

Manual on Gender Equality and Social Inclusion and Gender Responsive Budgeting

for class II and Class III officers of GON



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Nepal Administrative Staff College

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Manual on Gender Equality and Social Inclusion and Gender Responsive Budgeting

for class II and Class III officers of GON

NEPAL ADMINISTRATIVE STAFF COLLEGE
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This training manual is prepared with the aim to further enhance a comprehensive understanding of GESI and GRB for Class II and Class III officers of the Government of Nepal. Generous support and cooperation was received from the Team Leader, Achala Dahal, and GESI/GRB experts, Ritu Raj Bhandari, along with working team members, Gyan Laxmi Shrestha, Shilu Pradhan and focal person from UN Women on the project. A generous support was provided by the Embassy of Finland by funding UN Women for this project.

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PREFACE

We, at Nepal Administrative Staff College (NASC), are very pleased to produce this manual on GESI and GRB for likeminded institutions and faculties like us. This manual is a part of the ongoing effort of NASC towards creating public officers and services who value inclusion, diversity and equality for transforming the nation. NASC has always given high priority to achievement of equality through capacity development initiatives for public officials and conducting research related to inclusive governance, GESI and GRB.

Since its establishment in 1982, NASC is recognized as the leading institution for capacity building of Nepal's public sector, including government agencies and public enterprises. This mandate is accomplished through three mutually reinforcing activities: training, research and consulting service.

This manual is an important initiative as NASC has undergone rigorous process of manual development by identifying the need of GESI and GRB knowledge and skills, on the basis of TNA Workshop at different geographical regions and in consultation with the concerned experts and practitioners.

Punya Prasad Neupane
Executive Director (NASC)

ACRONYMS

BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
DADO	District Agriculture Development Office
FHH	Female Headed Household
GAD	Gender and Development
GBI	Gender Budgeting Initiatives
GBV	Gender Based Violence
GESI	Gender Equality and Social Inclusion
GRB	Gender Responsive Budgeting
GRBC	Gender Responsive Budgeting Committee
GSB	Gender Sensitive Budgeting
LGBTIQ	Lesbian, Gay, Bisexual, Transgender/Transsexual, Intersex and Queer/Questioning
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MoF	Ministry of Finance
MoFALD	Ministry of Federal Affairs and Local Development
MoFSC	Ministry of Forest and Social Conservation
MoH	Ministry of Health
MoUD	Ministry of Urban Development
MTEF	Medium Term Expenditure Framework
NASC	Nepal Administrative Staff College
NDHS	Nepal Demography Health Study
NLSS	Nepal Living Standard Survey
NPC	National Planning Commission
OECD	Organisation for Economic Co-operation and Development
PGN	Practical Gender Needs
POP	People-Oriented Planning
SDG	Sustainable Development Goals
SGN	Strategic Gender Needs
SGI	Strategic Gender Interests
TNA	Training Need Assessment
ToR	Terms of Reference
UNHDR	United Nations Human Development Report
WUSC	Water Users Sanitation Committee

Objective of this Training Manual

The objective of this training manual is to provide guidance and reference materials for trainers on GESI and GRB for Class II and Class III officers of the Government of Nepal (GoN).

Targeted Audience

The audience of this manual are faculty members/trainers of NASC, other training institutes and practitioners in GoN.

How to Use the Manual

This training manual is designed for trainers to use for a five-day Master Training of Trainers on GESI and GRB. The manual contains:

- The training schedule which includes the outline of topics of presentations.

Each session detail in the manual provides the session objectives, key messages, required materials, the time allotted for each sub-topics, methodologies, and the reading materials for each session and their references.

After receiving these materials, the trainer may modify the training depending on the number of participants and their level of understanding and experience.

