

5

Gender Management System Processes

This section sets out three interrelated processes in a Gender Management System:

- ◆ establishing a GMS;
- ◆ developing and implementing a national Gender Action Plan; and
- ◆ gender mainstreaming and engendering the National Development Plan.

Table 4 **Establishing a GMS**

Important Interventions	
1	Feasibility Study/Stakeholder analysis, including assessment of the strengths and weaknesses of the enabling environment
2	Feasibility Study Report tabled in Cabinet
3	Review of National Gender Action Plan – integrate a gender mainstreaming perspective into the Plan in consultation with key stakeholders, and seek approval at Cabinet level through the NWM
4	Engendering of the National Development Plan through the implementation of mechanisms defined in the National Gender Action Plan (refer to Taylor, 1999)
5	Setting up of GMS Structures: <ul style="list-style-type: none"> ◆ Gender Management Team ◆ Gender Focal Points/Inter-Ministerial Steering Committee ◆ Gender Caucus in Parliament ◆ Gender Equality Commission/Council ◆ Management Information System
6	Strengthening of the National Women's Machinery to act as Lead Agency in implementing the GMS
7	Development of a gender mainstreaming training programme in collaboration with higher education/training institution(s) at the national or regional level
8	Building of gender analysis/planning expertise in the different sectors in government, towards engendering their sector plans
9	Establishment/strengthening of linkages between the NWM and other state and non-state stakeholders: <ul style="list-style-type: none"> ◆ parliamentarians ◆ NGOs, academic institutions, media, etc.
10	Establishment of monitoring and evaluation, and reporting mechanisms
11	Development of a programme of public awareness through the media
12	Networking with donor agencies (inter-governmental, other multilateral and bilateral agencies, and the private sector), to find resources for the GMS and gender mainstreaming

These processes are interdependent and overlapping. Since each country has its own gender priorities, needs and circumstances and has attained its own degree of gender equality and gender mainstreaming, the GMS does not prescribe a single procedure to

be used in all countries. The processes described in this section are designed to be adapted according to individual country circumstances.

Establishing a GMS

The process of setting up a GMS is normally initiated by the National Women's Machinery. The main steps in the process are shown in Table 4.

Feasibility study and stakeholder analysis

The first step in setting up a Gender Management System is to carry out a feasibility study. This may be carried out by the Lead Agency or by a technical expert hired on a consultancy basis or provided through an international donor agency.

The feasibility study should include an analysis of the situation regarding gender equality and equity in all sectors. It should review government decision-making structures, mechanisms and planning processes and identify the major links between government and non-state actors. It should identify what elements of the enabling environment for a GMS are present, and in what strengths. In particular, it should examine the resources available to determine the degree to which establishing a GMS is feasible in the particular national context. If the enabling environment is not strong enough to support a complete GMS across all ministries and sectors, the feasibility study should attempt to identify specific ministries/sectors that could provide strategic entry points for gender mainstreaming.

The study should include an assessment of the strengths and weaknesses of the National Women's Machinery, and make recommendations on strengthening it to act as the Lead Agency in a GMS. It should also identify existing GMS-related structures and propose how they may be strengthened and integrated into a GMS.

A stakeholder analysis provides valuable information for the feasibility study and for the ongoing functioning of a GMS. A list of stakeholders and their interests should be drawn up, to identify who should take part in ongoing consultation processes throughout the GMS. A stakeholder analysis will determine the extent to which there are gender-aware decision-makers and the gender balance of groups represented in the GMS structure. It will also help ensure that the GMS process includes a representative group of state and non-state actors.

Stakeholders may have different 'stakes' based on gender differences or socio-economic status. There will be both 'winners' and those who experience or perceive 'losses' as an outcome of gender mainstreaming. The GMS accepts the reality of power imbalances among different stakeholders – particularly power inequalities based on gender – and provides structures and mechanisms to decrease the social distance between stakeholder groups and to redefine issues so as to create new perspectives on gender equality.

The following checklist of questions can help identify and clarify stakeholders' interests:

- ◆ What do the stakeholders expect of the Gender Management System?
- ◆ What benefits are there likely to be for stakeholders?
- ◆ What resources will the stakeholder wish to commit or avoid committing to the GMS?
- ◆ What other interests does the stakeholder have which complement or conflict with the GMS?
- ◆ What is the relationship between the stakeholder and the other GMS stakeholders?

