

# **Gender Kit**

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**Sex**

Identifies the biological differences between men and women, such as women can give birth, and men provide sperm.

**Gender**

Identifies the social relations between men and women, which are socially constructed. Gender roles are dynamic and change over time.

**Gender mainstreaming**

Mainstreaming gender is a commitment to ensure that women's as well as men's concerns and experiences are integrated to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that women and men benefit equally and inequality is not perpetuated. It shifts their focus from women as a target group, to gender equality as a goal.

## Foreword

The actual kit is designed for UNDP Belarus Country Office staff and project staff, as well as for the personnel of other UN agencies in the country. It aims to provide the staff with some of the necessary knowledge and tools to integrate gender issues into their work. As gender mainstreaming is considered to be one of the UN priorities, this commitment must be translated into concrete policies. This kit covers gender related information devoted to different aspects of the work in UNDP – from the project design and implementation to the recruitment policy and organizational culture.

# 1. Project creation and realization: where should gender be included?

## Gender in the project design

It is crucially important to define and integrate the gender dimension into a project from the first step of its elaboration. As each UNDP project aims at coping with a certain problem and developing a country, a region, a town, a community, it is recommended to start with *the gender analysis of current situation*.

The most useful starting point in determining the information needed for the gender analysis is to ask the question: What do we need to know in order to ensure that project planning addresses the needs of women and men (girls and boys) and benefits both women and men (girls and boys)?

<i>Example 1</i>	
Problem	
Description	Gender description
Unemployment in single-industry towns	<ul style="list-style-type: none"><li>- Quantity of men/women working in the main town's enterprise;</li><li>- The risk groups of the enterprise restructuring;</li><li>- The gender-based occupational segregation;</li><li>- The level of women's/ men's unemployment;</li><li>- The duration of unemployment period for men/women</li></ul>

This kind of analysis allows you

- to discover the differences from the beginning;
- to establish gender sensitive targets;
- to plan the activities, which reflect and address these differences.

At the stage of gender description of the current situation, *gender statistics* are needed. Gender statistics are quantitative statistical information, disaggregated first of all by sex, but also by age, location, social origin, profession etc. You can find Belarusian disaggregated statistical data in these sources:

Gender statistical database ([www.gender.by](http://www.gender.by) )  
Women and men in the Republic of Belarus: Statistical Book. – Minsk: Propileji, 2003

But the final aim of the gender analysis is investigating why the disparities are there, and how they might be addressed. So gender analysis is about the understanding of the social structures and culture, e.g. the patterns and norms, which are the basis of men and women (boys and girls) experience and behaviour in relation to the issue being examined and addressed.

*Example 2*

Referring to the problem of unemployment, we should take into consideration that, for example, young women are one of the most vulnerable groups in the Belarusian labor market, because:

- They just completed their education and do not have any relevant professional experience, which is important for successfully competing in the labor market;
- Cultural norms in Belarus pre-suppose that women between 18 – 25 years old should get married, have a child and as mothers be responsible for childcare. In general, family is seen as a priority for women;
- The current labour legislation establishes a three-year paid maternity or paternity leave with a right to return to the same workplace after the leave. Moreover when a child is ill, one parent has the right to stay at home and at the same time receiving remunerated salary. As generally women use this leave possibility, the employers are less inclined to

The gender analysis determines *gender sensitive goals and activities*. In the case of the unemployment problem in Belarusian towns, the target group is defined as “town residents” in the project document. However, the differences within this group should be emphasized to better target the project. For instance, it is possible to specify the most vulnerable social groups, which require special attention and efforts, as in Example 2 above.

Activities, which are elaborated on the basis of gender analysis, have a higher probability to meet the real needs of men and women because the gender perspective was consciously taken into consideration from the beginning: a diversification of the addressed groups is recognized and hence more targeted interventions are planned.