Outline of the Training Content

The GESI and GRB training will be a five-day course of 15 sessions. It covers the following thematic areas:

Day/Session	Session topic	Objectives
Opening Session and Introduction		
Day 1		
Session 1 and 2	Gender: Developing a Common Understanding Socialization of gender and exclusion; status of women and excluded groups in Nepal, concept of GESI.	<ul style="list-style-type: none"> Analyze the process of understanding and internalizing gender. Understand the impact of gender on social, cultural and economic aspects of personal and institutional life.
Session 3	Experiential sharing on constraints and opportunities of public officials to address GESI.	<ul style="list-style-type: none"> Understand the existing scenario of gender in the public organizations/ sectors of Nepal. Analyze the existing situation of gender gap and power relations during decision-making. Understand the policies and behaviors (institutional level) to support GESI and its major aspects.
Day 2		
Session 4	Concept of GESI	<ul style="list-style-type: none"> Enhance conceptual clarity of exclusion, empowerment and inclusion, and create a common understanding of existing terminologies on GESI mainstreaming and GESI Theory of Change.
Session 5 and 6	GESI mainstreaming, gender needs and interests, gender analysis, gender audit, gender mainstreaming tools, GESI mainstreaming framework in the policy, institutions, programing and budgeting, and monitoring and reporting.	<ul style="list-style-type: none"> Understand and analyze GESI mainstreaming framework and tools, and application in policy, institution, planning, budgeting and monitoring. Enhance skills to apply tools for GESI mainstreaming.

Day 3		
GRB: Concepts, Principles and Purposes		
Session 7	Understanding of the Concept of GRB (The What and The Why).	<ul style="list-style-type: none"> • Explain the concept of GRB.
Session 8 and 9	Step 1: Identification of Problems (Situation Analysis).	<ul style="list-style-type: none"> • Enhance knowledge on the importance of situation analysis. • Analyze the existing issues and gaps/ disparities that impact public service delivery. • Enhance skills to use various tools for policy analysis, institutional analysis, program design and implementation analysis.
Day 4		
Session 10	Step 2: Program Design and Development.	<ul style="list-style-type: none"> • Understand the interdependency of situation analysis with program design and development. • Understand the program design and development process. • Enhance the skill required for program design.
Session 11	Step 3: Allocation of Fund.	<ul style="list-style-type: none"> • Explain the importance of budget allocation as per the designed program. • Enhance knowledge on different aspects of gender-responsive allocation of budget. • Encourage participants to allocate fund from GESI perspective.
Session 12	GRB Practices in Nepal.	<ul style="list-style-type: none"> • Explain the GRB context in Nepal; • Analyse role of ministry of finance and GRBC in effective GRB; • Analyse the opportunities and challenges of GoN in effective GRB practices.

Day 5		
Session 13	Step 4: Budget Expenditure (Implementation).	<ul style="list-style-type: none"> • Enhance knowledge on different aspects of budget expenditure. • Sensitize participants regarding allocation of budget from gender equality perspective. • Encourage participants to utilize the allocated GRB as planned.
Session 14	Step 5: Monitoring and Evaluation (M&E) and GRB Audit.	<ul style="list-style-type: none"> • Explain the importance of M&E to ensure that the initiatives of GRB are on track. • Enhance knowledge of different aspects of gender-responsive M&E and gender audit. • Explain the factors that need consideration for gender-sensitive M&E and gender audit.
Session 15	Closure / Feed back	

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Opening Session

Notes

In Nepal, there is a huge disparity across gender, caste, ethnicity and geographic region which is a barrier for women, poor and excluded groups to access resources, services, and opportunities for their development.

The Constitution of Nepal (2015) clearly envisions Nepal as an inclusive state and guarantees the right to equality for its citizens. Nepal is also signatory to various international and national conventions that legally commit to GESI. The 17 Sustainable Development Goals, with 169 targets seek to realize human rights of all to achieve gender equality and empowerment of women and girls, and to reach the poorest. The SDG 1, 5, 10, and 15 call for progress towards GESI, by including the excluded, and building and sustaining inclusive institutions and systems. The GoN's 14th Three Year Plan (2016/17 - 2018/19) emphasizes on meaningful participation of all citizens for Nepal's inclusive development and aims for human development and empowerment index of economically and socially marginalized groups.

