-depth analysis.
- ✓ The questions asked in this section are not aimed at offering you a single or automatic answer to all of the problems involved in GM. Rather, they are an invitation to reflect on whether mainstreaming has been achieved correctly and to incorporate a “mainstreaming culture” into our daily work, offering some recommendations and improvements to take into account, but without aiming to offer ex ante solutions.
- ✓ These guidelines are complemented by the sector checklists (education, health, economic growth, etc) contained in Toolbox 1.
- ✓ The gender dimension changes in each geographic context and that an effort must therefore be made to interpret and adapt the proposed questions to each intervention and situation.
- ✓ Furthermore, if the intervention or project concerns Humanitarian Action or Education for Development, do not forget to consult section 7, which contains guidelines and specific questions to reflect on these two areas for action.
- ✓ If you are working on a specific instrument, you must also consult Section 6 of this Guide.
- ✓ Lastly, we must not forget that gender analysis must guide the entire intervention cycle.



GUIDELINES FOR MAINSTREAMING

STEP 1: PLANNING AND EVALUATION

In this section, we provide the guidelines for planning and evaluating interventions, to ensure that gender mainstreaming is effectively applied, based on the “*Basic format for planning AECID results-driven interventions*”.

GENERAL DETAILS

DAC CODES:

CRS 13020	Reproductive health care
CRS 1302000	Reproductive health care
CRS 1302001	Support for care for victims of gender violence
CRS 1302002	Obstetric care
CRS 1302003	Neonatal and perinatal care
CRS 1516003	The fight for gender equality and the promotion of women’s rights
CRS 15180	Elimination of violence against women and girls ⁹
CRS 1517000	Organizations and institutions for women’s equality
CSE 1517001	Women’s participation in society and politics
CSE 1517002	The fight against gender violence
CSE 1517003	Women and peacebuilding
CSE 1517004	Economic empowerment of women
CSE 1517005	Institutional strengthening of gender

CSE codes are only applicable as classification criteria in internal AECID work (in the framework of the Information Integration Project), and the gender ODA is officially reported through CRS codes 1516003, 13020 and 1517000.

GENDER MARKERS:

- Principal (primary): When the gender equality objective is fundamental to the design and impact of the intervention and is explicit in the intervention. In other words, the question would be: Could the activity have been carried out without this objective?
- Significant (secondary): The activity has another main purpose, although gender equality and the defence of women's and girls' rights have been promoted.
- Not focused: The intervention is not focused on advancing equality between women and men.



For more information on how to apply these markers, see Toolbox 3.

STRATEGIC CONTEXT OR PROGRAMME UNDER WHICH THE INTERVENTION IS TO BE CARRIED OUT

RESULTS FRAMEWORK FOR THE PROGRAMME:

- To evaluate whether the intervention reflects the priorities set out in the Country Programme, in terms of the sector and mainstreaming, we must ask ourselves whether:

KEY QUESTIONS

Does the intervention contribute to positive changes in living conditions for women and girls?



Does it contribute to positive changes in the performance or conduct of government institutions or civil society organizations that are responsible for gender equality and defending human rights?



IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Expressly including results and specific activities aimed at safeguarding women's rights.
- Assessing the degree to which institutions and civil society organizations can be more greatly involved, and specifically included in the planning.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

The intervention contributes to the development of policies or agreements or the implementation of services that did not previously exist and that are necessary to contribute to reducing the gender inequality gap between men and women.

KEY LINE OF ACTION FROM THE MASTER PLAN WITHIN WHICH THE INTERVENTION IS TO BE CARRIED OUT:

If it is a specific gender-related intervention or it contributes partially to Guideline 5 from the MP, it would be classified under one of the following lines of action:

LINES OF ACTION FOR FORMAL EQUALITY	Adapting the legal frameworks of countries to international law on gender, particularly as regards economic, social and cultural rights, sexual and reproductive rights, and political rights, all whilst taking into account the circumstances of each country.
LINES OF ACTION FOR REAL EQUALITY	Promoting public gender and social cohesion policies, to strengthen governance, both in national and local processes and in initiatives aimed at integrating regional processes.
SPECIFIC ACTIONS TO EMPOWER WOMEN	<p>Strengthening feminist organizations and women's organizations in civil society, with potential multiplier effects in terms of access to full citizenship and improved quality of life, and the effectiveness of assistance.</p> <p>Establishing specific lines of action to curtail all forms of violence and discrimination against women and girls, focusing on extremely difficult situations, such as sex trafficking, sexual exploitation, and female genital mutilation and the consequences of such situations, as well as on discrimination against women in the economy and in employment and their vulnerability in these same areas, especially as regards the care economy, the status of domestic workers, the informal economy and women in rural areas.</p>



AID EFFECTIVENESS CRITERIA

To analyse this section, you must review the guidelines in Section 4.1 “Country Partnership Framework”.

IDENTIFICATION

ULTIMATE BENEFICIARIES OF THE INTERVENTION // DIRECT TARGET GROUP AND OTHER STAKEHOLDERS INVOLVED:

KEY QUESTIONS

Is the beneficiary population described using data broken down by gender? ✓ ✗

Is real and effective participation in the intervention's planned activities guaranteed for women and their organizations? ✓ ✗

Have synergies with other stakeholders and instruments that work on gender equality been analysed? ✓ ✗

IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Specify, to the extent possible, the reality and the different problems relating to women and men.
- If there is no official statistical data, review alternative sources (reports by international organizations such as UNDP or UN Women, or by civil society organizations).
- Women do not always express themselves freely in mixed spheres; it may therefore be advisable to consider exclusive spaces for women (individual or collective) that guarantee more active participation that is better suited to their available time.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

- It has been determined if the women constitute a homogenous self-contained group, with shared interests and needs, or if, conversely, the needs of each woman must be taken into account separately (social class, marital status, age or ethnicity).
- Other potential stakeholders involved have been identified, whose gender interests have not been explicitly formulated.

PROBLEMS TO ADDRESS AND PROPOSED ALTERNATIVE SOLUTION:

KEY QUESTIONS

Are women affected more directly by the identified problems than men? ✓ ✗

Are the existing national legal framework and the international commitments undertaken by the country as regards gender equality described?¹⁰ ✓ ✗

In the analysis of alternatives, has significant weight been given to the criteria linked to gender equality? ✓ ✗

IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Perform an analysis of the economic, social and political context that provides a vision of how women and girls are affected by these problems; why they are problems for the women and girls; and how their rights are safeguarded in the country/region of the intervention.
- Verify whether, in the chosen alternatives, the interests and priorities of women and men are reflected.
- Guarantee that when selecting the intervention strategy, women, or if applicable the organizations that represent their interests, have participated actively in decision-making.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

Whether it has been taken into account that women and girls may suffer from other forms of discrimination, such as those linked to sexual diversity, ethnicity, religion, disability, place of birth (urban/rural), or migratory status as a displaced person or refugee.

INTERVENTION RATIONALE

GENERAL OBJECTIVE:

KEY QUESTIONS

Does it meet the strategic needs of the women?



IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

Reformulating the general objective in such a way as to expressly mention how a contribution is made to improving and safeguarding women's rights.

SPECIFIC OBJECTIVE:

KEY QUESTIONS

To what extent could the specific objective contribute to reducing the inequalities between men and women?



Is there a specific gender objective?



IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

Including at least one specific objective that reflects how the intervention contributes to eliminating gender inequalities.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

The specific objectives are consistent and reflect the gender analysis performed.

RESULTS:

KEY QUESTIONS

Do the results contribute to reducing/eliminating inequalities between women and men?



Are the desired results expected to result in equitable distribution of the (economic and social) benefits of the intervention?



IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Verify whether gender roles and responsibilities are being taken into account in the distribution of the benefits of the intervention.
- Analyse whether the results benefit both women and men, and to what degree; reflect this expressly in the formulation of the results.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

- Attainment of the results will contribute to raising awareness among men and boys of women's and girls' rights.
- It has been taken into account which new skills or capabilities the different rights-holders, duty-bearers and responsibility-holders need to perform their functions correctly and guarantee gender equality.

PRIMARY ACTIVITIES AND PLANNING THEREOF:

KEY QUESTIONS

Have gender roles and division of work by gender been taken into account when planning the activities?

Are specific actions planned, aimed at modifying said roles and favouring the participation of women?

Do the activities contribute to strengthening the capabilities of the women's and feminist institutions and organizations that work to promote gender equality?

IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Increasing the visibility of the group of activities that are not normally considered and that are performed by women (e.g. domestic chores, caring for dependents or community work).
- Identifying the different consequences that division of work by gender has for women and men, and identifying the problems and needs that arise from daily responsibilities and duties.
- Considering the impact that the intervention will have on the workload of women and men and identifying whether the former or the latter will enjoy sufficient availability and flexibility to perform the project's planned activities.
- Avoiding assuming that certain projects are beneficial for women's status in a society merely because women are the beneficiaries or participate in the planning of the project.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

- The activities entail an excessive workload for women.
- Awareness and involvement of men and boys are promoted, individually and collectively, in eliminating gender inequalities.
- There is a contribution to raising awareness and appreciation for the work of women.
- Community activities or other strategies have been planned, to address the conflicts that may arise from questioning the roles traditionally assigned to women and girls.
- Local organizations participate in the project, especially women's and feminists' organization.
- Translation services and support is planned, to enable participation by women who do not speak Spanish.
- The people responsible for implementing activities are trained in gender.

INDICATORS, VERIFICATION SOURCES AND PERFORMANCE TARGETS



To formulate and/or evaluate these aspects, we recommend that you follow the guidelines contained in Toolbox 2 for preparing quantitative and qualitative indicators, which provides themed examples.

RISKS

KEY QUESTIONS

Is there express mention of the factors or conflicts of interest that may determine the success of the intervention in terms of the positive impact on promoting gender equality?

IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Assessing the negative collateral effects that the intervention may cause or augment, in terms of guaranteeing women's rights.
- Identifying the alternative strategies that may mitigate these risks.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

More specifically, factors that favour or hinder change in gender relations have been analysed (Murguialday, et al., 2008), such as:

- Factors for change: well-established women's movements with a marked political impact; provision of social services that reduce the reproductive burden on women; social and legal rejection of violence against women; training for women in rights and in formulating claims.
- Resistance factors: legal or religious restrictions on women's mobility; gender-blind agrarian reform; male migration that leaves women in charge of ensuring families survive; family law that prevents women from managing assets or opening their own businesses.

BUDGET AND FINANCING PLAN

KEY QUESTIONS

Has budgetary allowance been made for specific actions to promote women's participation and their equitable access to the benefits of the project?

Is it clear what percentage of the total budget will directly benefit women and men?

Has budgetary allowance been made for gender awareness and training activities?

Has budgetary allowance been made for hiring specialists in gender issues?

IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Precisely analysing which portion of the project resources will benefit women and which part will benefit men.
- Ensuring that the resources to promote gender issues are appropriately budgeted.
- Increasing the visibility of women's contributions to the intervention's actions.

SUSTAINABILITY

KEY QUESTIONS

Does the intervention take into account a sustainability strategy that allows positive changes to be promoted, to eliminate inequalities between women and men and to promote the enjoyment of women's rights and changes in the status and position of women?



IF NOT, WE CAN RECOMMEND OR MAKE THE FOLLOWING IMPROVEMENTS...

- Defining specific measures to mitigate negative changes and guarantee sustainability.
- Favouring equitable ownership of the benefits of the intervention by women and men, thus contributing to the sustainability of the benefits.
- Not supporting solely the "visible" productive work or ignoring other sectors of society that could be key to ensuring the sustainability and viability of the intervention.
- Increasing the visibility and appreciation of women's unpaid work, in activities that are paid in the case of men, to prevent women from being excluded from the intervention and its future sustainability.

IT IS ALSO ADVISABLE TO TAKE INTO ACCOUNT WHETHER...

- Consideration is given to generation of individual and collective-organizational capabilities for women, increasing their opportunities in the decision-making process, promoting equal treatment, and safeguarding their rights.
- The intervention takes into account promotion of policies and rules aimed at overcoming women's situation of exclusion.

MONITORING AND EVALUATION PHASES:

Once a proposal for an intervention has been formulated or evaluated, we must ensure we keep our “*gender glasses*” on during the monitoring and evaluation of projects.

To measure, analyse and evaluate the consequences and impact that an intervention is generating or has generated in terms of eliminating inequalities between women and men, below we provide a number of guiding questions (it is not necessary to answer them all), which will allow you to evaluate whether the intervention has had an impact:

NEGATIVE	NEUTRAL	POSITIVE AND TRANSFORMATIVE
Gender inequalities are reinforced to achieve established development goals. Rules, roles and stereotypes are used that reinforce gender inequalities.	Gender rules, roles and stereotypes are neither worsened nor improved, although the omission repeats the reasons for inequality.	There is a change in rules and roles, promoting shared power, control over resources, decision-making and supporting the process of empowering women.

Also, remember that the proposed questions below will help when participating in Monitoring Committees for interventions or ensuring that proposed Terms of Reference for an evaluation include the gender perspective.

Although they are presented as questions, and generally closed ones (yes/no), the objective is not to merely answer them, but rather to be able to identify the aspects that must be requested from the entity or organization that is executing the project or presenting the evaluation ToR to strengthen and guarantee gender mainstreaming.

PHASE 2: MONITORING

During this phase, areas for improvement are identified, or specific recommendations made following application of this “checklist”, which will then be considered in the AECID periodic monitoring meetings, both at the offices and on the ground.



CHECKLIST

Does the management team for the intervention show commitment to and capacity for gender mainstreaming?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Is qualitative and quantitative information available to determine progress in reducing gender inequalities?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Does the monitoring system include indicators to measure progress with application of gender mainstreaming?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
How is women’s participation affecting women and men’s relations and roles?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Are the assumptions and information regarding the characteristics, needs and interests of women and men that were initially identified still valid?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have limitations become apparent during implementation of the intervention that prevent equitable participation by women and men in the distribution of resources and benefits?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
If necessary, are changes and strategic decisions proposed that aim to achieve the planned gender results?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
As regards management, are mechanisms being guaranteed for active participation by the country’s equality mechanisms, by women and by organizations that promote gender equality?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Are their contributions being taken into account?	<input checked="" type="checkbox"/>	<input type="checkbox"/>

PHASE 3: EVALUATION

In the context of Spanish Cooperation, management of evaluations is entrusted to the Division for Development Policy Evaluation and Knowledge Management (Secretariat-General for International Development Cooperation, Ministry of Foreign Affairs and Cooperation). AECID also performs operating evaluations and evaluations that are subject to specific regulations, pursuant to the Spanish Cooperation Evaluation Policy (Ministry of Foreign Affairs and Cooperation, 2013), with the corresponding Biennial Evaluation Plans.

Both the 4th Master Plan and the *Spanish Cooperation Evaluation Policy* include the commitment to mainstreaming the gender perspective, human rights, the environment and cultural diversity in evaluations. These approaches must therefore be taken into account in all evaluations, as all people have both different attributes and different identities. Moreover, reference material and guides often address several of these approaches together. Below, we therefore offer guiding questions to ensure that the different stages of evaluations incorporate the gender perspective appropriately.



CHECKLIST

EVALUATION DESIGN AND EXECUTION STAGE¹¹

JUSTIFICATION AND AIMS OF THE EVALUATION

Is reference made to the fundamental content of the human rights, gender equality and cultural diversity approaches that must guide the evaluation?

BACKGROUND AND CONTEXT

Is the analysis of the causes and consequences of gender inequality included?

SCOPE OF THE EVALUATION

Have civil society organizations been identified as key actors, especially women's and feminist organizations, as well as equality mechanisms?

Have equality and non-discrimination principles been included as guidelines for formulation of the evaluation questions?

Do the evaluation questions consider the programme implementers' and other actors' understanding of gender equality, human rights and cultural diversity?

EVALUATION QUESTIONS

RELEVANCE

Is a contribution being made to attainment of specific objectives relating to gender equality, the rights of indigenous peoples and other human rights?

Is the intervention in keeping with international and national commitments regarding equality?

Is there a particular interest among country authorities or institutions that are partners for the programme/project in including considerations of these approaches?

Is the problem for which a solution is wanted clearly defined?

Is this related to human rights, gender equality and interculturality?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Are the factors or causes of the inequalities and inequities to be resolved, reduced or eliminated clearly and explicitly identified?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Have specific conditions of the target population been identified, such as gender, ethnic or national origin, age or other variables?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
EFFECTIVENESS	
Do the results reflect the needs identified by the beneficiary population according to their assigned sex-gender, age, ethnic or national origin or other variable?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Have the identified indicators (quantitative and qualitative) proved appropriate to reflect progress in gender equality, human rights and cultural diversity?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Does the intervention explicitly take into account a gender equality, human rights and cultural diversity perspective, with regards to expected results?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Have changes and adjustments been made to the intervention as a result of application of a comprehensive approach?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
EFFICIENCY	
Have women and girls had access to and control over the products and/or services provided through the intervention?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Have women's contributions been taken into account or made visible (unpaid work, etc.)?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
SUSTAINABILITY	
To what extent do the established capabilities favour progress towards full respect for the human rights of the entire population, without discrimination by gender or ethnicity?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
What new capabilities would be needed?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Has a contribution been made to establishing mechanisms for dialogue between rights-holders and duty-bearers?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
IMPACT	
What capabilities have been established at the end of the intervention in the rights-holders and duty-bearers?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Has a contribution been made to eliminating the structural causes of gender inequality?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Have mechanisms been established for coordination, alliances and participation among the interested parties?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
To what extent have women, boys, girls and adolescents from different municipalities and ethnic origins taken ownership of the programme/project?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>
Have equitable means of participation been promoted (leadership)?	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/>

METHODOLOGY**VERIFICATION OF EVALUABILITY**

Is data available that is broken down by gender, ethnic and national origin, and age, as part of the baseline/diagnosis?  

Is quantitative gender-sensitive information available?  

Is active participation by all actors involved—rights-holders, duty-bearers and responsibility-bearers—guaranteed (in implementation and evaluation)?  

Have their availability and conditions been taken into account (culturally appropriate approach, provision of translation or more highly trained staff, for example, in the case of gender violence projects)?  