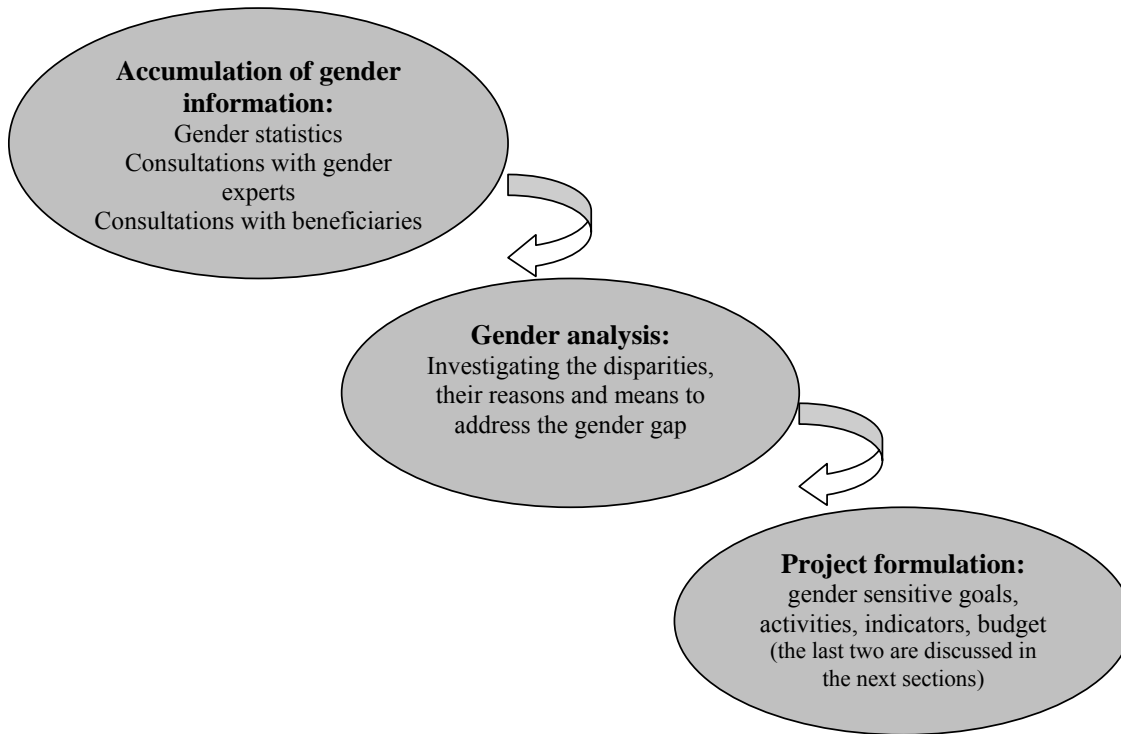
*The participatory assessment* could be recommended as a gender sensitive procedure of project design. This procedure is based on direct consultations with the project target groups’ representatives and it is oriented towards a deeper understanding of their needs and problem’s perception. In order to get a balanced view of different opinions, beneficiaries by sex, age, location etc. needs to be equally represented. The participatory assessment is a crucial procedure for the target groups, whose everyday life or experience is often very different from the people responsible for project design (for instance, victims of trafficking, prisoners, prostitutes, the poor etc). These groups should have the possibility to speak for themselves. As a result, the project team will have first-hand information, which is indispensable especially when statistical data is insufficient.

*For more information:*

The UNHCR Tool for Participatory Assessment in Operations  
(Belarus, 2005)

A *gender expert*, a person specially trained in gender issues with appropriate experience, might be an important support in gender mainstreaming. You might cooperate with a gender expert when conducting gender analysis or receiving general consultation, based on your project draft. He/she might also support you in providing training and capacity development activities for the project team, partners or beneficiaries. You can find the gender experts’ database on [www.gender.by](http://www.gender.by).

Thus, at the stage of project design this is the recommended gender mainstreaming process:



*Checklist of the gender mainstreaming into the project design\**

1. Have gender issues relevant to the project been systematically identified, and updated?
2. Have the staff members acquired substantive information about the gender dimensions of the development problem(s) to be solved?
3. How far have individuals and women/men NGOs with knowledge and experience of gender mainstreaming participated in project identification, formulation and appraisal?
4. Do the terms of reference of the project personnel reflect the requirement of gender knowledge and experience, when appropriate?
5. Have women been consulted to the same extent as men during the formulation process?
6. Has all background information been disaggregated by age, sex, social origin to the extent possible?