Lately, the major sectorial ministries such as, Ministry of Federal Affairs and Local Development (MoFALD), Ministry of Urban Development (MoUD), Ministry of Forest and Social Conservation (MoFSC), Ministry of Education (MoE) and Ministry of Health (MoH), have been making efforts in this direction by issuing and implementing GESI policies and guidelines and allocating a dedicated unit with trained staffs. These GESI strategies and guidelines emphasize on the participation of women, Dalit, Adibasi/Janajati, Madhesi, Muslim, people with disability and excluded communities in the formulation, implementation, M&E of sectorial policies, plans and programs; it recognizes the need to address specific barriers faced by the women, poor and excluded groups in different sectors.

UN Women has been supporting NASC under the project, Support Nepal Administrative Staff College (NASC) to integrate Gender Equality and Social Inclusion (GESI) and Gender Responsive Budget (GRB) in the training curriculum and provide trainings to further enhance capacities of Government officials in line with the 14th Periodic plan and Sustainable Development Goals (SDGs), for the purpose to develop capacity of NASC on GESI and GRB to design and deliver stand-alone course for Class II and Class III Officers of GoN.

Day 1

Session 1 and 2: Gender: Developing a Common Understanding

Session Objectives:

- Analyze the process of understanding and internalizing gender.
- Understand the impact of gender on social, cultural and economic aspects of personal and institutional life.

Trainer's Notes:

Definition of Gender and Sex

Initiate brainstorming session on the topic by using guiding questions, pictures, videos etc. Facilitate discussion to differentiate 'sex' from 'gender'.

The basic terminologies discussed below are interlinked with each other.

What is Gender and Sex?

Gender refers to the social difference between women and men that have been learned, are changeable over time and have wide variations both within and between cultures (European Commission, 1998).

Gender refers to the set of characteristics, social roles, responsibilities, power relations, identities and behavior patterns that distinguish women from men, which are constructed socially and culturally.

Sex refers to the biological and physiological differences between male, female and intersex (reproductive differences based on genitalia, chromosomes, hormones) as determined by nature. It is universal and unchangeable. The difference between sex and gender is presented below:

Sex	Gender
Biological	Socially Constructed
Born with	Not born with
Not changeable	Changeable

Following statements are for practice. Please identify whether they define sex or gender and mark accordingly.

- Women give birth to babies, men do not.
- Girls are gentle, boys are tough.
- Generally, women are paid 40-60 percent of the male wage.
- Women can breastfeed babies.
- Men can bottle-feed babies.
- Most mechanical and technical workers in Nepal are men.

- Men's voice breaks at puberty, women's do not.
- Men produce sperm cells, women do not.

Sexual Orientation and Gender Identity (SOGI) Terms and Definitions

Sexual Orientation: An identity based on a person's sexual attraction to others and how that person's own gender corresponds to the gender of the people to whom that person is attracted.

Lesbian: A woman who is sexually and romantically attracted to same sex.

Gay: A man who is sexually and romantically attracted same sex. Also often used as a generic term to describe people of any gender who are sexually and romantically attracted to people of the same gender as their own.

Bisexual: A person who is sexually and romantically attracted to same as well as opposite sex.

Homosexual: A term that describes people who are sexually and romantically attracted to people of the same sex as their own. In some countries, this term is increasingly seen as inappropriate and outdated for colloquial use, given its clinical and pathological connotations.

Heterosexual/Straight: A term that refers to people to who are attracted to opposite sex.

Gender Identity: An individual's internal, deeply felt sense of being a man, a woman, both, neither, or in-between. This may or may not match the individual's biological or legal sex.

Transgender: An umbrella term for people whose gender identity and/or expression differs from cultural expectations based on the sex that they were assigned at birth.

Transsexual: A person who does not identify with their sex assigned at birth and typically has or desires to alter sex characteristics, often through hormones and/or surgeries. The term is increasingly seen as clinical.

Gender queer: A person whose gender falls outside of typical cultural definitions of being either a man or a woman. This person may identify with multiple genders, no gender, and/or with notions of gender outside of the mainstream.

Cisgender: A term for people whose gender identity and/or expression fits cultural expectations based on the sex they were assigned at birth.