Have resources been assigned for gender mainstreaming in the different phases (appropriately trained staff, funds)?  

OTHER METHODOLOGICAL FACTORS TO TAKE INTO ACCOUNT

Have mixed, participative and inclusive methods been used that are adapted to certain specific characteristics of the population involved, whether they are women or girls who suffer violence, people displaced by armed conflict, or illiterate or monolingual indigenous peoples, among other examples?  

TIMELINE AND DELIVERABLES

Has the time required for interviews, meetings and workshops been taken into account, to allow trust to be built and to adapt the pace of dialogue, particularly in the case of women who are victims of gender violence and indigenous or afro-descendant women?  

Is the content of the report¹², based on data broken down by gender, qualitative and quantitative information, and gender indicators, accompanied by baselines prepared through gender analysis?  

PROFILE OF THE EVALUATING TEAM

Are professionals available with knowledge of and experience in gender equality, human rights and cultural diversity, as well as application of international mandates and Spanish cooperation in the area of gender?  

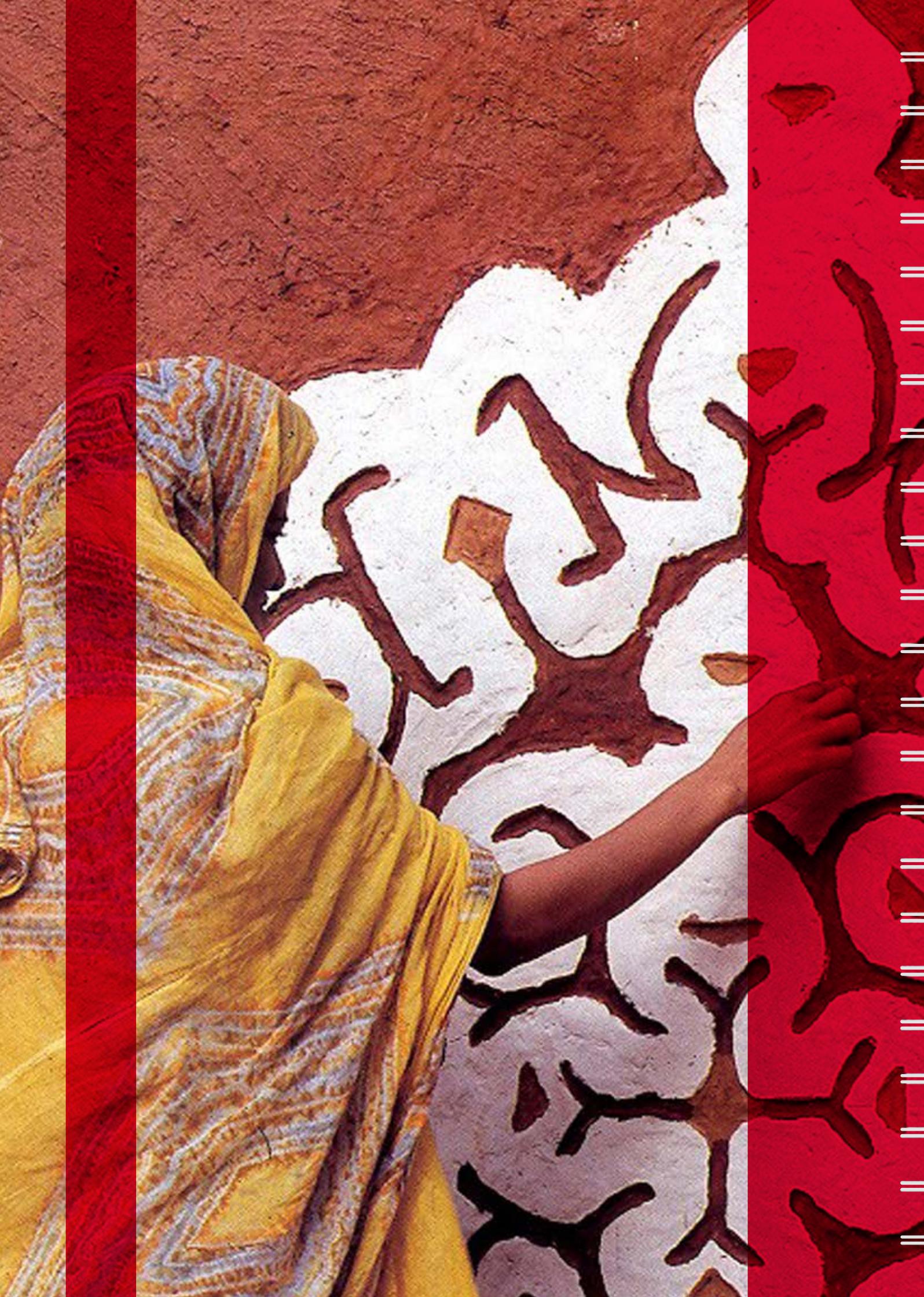
ACCOUNTABILITY STAGE

Are specific actions or mechanisms included, to give account of gender equality at the end of the intervention to both beneficiaries and other actors (local partners and institutions)? For example, final evaluations to measure the gender impact.  

Is the strengthening of the feminist movement supported and is support provided to women's organizations, to safeguard independence and the availability of resources to give account?  

Do progress indicators measure gender differences of outcomes and results?  

Is the monitoring system capable of gathering and recording data broken down by gender, and qualitative information on participation, awareness, and women's access to and control of resources?  



**SPECIFIC GUIDELINES
ACCORDING TO
COOPERATION
INSTRUMENTS AND
ADMINISTRATIVE
PROCEDURES**

6

6.1 PROJECTS AND AGREEMENTS WITH NGDOS

The incorporation of GM is key when it comes to assessing projects and agreements, as well as in the monitoring and evaluation phases.



AVAILABLE AECID TOOLS

- *Instructions for filling in the online NGDO project application/drafting form*
- *Internal handbook for assessing NGDO projects, for projects without a specific line*
- *Internal handbook for managing grants to NGDOs*



GUIDELINES FOR MAINSTREAMING

In the framework of calls for projects and agreements, this Guide provides you with:

- In Section 5, “General Guidelines for AECID Interventions”, questions that may help you assess whether you have correctly included GM in drafting projects and agreements, as well as in the rest of the management cycle phases (monitoring and evaluation).
- In this Section, specific guidelines linked to the particular characteristics of calls for projects and agreements that will enable you to better understand the instructions in the assessment handbook.

DRAFTING CALLS PHASE

The GM mandate must be made clear in all Calls for Projects and Agreements:

Priority shall be given to those proposals that mainstream the human development approach, as set forth in the Master Plan, including capacity development, the rights-based approach, the gender in development approach, sustainable development, results-based management, the inclusive approach, the process-based approach, and effectiveness in development.¹³

ASSESSMENT PHASE

(Guidelines for interpreting and implementing the assessment handbook)

- GM is assessed quantitatively (with a total of 70 points: 20 points corresponding to the TCO and 50 to the Sector-based Department) in Section “2.4 With the horizontal priorities”. You need to read the entire draft to assess the degree of effective implementation.

THERE IS EFFECTIVE MAINSTREAMING (100% SCORE) WHEN:

A context-based gender analysis is carried out.

There are quantifiable objectives and results as regards gender impact, specific activities for women’s empowerment, and sex-disaggregated data.

There is positive, specific and quantifiable impact on the situation of women and girls: gender relations, standards, roles, and access to and control over resources.

THERE IS SUPERFICIAL MAINSTREAMING (50% SCORE) WHEN:

A context-based gender analysis has been carried out, but is not reflected in all of the components of the logical framework matrix (objectives, results, activities, indicators).

It has not caused enough changes to ensure a positive and sustainable impact on the situation of women and girls, gender relations, and the patriarchal system that discriminates against women.

THERE IS NO MAINSTREAMING OR IT HAS NOT BEEN CORRECTLY CARRIED OUT (0% SCORE) WHEN:

There is no context-based gender analysis and, therefore, it has not been reflected in the components of the logical framework matrix.

There is no impact on gender standards, roles and relations.

It infringes rights of women and girls.

It uses gender standards, roles and stereotypes to reinforce inequalities between the sexes.

- The gender approach is one of the aspects to take into account in Section “3.6 Viability”:

Gender approach: Analyse to what extent the situation of women, their capacities, their context, the legislative framework, and the cultural aspects affecting their exercise of rights have been taken into account in the project design. Take into account the roles—productive, reproductive, community—of women and men in designing the activities to be carried out.

- In addition to the staff involved in the quantitative assessment of GM (mainly staff from the TCO and from the Sector-based Cooperation Department), all of the people involved in assessment have to analyse, from the qualitative point of view, whether the gender perspective has been taken into account in the drafting as a whole. Thus, if any deficiency is detected, specific recommendations need to be set forth in the qualitative assessment.

- Another relevant issue involving gender is the analysis of complementarity with Spanish Cooperation:

CWITH THE MASTER PLAN AND THE ANNUAL PLANS

Does the intervention respond to the commitment in the 4th Master Plan 2013-2016 to promote fulfilment of women's rights and to further GM?

Does it respond to the commitment in AECID's Strategic Plan 2014-2017 (AECID, 2014) and in the Road Map to incorporate GM in all cooperation interventions?

WITH THE PARTNERSHIP FRAMEWORKS, COUNTRY STRATEGIES OR JOINT COMMITTEES

Is the proposal coherent with what is reflected in the CPF as regards gender equality as a sector-based priority and/or GM?

If GM has not been included and/or implemented in the CPFs, Country Strategies or Joint Committees, are specific GM measures included in the Project/Agreement that could be used as the basis for updating these documents?

WITH THE SECTOR-BASED STRATEGIES AND PLANS

Is the Project/Agreement coherent and does it respond to the priority lines of Spanish Cooperation's Sector-based Gender in Development Strategy and with AECID's Sector-based Action Plan on Gender? And is it coherent with other relevant Sector-based Strategies or Action Plans?¹⁴

Has this complementarity been analysed in sufficient detail?

6.2 PROJECTS ON INNOVATION FOR DEVELOPMENT

Promoting the empowerment and full enjoyment of women's rights, in spheres such as sexual and reproductive health and gender violence, is one of the priority thematic lines set forth in the call.

Moreover, real and effective mainstreaming of gender, the environment and human rights is one of the criteria for assessment and complementarity with Spanish Cooperation's Gender Strategy and AECID's Sector-based Action Plan on Gender in Development.



AVAILABLE AECID TOOLS:

- *Guide for filling in the grant application form*
- *Internal handbook for assessing development cooperation actions, for carrying out innovation for development projects* (including Annex II: Mainstreaming horizontal priorities).



GUIDELINES FOR MAINSTREAMING

In the framework of the call for innovation for development projects, this Guide provides you with:

- In Section 5, “General Guidelines for AECID Interventions”, questions that may help you assess whether you have correctly included GM in drafting the project, as well as in the rest of the management cycle phases (monitoring and evaluation).
- In this Section, specific guidelines linked to the particular characteristics of the call:
 - ✓ It is essential for these mainstreaming guidelines be taken carefully into account when reviewing forms and instructions for filling them in. Only then will it make sense to subsequently apply the checklist in an assessment.
 - ✓ It is not obligatory to answer each and every question.
 - ✓ You must adapt them to the specific characteristics of each project. They are not aimed at offering you a single or automatic answer to all of the problems involved in mainstreaming the gender approach.

- ✓ They are, rather, an invitation to reflect on whether GM has been properly implemented, and to incorporate “the culture of mainstreaming” into our daily work.
- ✓ When the answer to any of these questions is “no”, these shall be aspects that need further strengthening in the project and that must be proposed as recommendations for greater quality.



CHECKLIST

PRESENTATION OF THE INNOVATIVE ACTION

Has a gender assessment been carried out analysing roles and practical and strategic needs as regards the innovative solution being presented?

Has women’s involvement been included in the identification phase?

Has there been an analysis of the impact of the innovative solution on improving women’s lives and their full enjoyment of rights?

PRESENTATION OF THE PILOT OR EXPERIMENTAL PHASE OF THE INNOVATIVE SOLUTION

Have the results of the pilot phase been favourable for women as rights-holders?

Have they contributed to strengthening the capacities of equality mechanisms and civil society organizations, in particular women’s organizations and feminist organizations?

IMPLEMENTATION OF THE INNOVATIVE SOLUTION

Have specific actions aimed at gender equality been envisaged? Has part of the budget been allocated to them?

Does the team or institution/organization that is going to apply the innovative solution have gender training and awareness? If not, is gender training envisaged? Is there a gender equality policy/strategy?

PROOF THAT IT CAN BE REPLICATED IN THE FUTURE ON A LARGER SCALE

Are there strategies and specific activities aimed at strengthening the capacities of women, of equality mechanisms, and of civil society organizations, especially women’s and feminist organizations?

Have possible gender-related obstacles been identified? If so, have strategies been designed?

6.3 OPERATIONS OF THE WATER AND SANITATION COOPERATION FUND FOR LATIN AMERICA AND THE CARIBBEAN

Reflecting on water management using the gender approach means:

- Revising the roles and responsibilities of women and men in fulfilling the human right to safe drinking water and sanitation.
- Recognizing the knowledge and limitations of women and men as regards control of the resource, and analysing power relations and dynamics involved in it.
- Going beyond merely installing a community water and sanitation system, because it is an opportunity to promote equitable participation in decision-making processes and to empower women.

In this regard, and as a starting point for guaranteeing GM in water and sanitation interventions, the Guide ***“Advancing Gender Equality in Community Water Management: A Practice in Joint NGDO Planning”*** (Murguialday, 2014), identifies three gender gaps which determine, from the outset, the success of water and sanitation projects in terms of gender equality:

- The tasks required in order to build, maintain and administer the water system, as well as to make it sustainable, follow gender models that exclude women from tasks that are most highly valued in economic and social terms.
- Women participate in community structures that decide upon the management of the water system, but they do so in a smaller proportion than men and, in general, holding subordinate positions and/or positions with little decision-making power
- It is a socially accepted notion that supplying a home with water when it is difficult to get, and using it for housework, are “duties pertaining to women”. However, building water and sanitation systems, being responsible for their maintenance, and controlling their management are considered “affairs pertaining to men”.

GM work involves the participation of specialists in gender and water and sanitation, as well as of persons affected by deficient service, women’s organizations, and public institutions responsible for the management of water and sanitation services.



AVAILABLE AECID TOOLS

- *The Guide Advancing Gender Equality in Community Water Management: A Practice in Joint NGDO Planning* (Murguialday, 2014), in particular with regard to identifying points of entry that could serve to draft objectives, results and activities in the framework of the community management process involved in installing a safe drinking water system in a community.
- *Spanish Cooperation in Colombia's Toolbox for Gender Equality in Development* (AECID, 2013), including highly practical guidelines applicable in this sphere.
- *Guide to Mainstreaming Social and Gender Aspects in Rural W&S Projects* (AECID/ IDB)¹⁵.
- *Guide to Drafting General Operational Plans* (GOP). Produced for the drafting of Water and Sanitation Cooperation Fund programmes, its annexes include the following mainstreaming-related documents:
 - **Annex 1 B** — “Brief questionnaire on adapting to cooperation approaches” helps you to quickly evaluate whether a GOP properly includes GM:

Does the document provide gender-disaggregated socioeconomic information? Has gender analysis been carried out with regard to the following aspects? (Yes/No)	✓ ✗
<ul style="list-style-type: none"> • Access to and control of water • Use and usages of water • Distribution of benefits and deliverables • Participation in decision-making with regard to water 	
Does the document mention what specific actions are to be adopted to mainstream the gender approach? (Yes/No)	✓ ✗
Have gender equality objectives been defined for the project, including specific objectives to promote women's participation? (Yes/No)	✓ ✗
Does the project explain the roles of men and women in the system's operation and maintenance? Have the economic and employment-related advantages been equitably distributed? Does the project increase women's non-remunerated workload (triple workday)? (Yes/No)	✓ ✗

- **Annex 1 A** — Factsheet 5, for a brief analysis of GM. Both of them systematize criteria and approaches to be included in projects, and they can be used as 1) guides for implementing projects, 2) screening tools for selecting projects in a call, or 3) the basis for drafting indicators.

1 DEFINITION

Water is, probably, the most vital natural resource. The link between people and water is fundamental, and gender differences in the use of, access to and management of water are significant. In many cases, inadequate participation of women and men has hindered programmes and projects aimed at the sustainable management of water resources.

The reasons why the desired impact of integrated water resources management projects will not be achieved if real GM is not guaranteed in their management are the following:

1. Gender and environmental sustainability

- Women and men use and access water, soil and other ecosystem resources differently.
- Women and men have different knowledge and experience to find creative solutions.
- Response to environmental problems is more effective when there is effective participation of women.
- Women are highly active agents in the protection of freshwater ecosystems.

2. Gender and economic efficiency

- An infrastructure for providing water services can have greater coverage and be optimally used, maintained and sustained when women's and men's demands, expectations, experience, commitment and knowledge are properly taken into consideration.
- Recovery of investment costs can be greater if the traditional role of women and men in water management is recognized.
- When the gender perspective is mainstreamed into the management of water resources, communities feel more committed to water projects.
- Taking gender issues into consideration in water management may help reduce potential conflicts relating to water allocation and fees.

3. Gender and social equity

- Gender-sensitive projects can enhance the effects of water allocation on the well-being of women and men and on the entire economy.
- Each dollar invested in safe drinking water supply and sanitation projects produces 3 to 34 dollars in benefits (WaterAid). These benefits can be better distributed and ensured if gender analysis is guaranteed during the entire project cycle.
- 70% of the world's poorest people are women; they earn lower wages and more of them are unemployed. Many water projects can provide sources of income. A new integrated water resources management system can improve its operation if trust is placed in the prior experience, knowledge and creativity of men and women.

2 LOCATION IN THE DRAFTING OF THE PROJECT

Projects must include a Section on the implementation of the horizontal priorities of the Master Plan for Spanish Cooperation, describing how the horizontal priorities concerning gender, environmental sustainability and climate change, and cultural diversity have been taken into account. To this end, indicators must be included in the project description, breaking down data by sex in order to evaluate the positive or negative impact of the programme or project on women and men, young people and elderly people, rich people and poor people (e.g. increase in girls' school enrolment and academic retention rates, or increase in the time dedicated by poor women to income-generating activities). This must also be mentioned in the Section about beneficiaries.