\* Compiled by Evgenia Ivanova

## Gender in the project implementation

**Gender balance among the project staff.** Participation in any UN project is an important resource for any professional because it gives the experience of working for an international organization, the possibility of cooperation with high-level professionals and good income. From this point of view men and women should have equal access to this resource. Moreover the involvement of professionals underrepresented by sex is one step towards changing the gender-based occupational segregation.

### *Example 3*

Energy sector is a technical sector where there have traditionally been working more men than women. This makes it difficult to hire women in technical positions such as National Energy Expert or Technical Assistant. However, projects should avoid perpetuating this gender imbalance in project teams and make efforts to hire more women for technical positions (for more information see “Gender in recruitment policy” in this Kit). This is so-called “affirmative action”.

Another point related to the project staff is **hierarchy**. Two interrelated aspects should be taken into consideration.

- Recruitment of men mostly for project manager positions and women for position of project assistant strengthens the traditional gender system and thus the existing gender inequality;
- Involving several females as project managers does not challenge gender inequality if the position of project assistant (corresponded to secretarial duties) has occupied mostly by women still.

In general, project human resources (HR) policy should be based on staffing statistics, so as to be able to influence existing tendencies of underrepresentation of women in some positions (for instance. managerial and technical).

**Gender awareness** of the project staff is also a crucial factor for gender mainstreaming. It is important to keep in mind that if staff is not gender aware, and they have no knowledge and skills on gender, they will unlikely incorporate gender in their work. Moreover the project team’s attitude to gender issues and their competence play an important role in the realization of the gender approach. So appropriate capacity-building activities need to be explicitly included in policy and project documents, and be supported by staff and budgets (it is reasonable to anticipate it during the project design). For instance, project can dedicate part of its budget to gender issues and the project team can participate in gender trainings available at that time.

At the stage of project formulation, activities targeting gender needs were devised on the basis of gender analytical information and consultations with experts or/and beneficiaries. Next step is **to implement** these **activities** in a gender sensitive way. First of all, it means obtaining gender balance among participants in all project activities.

*Example 4*

It is not enough to stress in the project document that “differing living conditions of women and men are understood as a starting point for action and that the notion of gender equality is emphasized with regard to the participation in the project activities” (the project “Support for social activities of NGOs and cross-sector partnerships”). This sentence should be supported by a particular mechanism during implementation. The project supposes that work-groups will be organised for solving the local communities’ problems. Local inhabitants have different possibilities to participate in these working groups, depending on their availability of free time and other personal duties. Hence, the project should provide different models of participation in the work-group activities: e.g. distance involvement for disabled people or those who take care of a child.

Besides the project team should analyse the benefit to women and men. But it is the problem of gender-sensitive indicators – the topic of our next section.

In general, at the stage of project implementation the next step should be gender inquiry:

1. Recruitment of project staff (efforts to obtain gender balance in general and at the decision-making level) and their gender awareness;
2. Activities implementation: ensuring participation of different social groups’ representatives.

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*Gender mainstreaming checklist for project implementation\**

1. Have project staff been briefed on gender issues?
2. Have all possible steps been taken to ensure gender balance in project staff (including full briefing of UN Office of Operations (HR, Finance) on gender balance priorities)?
3. Has gender balance in project training(s) been ensured?
4. How far has gender balance among participants in project meetings been attained?
5. Do UNDP staff raise relevant gender issues in project advisory board meetings?
6. Does programme staff include gender knowledge and experience as a requirement for personnel’s terms of reference?
7. Is there any sustainable disproportion of male/female participation in decision-making processes?
8. Is there any hierarchy and who occupies power/subordination position?
9. Do programme staff monitor project disbursements to ensure that inputs are used in such a way as to ensure equality of outcome for both women and men project/programme beneficiaries?