The sustained success of a GMS depends, in part, on the capacity of its stakeholders to acknowledge and accommodate the various objectives to be met in the process of mainstreaming gender without losing sight of the mission and the goal of gender equality. Hence, a stakeholder analysis will help to define the most appropriate strategy for implementing a GMS.

Prioritising goals

The pursuit of gender equality objectives is a dynamic process beginning from existing circumstances and moving towards the ideal. A Gender Management System seeks to remove the problem of gender inequities by altering the environment in which such inequities are created and sustained. Past experience has shown that piecemeal solutions to gender inequality are not sufficient; therefore, the GMS seeks to place gender on the agenda at all levels, targeting gender-based discrimination and injustice on all fronts simultaneously.

However, the systemic and structural change sought by the GMS will not be achieved overnight. It is necessary to prioritise goals carefully, and to aim for what is achievable. The accomplishment of a relatively modest goal will yield greater results than the failure to achieve a goal that was set unrealistically high.

The task of prioritising goals will be made considerably easier by the use of a stakeholder analysis and by analysis of the comparative status of women and men in all aspects of the life of the country. Once that information has been compiled, decisions can be taken as to the strategic points of entry for gender mainstreaming where success is most likely to be achieved.

An examination should be made of the GMS structures, mechanisms and processes as described in this handbook to determine which are the most useful and appropriate in the national context, and the easiest to establish, or to adapt from existing structures. This will inform the decisions as to which structures and mechanisms to prioritise in establishing the GMS. A simple approach is a SWOT analysis – identifying the strengths, weaknesses, opportunities and threats inherent in each area where the GMS is expected to have an impact, and prioritising the areas accordingly.

A similar analysis, based on the findings of the feasibility study, stakeholder analysis, and other information about gender differences within the national population in all sectors, should be applied to conditions in the broader civil society, so as to determine what are the most critical problems that need to be addressed in order to advance gender equality and equity. For example, two critical problems might be discrimination against women in the legal framework and constitution, and women's lack of political participation. Both of these would ultimately need to be addressed through the GMS, but it might be considered that, for example, the former problem is easier to address than the latter. It should therefore take the higher priority in the Gender Action Plan.

A further example is that of a country in which there is a high level of resistance to gender mainstreaming in government because of a general lack of awareness of the nature and extent of gender inequalities within the country. In that case, gender analysis and gender training can be identified as the priority mechanisms for bringing about the required change in awareness.

Points of entry for gender mainstreaming

Gender mainstreaming should ideally be undertaken in all government ministries and departments. However, where political will or resource availability does not permit

this, it may be possible to mainstream gender within particular ministries or sectors, according to strategic national priorities.

For example, the Commonwealth Secretariat is assisting a national government in the mainstreaming of gender in the health sector, in a case where health was considered to be of particular strategic importance for the advancement of gender equity. Another strategic point of entry may be finance and macroeconomic planning.

In most cases, regardless of the specific national priorities, the National Development Plan is a key strategic point of entry for gender mainstreaming. Since this document informs sectoral planning and decision-making, it can, if made gender-aware and responsive to differing gender needs, be of cross-cutting influence in promoting gender mainstreaming within the various sectors (refer to Taylor, 1999).

Setting up or strengthening GMS structures and mechanisms

The setting up or strengthening of the GMS structures and mechanisms may include the following concrete steps:

- ◆ institutionalising the GMS through identification of the Lead Agency; making appointments to the Gender Management Team and designing its work schedule; ensuring that sectoral ministries nominate their Gender Focal Points and determining the meetings schedule of the Inter-Ministerial Steering Committee (e.g., quarterly);
- ◆ liaising with the Gender Equality Commission Council or similar body (or establishing such a body if none exists) to identify their representative for a Gender Management Team;
- ◆ ensuring that stakeholders represented in GMS structures meet regularly (i.e., not just in the policy developing and planning stage, but also throughout the implementation of the Gender Action Plan and in its monitoring and evaluation);
- ◆ setting and meeting targets for women in decision-making roles in the political, public and private sectors; and
- ◆ ensuring that all the members of the GMS structures (particularly the Gender Management Team and the Gender Focal Points) receive gender training.

Senior staff have heavy demands on their time, and that there may be resistance to getting involved with activities that some may regard as of lesser importance. It is important to emphasise that gender mainstreaming is as much about 'doing the same things differently' as it is about 'doing different things'.