3 KEY ASPECTS

All of the phases of the cycle of water and sanitation projects must include a gender perspective that bears in mind that:

- Women and men have different and changing gender roles that are closely linked to unequal power relationships.
- Women and men have different access to power and assets.
- Women's opinion is not taken into account in consultation processes.
- Women are not involved in management or decision-making.

This approach can make sure that we:

- Share the benefits of water management.
- Advance towards greater sustainability in water management.
- Make the most of the social and economic benefits of water use to reduce the inequality gap between men and women.

Below are a series of indicators that may provide guidance in measuring the changes generated by an integrated water resource management project:

- The impact/effectiveness of the activities aimed at meeting the practical and strategic needs of women and men, i.e. acquiring new skills, learning about resources (e.g. school assistance), opportunities or services in the context of their existing gender roles.
- The impact/effectiveness of the activities designed to strengthen gender equality as regards opportunity, influence or benefit; e.g. ad hoc interventions to promote women's participation in decision-making, creation of new opportunities for women and men in areas relating to non-traditional skills.
- The impact/effectiveness of the activities designed to enhance gender-related awareness and skills among policy-makers and management and operational staff.
- The impact/effectiveness of the activities aimed at promoting greater gender equality in the organizational and staff hiring culture of development organizations; e.g. the impact of affirmative action policies.
- The general indicators must be gender-disaggregated.

Source: Adapted from the Resource Guide to Mainstreaming Gender in Water Management (Gender and Water Alliance, 2006). See the checklist.



GUIDELINES FOR MAINSTREAMING

In the framework of the Water and Sanitation Cooperation Fund programmes, this Guide for Mainstreaming the Gender Approach provides you with:

- A compilation of the principal existing tools to manage Water and Sanitation Cooperation Fund projects to guide you in your GM work (see Available AECID Tools).
- In addition, Section 5, “General Guidelines for AECID Interventions”, has questions that may help you assess whether you have correctly included GM in drafting the project, as well as in the rest of the management cycle phases (monitoring and evaluation).
- In Toolbox 1 you will find a GM checklist relating to the water and sanitation sector.

6.4 INTERNATIONAL COOPERATION DIRECT GRANTS

International cooperation direct grants are one of the priorities defined in the Country Partnership Frameworks and in the Joint Committees, and it is key for GM to be strengthened in their identification and drafting, in accordance with the general guidelines for AECID interventions set forth in Section 5 of this Guide.

However, there is an important difference; even though the proposal for intervention must be made by the partner country, AECID's room for manoeuvre is greater in the drafting stage than in assessing proposals in the context of a call. Therefore, dialogue with the partner country is key to identifying the opportunities to carry out GM.

- The strategic positioning of GM for Spanish Cooperation: Gender equality is a hallmark of our cooperation and a double priority—sector-based and cross-cutting.
- Highlighting the benefits, opportunities and challenges resulting from GM in planning public management and achieving the country's sustainable human development goals.
- Reaching agreements between key institutions at the national and local levels (strategic partners) linked to gender equality and development.

These aspects must be reflected in the drafting document, which may be a drafting factsheet, following the general guidelines for AECID interventions set forth in this Guide in Section 5, a set of terms of reference, or rules of operation¹⁶.

6.5 ASSISTANCE CHANNELLED THROUGH INTERNATIONAL ORGANIZATIONS

Overcoming the inequalities that persist between women and men requires joint efforts by all of the different international cooperation actors. In this regard, international organizations play a key role given their capacity to have an impact on public policies, to lead processes for meeting international commitments, and their technical capacity and specialized resources.

Spanish Cooperation has steadily consolidated its work with those international organizations that have well-defined, legitimate mandates to promote gender equality, such as UN Women.

Despite its short history in implementing GM, it has made noteworthy advances in its commitment to gender equality, such as:

- Designing strategies for gender equality and women's empowerment, both in the different UN system agencies and in the programmes and projects that it carries out. Said strategies are sometimes drafted by the agencies themselves, and other times they are drafted in each country, adapting their general lines to the reality of the context (national or regional).
- Allocating human and financial resources to ensure GM success. In many cases it has GM areas or experts, and promotes changes in organizational culture.



GUIDELINES FOR MAINSTREAMING

However, and despite these advances, GM remains a challenge that we need to strengthen when working with international organizations that do not have a specific gender equality mandate or strategy.

To address this task, this Guide provides you with specific guidelines linked to the specific nature of assistance channelled through international organizations, from a two-fold perspective:

- **STRATEGIC**, relating to the negotiation process of strategic partnership frameworks. This is an area in which to propose strengthening in order to have an impact on making GM one of the priorities for interventions by international organizations. In this regard, we should bear in mind the following questions, strengthening those aspects considered weakest.



CHECKLIST

Does the international organization have a specific equality policy and GM strategies or tools?

Does the international organization have recognized experience in working towards gender equality and defending women's rights?

In defining the strategic partnership framework, has advice been sought from the Gender Units of the Secretariat-General for International Development Cooperation (SGCID) and from AECID's gender experts (at the headquarters/on the ground), in coordination with the Multilateral Cooperation Department¹⁷?

In the regulatory and institutional framework set forth in the basic document of the strategic partnership framework, is GM included as an institutional mandate both for the international organization and for Spanish Cooperation?

Do the monitoring mechanisms set forth the participation of gender experts (at the headquarters/on the ground)?

Are there mechanisms for periodic monitoring and evaluation of the action of multilateral organizations, to assess advances in the implementation of GM?

 In this regard you have to apply the general GM guidelines for AECID interventions set forth in Section 5 of this Guide.

- **OPERATIONAL**, relating to the assessment and monitoring of each of the funds, projects and programmes, we recommend that you apply the general GM guidelines for AECID interventions set forth in Section 5 of this Guide.

You can find **OPPORTUNITIES FOR INCORPORATING GM** below, according to the following criteria:

ORIGIN OF THE FUNDS	TYPE OF INTERVENTION	GEO-GRAPHIC AREA	NATURE	AECID PARTICIPATION	MAINSTREAMING OPPORTUNITIES
AECID	Voluntary contribution <i>Multi-bilateral project</i>	Country/ region	Programmable	Decision approving the contribution. Programming, management and monitoring	Consideration of the organization's mainstreaming policy and tools as a key criterion for approving the contribution. Strengthening GM following the guidelines in Section 5 of this Guide in the programming, management and monitoring phases of the project.
FONPRODE	Voluntary contribution <i>Multi-bilateral project</i>	Country/ region	Programmable	Decision approving the contribution. management and monitoring	
FONPRODE	Voluntary contribution <i>Spanish regional fund in an international organization</i>	Country/ region	Programmable	Decision approving the contribution. Programming, management and monitoring	Consideration of the organization's mainstreaming policy and tools as a key criterion for approving the contribution. Strengthening GM following the guidelines in Section 5 of this Guide in the programming, management and monitoring phases of the project.
	Spain as the only donor				
FONPRODE	Voluntary contribution <i>Multi-donor regional fund</i>	Country/ region	Programmable afterwards (Governing Board meetings)	Approval of the proposal, inclusion in the general programming. Active participation in the Fund's governance bodies in the programming, monitoring and evaluation phases, in coordination with the other donors	Consideration of the organization's mainstreaming policy and tools as a key criterion for approving the contribution. Monitoring of the mainstreaming policy through active participation in the Fund's governance bodies
FONPRODE	Voluntary contribution <i>Window funds.</i>	Country/ region/ global	Programmable afterwards (through the windows)	Decision approving the contribution. Programming, management and monitoring	Integration of mainstreaming aspects in the windows' criteria. Monitoring how mainstreaming aspects have been taken into account, in accordance with the guidelines in Section 5 of this Guide.
	Spain as the only donor				

ORIGIN OF THE FUNDS	TYPE OF INTERVENTION	GEO-GRAPHIC AREA	NATURE	AECID PARTICIPATION	MAINSTREAMING OPPORTUNITIES
FONPRODE	Voluntary contribution. <i>Window funds</i> . Spain as one of the donors	Country/region/global	Programmable afterwards (through the windows)	Decision approving the contribution. Active participation in the Fund's governance bodies in the programming, monitoring and evaluation phases, in coordination with the other donors.	Consideration of the organization's mainstreaming policy and tools as a key criterion for approving the contribution. Monitoring of the mainstreaming policy through active participation in the Fund's governance bodies.
FONPRODE	Voluntary contribution. <i>Vertical funds</i>	Country/region/global	Contributions not programmable afterwards at Governing Board meetings	Decision approving the contribution. Active participation in the Fund's governance bodies in the programming, monitoring and evaluation phases, in coordination with the other donors.	Consideration of the organization's mainstreaming policy and tools as a key criterion for approving the contribution. Monitoring of the mainstreaming policy through active participation in the Fund's governance bodies.
FONPRODE	Voluntary contribution <i>Regular budget</i>	Global	Not programmable	Decision approving the contribution. Participation in the international organization's Executive Committees and in the MOPAN evaluation.	Consideration of the organization's mainstreaming policy and tools as a key criterion for approving the contribution.

6.6 DELEGATION AGREEMENTS

As set forth in the *Guía de modalidades e instrumentos de cooperación* [Guide to Cooperation Modalities and Instruments] (AECID, 2014), based on experience, best practices recommend that delegated cooperation agreements be based on prior dialogue on the division of labour and the purposes of delegated cooperation (not only among the donors themselves, but with the partner country, which ultimately must manage said division of labour); on the existence of joint strategies and action plans; on consultations with the partner country regarding the delegation agreement; and on the use of the partner country's procedures.



AVAILABLE AECID TOOLS

AECID has produced a *Guía de Orientaciones Técnicas sobre Cooperación Delegada*, [Handbook of Technical Guidelines on Delegated Cooperation] which is updated regularly.



GUIDELINES FOR MAINSTREAMING

In the framework of the prior dialogue on the division of labour and the purposes of delegated cooperation, the identification phase (bearing in mind delegated cooperation's limited room for manoeuvre) is key to properly incorporating GM.

As a starting point, we recommend that you take into account the following premises:

- Gender in development (GID) is an internationally recognized hallmark of Spanish Cooperation; therefore, it is a priority sector for promoting the provision of resources from other donors in countries where there is no installed capacity. In certain countries, AECID is a leading agency in GID. This added value places AECID in a privileged position to promote gender equality as one of the guiding principles of an agreement and, subsequently, of the actions carried out.
- It is very important to identify agreements with other agencies and funds for the implementation of gender initiatives in those regions where Spanish Cooperation, and AECID in particular, have not traditionally had a permanent presence.

However, GM must be taken into consideration in each stage. In this regard, these are some of the questions you should ask yourself as a guide, in order to strengthen those identified as weaknesses:



CHECKLIST

NEGOTIATION AND DRAFTING PHASE OF THE AGREEMENT

Have the partners-donors with the most experience in promoting gender equality and/or in GM been identified?

Have the proposals for carrying out gender actions and resource channelling been identified by the recipient country?

Has participation by the recipient country been appropriate so that its gender equality commitment may be reflected in the agreements?

Have the implementation of actions aimed at women's and girls' empowerment and at defending their rights been identified in the terms of the agreement reached between the donors and the partner country?

Have the recipient country's capacities to fulfil its gender equality commitment been identified?

Has it been taken into account that delegated cooperation must be in line with the country's development strategies and equality policies?

Has care been taken to avoid the lead donor country replacing the recipient country's obligations?

Have actions been set forth to strengthen the recipient country's role in gender equality?

IMPLEMENTATION PHASE

Is the recipient country responsible for implementing the actions and the resources aimed at empowering women and girls and guaranteeing their rights?

Does the partner country meet the standards of transparency and accountability in the international gender equality framework?

Are the activities carried out under the agreement aligned with other actions previously being carried out in the country to move towards gender equality?

MONITORING AND EVALUATION PHASE

Are the actions being carried out in the framework of the agreement contributing to gender equality?

Have gender indicators and sex-disaggregated indicators been incorporated into the monitoring system?

Have monitoring mechanisms been established in which all women, civil society organizations (especially women's organizations and feminist organizations), and national equality mechanisms may participate?

6.7 FONPRODE CAPITAL OPERATIONS AND CREDIT OPERATIONS

Financial operations seek to contribute to development and economic growth favouring excluded populations. To this end, it is necessary to increase the visibility, in any cultural or ethnic context, of the situation of women and to promote their full enjoyment of rights and gender equality, pursuant to the national legislation of the country concerned and the applicable international agreements¹⁸.

To do so, it is essential to consider GM and women's empowerment as key elements that guarantee the effectiveness and sustainability of operations.



AVAILABLE AECID TOOLS

- AECID's *Code of Responsible Financing* expressly sets forth that:
 - Reimbursable financial cooperation actions must be coherent with Spanish Cooperation's principles and priorities (Master Plan, Spanish Cooperation's Gender Strategy, and AECID's Sector-based Action Plan on Gender).
 - Financed operations must promote gender equality and human rights.
 - The Annual Report has to envisage the gender impact of interventions.



GUIDELINES FOR MAINSTREAMING

This Guide provides you with:

- Based on the instructions in the above-mentioned Code, applicable guidelines depending on each instrument. These guidelines do not have to be applied exhaustively, but they will help you assess the extent to which GM has been taken into account in the *ex ante* assessment, before operations are approved and, if they are approved, in the monitoring and evaluation phases.
- In addition, Section 5, "General Guidelines for AECID Interventions", has another set of questions to be used as a guide (and the weaknesses identified will be the aspects that need to be strengthened), which may help you assess whether you have correctly included GM in drafting the project, as well as in the rest of the management cycle phases (monitoring and evaluation) of those operations that may be most similar to development projects.



CHECKLIST

ORGANIZATIONAL LEVEL

PERFORMANCE STANDARDS OF THE INTERNATIONAL FINANCE CORPORATION¹⁹

Have the principles of non-discrimination been taken into account?

Is equal treatment ensured in access to work and in working conditions?

Has a workplace health and safety policy been implemented to guarantee women's rights?

PERFORMANCE STANDARDS PROMOTED BY THE FONPRODE OFFICE

Is equality promoted in the remuneration and protection of maternity (promotion of responsible fatherhood and measures of harmonization and co-responsibility between family and work life)?

Have actions been set forth to prevent sexual and workplace harassment of women?

And to combat trafficking of women and girls?

INSTITUTIONAL CAPACITY OF THE MANAGEMENT INSTITUTION

Does it guarantee equal opportunities between women and men to access work?

Does it promote parity in decision-making spaces?

Does it guarantee a safe and healthy work environment for women?

Does it have reporting mechanisms for possible violations of women's rights?

Does it do business with organizations that respect women's rights?



CHECKLIST

OPERATIONAL LEVEL

DESIGN OF THE OPERATION

- | | | |
|--|-------------------------------------|--------------------------|
| Has an analysis been carried out of the operation's potential contribution to promoting gender equality? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Have the possible causes for exclusion in women's access to financing been identified? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Has a sex-disaggregated analysis of the beneficiary population been carried out? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| In particular, has there been an analysis of which economic sectors have the most men and women? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Has the percentage of women working in the economic sectors with the greatest growth potential been identified? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Have the main obstacles for guaranteeing decent work been identified? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Is the active participation of women and their organizations in the operation's decision-making spaces guaranteed? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| What gender differences or inequalities are there in accessing existing resources and the resulting benefits? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

PREVENTIVE MEASURES²⁰

- | | | |
|---|-------------------------------------|--------------------------|
| Does the operation guarantee women's participation in the planning and implementation of a possible resettlement, particularly as regards compensation and benefits? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Does it set forth special measures targeting women to favour their re-adaptation in the event of resettlement (e.g. training or access to credit and employment opportunities)? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Are documents accrediting land ownership or occupation, as well as compensation agreements, issued in the name of both spouses or to women as heads of household in the case of single-parent families? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| When national legislation and tenure/ownership systems ²¹ do not recognize women's rights to hold tenure or ownership of property, have measures been set forth to offer women the greatest possible protection and safeguard their right to access property, recording ownership of properties so as to prevent their automatic transfer to sons when they reach legal age? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| As regards indigenous populations, do the performance standards envisage clients specifically taking into consideration the role of women in the management and use of land and natural resources, carrying out consultations and supporting decision-making processes with a gender approach? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| In the event of use of cultural resources, knowledge and innovation, and local community practices, is women's vision of those cultural values taken into account? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Are women given training in economic matters? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Are there information channels that are accessible to women? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

MONITORING AND EVALUATION

- | | | |
|--|-------------------------------------|--------------------------|
| Do monitoring reports analyse the extent to which the operation is having a positive or negative impact on women's lives and contributing to greater equality between women and men? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Where appropriate, have measures been set forth to eliminate the negative impacts and reorient the operation? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| Do final reports reflect the impact of the operation on women's lives and its contribution to greater equality between women and men? | <input checked="" type="checkbox"/> | <input type="checkbox"/> |

6.8 PROGRAMME-BASED ASSISTANCE



AVAILABLE TOOLS

The *Guía técnica para la puesta en marcha de los nuevos instrumentos de cooperación. Ayuda programática de la Cooperación Española* [Technical Guide for Implementing the New Cooperation Instruments. Spanish Cooperation's Programme-based Assistance] (AECID, 2008), expressly sets forth the need to guarantee sufficient attention and appropriate integration of cross-cutting priorities, such as GM.