Hijra/khawaja sara: A term that applies to a diverse and distinctive subcultural sex/gender grouping in South Asia, who identify with this terminology rather than with being either male or female.

(https://eca.state.gov/files/bureau/sogi_terminology.pdf)

How is Gender Constructed?

Gender as a social construct that results from socialization and is understood from the characteristics such as, masculinity and femininity.

Masculinity (manhood or manliness) is a set of attributes, behavior, and roles associated with men/boys. As a social construct, it is distinct from the definition of the male biological sex. Both men and women can exhibit masculine traits and behavior. Few stereotyped traits of masculinity are courage, independence, assertiveness, violence, power etc.

Femininity is defined by a set of attributes, behavior, and roles generally associated with women/girls. Some characteristics of femininity are caring, empathic, sensitive, tolerant, compassionate, gentle, nurturing etc.

Conclusion: The traits of masculinity and femininity are socially taught and learned; it is not a biological feature of any individual.

Socialization

Socialization is a result of traditions, social values and beliefs. It is a process of learning norms, customs and ideologies of one's society. It is a continuous process of learning and developing beliefs and behavior.

In most societies, there is a clear categorization of what it means to be a man or a woman. This categorization process and the agents of socialization that transmit knowledge about gender roles influence how individuals define themselves and others in terms of gender. Rules, practices, division of labor, social expectations, vulnerability and mobility conditions differ for women, men, people of different social groups (ethnic minority/majority, income groups and of different geographical locations). It is important to reflect on how different cultural, social, religious norms direct and dictate acceptable behavior and attitude of women and men of different social groups and towards sexual and gender minorities.

It is important to reflect on inequality in access to resources and decision-making power because people have different perspectives. Gender and caste/ethnicity based discrimination intersect with other dimensions of exclusion.

Differences in perspectives emanate from socio-cultural and economic structures and practices as a result of socialization. Hence, what we see most often becomes "natural" and is difficult to question it or believe that it can be changed.

Prescribed roles limit opportunities for both men and women; for example, men are usually kept away from the household chores, while women are not as exposed to the public domain as men

(they have limited or no interaction with outsiders, information about public policies, decision-making roles). Similarly, Dalits may be expected to practice only certain types of occupations which other caste-groups may not be expected to be in.

Through socialization, we as individuals, family, community, service providers, learn how to include or exclude other social groups.

These values and attitudes form an unconscious part of our perceptions, which in turn influence our behavior.

It is important to reflect on and understand the impact of socialization - who has received what opportunities, which group is lagging behind and why, the constraints of these groups and the results of those constraints on human development.

Exercise 1

Exercise on socialization of gender and exclusion in order to understand its impact on various sectors.

Recognize and internalize how socialization impacts gender relations, social relations and the ability of women, poor and socially excluded groups to seek opportunities to develop themselves and enjoy their rights.

Session Contents:

- Socialization of gender and exclusion.
- Discussion on data/evidence of the results of socialization.

Methodology:

Discuss the purpose of this exercise and collect examples from the participants.

Divide the participants into three groups: Group 1: Family Level; Group 2: Community Level; Group 3: District Line Agency or District Coordination Committee or Gaupalika as Service Provider.

The session may be structured as follows:

- Brief the participants on the group work and formation of groups.
- Carry out the group work.
- Plenary presentations of each group.
- Summarize the session.

Theoretical Background:

Trainer to Explain the Following Before the Exercise:

Socialization is the result of traditions, societal values and beliefs. Rules, practices, division of labor, social expectations, vulnerability and mobility conditions differ for women, men (with differences in income groups and of different social groups). The purpose of this exercise is to

reflect on how different cultural, social, religious norms direct and dictate acceptable behavior and attitude on people of different gender and social groups.