Organisational and management culture

The leadership, culture and management practices of institutions should support gender equality and equity. These affect how gender concerns are institutionalised as well as the opportunities for organisational change. If the leadership and management style is gender discriminatory and insensitive to gender power relations, then implementation of policies and projects to address gender inequalities will be subverted. The extent to which senior managers are able to change their own management style and transform the culture of their organisations will depend on the success of gender-awareness training and the application of the three levers of change – the information lever, the transformational lever and the boundary/incentive lever (see Section 2).

The following administrative measures will support the aims of the GMS:

- ◆ ensure the implementation of any existing government policy on gender balance in staffing, particularly in senior management posts;

- ◆ ensure that the performance appraisal system used by the central personnel office includes indicators to measure performance on implementing the goals of the GMS;
- ◆ ensure that as many staff as possible receive gender-awareness training, and include gender awareness as a criterion for promotion and recruitment to key posts; and
- ◆ implement work practice changes to promote a more family-friendly environment for all staff.

The Gender Action Plan

The structures, mechanisms, and processes of a GMS should be seen as an integrated network. The Gender Action Plan – an important indicator of a government’s commitment to gender equality – is a central component of this network. In countries where a national Gender Action Plan exists, the GMS should help to ensure that the plan is effectively implemented; this may involve revising and further developing the plan to promote a gender mainstreaming approach. In countries that are in the process of developing a national Gender Action Plan, the GMS may be equally helpful as a means of giving shape to the plan.

The Gender Action Plan is designed to ensure that concrete measures are taken at the national level to achieve the goals set in the policy development process. The Gender Action Plan should act as a complement to the National Development Plan and to other ongoing initiatives to make government decision-making processes more equitable including, for example, Commonwealth efforts to integrate gender into national budgetary processes. The Gender Action Plan should also include provisions for the engendering of the National Development Plan.

Gender analysis

The starting point for the Gender Action Plan is gender analysis. The feasibility study and stakeholder analysis carried out at the beginning of the process of establishing a GMS should include much of the significant analysis that is necessary for the formulation of the Gender Action Plan.

A Gender Action Plan is more than a technical, rule-driven exercise. It sets in motion a process that is socio-political in nature, challenging traditional planning assumptions, and providing consistent guidelines on how to mainstream gender issues effectively. The Gender Action Plan should include:

- ◆ a policy statement and sectoral plans to mainstream gender in all policies, plans and programmes in all sectors of government;
- ◆ a policy statement with clear goals and objectives, including sectoral targets, which reflect national priorities in relation to international and Commonwealth action plans and which include such critical areas as women’s economic empowerment, the participation of women in political decision-making, and women’s rights as human rights;
- ◆ a strategy and timetable for the revision of existing policies and administrative procedures to bring them in line with the goals of the Plan. This may include legislative or administrative instructions or procedures from the highest political authority and accountability measures to elicit and sustain effective participation at all levels in the implementation of the Plan;
- ◆ broad guidelines on engendering macroeconomic and sectoral government policies and programmes, which reflect the priorities of the Plan and outline how to put them into operation;
- ◆ a strategy and timeframe for the review of national legislation and practices to

- eliminate discrimination on the basis of sex, and to adopt necessary legislation for promoting and protecting women's human rights; and
- ◆ a strategy for the mobilisation of resources – human, technical and budgetary – to support the priorities of the Plan.

More specifically, the Gender Action Plan should provide clear guidelines on measures to be taken in each of the following areas:

- ◆ setting up or strengthening the GMS structures and mechanisms;
- ◆ engendering the work plans of all government ministries;
- ◆ timeframe for implementation; and
- ◆ indicators for monitoring and evaluation.

Implementing the Gender Action Plan

The following initiatives are important for the successful implementation of the Gender Action Plan through the Gender Management System:

- ◆ securing political and administrative commitment at the highest level, including that of the President, Prime Minister, Cabinet, individual ministers or equivalent office holders, and senior managers;
- ◆ putting in place integrated structures and mechanisms, and appropriate administrative processes and procedures, including accountability measures, to implement the Plan;
- ◆ securing partnership and collaboration among the key stakeholders; and
- ◆ developing an effective monitoring and evaluation process.