In this regard, it is necessary to distinguish between:

- **General budget support**, in which GM should be incorporated as one of the conditions for disbursement, defining how the drafting of policies and budgets may be strengthened, and strengthening the capacities of public institutions so that they may appropriately incorporate the gender dimension into their sector-based and macroeconomic planning.
- **Sector-based budget support**, in which we should bear in mind the following questions, which are not intended to be exhaustive, but, rather, a guide:



GUIDELINES FOR MAINSTREAMING



CHECKLIST

Has consideration been given to the impact of the policy or strategy to be supported on the lives of women and girls, and to how it would contribute to gender equality?	✓	✗
Is the coherence of the operations with the GM mandates included in the current Master Plan, the GID Sector Strategy, and AECID's GID Sector Action Plan guaranteed?	✓	✗
Has a gender analysis of the macroeconomic context been carried out?	✓	✗
Have indicators related to each of the principles in the Paris Declaration been set forth? ²²	✓	✗
Has the possibility of carrying out specific studies on the financing and public management of equality policies been assessed?	✓	✗
Are gender-sensitive budgets being drafted?	✓	✗
Are operations with the partner country being supported, to guarantee capacity-building in order to promote equality between men and women in line with the current public policies?	✓	✗
Are the operations being supplemented with other AECID interventions promoting gender equality?	✓	✗
Have the conditions of complementarity among the different Spanish Cooperation actors been identified, to strengthen the coherence of internal policies and their alignment with the partner country's gender equality policies?	✓	✗
Have the country's coordination mechanisms among donors, government, international organizations and civil society organizations in the gender sector been taken into account?	✓	✗





SPECIFIC GUIDELINES FOR THE DIFFERENT SPHERES OF ACTION

7

7.1 HUMANITARIAN ACTION

The purpose of humanitarian action is to save human lives and alleviate the suffering of the most vulnerable people affected by natural disasters and man-made crises.

Humanitarian action encompasses not only the emergency response phase, but also the prior, preparatory phase and the immediately subsequent phases of rehabilitation and early recovery.

Women and men are affected differently by crises, and respond differently to them, and the humanitarian response must therefore take into account the specific needs and capacities of women and men of all ages.

Failing to apply the gender lens in all phases and sectors of humanitarian action can lead to the most vulnerable people being neglected. Applying the gender lens contributes to a more effective, higher-quality humanitarian response.

In recent years there has been a shift in the approach of humanitarian action (hereinafter HA) resulting from heightened awareness of the interrelation between development, security and human rights.

Although progress is being made to incorporate GM in humanitarian action, it is still a challenge to carry out humanitarian actions that (AACID, 2013):

- Comprehensively acknowledge the inequalities existing between women and men.
- Do not place women and girls in a more vulnerable situation.
- Do not perpetuate gender inequalities.
- Protect the dignity of women and girls.
- Do not reproduce gender roles.
- Place particular emphasis on the essential principle of “doing no harm”²³, acting both on the basis of and for the interests, expectations, needs and capabilities of women and girls.

To meet this challenge, the application of GM tools increases the effectiveness and quality of HA in reducing gender inequality gaps and attending to the specific needs of women and girls in humanitarian contexts.

In this respect, AECID performs an important role as a facilitator of processes supporting the incorporation, development and consolidation of different actors in humanitarian tasks, emphasizing compliance with gender equality mandates and the promotion of women's rights in humanitarian contexts.



HERRAMIENTAS DISPONIBLES DE LA COOPERACIÓN ESPAÑOLA

- **Spanish Cooperation's Humanitarian Action Strategy** (MAEC, 2007b): This document includes specific references for the application of GM in the different areas of HA.
- **Spanish Cooperation's Women and Peacebuilding Action Plan** (MAEC, 2009): This document describes specific actions to protect women in situations of violence, particularly in armed conflicts and post-war rehabilitation.



GUIDELINES FOR MAINSTREAMING

As regards the application of GM in the HA management cycle, we must take into account:

- In general, the guidelines set out in section 5 on development actions, while always bearing in mind the humanitarian mandate and humanitarian principles, particularly as regards GM, the principles of humanity and impartiality.
- More specifically, the following questions²⁴ relating to the humanitarian scope that will help us to interpret and build upon these general guidelines:



CHECKLIST

Have gender considerations been included in the data gathering and needs-analysis stages?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have the capacities of women and men to respond to, recover from and prepare for future crises been identified, and have possible changes in gender roles in humanitarian situations been taken into account?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Are women, girls, boys and men consulted (jointly and separately) regarding their concerns, needs, protection-related risks, opinions and solutions to key questions?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Does the design of the action address the different effects of the humanitarian situation on women and men, and harness the existing capacities of women, girls, boys and men in the community?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Is the participation of women, whether individually or collectively, in activities such as distribution and capacity-building, and in management/distribution committees (e.g. for water or food) guaranteed?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have the security and accessibility factors that specifically affect women—safe times and spaces—been taken into account?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Are the goals and results of the action informed by needs analysis? Have gender indicators been included?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Are any of the planned actions aimed at the empowerment of women as rights-holders?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Do the planned actions promote the participation of men and boys as allies in the fight to eradicate the causes of gender inequality?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Has the issue of gender violence been taken into account? Have measures been adopted for preventing and/or addressing such violence?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Is the implementation of policies and practices to prevent sexual exploitation and abuse promoted in the communities and with the local authorities?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Is the implementation of such policies and practices promoted in relation to the personnel of partner organizations or international bodies?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Have plans been made to monitor the access of women, girls, boys and men to goods and/or services and their control over productive resources (spot checks, discussions with communities)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Does the project include a specific and adequate budget for gender-specific activities and/or GM?	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Does the programme incorporate the Sustainable Development Goals related to gender equality in that country, including sexual and reproductive rights?	<input checked="" type="checkbox"/>	<input type="checkbox"/>

7.2 EDUCATION FOR DEVELOPMENT

The key challenge of Education for Development (EfD) in all its dimensions (awareness-raising, social participation/political impact, research and education/training) is to address the reality of each situation holistically, in order to achieve structural changes in our societies that correct the inequalities between women and men.

It is therefore important:

- To carry out **specific activities** that address the structural causes of gender inequality and the multiple discriminations suffered by women and girls.
- To ensure the mainstreaming of **gender equality** and women's empowerment **in actions that address other issues.**



AVAILABLE TOOLS - SPANISH COOPERATION AND AECID

- ***Spanish Cooperation's Education for Development Strategy*** (MAEC, 2007). This document establishes gender equality as one of the fundamental principles that must form part of EfD actions:

Cognitive content

- Understanding the importance of achieving formal and real equality in terms of the same rights, freedoms, opportunities, choices and responsibilities for men and women of all ages and in all cultures is a development goal and, at the same time, a fundamental factor in combating poverty in an effective and sustainable manner.
- Studying the impact on gender equality of any development aid action.
- Understanding the world citizenship responsibilities of States and international organizations in ensuring fulfilment of human rights, as well as the possibilities of collective action as a form of guaranteeing the effective realization of human rights and fundamental freedoms under equal conditions through women's empowerment—to overcome the inequalities and injustice that affect women in gender relations and as the best means of combating poverty.

Procedural content

- Cognitive perspectivism: the capacity to take a step back from one's own vision of the facts, taking into account gender differences, and recognizing different ways of interpreting the diverse situations arising from the lack of gender equality and the discrimination suffered by women the world over due to their sex.
- Critical thinking: the ability to recognize unjust situations and social conflicts arising from the lack of gender equality, relating such situations to possible causes and their consequences.
- Effective argumentation: the ability to seek, gather, classify and analyse information about situations related to the lack of gender equality, and formulate hypotheses including their causes, consequences and possible solutions, with the aim of achieving equality between men and women in all situations of social, political, economic and cultural relations.
- Cooperation: the capacity to engage in dialogue, share ideas, goals and strategies, agree on actions forming part of the collective undertaking, respecting the basic principles of equal participation, seeking solutions to attain real equality and equity between men and women.
- Analysis and resolution of disputes: identify the types of needs and interests at stake in the disputes arising from the violation of human rights, and from the discrimination suffered by women in all regions of the world; develop the capacity to generate just and effective solutions, and to choose the most appropriate means to achieve gender equality in all spheres of social, economic and political participation.
- Self-regulation capacity: develop individual autonomy as a capacity to set rules for oneself that guide one's conduct in the fight for gender equality, in accordance with autonomous morality, based on values of democracy, justice and sustainable development.

Attitudinal content

- Empathy: sensitivity towards the feelings, needs and lives of other people in the world, specifically as regards the discrimination and inequality suffered by women in all developing regions.
- The belief that people can act to improve situations, and a willingness to participate.

- Identity and self-esteem: a feeling of self-worth and individuality as a member of the gender group to which each individual belongs.
- Commitment to social justice and gender equality: willingness to work in the fight against all forms of gender-based discrimination.
- Valuing and respecting diversity: appreciation that sexual differences exist, but that we must attain equality between men and women, raising awareness of women’s contribution to development, health, education, poverty reduction, and democracy in the world.
- **Instructions for filling in the NGDO project application/drafting form** and appendix with “*Guidelines for including horizontal priorities in Spanish Cooperation’s actions*”: It is only specified that efforts will be made, at an institutional level (through Education for Development), to raise awareness about and train those who will carry out the cooperation activities in the application of the approaches assumed for each horizontal priority.
- **Support manual for the assessment of EfD projects.** In respect of how they contribute to gender equality, we must analyse:
 - The “*contribution to the diffusion and/or implementation of the principles of quality and effectiveness of aid: vision of a global citizenship*”, assessing to what extent the project contributes to the capacity-building of women and girls as rights-holders and civil society organizations specialized in gender (e.g. feminist organizations) to ensure the full exercise of their citizenship, as well as the involvement of men and boys in the elimination of gender inequalities.
 - “*Complementarity with Strategies and Sector-based Plans*”, in particular with Spanish Cooperation’s Gender Strategy and AECID’s Sector-based Action Plan for Gender and Development.
 - “*Complementarity with Spanish Cooperation’s horizontal priorities*”, assessing whether the project contributes to providing information or training on the realities faced by women and girls, the violation of their rights, and the structural causes of gender inequalities in society.



GUIDELINES FOR MAINSTREAMING

However, to supplement the guidelines provided in these tools, with a view to expanding upon the information used as a basis for such (quantitative and qualitative) assessment of the degree of gender mainstreaming (hereinafter GM), other pertinent issues are delineated below²⁵ (adapted from the manual *The Invisible Half. Gender in Education for Development*, Antolín 2003).



A FEW PRELIMINARY THOUGHTS...

- ✓ It is essential that these GM guidelines are borne closely in mind when reviewing the forms and the instructions on how to fill them in, because only in this way will it make sense to subsequently apply the checklist in an assessment.
- ✓ It is not obligatory to answer each and every question.
- ✓ The questions must be adapted to the specific characteristics of each project.
- ✓ They do not attempt to offer automatic or one-size-fits-all solutions to all of the problems spotlighted by GM.
- ✓ They are, rather, an invitation to reflect on whether GM has been properly implemented, and to incorporate “the mainstreaming culture” into our daily work.
- ✓ Those questions to which the answer is no will identify those aspects of the project that need reinforcing and that should be put forward as recommendations to improve the quality of the project.



CHECKLIST

BACKGROUND AND JUSTIFICATION

On addressing the issue, has an analysis been conducted of the situation of women and girls in the partner country or countries of Spanish Cooperation on which the action is focused? Or is it a more global reflection on international gender equality? ✓ ✗

AIMS

Does its mission statement explain how it contributes to the project to reduce equality gaps between men and women? ✓ ✗

TARGET PARTICIPANTS

Does it ensure women’s participation in training or awareness-raising actions? Does it ensure men’s participation? ✓ ✗

Are there differences between the participation of women and that of men? Are there any age-based differences? ✓ ✗

What possible obstacles to equal participation have been identified? ✓ ✗

Have any solutions/alternatives been considered? ✓ ✗

If the activity is aimed at organizations or groups, has the involvement of women’s organizations or feminist groups been considered or planned for? ✓ ✗

If the campaign is aimed at the general public, have the values and stereotypes behind the messages been analysed correctly? ✓ ✗

METHODOLOGIES

Has use been made of action²⁶ research methodologies, with participatory training-learning processes?²⁷ ✓ ✗

COORDINATION - NETWORKS

Are women's organizations and feminist organizations involved (North and South)?

Have the organizations involved incorporated GM into their goals, strategies and procedures?

Has any specific training activity on gender been proposed, or has it been included as an issue to address on the agenda of network meetings?

TRAINING ACTIVITIES

Do the messages/contents of the training activity include explicit references to unequal gender relations and to discrimination against women?

What is the balance of representation and participation of men and women among the teaching and organizational team?

AWARENESS-RAISING ACTIVITIES

Do the thematic campaigns highlight the different impact of the activities on men and women?

Who are the key players of the actions? Are there equal numbers of testimonies from women and men?

Are gender stereotypes challenged?

MATERIALS: IMAGES AND TEXTS

Are women represented? If so, have traditional male and female reference models been avoided?

Are social functions, power and leadership in both the public and private spheres reflected?

LANGUAGE ANALYSIS²⁸

Is inclusive language used? (The application of non-sexist language is not limited to the use of both masculine and feminine pronouns.)

Do the adjectives used to describe women and men reflect gender stereotypes?

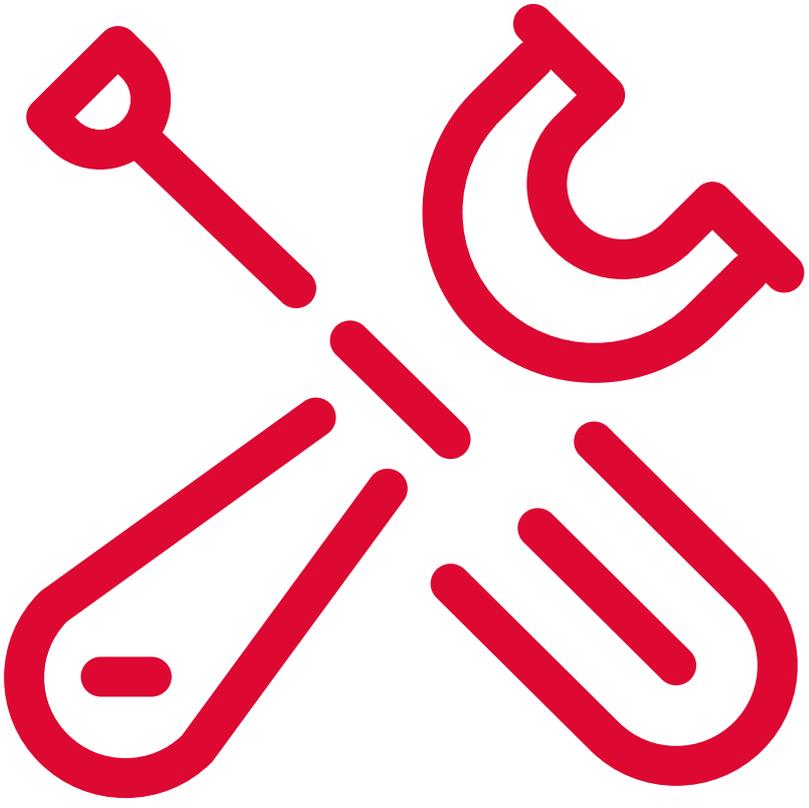
BUDGETING

Have specific items for gender training been included in the budget?

In the case of a project with a specific gender focus, what is the budget? How small or large is it in relation to other education for development and awareness-raising projects of the same organization?

If the incorporation of GM is one of the organization's goals, who is going to do it? With what resources? Has collaboration with experts in gender and development been considered?

If one of the objectives discussed has been to prepare materials that do not reproduce sexist stereotypes, has a budget item for the preparation of these materials been considered?





TOOLBOX



TOOL 1.

MAINSTREAMING CHECKLISTS BY SECTORS

(Excerpted from *Internal Handbook of NGDO Project Assessment*, created with the support of the Sector Cooperation Department)

As a complement to the general guidelines, the following section examines issues that can serve to orient the incorporation of a gender approach into different sectors, although it is not necessary to implement every one of them in every case.

AGUA Y SANEAMIENTO

WATER AND SANITATION	<ul style="list-style-type: none"> • Which laws and other legal instruments promote gender equality? How is the gender approach incorporated into policies for water and sanitation management? • Are there gender barriers in the legislative, religious, environmental, cultural, and other areas that hinder women from participating in water and sanitation projects? • Are there statistics on coverage, consumption of contaminated water, and the impact of waterborne diseases, broken down by sex and other variables (e.g. ethnicity, age)? • What is the distribution for the management and domestic and productive use of water? What work is paid and what is unpaid in this management, and how do men and women participate in it? • Who has access to and control over water and sanitation, as well as other resources (e.g. land, credit)? And the profit and/or loss stemming from them? Are women expressly identified? • Do the water and sanitation problems identified respond to the practical needs and strategic interests of gender? What solutions are posed by women and men? • Have women or women's groups been consulted during the identification? • Is it necessary to include specific activities with women or with men to ensure that their needs are not marginalized? • Are there institutions and organizations carrying out water projects with a gender focus? • Can the counterpart's capacities be strengthened as regards gender and water issues? • In the agreements signed (e.g. collaboration agreements) with the counterpart, is reference made to the equal access of women and men to the project's benefits?
OBJECTIVES AND INDICATORS	<ul style="list-style-type: none"> • Do the objectives respond to specific violations of women's rights as regards water and sanitation access, use, and control? • Do the objectives reflect the practical needs and strategic interests of women and men? • Are (gender-disaggregated) quantitative/qualitative indicators included that make it possible to measure advances towards achieving specific objectives related to the participation of women, organizations' capacity for working with a gender approach, or reducing the time women invest in collecting water? • Can the indicators measure the impact of the project on narrowing the gender gap, and are they disaggregated by sex, ethnicity, geographic location, and age?

OUTCOMES AND IMPACT	<ul style="list-style-type: none"> Do the deliverables/outcomes reflect the strategic interests of women (e.g. more political participation, knowledge of their rights regarding water and sanitation use and control, greater self-confidence and sureness of themselves and their capabilities)?
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> Are gender inequalities taken into account (e.g. lesser participation, illiteracy, time available, technical expertise, communication skills) when planning the activities? Are specific skills required (e.g. technical team capacity-building, masculinity workshops, courses on the role of women in water access) to work on gender issues related to water and sanitation? Do women have access to and control over the project's activities, such as capacity-building, excursions, meetings, installation of latrines and domestic water systems, and income generation? Are positive actions considered that could help to reduce the gender gap between men and women (e.g. workshops on self-esteem, women's rights, leadership and empowerment)? Do the activities guarantee that women have a large proportion of decision-making positions in the assemblies, committees, and so on generated with the project to manage water and sanitation? Do the staff involved in the project's management and implementation show the attitude, aptitude, and competence necessary to integrate a gender approach into the implementation strategy?
BUDGET	<ul style="list-style-type: none"> Is there a clearly identified budget that breaks down the specific elements for addressing the human, material, technical, and financial resources necessary to guarantee GM? Has an adequate budget been assigned to actions to favour women's participation in the project, and equal access to its benefits (e.g. day care, support for dependent children, capacity-building, gender specialist)?