\* Compiled by Evgenia Ivanova

**Gender in project monitoring & evaluation. Gender-sensitive indicators**

This section deals with gender-sensitive indicators. In general, indicators can provide a close look at the results of initiatives and actions. For this reason, they are key instruments for monitoring and evaluating development work.

*Gender-sensitive indicators* point out how far and in what ways projects have met their gender objectives and achieved results related to gender equality. Gender-sensitive indicators measure gender-related changes.

For measuring gender-related changes two types of indicators should be elaborated. The first is **quantitative indicators**, which provide information about the amount of men/women who participated and benefited from the project. This says a little about the nature, degree and effects of their participation. To evaluate these factors, **qualitative indicators** are needed. Qualitative indicators refer to perceptions and experiences of project participants, staff, beneficiaries, whereas the quantitative ones deal with the frequency of some features and opinions.

<i>Example5 Indicators of women empowerment</i>	
<b>Quantitative indicators</b>	<b>Qualitative indicators</b>
The number of men/women-parliamentarians	Representation of men/women politicians in mass-media
How many times gender issues are raised in parliament discussions	Are there any difficulties to promote gender-related law (for instance, law about home violence)?
The number of men/women’s speeches	Do women/men perceive that they can influence on decision-making process?

It needs to be stressed that each indicator (if it is possible) should be sex-disaggregated. It means, for instance, that such indicator, as amount of new business initiatives is not gender-sensitive, the amount of new men/women-headed business initiatives have to be monitored as an indicator.

Collecting information on qualitative indicators usually requires use of special methods. Depending on the indicator, these might be *questionnaire surveys* reviewing perceptions and experiences of agreed indicators, or such methods as *focus group discussions and case studies*.

Qualitative sex-disaggregated indicators are extremely important for gender perspective of the project monitoring, because gender inequality is not so evident in Belarus. If gender differences do not emerge in statistical data, they are usually contained in people believes, everyday practices, and norms.

*Example 6*

According to statistical data, there is no gender difference in poverty level (29,8% women – 31,3% men in 2002). This data is based on survey of families' income. But if qualitative indicators such as personal experience of poverty, time budget, and possibility of satisfaction of social and cultural needs are taken into consideration, gender differences will be evident.

1. High family income does not mean that each adult member of family has the *control* over resources, which is as important as *access* to resources.
2. Women usually have a double work load (professional work and household duties). Their life conditions (for example, possibility to participate in public life and satisfaction of social and cultural needs or additional education) are hence different from the men's.
3. Women and men may turn to different coping strategies. For instance, the project manager of the UNDP project "Assisting in Elaborating the Basic Foundation for a National Poverty Reduction Strategy in Belarus" mentioned that when experiencing poverty men typically drank hard liquors, whereas women sought for additional employment.

Thus, using qualitative indicators in the poverty analysis creates more complex images of poverty and allows a more sensitive approach to gender needs.

*Gender mainstreaming checklist for project monitoring\**

1. Are gender-equality concerns incorporated into the evaluation criteria?
2. What indicators will be used to measure the effects of the project on women and men?
3. Do evaluation mission's terms of reference include relevant gender expertise and experience?
4. Are (internal or external) evaluators briefed on relevant gender issues and provided with documentation?
5. Does programme staff review the draft evaluation report to ensure that gender-related omissions and successes in the project/programme are reflected?
6. Do final project reports systematically identify gender gaps and gender-related project successes?

\* Compiled by Evgenia Ivanova

*For more information:*

1. UNDP Handbook on Monitoring & Evaluating for Results, UNDP <http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook>
2. Guide to Gender-Sensitive Indicators, Canada: CIDA, 1997 [http://www.acdi-cida.gc.ca/cida\\_ind.nsf/0/7b5da002feaec07c8525695d0074a824?OpenDocument](http://www.acdi-cida.gc.ca/cida_ind.nsf/0/7b5da002feaec07c8525695d0074a824?OpenDocument)
3. The why and how of gender-sensitive indicators: a project level handbook, Canada: CIDA, 1997 [http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/\\$file/WID-HAND-E.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Policy/$file/WID-HAND-E.pdf)
4. Gender Manual: A Practical Guide for Development Policy Makers and Practitioners/ Helen Derbyshire, UK: DFID, 2002 <http://www2.dfid.gov.uk/pubs/files/gendermanual.pdf>