Other initiatives in the implementation of the Gender Action Plan include:

- ◆ designing and implementing a programme of training which combines gender analysis with briefings on the management of change through the GMS;
- ◆ research and information dissemination through the Management Information System; and
- ◆ an effective communication strategy to raise public awareness about and support for the Gender Action Plan, particularly through partnerships with the media.

A timeframe should be established for the Gender Action Plan. This should be flexible, with phased targets and deadlines, preferably on a yearly basis to coincide with the national sectoral development planning process.

Promoting the Plan

Although extensive participation and consultation, as described above, is necessary in developing the Gender Action Plan, this will not suffice for the promotional arrangements required to ensure that information about the Plan is disseminated throughout the country. Raising the public's awareness to the level of acceptance of the principle of equality and equity between women and men requires communications planning. This is critical to the success of a Gender Management System because the first step to awareness is visibility. Promoting gender integration as a national agenda to which government is actively committed sends a powerful message. It is only through effectively publicising the work of a Gender Management System that successes can be made visible, problem areas identified, effective strategies shared and replicated, and negative responses to the programme openly acknowledged and addressed.

The Management Information System will assist in developing a communications strategy which will launch timely and targeted communications campaigns on a regular basis to promote the objectives and goals of the Gender and Development Action Plan and convey the mission of the GMS to the media. The media are a

stakeholder in the Plan's development, and have a special role in promoting it.

The communication strategy should seek to:

- ◆ inform public opinion of the need for gender mainstreaming;
- ◆ build and promote the advocacy efforts of a Gender Management System;
- ◆ keep women's concerns high on the national agenda and bring more women's voices into the national policy-making process;
- ◆ create opportunities to address national priorities in the context of international and Commonwealth plans of action by sponsoring roundtables, workshops, strategy meetings and news bulletins to coincide with such events as International Women's Day; and
- ◆ build a partnership with the media that will engender media sensitivity and ensure sustainable access by women's groups, Commonwealth Broadcasting Organisations (CBOs) and NGOs to the media and their technology. Long-term media programmes which consistently raise awareness of gender issues are preferable to short-term, sporadic interventions.

Monitoring and evaluation of the Gender Action Plan

The Gender Action Plan includes clear and measurable goals for gender equality, including sectoral targets, as well as concrete strategies to reach these goals. Once the plan has been developed, it can serve as a benchmark in tracking the country's success in achieving the goals identified. Monitoring and evaluation require the use of impact indicators to measure the outputs and performance of all government ministries and departments, and track the allocation of resources.

The Gender Management Team, in collaboration with the National Women's Machinery, should play a primary role in monitoring and evaluation. This will enable the range of representative GMS stakeholders to remain involved in the process and to monitor the implementation of the Action Plan on an ongoing basis. The National Women's Machinery, as the institutional home for the Management Information System, will be responsible for overseeing the collection and analysis of data on key gender-sensitive indicators which, in the first instance, should be reported quarterly to the Inter-Ministerial Committee, and annually to Parliament.

Effective monitoring and evaluation of gender mainstreaming involves the following areas:

- ◆ re-evaluating the structures and functions of the Gender Management System;
- ◆ reviewing key gender-sensitive indicators in all sectors, especially in the areas of macroeconomics, political decision-making, and the legal and social status of women in the national context, as well as health, education, agriculture and other sectors;
- ◆ fulfilling reporting obligations under CEDAW and the 1995 Commonwealth Plan of Action on Gender and Development; and
- ◆ feeding findings into the next planning cycle.

The information requirements for monitoring and evaluation should be met by the full range of stakeholders in the GMS: the National Women's Machinery, the Gender Management Team, Gender Focal Points, government ministries and non-state organisations. The Management Information System's role is to co-ordinate the necessary information flows, to enable the Gender Management Team to collate and synthesise the results into an evaluation of the progress of the GMS of gender mainstreaming within government, and of the advance towards gender equality and equity in the national setting.

Evaluating the GMS

This is largely the responsibility of the Gender Management Team. Questions that need to be asked include:

- ◆ Are all the GMS structures in place and functioning correctly?
- ◆ How often do they meet?
- ◆ Are the desired results being achieved and do they satisfy the indicators of effectiveness?
- ◆ To what extent are these results furthering the long-term goals of the GMS?

The information should be collected by the team leader and reviewed with the team. If progress falls short of what was planned, corrective actions should be taken. This information should be stored in the information system for retrieval when monitoring intervals come around.