ECONOMIC GROWTH

IDENTIFICATION AND PARTICIPATION	<ul style="list-style-type: none"> • Has a gender analysis been carried out on the context, taking into account in a differentiated manner (men/women): • Employment: Formal/informal economy, part-time/full-time, temporary-permanent employment, salary gap. • Impact of the legal and administrative framework. • Position they hold in employment-related entities. • Time in paid and unpaid work. • Have women, NGOs, or feminist associations been consulted and taken into account in designing the project?
OBJECTIVES AND INDICATORS	<ul style="list-style-type: none"> • Do the objectives promote equal-opportunity access to the project's services (e.g. credit, employment, training)? • Is there an objective that refers specifically to women's empowerment? • Can the indicators measure the project's impact on narrowing the gender gap, and are they disaggregated by sex, ethnicity, location and age?
OUTCOMES AND IMPACT	<ul style="list-style-type: none"> • In the long run, does the project have a positive impact on the socio-economic situation and autonomy of women? • Are agreements stipulated with public and private organizations to have an impact on amending or incorporating positive discrimination measures for women in the workplace?
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> • Are there positive actions that address specific obstacles, promote equality, and highlight women's work? • Is women's training and employability being promoted, without perpetuating gender stereotypes? • Is women's access to better-paid jobs being promoted? • Is women's continuance in work being facilitated (e.g. flexible hours, distance working, training)? • Are safer workplaces for women workers being promoted? • Are there awareness-raising activities on women's economic, social and cultural rights, and on gender equality? • Is self-employment being promoted, as well as the creation of companies that contribute to incorporating women into the labour force?
BUDGET	<ul style="list-style-type: none"> • Is there a specific and adequate budget for specific gender activities and/or GM in the project?

CULTURE AND DEVELOPMENT

IDENTIFICATION AND PARTICIPATION	<ul style="list-style-type: none"> • Has a preliminary diagnosis been made of the situation using a gender approach, and have data been disaggregated by sex? • In organizing the activities, have the specific responsibilities of men and women in everyday life been taken into account (e.g. time use, total workload, leisure)? • Has the identification included consultations with women's associations or feminist groups? • Have norms or cultural practices that discriminate against women been identified?
OBJECTIVES AND INDICATORS	<ul style="list-style-type: none"> • Do the objectives promote equal opportunities in accessing the project's services? • Is there an objective that refers specifically to women's empowerment? • Can the indicators measure the impact that the project will have in closing the gender gap, and are disaggregated by sex, location, and age?
OUTCOMES AND IMPACT	<ul style="list-style-type: none"> • In the long run, will the project have a positive impact on the situation of women in such areas as participation in cultural activities, changing cultural norms that discriminate against women, availability of leisure time?
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> • Do the communications material and audio-visual production show men and women as equals, and use non-sexist language? • Do the proposed cultural infrastructures benefit men and women equally, and can they be used equally? • In cultural programming and content selection, is the presence of women in decision-making capacities being promoted? • In the proposed scientific publications, has the contribution of women—researchers, artists, creators—been taken into account? • Is the material to be used free from discriminatory or sexist components, and does it take into account indigenous languages? • In the design of cultural offerings, are activities not related to gender roles being promoted: e.g. participation of women builders or orchestra conductors, and of male embroiderers or dancers? • In urban renewal actions, have gender elements been considered, such as: accessibility, lighting, urban furnishings, safety? • Have awards, grants, or scholarships taken into account the principle of equality and equitable participation? • Have specific, thematic actions been designed regarding gender, such as: research, thematic cultural activities, training? • Is there equitable participation between men and women in the all of the creative and productive activities?
BUDGET	<ul style="list-style-type: none"> • Is there a designated, adequate budget for the specific gender and/or GM activities in the project?

RURAL DEVELOPMENT, FOOD SECURITY AND NUTRITION

IDENTIFICATION AND PARTICIPATION	<ul style="list-style-type: none"> • Has sexual division of labour been identified and questioned, recognizing that women are generally subsistence producers who do the most difficult, invisible, and least profitable work? • Are local agricultural knowledge and practices of women and men being taken into account? (Women tend to have more detailed knowledge of this kind.) • In food security programmes, are the specific food needs of women and children being analysed, and is their role in family food subsistence recognized? • Have women’s agricultural organizations participated in the identification, planning and decision-making, considering their work overload and their schedules?
OBJECTIVES AND INDICATORS	<ul style="list-style-type: none"> • Do the objectives address the specific rights of rural women that are violated? • Can the indicators measure the project’s impact on narrowing the gender gap, and are they disaggregated by sex, ethnicity, location, and age?
OUTCOMES AND IMPACT	<ul style="list-style-type: none"> • Are the greater control, use, and access of women to agricultural resources being promoted, as well as their greater participation and decision-making capacity in agricultural organizations? • Are changes in laws or cultural norms that discriminate against women being promoted (e.g. property and land access, inheritance, participation in cooperatives)? • Is the inclusion of women in paid work with social protection measures, and in productive activities that generate higher income, being promoted? • Is it stressed that it is up to the States that women and girls have equal rights of ownership of and access to land, fisheries, and forests, regardless of their civil or marital status?
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> • Have actions been designed targeting men and women to generate medium-term changes in the traditional sexual division of labour (e.g. reproductive roles, healthcare provision, and food security), thus preventing said division from being perpetuated? • Is shared responsibility for ensuring family well-being promoted? • Is there an avoidance of the free agricultural labour carried out by women (e.g. in school gardens, community work, food gathering, preparation) that overloads them and thereby prevents them from carrying out other activities?
BUDGET	<ul style="list-style-type: none"> • Does the project include a budget item for specific activities targeting gender and/or GM?

EDUCATION

IDENTIFICATION AND PARTICIPATION	<ul style="list-style-type: none"> · Has a specific gender study been carried out in the area of education? · Does the project consider time availability (productive and reproductive work) for women to participate in it?
OBJECTIVES AND INDICATORS	<ul style="list-style-type: none"> · Do the project's objectives promote equal opportunities in access to education (primary, secondary, and higher education, and vocational training)? · Is there a specific objective referring to women's empowerment? · Can the indicators measure the education project's impact on narrowing the gender gap, and are they disaggregated by sex, ethnicity, location, and age?
OUTCOMES AND IMPACT	<ul style="list-style-type: none"> · Are the project's outcomes consistent with women's educational needs? · Has the project contributed to increasing the number of women in decision-making posts in the educational systems of the country, region, or community?
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> · Has an implementation strategy been designed that minimizes the factors (social, cultural, economic) that hinder women and girls' access to education? · Does the project promote non-sexist education? · Does the project consider women's participation in management and/or governing bodies in educational centres? · Does the project include gender training activities for teachers?
BUDGET	<ul style="list-style-type: none"> · Is there a budget item for specific gender activities and/or GM in the project?

GOVERNANCE

IDENTIFICATION AND PARTICIPATION	<ul style="list-style-type: none"> • Has a specific gender study been carried out on governance: public administration, security, legal and judicial capacity-building, human rights, decentralization, citizen participation, and civil society? • Are the different factors identified—economic, social, and legal—that obstruct women’s access to public posts, whether political, institutional, or in public services? • Are cultural norms or practices identified that block or prevent women’s access to justice and equal rights? • Have women’s organizations participated in the identification phase? • Are women identified as rights-holders?
OBJECTIVES AND INDICATORS	<ul style="list-style-type: none"> • Do the objectives address the specific problems women face in order to participate in and benefit from institutional improvement? • Is there an objective that specifically refers to the empowerment of women? • Will the indicators be able to measure that impact that the project will have on narrowing the gender gap, and are they disaggregated by sex, location, and age?
OUTCOMES AND IMPACT	<ul style="list-style-type: none"> • Are the project outcomes consistent with the needs identified by women? • Do women perceive as a necessity the policy issues promoted, such as the institutional and legal reform and the political process?
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> • Is the participation of women in decision-making spaces being promoted through capacity-building at women’s organizations—specifically, at the local level? • Are training and professional promotion activities being promoted that are compatible with women’s working hours and reproductive responsibilities? • Is any strategy considered to ensure that men and women have equal access to the benefits of institutional capacity-building? • Are the following promoted?: affirmative action; effective enjoyment of human rights, particularly on the part of women; women’s access to public services in conditions of equality; creation or strengthening of specific institutions for women; public economic and tax policies favourable to women; sexual and reproductive policies and public services; capacity-building in gender violence for State security forces; women’s access to justice; labour regulations favouring women; presence and leadership of women in politics; participation of women’s organizations?
BUDGET	<ul style="list-style-type: none"> • Does the project include an adequate budget item for specific gender and/or GM activities?

ENVIRONMENT

IDENTIFICATION	<ul style="list-style-type: none"> Does the design include an environmental assessment adjusted to situation addressed by the project, including the environmental factors affecting it, and does it take into account the different situation of men and women within the specific context of the action?
OBJECTIVES AND INDICATORS	<ul style="list-style-type: none"> Are the intervention's objectives respectful of the environment, and do they take into account the different problems faced by men and women? Are there environmental indicators associated with the project that enable an impact evaluation, and are they disaggregated by sex?
OUTCOMES AND IMPACT	<ul style="list-style-type: none"> Does it include analysis of the possible positive and/or negative environmental impact of the project, and its repercussions for men and women? Can direct or indirect environmental impact be caused as a result of the possible changes in activities carried out by women and men? (For example: pressure on resources, greenhouse gas emissions, intensification of agriculture, or pollution and waste) Are measures included to prevent, mitigate, and/or offset the project's negative environmental impact? And to leverage the opportunities, for example the participation of civil society, or access to environmental information?
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> Does the project consider traditional environmental knowledge and practices used by men and women? Does the project promote environmental activities with a positive outcome for women's social and economic position? Does the project include environmental training for men and women, taking into account their different responsibilities and needs?

HEALTH

PLANNING AND PARTICIPATION	<ul style="list-style-type: none"> • Have local public policies been taken into account as concerns the following?: health and public services, sexual and reproductive health (SRH), exercising sexual and reproductive rights (SRR) of women and men, positioning of national mechanisms to advance women in regard to SRR in equality policies • Have contextualized gender studies been carried out to orient the actions regarding inequalities, and evaluate their results? • Have quantitative/qualitative data been used to establish the baseline scenario of women as regards health and SRH in this specific context? • Has flexitime been considered to facilitate the participation of women and men?
OBJECTIVES	<ul style="list-style-type: none"> • Is the target population specified in the health objectives, distinguishing between women and men in those objectives? • Is there some objective specifically referring to women's empowerment, and is it consistent with the strategic needs of women identified in the specific context? • Does the project address the rights of women that have been violated with regard to health or SRH? • Have positive action measures been designed to incorporate men into practical and cultural changes as regards sexual and reproductive co-responsibility? • Are the indicators related to a documentation baseline scenario, expressed realistically according to the length of the intervention and the financial resources invested?
OUTCOMES AND IMPACT	<ul style="list-style-type: none"> • What is the project's potential regarding equal opportunities in access to and control of SRH services?: contraception, prevention of STIs/HIV-AIDS, reproductive cancers, detection and prevention of gender violence, SRH education; promotion of masculinity focus groups for men, self-help groups
IMPLEMENTATION STRATEGY AND ACTIVITIES	<ul style="list-style-type: none"> • Are health gender needs identified in the target population as regards the objectives, and does the intervention use a gender approach? • Are there measures for working with health staff to modify discourses used during clinical visits that can perpetuate stereotyped male/female roles? • Is there research scheduled on the quality of care in health services as concerns the health needs of women and men regarding SRH? • Is the generation and building of public databases considered that is more sensitive to the different morbimortality indicators for women associated with lack of exercising their SRR?
BUDGET	<ul style="list-style-type: none"> • Is there a budget item for specific gender activities (awareness-raising and training for men regarding masculinity, responsible paternity, non-violence) and/or for GM?



TOOL 2.

GENDER INDICATORS²⁹

(Section largely taken from UNDP, 2006)

Gender Mainstreaming Guide, Santiago de Chile, UNDP, (pp. 195-204).

DEFINITION

Statistics and indicators are the most effective means for measuring the advances made in the situation of women and girls. Incorporating gender mainstreaming helps to better depict the situation of women in the area in which an intervention is to be carried out, providing factual information on how the target communities (formed by both women and men) function and are organized.

Gender **indicators** can be defined as those which:

- Use quantitative and qualitative measurements to identify gender-related changes in society over time.
- Focus, inter alia, on gender relations and the status, roles and living conditions of women and men.
- Provide direct evidence of the situation of women in relation to an agreed normative standard or specified reference group.
- Refer to the measurement of aspects of gender in/equity relations that are susceptible to measurement, quantification or systematization over time.

The generation of statistics disaggregated by sex is a crucial aspect and a starting point for gender analysis. However, the use of exclusively quantitative indicators is inadequate as it distorts the view of women's reality. It is essential to include qualitative indicators and focus on women's experiences when planning new actions to achieve gender equality.

In any case, incorporating gender indicators in a project, action, or matrix does not entail creating a new matrix. Gender indicators do not substitute traditional indicators, but supplement the total sum of indicators provided.

Gender indicators can refer to one of two spheres:

- Measuring the evolution of a gender situation (partial and/or gradual changes).
- Measuring a change in gender roles (indicators of far-reaching changes in the gender order and patriarchal culture).

It is, therefore, highly important to distinguish between³⁰:

- **Sex-disaggregated data:** statistical information broken down by sex and age group, i.e. where the statistical population is separated into different groups based on biological differences. Sex-disaggregated data are not sufficient to obtain a satisfactory analysis of gender, but must be accompanied by gender statistics.
- **Gender indicators:** Gender indicators serve the particular purpose of spotlighting social changes in terms of gender relations over time, as well as the contribution of the intervention to such changes:
 - The relative and different situations of women and men.
 - The changes that have occurred between women and men at different moments in time.
- **Gender statistics:** It is essential to gather all the information necessary to be able to identify the differences between men and women in the required spheres of economic, social, political and cultural participation, in accordance with the actions planned for in the development intervention. It is vital to provide data on how relations between men and women are constructed, highlight the contribution and participation of women in the project environment, and reflect the vulnerabilities to which women and girls are exposed due to their gender, age, ethnic origin and class, in addition to offering information on the elements that must be taken into consideration in the actions or projects to reduce inequality gaps with respect to men.

Gender indicators are those which:

- Highlight changes in relations between men and women over time.
- Identify the progressive changes in the living conditions and roles of women and men.
- Measure the progress made towards gender equity.

Consequently, **the indicators selected must offer answers to questions relating to advances, progress or processes:**

- Ask the right question: What is the indicator intended to identify or demonstrate?
Example: Do men and women have equal access to social services?
- Determine the information needed to answer the question: What needs to be measured or compared?
Example: To what degree are women's needs met by existing social services compared with the degree to which men's needs are met by existing social services?

- Identify the sources for such information.
Example: Population censuses on the use of social services, with a breakdown and comparison of answers between women and men.

In this way, **a system of gender indicators enables:**

- **Increased visibility of women and their problems:** the initial aim of gender studies was to spotlight the invisibility of women, both on a social level and with regards to the contributions made by them, which has obscured their problems and needs. It is a question of making the invisible visible and demonstrating women's attainments to the rest of society.
- **The making of fair and rigorous comparisons:** at a specific point in time, both between women and men, and between different groups of women, for example, between women from rural and urban areas, encompassing women from all cultures and walks of life, but identifying specific and particular features within each group (for example, comparing poor women of different generations).
- **The study of trends:** identifying changes that have occurred over time and any related trends. For example, it might be ascertained whether the investment in programmes for women in a specific year is the same, better or worse than ten or five years earlier, and if any changes identified are systematic or fluctuations have occurred.
- **The evaluation of public policy:** in some cases the indicators unequivocally point to problems in the design and implementation of policies. Some indicators are more sensitive and illustrative, providing evidence of problems in the coordination of policies, of shortcomings in their implementation, or failure to achieve goals.
- **Decision-making:** indicators inform the decisions taken at different levels in the policy-making process, shedding light on their regulation, and the allocation of resources for implementing actions and reformulating strategies. Indicators are useful for defining policy objectives and setting intervention programme goals. This latter function is particularly important for a system of indicators of gender disparities.
- **Entry into new fields of research:** the use of gender indicators enables the generation of new hypotheses and research theories. Both during the design of the system and selection of indicators—and in the observation of how specific indicators performs— it is possible to propose new research questions on the chosen topic or on another related topic.
- **Political action:** permitting exploration of the relation between the living situation of the population and social, cultural and/or economic changes. In this way, gender indicators provide an orderly framework of problems,

priorities and social actions which can improve the original situation. They are a tool for both civil society and the State, allowing the former to organize social demand, and the latter to channel resources for change.

At the level of programmes and projects they identify:

- ✓ The extent to which men and women participate and the reasons for non-participation.
- ✓ The extent to which the (basic and strategic) needs of men and women have been taken into account, and whether the actions address these needs.
- ✓ The manner in which gender discrimination is addressed or ignored, indicating what participation consists of for both sexes.
- ✓ The extent to which gender roles are impacted and whether these impacts change over time.

HOW ARE GENDER INDICATORS CONSTRUCTED?

In accordance with *AECID's Manual de Planificación y Seguimiento de Gestión para Resultados de Desarrollo* [Handbook for Planning and Monitoring Development Results-based Management], in addition to the indicator, it is necessary to define the baseline and the goal to be attained during the validity period established for the development action.

A **baseline that incorporates GM** implies a satisfactory gender analysis that is necessarily rooted in an assessment of the different conditions, needs, levels of participation, access to resources and development, control of profits and decision-making powers of women and men within their assigned gender roles. The definition of a baseline that incorporates GM should enable the reformulation of those interventions in which it is considered critical to reinforce the gender approach and design indicators / goals that enable a more accurate reading of the gender impact of the intervention in the short term.

Moreover, the definition of indicators must specify **the source of verification**, i.e. where (or how) the indicator measurement will be obtained. The information on which the indicator is based may come from an external source (the partner country's own statistics, although they do not always exist), or derive from the interventions themselves (aggregated data taken from AECID interventions).