## 2. Gender in Human resources

### Gender equality in recruitment policy

The equal opportunity policy, which UNDP follows, includes the idea of fair representation of men and women among the staff. UNDP do not set gender quota, but try to ensure a balanced gender distribution within the organization. This idea can be reflected in the recruitment policy e.g.: *where competing candidates exhibit equal merit, preference is given to candidates from underrepresented sex.*

As the information about vacancies becomes available for potential candidates by an announcement, its gender-related aspects need to be discussed. There are two positions about gender correctness of *vacancy announcement*.

1. Advertisements for job vacancies must be neutral concerning gender. It is hoped that neutral announcements will act as an encouragement to both sexes to apply for jobs.
2. Advertisements for job vacancies should encourage possible candidate from underrepresented sex to apply, especially for traditionally non-women/men's positions (for instance, a technical assistant, a driver for women, a secretary, an administrator for men). It can be done by the phrase "Women or men are encouraged to apply" in the end of advertisement.

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In both cases, gender-related information provided in the CV should be used for equal employment opportunity purposes. This information is retained by the human resources officers, who should select candidates for interview on the basis of UNDP staffing statistics and the specific requirements of the vacancy.

Together with professional features of the candidates, during the *interview*, their gender awareness should be checked.

#### *Example 7 Questionnaire of gender awareness*

1. Is the candidate aware about gender issues?
2. Does the candidate have experience in gender mainstreaming and can give some examples of work that he/she has done on gender?
3. Does the candidate think gender would be relevant to the advertised job and how can he/she apply gender to their work?

It is also possible to propose gender sensitivity tests to candidates. One of the tasks can be to distinguish social influences from biological determination in these cases:

1. Woman can give birth, man can't; (*biological determination*)
2. Men have short hair and women have long hair; (*social influences*)
3. Girls are more docile than men; (*social influences*)

Another task is to notice sexism hidden in the proverbs or to analyze the images of men/women in suggested advertisements.

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As different positions require different levels of gender knowledge and skills, human resources officers can choose appropriate questions and tasks from those mentioned in example 7. Gender awareness is more important for managerial staff, who are directly

responsible for project design, implementation, monitoring, human resources officers and PR officers than for administrative staff.

The UNDP Belarus Internal Protocol on interview requirements from March 2005 only has one statement regarding gender aspects of interviewing, it mentions that there should be a gender balance in the interview panel composition. Hence, this part of the kit can complement the Protocol and such requirements to the interview procedure as gender balance among short-list candidates and the verification of the gender awareness of candidates are recommended to include in Protocol during its next update.

#### *Gender mainstreaming checklist - recruitment policy*

1. Encourage women to apply through appropriately worded advertising;
2. Analyze staffing statistics for equal employment opportunity purposes;
3. Have female and male candidates in every interview;
4. Pose comparable questions to male and female candidates;
5. Use gender awareness as a criterion for selection, especially for senior management positions.

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### **Gender needs in organizational rules and culture**

**Gender needs:** because the roles of men and women in society are often different, their needs vary accordingly. The main question of gender needs analysis is if the organisation creates a friendly environment for women and men.

Harmonising working life and family responsibilities is a challenge for both women and men. To help staff members to reconcile their private and professional lives, UNDP provides parental leave, extended hours for baby feeding and a flexible working hours scheme. At the same time according to UNDP 2005 Global Staff Survey in Belarus, twice as many women than men answered that their job responsibilities do not allow them to take care of their family and their personal obligations as needed. This fact does not only

confirm that these are women who mostly bear the double workload: professional work and household duties but it also indicates that the family-friendly policy in UNDP is deficient.