During the setting up of the GMS, provision should be made for external evaluation. This should be repeated at regular intervals, perhaps every three to five years, in line with the national development planning cycle. Evaluation should deal with all aspects of programme preparation, design, background, objectives and results, assumptions and risks, implementation, operation and impact. Recommendations should be made concerning either the programme itself or similar programmes in future.

Mainstreaming Gender in the National Development Plan and Sectoral Ministries

The following schema provides guidelines on methods to ensure the inclusion of a gender perspective in each stage of the planning cycle. The guidelines can be applied to planning cycles in all sectors. It is particularly important to apply them to the National Development Plan.

Figure 2 shows the main stages in the preparation of a gender-sensitive National Development Plan in the medium term. The preparation of gender-sensitive macro and sectoral papers is dependent upon the use of sex-disaggregated data and gender analysis.

Planning cycles can generally be seen as having five stages, as shown in Figure 3. The inclusion of a gender perspective in the different stages of each planning cycle will help to create gender-aware policies, plans, programmes and projects.

Using gender analysis

The GMS emphasises the importance of gender analysis in government decision-making, procedures and actions. This involves analysis of the differential impact on women and men of the National Development Plan and other government policies, plans and programmes.

In the first instance, gender analysis should be undertaken by the National Women's Machinery and by Gender Focal Points in all ministries and departments. Their findings will be reported to the GMS Management Information System and acted upon by the Gender Management Team on an ongoing basis.

Through its various resource materials, the Gender Management System Series provides a set of guidelines for gender analysis and mainstreaming within specific government ministries and sectors. These resource materials are underpinned by an understanding of the potentially differential effects of government policies,

Figure 2

The Main Stages in Preparing a Gender-Aware Medium Term Development Plan (MTDP)

1	Approval by Cabinet of initial approach and timetable for Development Planning Process	The need for promoting gender equality through the MTDP should be explicitly stated.
2	Preparation of initial macro framework	Using available sex-disaggregated data to assess recent performance and current status of the economy and social development in the country, prospects for the medium and longer term, and their implications for government expenditure targets. This is viewed against social needs and pressure points that could cause political and economic turbulence. Gender status and analysis is critical in this framework, which should be developed in close consultation with NGOs, other civil society partners and the private sector.
3	Macro Issues Paper to be considered by Cabinet	A short paper to: <ul style="list-style-type: none"> ◆ brief Cabinet (and senior officials) on the economic and social situation, and the comparative position of women and men. ◆ present alternative scenarios for the country's economic performance over the MTDP, with corresponding scenarios for public expenditure to address gender inequality. ◆ identify main macroeconomic and sector policy issues that the next MTDP needs to address. Mainstream strategic gender interests into these or prepare a paper on Gender and the Macro Framework. <p>Cabinet reactions to the macro issues paper are reflected in drafting gender-sensitive guidelines for sector papers.</p>
4	Sector Issues Papers to be considered by Cabinet	To be prepared by the sector concerned including women's/gender sector. Papers should be very short, alerting Cabinet to the main sector issues and its impact on gender relations and gender inequalities and the important trade-offs that must be considered.
5	Detailed Macro Framework Paper with expenditure guidelines	In the light of reactions to the initial macro paper and to the sector issue papers, Cabinet is presented with a detailed macroeconomic and development paper which proposes overall economic and public expenditure projections for the MTDP period and also proposes a sectoral allocation of resources to serve as the framework for drafting of sectoral chapters and expenditure proposals for the MTDP. This paper should include a gender focus – addressing inequalities and promoting gendered planning in respect of resource allocations.
6	Preparation of draft chapters, expenditure proposals and proposed projects	Drafts to be prepared initially by the sector ministries. Development planning departments/agencies should assess objectives in terms of mainstreaming gender into all plans, policies and outcomes and refer back to sectors if gender analysis is missing.
7	Review of draft chapters, preparation of consolidated expenditure programmes	Co-ordination between central resource agencies (Planning, Finance, Personnel) in reviewing sector proposals and preparing consolidated expenditure programme. Expenditure programme and review process to be co-ordinated with annual budget preparation. Ensure that tools are built in at this stage to monitor and evaluate the impact of the programmes in promoting gender equality and equity.
8	Approval of full draft by Cabinet	Overall editing by Planning Agency and submission of full draft to Cabinet for final approval. Prioritise gender, class, race/ethnicity as criteria to assess relevance of proposals. Cabinet to have a set of guidelines to measure proposals within criteria.
9	Presentation to Parliament	MTDP submitted to Parliament for full debate and approval. Parliament to understand the criteria (gender, race/ethnicity, income inequalities) and guidelines used to approve policy/plan.