Plenary Presentation and Group Discussion

The trainer must ensure that the following points are mentioned during the presentations by different groups. If the points are missed out, they need to be raised by the trainer:

Group 1: Family Level: Practices of being disappointed or sad at the birth of a daughter but celebration during the birth of a son; preference of a son instead of a daughter; restriction of facilities to a girl child in terms of education, health etc.; domestic violence against women; mental and physical abuse of girls/women; gender biased work for women; control on women's mobility, attire, behavior; prejudiced practices on single women; inculcation of biased aspirations (marriage and motherhood for girls and financial independence for boys), practice of behavior that places women lower in the gender hierarchy.

Group 2: Community Level: Women are paid less respect than men; their understanding, experience, knowledge is dismissed or under-valued by the society; they are believed to be emotional, and poor decision-makers; they experience discrimination and character assassination and are vulnerable to violence. Men of certain social groups are considered of the highest social stature and are entitled to numerous privileges in the society unlike others.

Group 3: Service Provider (any office) Level: Service providers are also products of their societies (link with the discussions after the family and community levels). Their attitudes and behavior reflect the norms and values of their society. Therefore, they have a tendency to practice socially discriminatory behavior against women, poor and excluded groups.

Who has Access to Resources and Control in Decision-making in Offices?

Generally, men (from privileged social groups) hold key positions in offices. The presence of women and representatives of socially excluded groups is minimal; their access to resources and decision-making process is limited.

After the presentation of group work outputs and discussion, the trainer will sum up the key messages.

Key Messages:

- Perceptions differ among people. It is important for everyone to reflect on inequality.
- Inequality is a traditional belief and practice. It is reproduced through the socialization process.
- Things that we see often, may seem 'natural' and 'true' to us.
- Prescribed roles of women and men restrict opportunities to learn new skills. For instance, men are not taught to manage households while women are not exposed as much to the public sectors.

- Our mental conditioning is a result of socialization. It teaches us, as individual, family, community and service provider, to practice inclusion or exclusion; these norms and values are unconsciously a part of our perceptions, which in turn influence our behavior.

Readings:

- Kane, E. (1996). *Gender, Culture, and Learning*. Washington, DC: Education Development Center.
- Kimmel, M. (2000). *The Gendered Society*. Oxford, UK: Oxford University Press.
- Raffaelli, M. & Ontai, L. (2004). Gender Socialization in Latino/a Families: Results from Two Retrospective Studies. *Sex Roles: A Journal of Research*, 50(5/6):287–299.
- UNICEF. (2007). Early Gender Socialization. Retrieved from http://www.unicef.org/earlychildhood/index_40749.html

Exercise 2: Quiz

Guide for Trainer

See Handout 1 for Quiz sheet with disaggregated data on different aspects, such as, literacy, health, income, employment among others.

The trainer must explain that this is not a test. Instead, it is only an exercise to reflect and understand the result of socialization - Who has received the opportunities? What kind of opportunities and experiences do they receive? What are the constraints and its impacts?

- The discussion must be facilitated carefully. Participants may get stuck over percentages in the data. Reiterate that the objective of the discussion is to understand the reasons behind the disparities, and mention that the data is only a tool to discuss the causes. The objective is to understand the way forward to improve the situation.
- Discuss each and every question with the participants. Inquire about the answer they select and the reason for its selection.
- Then, provide the correct answer. Inquire to see if they can provide the reason behind the disparity. Facilitate this discussion and share the key points if the participants fail to raise them in the discussion. Thereafter, move to the next question and repeat the process.
- The discussion must identify the key causes of disparities in data. For instance, in education, the reasons for the difference in enrolment rate of girls and boys in secondary school should include early marriage of girls, household responsibilities of girls, unsafe environment for girls to walk to school and lack of gender friendly toilets in schools. Similarly, the literacy rate of Dalits, including men, is poor due to the perception that their occupations do not require high education, existence of discriminatory practices in schools by students and teachers. As for Madhesi Dalit women, they are a victim of caste and gender based discrimination.
- In the health sector, malnutrition is rampant among the hill Dalits resulting in high number of stunted children and maternal mortality in rural areas. This has resulted due to the lack of

awareness on nutrition, pre-natal and post-natal care, available services, illiteracy, language barrier, and poverty. Gender Based Violence (GBV) is widely prevalent in our society due to unequal gender relations and discrimination towards women at home and society. And this has implications on reproductive health of women, and physical, emotional, and mental health of their children. Their access to sanitation has increased over the years, however, Madhesi Dalits of Terai have very low access in comparison to other castes due to caste and region based discrimination.