Where possible, it is important that the partner country participate—through local partners—in defining the indicators, given their involvement in the achievement of these outcomes and because they are a primary source of information for the indicator measurements.

As regards the **different ways in which they can be constructed**, the indicators highlight:

- The volume of women (or men) as a proportion of the total (with the total comprising both women and men): 50% indicates gender equality.
Example: Proportion of women in legislative bodies.

- Ratio of men to women as regards a particular circumstance: indicates gender equality.
Example: The ratio of females to males enrolled in a school.
- Statistic on women as a percentage of the same statistic on men (or vice versa): 100% indicates gender equality.
Example: Average weekly earnings of women as a percentage of the average weekly earnings of men.
- Difference between a statistic on women and the same statistic on men (or vice versa): 0 indicates gender equality.
Example: Average number of hours that women devote to housework less the average number of hours that men devote to housework.

The minimum criteria for constructing an indicator include the following characteristics:

- ✓ Disaggregation by sex
- ✓ Consensus-based
- ✓ Easy to use
- ✓ Clearly defined
- ✓ Combination of quantitative and qualitative indicators
- ✓ Low in number for the purpose of summarizing
- ✓ Highlighting advances in (basic and strategic) gender needs
- ✓ Comparability over time

STEPS FOR THE CONSTRUCTION OF INDICATORS:

Step 1: Suitability of objectives

- Identification of the direct outcome to be achieved
 - Profile of the beneficiary
 - Amount to be achieved
 - Period to achieve outcomes
 - Conceptual definition of outcomes
 - Realistic objectives
 - Verifiable objectives
- Benchmark objectives
- Establishment of objectives at the beginning of the programming stage

Step 2: Identification of gender gaps

- Disaggregation of information by sex
- Conceptual analysis from a gender perspective (reconceptualization)
- Identification of gaps
 - Coverage rates by sex
 - Identification of the needs of men and women
 - Quantification of the type (areas) of incorporation by sex
 - Reasons for the unequal participation of men and women
 - Indirect effects

Step 3: Selection of indicator categories

- Presentation of indicators by category
- Issues to be considered in creating resources allocated on the grounds of sex
 - Inclusion of needs by sex and gender
 - Level of participation by sex
 - Project successes by sex
 - Lifestyle changes

Step 4: Key issues

- Disaggregation of indicators by sex
- Combination of quantitative and qualitative indicators
- Indicators in absolute and relative terms
- Indicators of gross and net impacts

Step 5: Selection of the time frame: time periods

- Consensus on gender indicators at the beginning of the programme
- Determination of time frames for gathering information
- Consensus on time frames for gathering information on impacts

Step 6: Use of sources of information

- Use of existing sources of information, disaggregating the data by sex or proposing gender concepts
- Use of own sources of information, agreeing on indicators and methodologies

CHECKLIST FOR THE CONSTRUCTION OF INDICATORS:

- ✓ Do the indicators relate specifically to the objectives?
- ✓ Have risk factors or elements of empowerment been identified (external factors that contribute to success or failure)?
- ✓ Are the indicators easy to use and understand?
- ✓ Have all those involved participated in the preparation of indicators?
- ✓ Have quantitative and qualitative indicators been used?
- ✓ Are outcome indicators given central focus?
- ✓ Do the indicators measure trends over a given period?
- ✓ Has a qualitative analysis been used to explain the success or failure of the project?

TYPES OF INDICATORS:

1—Quantitative/Qualitative

- **Quantitative indicators:** can be defined as numerical measurements of change (e.g. whole numbers, percentages); are useful to show general overviews. For example, average earnings of men in relation to those of women; the number of women who attend a prenatal guidance centre.
- **Qualitative indicators:** are people's perceptions or judgements about something; are useful to understand processes, but do not show the frequency or extent of dissemination of a specific phenomenon. For example, people's opinions regarding changes in social relations, in the authorities or in a situation. Qualitative indicators can be quantified. For example, the number of women in the region in which a project is carried out who consider that their situation has improved can constitute the numerical aspect of a qualitative indicator.

2—Relating to social phenomena

- **Context indicators**, such as urban or rural habitat, which essentially serve to underscore other indicators and to facilitate the interpretation of the outcomes identified.
- **Entry indicators**, understood as referring to the resources aimed at mitigating inequalities between women and men.
- **Process indicators**, which are dynamic in nature, such as processes underway that favour gender equity.
- **Outcome indicators**, which show the effects and achievement of the objectives pursued by the different policies or measures applied).

3—Indicators categorized by type of monitoring

TYPE	DESCRIPTION	ADVANTAGES	LIMITS	EXAMPLES
Checklist-type indicators.	These ask whether something is present or not. The measurement is a yes/no question.	Recommended for monitoring processes, and advances in the implementation of policies and mandates. Gathering of economic and simple data.	These indicators lack qualitative components, and are sometimes subject to interpretation.	Is there a GM policy? Was a gender expert consulted during the production of the report?
Indicators based on statistics.	"Traditional" indicators that measure changes using the statistical information available.	The information is immediately available.	These indicators rarely offer a qualitative perspective, and frequently need to be supplemented by the other two types of indicator.	Ratio of men/women living with HIV. Levels of unemployment men / women.
Indicators that require specific forms of data gathering.	These indicators require specific forms of information-gathering (such as sociological surveys, discussion groups, and interviews). They require specific methodologies, in order for the information to be comparable over time.	The information is highly useful and specific. It is a good means of gathering qualitative information	Frequently resource-intensive (in terms of time, money, human resources).	% of the population that believes that women should be the primary caregivers of children. % of job advertisements in the daily papers that show gender bias.

Source: UNDP/RBEC (2001) *Gender Mainstreaming in practice: a Handbook*. pp. 30

EXAMPLES OF INDICATORS³¹:

1—Condition/Position

As reflected in the UN Women’s *Guide for the Evaluation of Programmes and Projects with a Gender, Human Rights and Intercultural Perspective*, the **theory of change** aims to directly improve the lives of women as rights-holders, making it highly important to determine whether such changes arise in the condition or the position of these subjects:

RELATING TO THEIR CONDITION	<ul style="list-style-type: none"> • Socio-demographic and cultural characteristics differentiated by factors such as sex, age, ethnicity, and civil status. • Socio-economic situation differentiated by aspects such as sex, age, and ethnicity. • Socio-political situation differentiated by aspects such as sex, age, ethnic or national origin. • Main problems and demands expressed by their organizations, differentiated by sex, age, ethnicity, etc.
RELATING TO THEIR POSITION	<ul style="list-style-type: none"> • Access and influence in spaces of power in the community or geographical area of the project. • Leadership and organizational levels of the collectives differentiated by factors such as sex, age, ethnicity. • Access and control of productive resources differentiated by factors such as sex, age, ethnicity. • Access to ownership of the means of production differentiated by factors such as sex, age, ethnicity. • Conditions for exercising human rights, women’s rights and the rights of indigenous peoples. • Division of labour by sex and social value of the work of women and men. • Distribution of domestic responsibilities, differentiated by sex, age, ethnicity. • Personal, family, institutional and community conditions for self-determination and autonomy. • Regulations of the social, legal or institutional orders that limit or encourage equal participation.

2—Empowerment

The definition of indicators is framed within two principal areas of empowerment:

- A personal change in consciousness, which translates as a search for control, greater self-confidence, and recognition of the right to make decisions and to make choices.
- Organization aimed at social and political change.

Examples of quantitative indicators and leading questions for the drafting of qualitative indicators of empowerment processes (from CIDA, 1998):

QUANTITATIVE

LEGAL EMPOWERMENT

- The application of laws relating to the protection of human rights.
- The number of lawsuits related to women's rights that are heard in local courts, and their outcomes.
- The number of lawsuits related to the legal rights of divorced women and widows that are heard in local courts, and their outcomes.
- The effect of the application of laws concerning the treatment of offenders.
- The increase or decrease in violence against women.
- Any changes (increases or decreases) in the male/female ratio of judges, public prosecutors, and lawyers.
- The rate of increase or decrease in the number of women and men in the local police force, by rank.

POLITICAL EMPOWERMENT

- The percentage of positions held by women on local councils and decision-making bodies.
- The percentage of women holding decision-making positions in local government.
- The percentage of women in the local public administration.
- The percentage of women and men entered on the electoral register, and the percentage of women and men entered on this register who exercise their right to vote.
- The percentage of women holding higher or lower level decision-making positions in trade unions.
- The percentage of women/men that are trade union members.
- The number of women who participate in public protests and in political campaigns, in comparison with the number of men.

ECONOMIC EMPOWERMENT

- Changes in the employment/unemployment rate of women and of men.
- Changes in time use in selected activities, and, especially, better distribution of unpaid work and child care among family members.
- Differences in salary/wages between women and men.
- Changes in the percentage of goods owned and controlled by women and men (e.g. land, houses, livestock), by socio-economic group and by ethnic group.
- Average expenses of male and female heads of household on education and health.
- Capacity to make minor or major purchases independently.
- Percentage of credit services, financial services and technical assistance services that the government and non-governmental associations provide for women and men.

SOCIAL EMPOWERMENT

- Number of women in local institutions (e.g. women's associations, awareness-raising groups and income-generating groups, local churches, ethnic associations and affinity groups), in relation with the population of the region where a project is being implemented, and number of women in positions of power within local institutions.
- Extent of women's capacity-building or the extent to which they participate in assistance network, as compared with men.
- Control exercised by women regarding decisions about fertility (e.g. number of children, number of abortions).
- Mobility of women inside and outside their place of residence, as compared with men.

QUALITATIVE

GUIDANCE QUESTIONS

- To what extent are women informed of local politics and of their legal rights?
- Are women more or less well-informed than men? Does the level of information vary depending on the socio-economic group, age or ethnic group? Does this situation change over time?
- Do women and men have the impression that women are gaining more power? Why?
- Do women have the impression that they respect themselves more? Why? How does this relate to men's perceptions?
- Do women and men have the impression that they have acquired greater financial independence? Why?
- Can changes be observed in the way in which decisions are taken in families? What is the perceived impact of these changes?
- Do women take decisions independently of men at home? What types of decisions are taken independently?
- How have the changes made to national or local legislation empowered or disempowered women or men (e.g. as regards the control of resources such as land)?
- What role can local institutions (including women's institutions) play in empowering/disempowering women and men?
- As compared with men, is women's participation in important decisions taken in the community or at home increasing or decreasing?
- How do women get organized to increase their level of empowerment, e.g. to combat violence?
- If women have better access to education and employment, does this lead to greater empowerment?

3—Indicators of the Aid Effectiveness principles

OWNERSHIP

- National, regional and local development plans reflect, comprehensively and/or by sectors, governmental commitments to the MDGs/SDGs, the CEDAW, the Beijing Platform for Action, and Resolution 1325, among others.
- Quality of participation by civil society, women's groups, women's parliamentary groups, and gender equality mechanisms in defining gender priorities, their budget and their accountability mechanism, supported by action plans and integrated into the respective (national, regional, local) development strategies.
- The country's percentage of key gender equality issues and affirmative actions incorporated into the national policy documents.

ALIGNMENT

- Proportion of programmes that have included gender analysis, capacities strengthened among the programme's technical and administrative staff, and whether sex-disaggregated information is available, has been disseminated and analysed to improve the programme's effectiveness.
- Number of Gender Budget Initiatives implemented at the national, regional and local levels.
- Investment in approaches based on programmes with a gender approach.
- Percentage and predictability of ODA (3-5 years) dedicated to GM capacity-building in public finances, women's mechanisms, ministries, civil society, women's organizations and parliament.
- Increase in the number of donors informing of the percentage of their investment in gender equality and women's empowerment, and in which sectors.

HARMONIZATION

- Number and quality of common and/or coordinated strategies, programmes and tools aimed at gender equality and women's rights adopted and supported by donors, through joint programmes, basket funds and pilot experiences in the next two years.
- Group on Aid Effectiveness up and running.
- New gender tools designed and operational.
- Number of initiatives proposed by the international task force on gender and undertaken by the international community that have been implemented.
- Number of new multi-actor dialogue, consultation or thematic mechanisms implemented by donors to support gender equality issues.
- Percentage of ODA dedicated to harmonized government/donor systems for GM in public policies and humanitarian assistance.

ACCOUNTABILITY

- Number of GSB (gender-sensitive budgeting) initiatives carried out and functioning as part of public finance reform.
- The evaluation processes of the Development Strategies and Plans, as well as the monitoring of the Paris Declaration/Accra Agenda for Action, include participation of civil society and of women's organizations, through official processes and the drafting of shadow reports.
- Proposals made by women's organizations, and percentage of these proposals incorporated into plans and amendments.
- The Performance Evaluation Frameworks or similar documents of agreements between donors and governments, and the Paris Declaration Monitoring Plan, include at least three gender indicators.
- Joint donor/country evaluation, at least every three years, of the gender results of the programming, and budgeting.
- Annual progress monitoring mechanism to measure the effectiveness of aid and cooperation in incorporating the gender and rights-based approach in the country.
- Degree of improvement in the production and use, as well as in the coordination, of sex-disaggregated statistics and gender indicators to measure progress towards MDG 3, at the national and local levels.

4—Thematic (taken from the *Guía práctica para la integración de la igualdad entre mujeres y hombres en los proyectos de la Cooperación Española* [Practical Guide for the integration of equality between women and men in Spanish Cooperation projects] MAEC, 2004):

EDUCATION

QUANTITATIVE

- Literacy rate of women and men.
- Female and male school enrolment rate in primary, secondary and university education.
- Female and male school failure rate in primary, secondary and university education.
- Rate of female access to vocational training.
- Increase in number of women in studies considered traditionally male.
- Women accessing decision-making positions in their community or in the workplace after having accessed training.
- Women who find a job or start their own economic activity after having accessed training.
- Flexible informal education initiatives.
- Educational facilities with spaces for women and for men.
- Participation of women in parents' associations, management bodies of educational centres, and at the institutional level (ministerial, regional and local).
- Existence and availability of childcare facilities.
- Use of new information technologies applied to educational methods in order to increase access to education.
- Use of educational methods that foster participation and bolster self-esteem.
- Rate of unwanted pregnancies.
- Affirmative action taken to improve women's access to education.

QUALITATIVE

- Women's degree of satisfaction with the education they have received.
- Curricula that have been revised and redrafted using a gender approach.
- Awareness among parents and teachers who have received information about non-sexist values.
- Changes in fathers' and mothers' opinion about their daughters' education.
- Girls', boys' and teenagers' (female and male) perceptions of the usefulness of education.
- Assessment of the student guidance and support services available at educational centres.
- Use of the services by women and men (boys and girls) and degree of user satisfaction.

HEALTH

QUANTITATIVE

- Illnesses affecting women and men in particular.
- Principal causes female and male mortality by age groups.
- Maternal mortality rate.
- Men's and women's access to health services, including legal barriers.
- Type and quality of the services offered at the primary healthcare level.
- Sex-disaggregated child mortality rate.
- Family nutrition levels / breakdown by sex and age.
- Distribution of food within the family.
- Sex-disaggregated vaccination rates.
- Sex-disaggregated morbidity indicators.
- Family and community distribution of work (paid or unpaid) and its effects on women's physical and mental health.
- Healthcare provided by women.
- Participation of men and women in family and/or community health.
- Time that women and men dedicate to the health of their household and of the community.
- Existence and recognition of health promoters in the area: age, sex and qualifications.
- Distribution of leisure between the women and men of the family.
- Reproductive behaviour of women and men.
- Existence of women's groups organized around healthcare.
- Degree of coverage of prenatal, childbirth and neonatal healthcare needs, as well as sexual and reproductive health needs, by social insurance.

QUALITATIVE

- Women's and men's perception of their health status and its determining factors.
- What men and women, and the health system, consider priority regarding the health of boys and girls and of men and women.
- Specific beliefs and traditions regarding cause and effect in health and illness processes.
- Women's and men's degree of confidence in public healthcare.
- Women's and men's degree of confidence in community medicine practices.
- Reasons why women use, or do not use, health services.
- Reasons why men use, or do not use, health services.
- Perception of healthcare personnel by sex and qualifications: degree of acceptance of and confidence in female healthcare personnel.
- Degree of confidentiality and privacy of health services.

ECONOMIC GROWTH

QUANTITATIVE

- Sex-disaggregated per capita income.
- Sex-disaggregated population under the poverty line.
- Participation of women in the workforce (rural, industrial, informal).
- Sex-disaggregated unemployment rate.
- Salary differences between women and men by sectors, geographic areas and socio-economic groups.
- Women owning small businesses.
- Women owning land, houses, livestock or other capital goods, broken down into different socio-economic groups.
- Women, girls and boys who do housework or other unpaid work in the family.
- Time that women and men dedicate to work each day.
- Time that women and men dedicate to market-oriented activities.
- Women accessing decision-making positions in local cooperatives.
- Productive initiatives headed by a woman.
- Productive initiatives implemented by women.
- Existence and availability of childcare facilities.
- Percentage of public assistance in productive areas directly targeting women.
- Percentage of women borrowers of credits and microcredits, degree of indebtedness and of repayment of credits.
- Women borrowers whose families are above the poverty line.
- Families in which women/men generate the most income.
- Women's microenterprises that have become small and medium-sized enterprises (SMEs).
- Productive initiatives functioning for more than five years.
- Increase in products marketed through the productive initiatives.

QUALITATIVE

- Women's degree of satisfaction with the productive initiatives launched.
- Quality of the guidance and support services for women entrepreneurs and the degree to which they are used by the population, as well as the female users' satisfaction.