Source: Taylor, 1999.

programmes and legislation on women and men that are often obscured by the assumption that policies are gender-neutral. Effective policy development, planning, implementation and evaluation is based on accurate information and incisive analysis of the heterogeneity of the people involved in and affected by government policy.

The comparative strength of the GMS lies in the possibility it offers of incorporating gender analysis as an integral part of the development of policies, programmes and legislation, in a participatory process involving a range of stakeholders. The GMS brings together representatives from constituencies of women and men most affected by government policies with decision-makers from core economic ministries whose commitment to gender mainstreaming is crucial for the successful implementation of the Gender Action Plan. Particular emphasis is placed on gender analysis of:

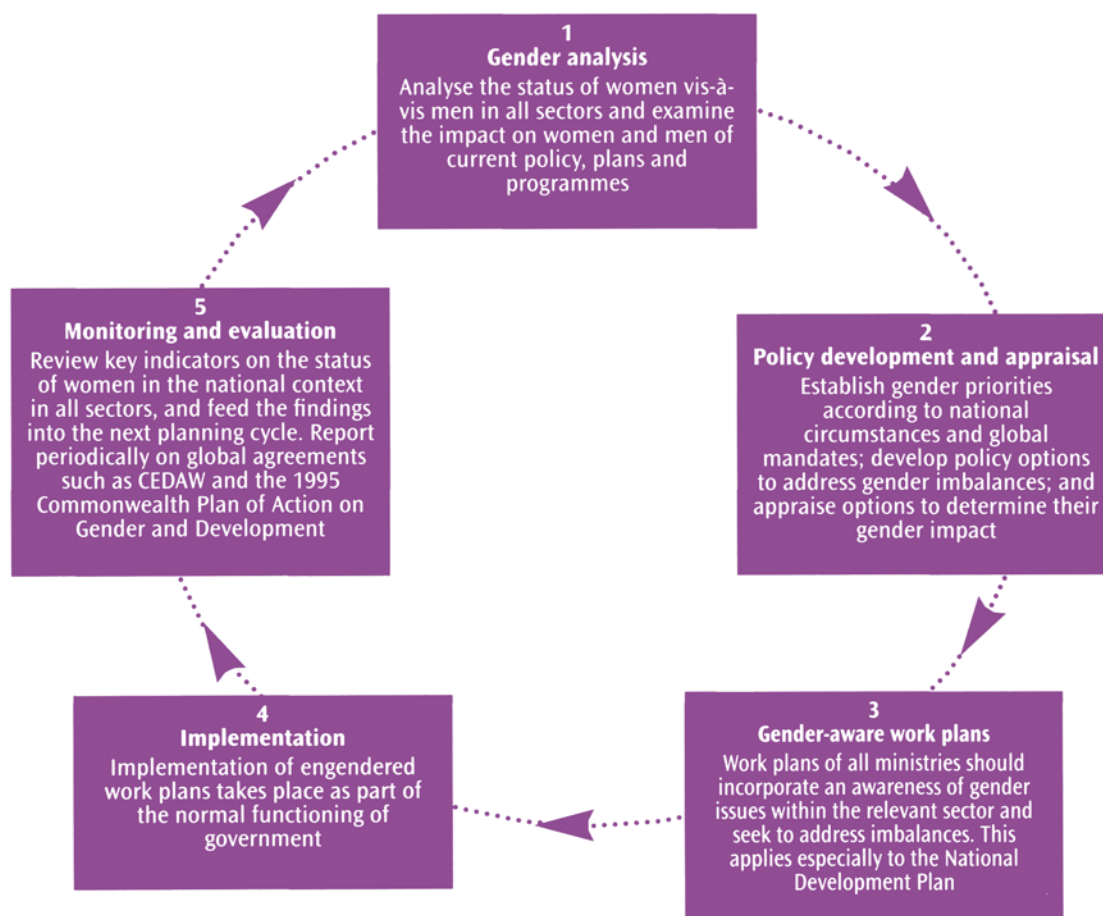
- ◆ macro-economic policy and national budgetary processes;
- ◆ development planning;
- ◆ constitutional and legal provisions;
- ◆ public sector reform and public service personnel management; and
- ◆ sectoral policies.