Other measures can be proposed to meet gender needs.<sup>1</sup>

- **Family leave:** gives an employee the right to take time off from work not only to care for a newborn but also to care for a family member who is seriously ill or for other family related reasons;
- **Short-term leave:** working families often need the flexibility to take short periods of time off from work, such as a day or two, a half-day or just a few hours;
- **Teleworking:** offers employees an opportunity to work at home, which gives great flexibility and can be helpful for people responsible for childcare.

#### *Example 8*

Service Employees International Union Local 790 bargained for paid time off for parents and legal guardians to attend conferences with teachers about their children. The benefit allows for release time of up to two hours per semester without loss of pay, if supporting documentation is provided

<sup>1</sup> Promoting Gender Equality - A Resource Kit for Trade Unions: International Labour Office, 2001  
[http://www.ilo.org/public/english/employment/gems/eo/tu/tu\\_toc.htm](http://www.ilo.org/public/english/employment/gems/eo/tu/tu_toc.htm)

UNDP staff may have difficulties related to fixed schedules because of their personal responsibilities. *Alternative work schedules* allow men and women to balance the responsibilities of working life and family life:

- **Compressed work week:** Compressed work schedules, already in place in UNDP, allow full-time workers to work all their hours in fewer than five days per week. Common examples of this are schedules allowing workers to work four 10-hour days for an extra day off per week, or eight 9-hour days and one 8-hour day for an extra day off every two weeks;
- **Shift swaps:** A shift swap provision allows workers to exchange shifts or workdays voluntarily to accommodate family needs, such as attending school events or medical appointments;
- **Voluntary reduced time:** allows an employee to reduce the number of hours she or he works in a week in order to have extra time to take care of personal or family needs.

We should note that 3.6 times more women than men (36% of women and 10% of men) are not satisfied with the office workload management and only women (31%) disagreed that they had considerable freedom of action (according to UNDP Global Staff Survey). Hence, human resources officers should organize thorough evaluation of the timetable of UNDP staff and joint discussion devoted to reasons for their dissatisfaction and possible coping strategies.

Another important fact is that four times more women than men think that they do not receive enough recognition for doing a good job (according to UNDP Global Staff Survey). It can be a problem of work evaluation and hierarchy if women, who are subordinated in administrative positions, are seen as doing a non-important or secondary job. In this case *the system of encouragements* should be analyzed. It needs to recognize and value, the job done at all levels of hierarchy (senior management – secretarial duty).

Measuring work in terms of responsibility and supervision tends to obscure the amount of work done by employees in a lower level position. Secretaries do not supervise anyone, yet they perform a wide range of tasks.

### ***Everyday practices: issues to consider***

It is important not to reproduce assumptions about what men/women should do. For instance, “women should serve tea/water during meetings or clean a room after meetings”.

- The communicational flows in the organization as formal as informal must not exclude anyone. A check question can be: To what extent are women/men included in communication networks?

### **Building the capacity of staff in Gender mainstreaming**

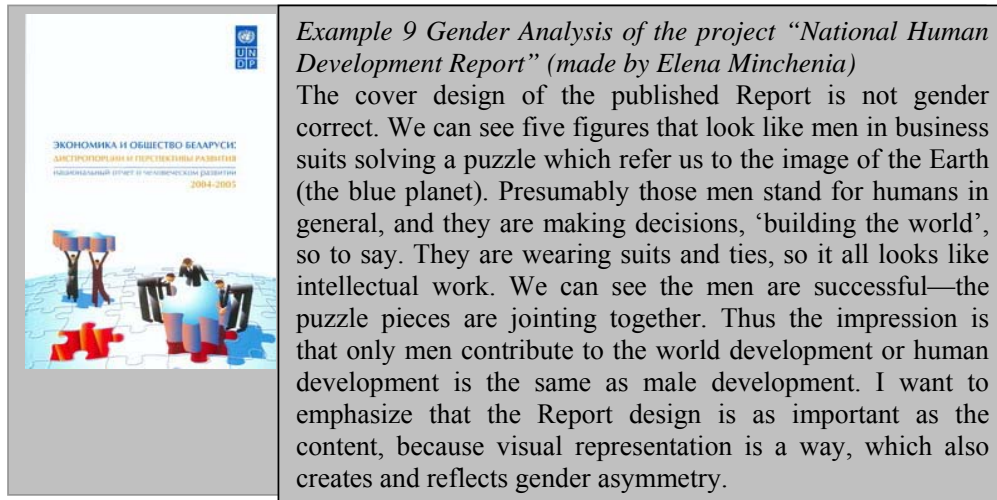
It is unrealistic to expect that gender mainstreaming, marked in policy and planning documents as a priority, will be effectively implemented without developing staff commitment, understanding and skills. This is a long-term process of organizational change. Capacity building activities in gender mainstreaming should be developed on the basis of a clear understanding of existing levels of knowledge.