- Natural calamities and disasters have different impacts on men and women. Women and children are more affected and require special measures.
- Economic indicators for women were poor, indicating high level of participation and work but minimum ownership of economic resources. The impact of this situation is high dependency of women on men.
- The lack of representation of women and excluded groups in civil services was a result of low level of education and inability to pass public service commission exams due to different barriers (see the discussion below). There is a huge gap in the poverty level between different social groups. Dalits are one of the highest ranking groups in the poverty scale. Similarly, the mountain region is poorer in comparison to Terai and Hill.
- Access to electricity is still limited to urban areas. It is difficult for the rural population and poor families to access it due to infrastructural barrier, high expense and lack of subsidy for the poor. Firewood kitchen is still commonly used in the remote parts of Nepal leading to respiratory problems on the users, especially, pregnant women, children and elderly people.
- After completion of all the questions, inquire about the participants' views on the quiz. Facilitate the discussion on cross-cutting dimensions of exclusion, such as, gender, caste/ethnicity, geographic location and poverty.
- Project the slide showcasing these dimensions of exclusion and discuss how GESI must be reflected within each variable.

Summarize the session by highlighting the following points - discriminatory social norms, values and practices, and the socialization process decides the privileged group, the gap in progress of women and men, and the practices of violence against women reflect these structural issues. Gender-based discrimination exists in all social groups, in varying degrees. Untouchability practices against Dalits and discriminatory perceptions towards Adibasi/Janajati also depict their limited or lack of access to opportunities.

HANDOUT 1: QUIZ: STATUS OF WOMEN, POOR AND THE EXCLUDED IN NEPAL (THIS IS A SAMPLE QUIZ SHEET WHICH CAN BE REVISED AS REQUIRED)

Evidence from different data sources illustrate the result of the socialization process that currently exists in Nepal - what is the result of the opportunities provided or not provided to women/girls, men/boys and people of different sexuality, gender, income group and social groups.

1. Literacy and Education

- 1.1 According to United Nations Human Development Report (UNHDR) 2016, women (aged 25 and over) with at least a secondary education is, while men is 41.2%
- a. 24.1%* b. 19.5% c. 39.2%
- 1.2 The adult literacy rate of Hill Brahmins is 78.5%, as compared to Madhesi Dalits whose adult literacy rate is, (Musahar – 12.3% and Dom – 13%)¹
- a. 23.1%* b. 42% c. 51%

2. Health, GBV and Sanitation

- 2.1 According to further analysis of Nepal Demography Health Study (NDHS) 2011, percentage of children under five years who are stunted in Nepal is 41. The percentage of stunted children amongst Hill Brahmin is 28, while amongst Magar and Rai, it is.....
- a. 20% b. 52%* c. 70%
- 2.2 According to further analysis of NDHS 2016, 57.4% women have institutional delivery. While 85% Hill Brahmin women do so,of Other Backward Class (OBC) women do so
- a. 60.79% b. 34% c. 48%*
- 2.3 According to NDHS 2016, 12% women experienced emotional violence with of Madhesi Brahmin, Chhetri and Newar women, respectively experience it.
- a. 18, 19%* b. 3, 4% c. 25, 35%
- 2.4 Access to sanitation for Newars is 7%, while Madhesi Dalits have access to sanitation.²
- a. 5.5%* b. 45% c. 20%

3. Work and Economy

- 3.1 According to the Census 2011, of women own land.
- a. 2% b. 8% c. 19%*
- 3.2 According to NLSS 2011, ... women are wage earners in non-agriculture sector as compared to 86.4% men.
- a. 13.6%* b. 50% c. 60.4%
- 3.3 61% Newars have non-agriculture employment as compared to only Hill Janajatis.³
- a. 27.2%* b. 30% c. 48%

¹The Nepal Multidimensional Social Inclusion Index, 2014, Diversity and Agenda for Inclusive Development, Central Department of Sociology and Anthropology, Tribhuvan University.