Using GMS structures for policy development

The interrelated processes of policy development, planning and implementation can be described as follows:

- ◆ policy-making is the process of social and political decision-making about how to

Figure 3 Promoting Gender Awareness at Each Stage of the Planning Cycle



- allocate resources for the needs and interests of society which ends in a policy strategy;
- ◆ planning is the process of implementation of the policy, with the end being a clear plan; and
- ◆ implementation is the process of administrative action to deliver the programme designed, often resulting in a completed product (Moser, 1993: 6, quoted in Taylor, 1999).

This section describes the GMS approach to policy development. The challenge of the GMS is to help close the gap between commitments to gender equality articulated in gender policy statements and the full attainment of these goals.

An overall framework for gender-aware policy development is provided by the commitments, obligations, and guidelines of:

- ◆ CEDAW;
- ◆ the Beijing Platform for Action; and
- ◆ the Commonwealth Plan of Action.

The Management Information System seeks to ensure that government policy, programmes and legislation reflect the commitments embodied in these international agreements. Information about globally and regionally agreed principles, frameworks and strategies for achieving gender equality will therefore be a central resource of the GMS.

The GMS makes the assumption that the process of policy development and implementation is as important as its content. The ongoing participation and input of representative stakeholders is a key element in the making of gender-sensitive policy. It is through partnerships nurtured by the GMS structures that ownership can be developed and political commitment maintained and translated into resource allocation or other administrative decisions, including securing the accountability of key stakeholders. If policy is not formulated through a participatory process involving key decision-makers and social actors within and across sectors, there may be insufficient commitment to its implementation and goal attainment.

One of the key roles of the Gender Management Team is to guide policy development. The development of a gender-aware National Development Plan and a Gender Action Plan should be undertaken with the full consultation of all stakeholders, particularly those in the Ministries of Planning and Finance.

The GMS also provides a means of integrating gender concerns into sectoral policy-making processes, an essential component of any serious attempt at gender mainstreaming. The members of the Gender Management Team, assisted by their respective Gender Focal Points, should strive to ensure that policy-makers in sectoral line ministries are gender-aware and, if necessary, receive gender training.

The national development plan sets the overall macro-economic objectives, sectoral emphases and budgetary allocations for the country. Gender planning should not be seen as a separate, parallel process to mainstream development planning, but should be designed to reorient development planning such that it addresses the needs of women and poor people generally through an economically, physically, environmentally and socially sustainable process in a progressive manner (Taylor, 1999).

Engendering macroeconomic planning: A major point of entry for mainstreaming gender into macroeconomic planning is through the national budgetary process. National budgets are policy documents that consolidate a country's approach to economic growth, redistribution and human development (Bakker, 1997). A gender-

Box 5

Stakeholder Involvement in Policy Development

Special efforts should be made to include minority or marginalised groups in policy consultations. In many countries, grassroots women and their organisations form the backbone of the productive sector but are frequently and easily overlooked in the formulation of such plans. Steps to involve them should include:

- ◆ workshops at the community level, such that women's situations and time constraints are taken into consideration;
- ◆ support to women's organisations and local NGOs in the form of resources, capacity development and advocacy skills;
- ◆ use of local languages;
- ◆ use of participatory processes and networking; and
- ◆ ongoing collaboration with NGOs active at the local level.

The involvement of a broad range of stakeholders at the very early stages of the policy development process should help to overcome some of the problems associated with earlier attempts to integrate women in mainstream development plans – namely that the integration of women led to an 'add-on' approach to existing policy frameworks rather than a critical analysis of the political, social and institutional framework that underpinned gender inequality and a recognition of the need for transformative policy initiatives.

neutral approach to the budget may lead to lower economic efficiency, lower output, lower development of people's capacities and lower well-being. Integrating gender into national budgets, and into macro-economic policy, involves taking into account the unpaid work done by women, which is vital to the smooth running of the economy but is not generally measured in economic statistics such as GNP. Expertise in the collection of time-use data and the valuation of unpaid work will need to be developed, supported by the Lead Agency and statistical bureaux, to ensure that the GMS effectively supports efforts to engender the national budgetary processes. The policy implications in terms of budget transfers will need greater attention by gender experts.