The following components of a staff development strategy can be recommended:

- ***Gender policy and action plan:*** first of all capacity building activities should have a continuous, uninterrupted character, because of the recruitment of new staff and discovery of new problems during projects design, implementation and monitoring. It can be recommended to analyze the staff gender awareness and include appropriate activities for its support and development in UNDP annual plan.
- ***Internal and external networks:*** gender mainstreaming requires common efforts by the UNDP office and its partners (governmental and non-governmental organizations), which should be aware and support UNDP's gender policy. Mechanisms for creating these networks can be:
  - Involvement of UNDP partners in capacity building initiatives through gender trainings, meetings, and discussions. Gender trainings for NGOs and government officials under the auspices of the UNDP project "Moving Gender Equality to the Center of Development Work" are a good example of activities, which create a competent environment for gender mainstreaming;
  - Support to the UN Gender Theme Group, which allows the exchange of experience and best practices on gender mainstreaming inside the UN, and facilitates a gender sensitive approach to similar social problems solved by UN projects (for instance, prevention of HIV/AIDS, trafficking in human being, border protection etc.);
- ***Provision of gender tools, checklists and guidelines:*** a gender mainstreaming policy should be supported by informational resources. Some of the useful information is concentrated in [www.gender.by](http://www.gender.by), but it is also a question of searching for new tools and guidelines and its adaptation to the Belarusian reality. This work should be done during the design, implementation and monitoring of each project if its team is interested in a successful, logical and high-level realization of the gender mainstreaming policy.
- ***Gender focal point:*** it is important to collaborate with the person in the office who is responsible for gender mainstreaming. The Gender focal point should be taken as a facilitator of gender mainstreaming promotion. At the same time the effectiveness of gender focal point efforts depends on such factors as:
  - Management support – this is senior management that defines the relative priority assigned to various issues. As mainstreaming gender often meets with staff opposition (gender seems as time-consuming, irrelevant factor), the authority and support of senior management is important.
  - Additional time/resources allocated to their gender focal point role – it is quite difficult to combine and highly perform gender focal point and other professional duties.
  - Gender focal point authority and position in the office –attention need to be paid to this factor because the potential for introducing change from below in an organization is limited.

### 3. Gender in communication

As society becomes aware of UNDP's activities mostly from the media, not only UNDP activities and organizational policy but also UNDP printed output should be gender correct. Two aspects of published edition should be taken into consideration: *language and visual images*. Both of them shape and reinforce cultural perceptions of men and women.



So it should be emphasized such requirements in images as:

- Balanced men and women's images - it is incorrect to use only one-sex images (if it is not special measures) for text illustration.
- Avoiding of stereotypical images of men and women – for instance, such cases, as women represent beauty or motherhood and men represent public activities.

As for language, the following options describe its gender sensitivity and correctness:

- Using plural forms of pronouns
- Using his or her, he/she when you occasionally need to stress the action of an individual
- Eliminating the generic use of man, replacing sexist nouns with more neutral ones: **mailman** with **paper carrier**, and **congressman** with **senator** or **representative**
- When the masculine (more respectful) occupation term is used, the actual sex of the person can still be indicated through the verb (for instance “депутат отметила”)

*For more information*

Gender-correct communication. Briefing Kit/ N. Kulinka

[www.gender.by](http://www.gender.by)