CREDIT OPERATIONS AND CAPITAL OPERATIONS

QUANTITATIVE

- Percentage of credits extended to women in which the credit assessment is based on a comprehensive analysis of the debtor's risk of default, not only on collateral/personal guarantee coverage.
- Percentage of women depositors of an amount under a limit.
- Percentage of women debtors of the financial system included in the credit information clearinghouse.
- Number of women in the lowest-income quintiles that have received training under financial education programmes.
- Percentage of families (with female heads of household and with male heads of household) assisted through FONPRODE projects, in accordance with changes in the income resulting from their productive activity, by municipality or area.
- Percentage of men and percentage of women who have improved their income-generating capacity.
- Increase in women's average income, as compared with men's.
- Increase in the average income of rural households headed by women, in relation with the average income of households headed by men.
- Percentage of organizations of small and medium-sized producers (distinguishing between women and men) who permanently access information on prices and markets, market their production jointly and/or enter into new markets.
- Percentage of narrowing of the work overload gap between women and men in relation to the initial situation, by type of productive activity.
- Percentage of women who make decisions about the use of family income and resources, in terms of: i) having control over the use of income and over spending decisions; ii) being informed of household income; iii) participating in buying and selling equipment; iv) participating in decision-making regarding investment.
- Percentage of women who are members of organizations, by type of organization (producers, irrigators, entrepreneurs, municipal, communal and territorial), who are members of governing boards, as compared with men.
- Percentage of increase in the average income generated by companies managed by men as compared with income generated by companies managed by women.

QUALITATIVE

- Credit risk management rules based on international standards that specifically set forth that banks cannot base their credit decisions on clients' gender.
- Simplified rules for low-value and low-risk depositors based on approved international standards.
- Rules that require the inclusion of gender-disaggregated microcredit information in the credit information clearinghouse implemented.
- Financial education programmes implemented for women creating microenterprises.

ENVIRONMENT

QUANTITATIVE

- Sex-disaggregated access to the community's natural resources.
- Use of the natural resources for food and energy: breakdown by sex and age.
- Distribution of food in the family by sex and age.
- Distribution of work in the family and in the community: breakdown by sex and age.
- Duties and tasks involving environmental conservation or waste treatment carried out by women.
- Existence and recognition of environmental promoters in the area: age, sex and qualifications.
- Existence of women's groups organized around environmental protection.
- Use of the facilities offered by protected areas: breakdown by sex, age and ethnicity.
- Trade, use and consumption of protected natural products: breakdown by sex, age and ethnicity.
- Health problems relating to pollution: breakdown by sex, age and socio-economic level.

QUALITATIVE

- Use and dissemination of local practices and knowledge (of women and men).
- Compatibility of traditional settlements and migratory movements with environmental protection strategies.
- Women's and men's perceptions of environmental problems.
- Participation of women and men in decisions on the community's natural resources.
- Women who carry out environment-related tasks that are traditionally not assigned to them.

RURAL DEVELOPMENT

QUANTITATIVE

- Women owning land and agricultural assets.
- Women owning land after agricultural reform processes.
- Rural productive initiatives headed by a woman.
- Increased production and/or productivity in farms headed by a woman.
- Food distribution patterns in the household.
- Nutrition levels broken down by sex and age.
- Family nutrition levels / breakdown by sex and age.
- Distribution of work in the family and in the community.
- Distribution of leisure between the women and men of the family.
- Existence of organized women's groups.
- Women's agricultural cooperatives.
- Agricultural cooperatives with participation of women in decision-making positions.
- Single-parent families without access to land or other agricultural assets.
- Women with access to credit facilities.

QUALITATIVE

- Distribution patterns within the family of the income generated by farms.
- Community perceptions of the role of women in local development.
- Functioning support systems for rural women, and users' degree of satisfaction.
- New technologies applied by rural women in agricultural production.

GOVERNANCE

QUANTITATIVE

- Percentage of women in elected positions.
- By sectors: e.g. education, culture, health, finance, defence.
- Percentage of women in political parties, at the different levels (national, regional, municipal) (candidates and party members).
- Percentage of women in business organizations, trade unions and lobbies.
- Participation in social movements and non-governmental organizations.
- Number of women's organizations and feminist associations, against the total number of social organizations in a municipality, region or country.
- Existence of institutional mechanisms for gender equality and public policies in favour of equal opportunities.
- Percentage of women born alive, percentage of women registered, percentage of women voters.

QUALITATIVE

- Obstacles preventing women from reaching government positions.
- Reasons why women join, are candidates for, and hold decision-making positions in political parties.
- Reasons why women do not reach positions of responsibility in business organizations, trade unions and lobbies.
- Reasons for women's participation in social movements and NGOs.
- Degree of articulation of gender interests and political impact of women's organizations and feminist associations.
- Impact of public equality policies on women and men.
- Presence and priority of gender interests on the political agenda.
- Existence of citizen participation channels in decision-making.



TOOL 3. USE OF GENDER MARKERS

(Excerpt from *Descripción del sistema del CAD de marcadores sobre los objetivos de la ayuda* [Description of the DAC system of policy markers for aid targeting], MAEC (Statistics Service).

Data collection on aid targeting markers is based on a scoring system with three values³²:

- **Principal objective (primary):** When the gender equality objective is fundamental in the design and impact of the activity and is an explicit objective of the activity. It may be selected by answering the question: “Would the activity have been undertaken without this objective?”
- **Significant objective (secondary):** Although important, it does not constitute one of the principal reasons for undertaking the activity. The principal purpose of the activity is different, although it may also promote gender equality and the defence of women's and girls' rights.
- **Not targeted:** After an evaluation, it has been concluded that the project does not target that marker.

In the area of gender, in order for an activity to qualify for a score of “principal” or “significant”, the promotion of gender equality or the rights of women and girls has to be explicitly promoted in the project documentation. Avoiding a negative impact is not a sufficient criterion.

Thus, an activity should be classified as falling under "gender equality" (principal or significant score) when it explicitly promotes this objective by contributing to:

- Reducing social, economic, and political inequalities between women and men, ensuring that women have equal possibilities compared with men, avoiding discrimination.
- Developing or strengthening gender equality or non-discrimination policies, in legislation or in institutions. This requires analysing gender inequalities separately, or as an integral part of agencies' standard procedures.

Among the existing markers, noteworthy among those regarding GM are:

- **Gender Equality**
- **Sexual and Reproductive Health and Child Health**
- Participatory Development/ Good Governance / Human Rights
- Cultural Diversity / Indigenous Peoples

GENDER EQUALITY

The answer to the question, "Is qualifying a marker for gender equality as a principal objective 'better' than qualifying it as a significant objective?" would be:

“No, if GM is practised systematically, gender equality will often be a significant objective, integrated into different projects, across a range of sector. It will be a principal objective when the activity has not been undertaken without a goal of gender equality.”

In any case, the following examples of classification could prove useful:

Examples of activities that could be marked as a principal objective:

- » Legal literacy for young and adult women.
- » Networks of men against gender violence.
- » Social security project with a specific focus on assisting adult women and young people as a particularly disadvantaged group in society.
- » Training the Ministries of Finance and Planning to set gender equality objectives in national poverty reduction or comparable strategies. Such activities can target women specifically, men, or both.

Examples of activities that could be marked as a significant objective:

- » Activities that have as their main objective providing drinking water to a district or community, while also making sure that young and adult women have easy access to the facilities.
- » Social security projects that focus on the community in general and that ensure that young and adult women benefit equally, compared with men and boys.

SEXUAL AND REPRODUCTIVE HEALTH AND CHILD HEALTH

An activity should be classified with this marker (principal or significant score) when it contributes to the improvement of maternal, neonatal and child health based on the concept of "continuous care": "Continuous care" for reproductive, maternal, neonatal and child health implies a life cycle approach and includes the provision of integrated reproductive health services for women and their children before pregnancy and during childbirth, the postnatal period, and childhood. This care is provided by families and communities, as well as external consultation services, clinics and other health centres at the regional and national levels. Continuous care recognizes that reproductive choice and safe childbirth are fundamental to the health of women and new-borns, and that a safe (healthy) birth is an essential step towards a healthy childhood and a productive life.

Specifically, the activity must contribute to:

- Improving the access of women and their children to a comprehensive and integrated package of essential health interventions and services throughout continuous care.
- Strengthening health systems to improve access to and provision of specific high-quality integrated sexual and reproductive health and child health services.
- Capacity-building in sexual and reproductive health and child health ensures that health workers are motivated, with the necessary infrastructure, medicines, equipment, and regulations.

Examples of activities:

- » Family planning, contraception; pre-, neo- and postnatal care; emergency obstetric and neonatal care.
- » Qualified care during childbirth in adequate facilities.
- » Prevention of mother-to-child transmission of HIV and other sexually transmitted diseases.
- » The fight against infections of the reproductive system, cancers related to reproductive health, and other gynaecological conditions
- » Infertility treatments.
- » Prevention and treatment of the major childhood diseases, including acute respiratory infections and diarrhoea.
- » Improvement of infant and child feeding practices, promotion of breastfeeding, provision of ready-to-use therapeutic foods and essential vitamins and minerals, including vitamin A and iodized salts.
- » Elimination of economic, social and cultural barriers to access to health care (including planning).
- » Improvement in provision of sexual and reproductive health and child health services, and increase in the number of adequately equipped health centres.
- » Support for national plans and priorities regarding sexual and reproductive health and child health.
- » Implementation of monitoring and evaluation mechanisms.
- » Training, professional development and deployment of workers.
- » Promotion of sex education values.
- » Food security programs tailored to the needs of pregnant women, and of mothers and their children.

- » Programmes aimed at more vulnerable population groups—such as internally displaced persons or ethnic minorities who suffer displacement—with regard to sexual and reproductive health needs.
- » Improved access to drinking water and sanitation for pregnant women, and for mothers and their children.
- » Provision of maternal and child health services, such as childbirth kits, or the deployment of midwives and obstetricians who are part of emergency humanitarian response.
- » Data collection for censuses to provide accurate information regarding compliance with the marker; for example, number of births and number of live births.



TOOL 4. GENDER ANALYSIS FRAMEWORKS

(Excerpt from *Diccionario de Acción Humanitaria y Cooperación* [Dictionary of Humanitarian Action and Development Cooperation], Hegoa Institute)

The different analytical frameworks designed reflect a certain approach to the situation of women and the goal of gender equality. Specifically, they have, to a greater or lesser extent, descriptive, analytical, or normative intentions, and provide procedures for identifying and evaluating development actions.

Depending on the purpose for which they were designed, these frameworks can be used as a tool for:

- a. Analysis: providing ways to examine the dynamics of a group;
- b. Planning: presenting key aspects in a simplified manner, with the aim of assisting in decision-making;
- c. Awareness-raising and capacity-building (see capacity-building, gender capacity-building) among development stakeholders, in aspects related to gender analysis and planning;
- d. Evaluating the impact of gender on development policies and projects.

The following are examples of the different kinds of frameworks aimed at efficient resource allocation using a gender approach:

TITLE	KEY CONCEPTS	COMPONENTS AND MATRICES
MOSER'S FRAMEWORK (CAROLINE O. N. MOSER)	<ul style="list-style-type: none"> • Women's triple role: reproductive, productive and community-managing activities. • Practical and strategic gender needs. • Condition and position of women. • Policy approaches: well-being, equality, anti-poverty, efficiency, empowerment, and equity. 	<ul style="list-style-type: none"> • Identification of gender roles and triple role. • Evaluation of gender needs (practical and strategic). • Disaggregation of data at the household level. • Policy approaches matrix. • Planning that considers balancing the triple role. • Incorporation of women and their organizations into the planning phases.
WOMEN'S EMPOWERMENT FRAMEWORK (SARA H. LONGWE)	<ul style="list-style-type: none"> • Empowerment of women. • Levels of equality: material well-being; access to factors of production; gender awareness; participation in decision-making; control over resources and distribution of benefits. • Women's issues and concerns. • Levels of recognition of women's issues: negative, neutral, positive. 	<ul style="list-style-type: none"> • The level of women's empowerment is determined by achieving equality with men as regards: well-being, access, awareness, participation, and control. Gender profile of the project. • Gender profile of a country's development programme.

SOCIAL RELATIONS FRAMEWORK (NAILA KABEER)	<ul style="list-style-type: none"> • Development is human well-being. • Production: any activity that contributes to human well-being. • Gender relations are part of social relations. • Institutions: family, community, market and state. Gender-blind and gender-aware policies (gender-neutral, gender-specific, gender-redistributive). 	<ul style="list-style-type: none"> • Analysis of causes and effects of problems before planning interventions. • Institutional analysis (rules, activities, resources, people and power), and institutions' role in reproducing gender inequality.
HARVARD FRAMEWORK (OVERHOLT, ANDERSON, CLOUD AND AUSTIN)	<ul style="list-style-type: none"> • Access. • Control. • Resources (economic, political). • Benefits. 	<ul style="list-style-type: none"> • Activities profile. • Profile of access to control of resources and benefits. • Influencing factors in activities, access, and control. • Project cycle analysis and checklists.
PEOPLE-ORIENTED PLANNING FRAMEWORK (ANDERSON, BRAZEAU, AND OVERHOLT. UNHCR)	<ul style="list-style-type: none"> • Access and control. • Resources and benefits. • Changes generated by displacement or refugee situations. • Legal and social protection of refugee populations. 	<ul style="list-style-type: none"> • Refugee population profile. • Activities profile (pre-refugee and present refugee situation). • Profile of access to and control of resources and benefits (pre-refugee and present refugee situation). • Influencing factors in activities, access, and control.
CAPACITIES AND VULNERABILITIES ANALYSIS FRAMEWORK (ANDERSON AND WOODROW. HARVARD)	<ul style="list-style-type: none"> • Capacities. • Vulnerabilities. 	<ul style="list-style-type: none"> • Capacities and vulnerabilities matrix (material, organizational, and motivational), disaggregated by gender. • Analysis of temporary changes.
GENDER ANALYSIS MATRIX (RANI PARKER)	<ul style="list-style-type: none"> • Levels: women, men, household, and community. • Categories: labour, time, resources, and cultural factors. 	<ul style="list-style-type: none"> • Project analysis at the community level, by a group from the community. • Gender analysis matrix, according to levels and categories.



TOOL 5. RECOMMENDATIONS FOR USING INCLUSIVE LANGUAGE³³

(Based on Bengoechea's publications listed in the Bibliography)

- Avoid asymmetrical use of first names for women, use of the Spanish article “la” in front of women’s surnames, or unnecessarily mentioning their family connections.
- Do not systematically use “*la(s) mujer(es)*” (“women”) as a way to refer to those of the feminine gender as if they constitute a homogeneous group.
- Do not add “*mujer/mujeres*” (“woman/women”) or “*feminin(os)/feminina(s)*” (“feminine”) to a noun that takes the grammatical feminine form in Spanish, as in: “*las socias mujeres, las letradas femeninas*”.
- When there are repeated references to “men and women” or “women and men”, alternate the order.
- Do not assume that women represent a “second salary”, that they are “homemakers”, that they are the ones who do the housework, that they are the ones who should take care of small children, or that they are passive, dependent, or subordinate.
- Be careful in using common androcentric expressions; the word “*hombre(s)*” (“man”) does not represent all of humanity.
- Use the Spanish feminine form of jobs, professions, and titles, and in any reference to gendered beings.
- Instead of a “generic” Spanish masculine, in some cases non-gendered collective nouns can be used (e.g. *personas, personal, equipo, colectivo, público, población, pueblo*), as well as abstract nouns (e.g. *las candidaturas, la magistratura, la ciudadanía, el electorado, la infancia, el profesorado, la adolescencia*).
- Use metonymy: refer to a job, activity, profession, location...
- Change the verb and create a sentence without a subject.
- Instead of masculine nouns in Spanish, use the formula “*quien(es) + active verb*”; e.g., instead of “*los representantes*”, write “*quienes representen*”.

- Use a double masculine/feminine or feminine/masculine, always alternating the order.
- In certain texts, forward slash (/), hyphens (-), or the "at" sign (@) may be used.
- Use gender-invariable determiners or eliminate the determiner in Spanish: *cualquier niña o niño sabe que...*; *cada periodista que hizo una pregunta...*
- Instead of using an adjective, use a preposition followed by a noun from the same word family, or a synonym e.g. “*ilegales*” becomes “*en situación ilegal*”; “*discapacitado*” becomes “*con discapacidad*”.
- Use a synonymous adjective that is gender-invariable: e.g. *integrante, inteligente, residente, hábil, capaz...*
- Make the adjective agree with the noun that is closest to it in the phrase.
- If the adjective appears immediately after a noun, replace it with a relative clause “*que + se + active verb*” (“*inscritos*” becomes “*que se han inscrito*”) or with “*quien(es) + se + active verb*” (becomes *quienes se han inscrito*).
- Avoid passive verbs and turn the verb into an impersonal verb, a passive with “*se*” or a verb in the first person plural (“ *fueron elegidos los representantes*”: *se eligieron representantes, eligieron a sus representantes, hemos elegido representantes...*)
- Favour genderless, generic words (*persona, personal, parte...*).
- Avoid relative clauses containing “*el que*”, “*los que*”, “*el cual*”, “*los cuales*”, “*aquel que*”, “*aquellos que*” and replace them with “*quien*” or “*quienes*”.



TOOL 6.

GENDER APPROACH RESULTS MATRIX: GUIDANCE QUESTIONS³⁴

(Excerpt from UNDP's *Gender Mainstreaming Guide*, 2006)

GOALS / OUTCOMES	GOALS AND OUTCOMES GROUP	MEANS OF VERIFICATION	ASSUMPTIONS AND RISKS
<p>Development Goal / Impact</p> <ul style="list-style-type: none"> Do gender relations and gender roles influence the project's goal in any way? Does the goals selection have an influence on the division tasks and responsibilities between men and women? Does it meet the needs of men and women? What measures can verify achievement of the gender-sensitive project's goal? <p>Effects of the project:</p> <ul style="list-style-type: none"> Does the project have gender-sensitive outcomes? Do the outcomes specify who is targeted by the project, disaggregating men and women? Does it specify who will benefit from the project, disaggregating men and women? Have women and men contributed equitably to defining the project's outcomes? Have women and men been able to express their opinion on the existing problems? 	<ul style="list-style-type: none"> What measures can verify achievement of the gender-sensitive project's goal? Examination of consistency with the specific gender policies of the government or relevant organizations. To what extent is attention given to those problems that are more specific to gender at the policy or institutional level? What measurements can verify the achievement of gender-sensitive outcomes? Were these indicators defined with the participation of the group that they are targeting? What are the advances and changes for men and women? To what extent do these advances and changes affect gender relationships? 	<ul style="list-style-type: none"> Is the data verifying whether the project's goal has been achieved broken down by gender and analysed in relation to it? Is the data verifying project's outcomes broken down by gender and analysed in relation to it? Has timely gender analysis been carried out to serve as a basis for establishing the project's outcomes? 	<ul style="list-style-type: none"> What are the necessary external factors for supporting the project's gender-sensitive goals? Does the political framework and legislative climate allow for the participation of men and women to achieve the objectives? Is the political climate favourable to a participatory approach? Which external factors are required to support the project's gender-sensitive outcomes? Are the outcomes supported by policies? Are there national or regional activities that could complement or endanger the expected advances?