There are two other important points of entry for gender mainstreaming in macroeconomic policy: one is at the level of structural reforms to improve efficiency and reduce poverty, especially in the areas of deregulation, liberalisation and privatisation; the other in the specific area of credit liberalisation and the provision of micro-credit (Sen, 1999).

Gender-aware work plans

The GMS structures and mechanisms are designed to facilitate an integrative approach to gender planning. Through the Gender Management Team and the Inter-Ministerial Steering Committee, key decision-makers and stakeholders in the development of the National Development Plan and macro-economic and sectoral policies and plans will be brought together on a regular basis.

One outcome of the implementation of the GMS should be that the National Development Plan and the individual work plans of all government ministries should be gender-aware and work to redress gender imbalances.

Monitoring and evaluation of the National Development Plan and sectoral work plans

The monitoring and evaluation of the National Development Plan and sectoral plans should incorporate a gender perspective. This requires the use of gender-sensitive

Box 6

Tools for Gender Integration into Macroeconomic Policy

The Commonwealth Secretariat is developing a series of policy options for integrating gender into national budgetary policies in the context of economic reform. The policy options centre on six possible tools:

- ◆ **sex-disaggregated beneficiary assessments** – a research technique whereby groups of women are asked how, if they were the Finance Minister, they would slice the national budgetary pie; the results are compared with the existing budget to see how closely it reflects women's priorities
- ◆ **sex-disaggregated public expenditure incidence analysis** – this involves analysing public expenditures in such areas as health, education and agriculture to see how such expenditures benefit women and men, girls and boys to differing degrees
- ◆ **gender-aware policy evaluation of public expenditure** – evaluating the policy assumptions that underlie budgetary appropriations, to identify their likely impact on current patterns and degrees of gender differences
- ◆ **gender-aware budget statement** – a modification of the Women's Budget; this is a statement from each sectoral ministry or line department on the gender implications of the budget within that sector
- ◆ **sex-disaggregated analysis of the impact of the budget on time use** – this looks at the relationship between the national budget and the way time is used in households, so as to reveal the macroeconomic implications of unpaid work such as caring for the family, the sick and community members, collecting fuel and water, cooking, cleaning, teaching children and so on
- ◆ **gender-aware medium-term economic policy framework** – medium-term macroeconomic policy frameworks are currently formulated using a variety of economy-wide models which are gender-blind. Approaches for integrating gender could include: disaggregating variables by gender where applicable; introducing new variables incorporating a gender perspective; constructing new models that incorporate both national income accounts and household income accounts reflecting unpaid work; and changing underlying assumptions about the social and institutional set-up for economic planning.

indicators to compare actual achievements at various levels against the objectives, as well as qualitative analysis of the gender impact of plans, programmes and projects, on both practical and strategic gender needs. The findings of such monitoring and evaluation exercises should be made available to the GMS Management Information System, to enable cross-sectoral analysis.

Feeding findings into the next planning cycle

Monitoring and evaluation should not be seen as isolated activities that exist solely for the purpose of determining how successful a policy, programme or project has been. The findings of monitoring and evaluation exercises should feed back into the policy analysis and development phase of the next cycle. The Gender Management System, by virtue of its network of participants connecting the National Women's Machinery to other government ministries, provides links by which such feedback can be established.

Reporting on CEDAW and the Commonwealth Plan of Action

International agreements such as CEDAW and the 1995 Commonwealth Plan of Action on Gender and Development include mechanisms for governments to report to the respective intergovernmental organisations on a range of gender-related indicators. This process helps governments to retain a focus on the gender issue and maintain the thrust towards gender equality. The fulfilment of reporting requirements under CEDAW provides an opportunity for governments to examine progress in gender

mainstreaming in such areas as empowerment and political decision-making, violence against women and women's human rights, and legal and cultural matters.

The Commonwealth Secretariat's mechanisms include the Secretary-General's Reports on the Implementation of the Plan of Action on Gender and Development. to Commonwealth Heads of Government Meetings, Senior Officials' Meetings, Women's Affairs Ministers' Meetings, meetings of the Steering Committee of Senior Officials, etc. These reports are based on responses to questionnaires sent to National Women's Machineries.