Outcomes/Outputs

- Has the distribution of benefits taken into control gender roles and relationships?
- Who has benefited (men/women)?
- To what extent have men and women participated?
- Do the outcomes reflect achievements in terms of gender equity?

Activities

- Have gender aspects been considered in the project's implementation?
- Do the activities promote the empowerment of women?
- Do the activities include equitable participation by women and men?

- What measurements can verify that the project's benefits reach women and men?
- Who is expected to benefit in terms of the gendered division of labour and of access to and control over resources gained?

Inputs

- Which goods and services are provided by the project's beneficiaries, both women and men?
- Are the contributions of women as well as men taken into consideration?
- Do the external supports take into consideration women's access to and control over them?

- Are the data to verify the project's outcomes broken down by gender and analysed in relation to it?
- Do the provisional, technical, evaluation and follow-up reports include gender-specific qualitative and quantitative data?
- Are the data to verify project activities broken down by gender and analysed in relation to it?

- What are the external factors necessary to achieve the project's benefits (outcomes), considering the benefits to women?
- Does the political position of men and women in the target group pose a threat to the project's gender-related results?
- Do the target group and associated institutions have sufficient motivation, capabilities, and management skills to stimulate gender-sensitive activities?
- What are the necessary external factors to carry out the activities, considering the need to ensure the ongoing participation of women and men in the project?
- Is the participation plan reasonable, insofar as local obstacles are concerned, in anticipating women's consent, capabilities, trust, or participation possibilities?
- Are gender experts services adequate, and do they intervene in a timely manner?



TOOL 7. GUIDELINES FOR INSTITUTIONALIZING THE GENDER APPROACH

(Section adapted from *Desigualdades de género en las organizaciones: procesos de cambio organizacional pro equidad de género*, América Latina Genera, 2007 [Gender inequalities in organizations: processes of organizational change in favour of gender equity])

To address the task of institutionalization, below we offer a series of guidelines which, in different action areas and following the methodological approach of “*Cambio Organizacional pro Equidad (COPEQ)*”³⁵, will contribute to consolidating a gender mainstreaming culture within an organization.

POLICIES	<ul style="list-style-type: none"> • Confirm whether the organization has gender policies in place that affect the dynamics of gender in the organization: What are their characteristics? Are they implemented? Is their sufficient information available? Do they have a budget? Is there monitoring on their use and impact? • Analyse the level of formalization of procedures in the organization's different working areas, and their impact on facilitating work, or avoiding duplication of efforts. • Review, in accordance with the earmarking of budget items, whether the importance that is said to be attributed to gender equality corresponds to the level of spending to be devoted to working on this issue; examine the parameters that would be involved in applying gender analysis to the organization's budget. • See whether there are effective mechanisms for monitoring gender mainstreaming in the organization, as well as to carry out evaluations regarding the incorporation of a gender approach to all of its work.
INFLUENCES	<ul style="list-style-type: none"> • Find who has been given responsibility for developing the policies and actually implementing a gender approach. What leadership role has been played by management? How much weight does the gender unit carry? What is the level of dependence on internal drive from individuals within the organization? • What have other development organizations done in the same context? What is being promoted with regard to gender equality and equity from the country's government? What is the impact of what other organizations are doing internationally with regard to mainstreaming gender? What kind of stable cooperation has been established with feminist or women's organizations that have more experience in identifying and overcoming gender discrimination? • Profile the history of how the issue has been addressed in the organization: What was done, what was not done, difficulties, opportunities...

ORGANIZATIONAL CULTURE

- Idea of work in the organization: jobs' meaning in identity-building, how the organization interprets the connection between its staff's life inside and outside the organization.
- Formal and informal compensation for "doing a good job" (analysing consistency with regard to gender).
- Differences in attributing value to different working and leadership styles in the organization.
- Promotion by the organization of gender-sensitive behaviour: language, jokes, images, decoration, etc.
- Analysis of how the idea of participation in the organization is interpreted.
- Types of power predominant in the organization.

ROLES AND RESPONSIBILITIES

- Draw up a chart on the distribution of work and responsibilities with regard to developing gender mainstreaming within the organization (analyse opportunities and limitations).
- Draw up a chart of how different work areas within the organization are coordinated (does this depend on personal effort, is it formally established, is it recognized and valued, does it represent an excessive workload?).
- Analysis of how planning is carried out at the organization and departmental level, and conclude whether the current formats are positive or negative for developing and implementing an organization-wide gender strategy.
- Role of the structure of gender: How is it related to the rest of the departments? What is its role with regard to gender mainstreaming? How is it perceived by the other departments?
- Map out and analyse the responsibilities of persons recognised for their gender expertise, and the processes on which they have a direct impact.

DECISION-MAKING

- Compare the formal decision-making chart with the informal processes and relationships within the organization that have a specific influence on decision-making--of which everyone is aware, even if they are not written down on paper; analyse possible inconsistencies between the formal organizational structure and how decisions are actually made within the organization.
- What impact does this have when considering aspects referring to gender equality among the organization's priorities?
- Monitor in detail how a given decision is made: Who had been involved, and in what areas? What information was available? Were the gender dimensions of the issue considered?
- Review the existence of mechanisms to ensure application of gender analysis to decision-making.
- Check whether decisions are being postponed on issues regarding conflictive situations associated with gender: resistance to affirmative action, sexual harassment etc.

COMMUNICATION AND TRAINING	<ul style="list-style-type: none"> • Analyse formal and informal communication channels within the organization, their specific weight and involvement with regard to gender. Who participate in them, what kind of information is being transmitted? • Confirm the existence of mechanisms to make available gender information that can be useful for different areas of the organization in order to apply a gender approach to all of its actions. • Channels for communicating, from one area of the organization to another, lessons learned on gender, advances and obstacles found when applying a gender approach to work. • Analysis of how teamwork is interpreted and put into practice within the organization. Examine possible gender bias. • Review of how online work with other organizations is interpreted, and whether they make sure that there are collaborative ties with organizations that stand out for their record on gender inequalities.
EXPERTISE	<ul style="list-style-type: none"> • Review of the policies being promoted from the Personnel section that affect gender relations: measures regarding work/life balance, harassment, etc. • Review recruitment systems: How are they ensuring that those hired are going to be able to implement the organization's gender strategy? How are they ensuring that interviewers' potentially stereotypical views on the abilities and tasks suitable for women and men are not applied? • Review job descriptions, checking whether they express all of the job requirements without projecting the traits of those who have traditionally carried them out. Types of contracts and salaries (review possible gender "distinctions"). • Review the training provided by the organization: Has gender analysis been ensured with regard to any of the issues involved? Is gender training usually provided?
ROOM FOR MANOEUVRE	<ul style="list-style-type: none"> • This refers to identifying those thematic areas that have stood out as potentially causing gender inequalities in the other sections. • This section includes the initiatives that the organization may have designed to eliminate any unfair dynamics detected in its processes.
ATTITUDES	<ul style="list-style-type: none"> • Analyse staff's level of commitment to the values set forth in the organization's mission statement--specifically, the eradication of gender inequalities. • Establish a spectrum of attitudes towards change (based on what has been experienced collectively throughout the pro-equity organization change process). • Consider the principal aspects of resistance to initiatives to redistribute resources and responsibilities, and to reassign priorities in achieving gender equality.

Lastly, from the viewpoint of intervention management, the following is a tool (adapted from the *Guía metodológica para la transversalización del enfoque de género: Grupo técnico de género de Naciones Unidas*) will also allow us to analyse the political, technical and financial capabilities vis-as regards progress towards institutionalization the gender approach. Once the capabilities analysis is finished, we should produce a general summary, concluding with GM capacity-building recommendations.

ASSESSMENT OF GM ORGANIZATIONAL CAPABILITIES

CAPABILITIES DIMENSION	KEY QUESTIONS (GUIDANCE FOR THE ANALYSIS)	PARTICIPATION POLICY	STRENGTHS AND WEAKNESSES
VISION AND STRATEGY	<p>Do the strategic framework and/or policies address gender issues?</p> <p>Is gender considered a major dimension?</p> <p>Does it include affirmative action measures with regard to gender gaps? If so, specify.</p>		
KNOWLEDGE	<p>Has the organization carried out gender quality studies? If so, specify.</p> <p>Does it access and use the data resources regarding gender indicators and gender-aggregated data?</p> <p>Does it have sufficient knowledge and information to address mainstreaming the gender approach?</p>		
CONCEPTUAL FRAMEWORK	<p>Does the organization's conceptual framework include the dimension of gender? What is the approach?</p>		
PROJECT MANAGEMENT	<p>Does the organization consider GM and affirmative action in its cycle of project management?</p> <p>Does it have tools for this?</p> <p>Are there coordination and follow-up mechanisms for knowing how GM has been implemented?</p>		
GM COORDINATION MECHANISMS	<p>Does the organization participate in joint GID working spaces with other organizations in the partner countries and at headquarters?</p> <p>Does the organization participate in dialogue spaces with donors and public entities to address GID issues in the partner countries and at headquarters?</p>		
HUMAN RESOURCES	<p>Does the organization have a gender unit and/or gender contact point in the partner countries and at headquarters?</p> <p>Do they receive ongoing training in the organization to implement GM?</p>		
FINANCIAL RESOURCES	<p>Is there a specific budget for addressing GM? What is the percentage?</p>		

Based on the areas of weakness identified in the tool, we would determine the desired results, the necessary actions to achieve them, those responsible for implementing them, the period for carrying it out, and finally, those responsible for monitoring and evaluating compliance with the organization's plan for GM capacity-building, or some of its results.

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ELECTRONIC REFERENCES



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<http://www.aecid.es/es/que-hacemos/genero/>

América Latina Genera

<http://www.americalatinagenera.org/>

ECLAC - GENDER DIVISION

<http://www.cepal.org/es/areas-de-trabajo/asuntos-de-genero>

European Commission, DG DEVCO – GENDER

https://ec.europa.eu/europeaid/sectors/human-rights-and-governance/gender_en

Commission on the Status of Women, UN

<http://www.unwomen.org/es/how-we-work/csw/>

United Nations Population Fund

<http://www.unfpa.org/gender/>

European Institute for Gender Equality

<http://www.eige.europa.eu/>

Women's Institute of Spain

<http://www.inmujer.gob.es/>

Ministry of Health, Social Services and Equality

<http://www.msssi.gob.es/>

ECLAC GENDER OBSERVATORY

<http://www.cepal.org/oig/>

OECD Gendernet

www.oecd.org/dac/gender-development/

UN Women, UN organization dedicated to gender equality and the empowerment of women:

<http://www.unwomen.org/es/>

United Nations Development Program (UNDP)

<http://www.undp.org/content/undp/es/home/ourwork/womenempowerment/overview.html>

UN Gender Statistics Home

<http://genderstats.org/>

UN Women, Progress of the World's Women Reports

<http://www.unwomen.org/es/digital-library/progress-of-the-worlds-women>

LIST OF ACRONYMS



AECID	Spanish Agency of International Development Cooperation
BPA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CPF	Country Partnership Framework
DAC	Development Assistance Committee
ECLAC	Economic Commission for Latin America and the Caribbean
EfD	Education for Development
EU	European Union
FONPRODE	Development Promotion Fund
GID	Gender in Development approach
GM	gender mainstreaming
GOP	General Operational Plan
HA	humanitarian action
IASC	Inter-Agency Steering Committee
ILO	International Labour Organization
MAEC	Ministry of Foreign Affairs and Cooperation
MDGs	Millennium Development Goals
NGDO	Non-Government Development Organization
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OHCR	Office of the High Commissioner for Refugees
SCG	Stable Coordination Group
SGCID	Secretariat-General for International Development Cooperation
TCO	Technical Cooperation Office
ToR	terms of reference
UN	United Nations
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UPEC	Aid Planning, Effectiveness and Quality Unit
WID	Women in Development approach

ENDNOTES



1

Also called "mainstreaming", as regards integrating a gender approach or perspective into every development action.

2

The 2nd Action Plan is in the approval phase.

3

According to this manual, "For AECID, strategic planning focuses on setting general guidelines, objectives, and strategies that aim to hold for a relatively long time, between three and six years. Spanish Cooperation's tool for geographic strategic planning are Country Partnership Frameworks (CPF). It can be applicable in the area of Development and Humanitarian Action, with the Country Programme being the main tool for strategic planning."

4

In any case, it is not a question of taking a new position, but rather of defining the CPF's approach in more detail, since here we are referring to the AECID position, not that of Spanish Cooperation. To formulate the indicators, we recommend using and revising the guidelines in Toolbox 2 for drafting quantitative and qualitative indicators, using thematic examples.

5

When national plans and policies do not incorporate gender equality progress indicators in specific sectors, the possibility could be discussed with the country of using indicators (in addition to those in the National Development Plan) that could be dispersed among or available in other national departments.

6

Regarding past experiences, it is important to analyse where the main obstacles to implementing equality policies lie (e.g. lack of operating plans, insufficient budget assignments, lack of specific indicators for monitoring, lack of political will, internal resistance, persistence of armed conflict or of political or structural violence against women, existence of other kinds of discrimination), and the main obstacles to incorporating women's interests into other sectoral plans and policies. In the risk analysis, much attention must be paid to the risks associated with the violation of women's human rights. Although it will

depend on the context of each country, it is important to work together with the feminist movement and a wide-ranging group of women (e.g. indigenous women, young women, rural women, activists) and with representatives of public policy for women's equality and other relevant institutions.

7

For outcomes and activities to support results involving gender equality and women's empowerment, it is necessary for the outcomes to which they contribute to reflect advances in gender equality and/or the position of women in economic, political, social, cultural, and technological areas.

8

Intervention is the basic instrument for achieving results on the ground. AECID's development and humanitarian cooperation activities channel its efforts primarily through projects. Projects, since they are accompanied by a logical framework in their design, are instruments that incorporate elements of strategic planning, as they are results-driven and normally have deadlines that surpass one year (with the exception of humanitarian action, which may have shorter deadlines), and contain operational elements related to implementation, such as timelines for activities, persons in charge and budgets.

9

Entered in force in 2017 to analyse 2016 data.

10

See the benchmark regulatory framework in section 3.

11

Adaptation of the Terms of Reference model for operational evaluations approved by the Evaluations Division of the Secretariat-General for International Development Cooperation (MAEC), based on manuals from such respected, experienced organization as UN Women. However, it is important to adapt these issues to the specific needs of each evaluation.

12

Gender equality issues must be included in every section of the evaluation reports as relevant, rather than mentioning them solely in a separate section devoted to gender.

- 13**
Excerpted, as an example, from AECID's 2015 call for projects.
- 14**
To analyse complementarity, it is essential to take into account Spanish Cooperation's principal documents of reference. Specifically, as regards GM, Spanish Cooperation's Gender Strategy in Development, as well as AECID's Sector-based Action Plan on Gender in Development, although other plans and strategies also include cross-cutting references to gender equality. Likewise, when appropriate and analysis should also be made of complementarity with Spanish Cooperation's Strategy on Children, and its Actions Plan on Women and Peacebuilding.
- 15**
At the time this Guide's publication, it was in the final phase of publication.
- 16**
There is not currently a standard model.
- 17**
In order to analyse the consistency of the results of multilateral actions with countries' sectoral gender priorities (Partnership Frameworks and EP) and to analyse the degree of complementarity or overlap with other, similar bilateral actions.
- 18**
For more information regarding international commitments regarding gender equality, see section 3, "Regulatory Framework".
- 19**
Compliance will be required of all recipients of Development Promotion Fund (FONPRODE) recipients.
- 20**
The application of the International Finance Corporation's Performance Standards entails the recognition that the projects relating to the acquisition of land can lead to an adverse impact both on the individuals and the communities that use the land, it being essential to recognize the right of women to own land.
- 21**
Regarding cultural legacy issues, the application of these standards requires that the client respect the vision of the communities affected, including women.
- 22**
See examples in the Toolbox.
- 23**
The "do no harm" principle.
- 24**
These issues of a more specific nature are based on Oxfam's minimum standards for working in the area of humanitarian action, defined in 2011.
- 25**
Guidelines adapted from the manual "La Mitad Invisible: Género en la Educación para el Desarrollo" [The Invisible Half: Gender in Education for Development], L. Antolín Villota, NGO ACSUR Las Segovias.
- 26**
Study and critical analysis of the situation in order to act upon it.
- 27**
In these processes, is participation part of the learning process ("teaching" how to participate, favouring participatory attitudes) and a necessary means for achieving a more complete understanding of reality?
- 28**
We suggest that you complement this analysis with the guidelines proposed in Toolbox 5.
- 29**
Paragraph taken from the UNDP (2006) *Guía para la transversalización de género* [Gender Mainstreaming Guide], Santiago de Chile, UNDP, pp. 195-204.
- 30**
Excerpted from Estrategia de Género de la CE [Spanish Cooperation's Gender Strategy] (MAEC, 2007).
- 31**
For more information: <http://genderstats.org/>.

32

Excerpted from "*Descripción del sistema del CAD de marcadores sobre los objetivos de la ayuda*" [Description of the DAC system of markers for aid objectives], MAEC (Statistics Service).

33

Based on different publications by Mercedes Bengoechea, referenced in the Bibliography.

34

Excerpted from *Guía para la transversalización de género* [Gender Mainstreaming Guide], UNDP 2006.

35

Adapted from *Desigualdades de género en las organizaciones: procesos de cambio organizacional pro equidad de género* [Gender Inequalities in Organizations: Organizational Changes Favouring Gender Equity]", 2007 América Latina Genera.



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Cooperación
Española

Av. Reyes Católicos, 4
28040 Madrid, España

Tel. +34 91 583 81 00
www.aecid.es