²The Nepal Multidimensional Social Inclusion Index, 2014, Diversity and Agenda for Inclusive Development, Central Department of Sociology/Anthropology, Tribhuvan University.

³ibid

4. Energy

- 4.1 According to NLSS, 2011 percentage of households with access to electricity in Nepal is 70% whereas urban areas have 96% access but rural areas have and rural Mid and Far West Region have access.
- a. 63% and 21%* b. 90% and 60% c. 80% and 40%
- 4.2 Percentage of household using fuel-wood for cooking is 64.4% in Nepal, whereas, in urban areas it is 30% but in rural areas it is and in poorest households it is.....
- a. 74% and 80%* b. 80% and 90% c. 90% and 95%

5. Public Life and Leadership

- 5.1 The percentage of women in the civil service in 2017 was
- a. 8% b. 23%* c. 15%
- 5.2 The percentage of Dalits in the civil service is
- a. 0.04% b. 0.1% c. 0.9%*
- 5.3 The percentage of women, Dalits, Terai Janajati in the House of Representative is respectively
- a. 4%, 2%, 4%* b. 10%, 5%, 15% c. 20%, 10%, 20%
- 5.4 The percentage of men as Mayor/Chairperson in municipalities/rural municipalities is
- a. 98%* b. 70% c. 50%

6. Income Poverty

- 6.1 According to NLSS 2011, about 25% of the population in Nepal lives below the poverty line.
- What is the percentage of Dalits below the poverty line?

a. 50% b. 72% c. 42%*
 - The percentage of Hill Janajati below poverty line is

a. 28%* b. 17% c. 32%
- 6.2 According to NLSS 2011, the poverty incidence in urban areas is 15.46% while in rural areas.....
- a. 20% b. 27.43%* c. 30%
- 6.3 The poverty incidence in the Hill and Terai is 24% while in Mountain region it is....
- a. 35% b. 42%* c. 20%

*: correct answer

Notes for discussion on the quiz data: The points provided below are to support the discussion.

Education: Why does gender gap exist? Men are considered as the primary bread winners, hence, education is considered to be more important for them; on the other hand, household responsibilities, early marriage, mobility constraints of girls devoid them from education; vulnerability of girls to sexual abuse keeps them controlled and restricted to their households in the remote areas; similarly, there is a lack of gender-friendly school infrastructure.

The status of women of various caste groups has a stark difference. Women from Dalit, Madhesi, and Other Backward Class are seen to be lagging behind in the education sector due to specific norms and values of these communities.

Health: The problem of malnutrition is extreme amongst the Hill Dalits with higher cases of stunting in children. Lack of awareness about nutrition and child-rearing practices, harmful social practices, poverty, illiteracy and ignorance on available services among the parents are seen to be the causes behind this.

Maternal mortality is high among the women in rural areas than in urban sector; moreover, it is higher in specific caste/ethnic or poor groups than in rich and Brahmin/Chettri groups. Some of the factors affecting maternal health care are, lack of awareness on pre- and post-natal care, ignorance of the available services, illiteracy and poverty; in some cases, the language barrier between the service provider and receiver is an important cause. Likewise, sometimes women are hesitant to approach antenatal care services provided by male staffs.

GBV is prevalent in our society due to unequal gender relations and discrimination towards women in both public and private spheres. Women are seen undergoing physical, verbal, and mental abuses; in many cases, they have to face early/forced marriages, polygamy, forced employment, trafficking, and traditional practices like *Deuki* and *Chhaupadi*. These practices have direct implications on the reproductive health status of women, and physical, emotional, and mental health of their children. Despite the rampant prevalence of GBV in our country, we still lack an accessible and comprehensive response service.

Work and Economy: Traditionally, only men had the inheritance rights to ancestral property but as per the new Constitution, women have equal rights as men; as a result women's ownership over fixed assets has increased. The rebate policy in land registration tax on land owned by women has contributed in this achievement; however, women have limited or no control over transactions of fixed assets.

The participation of women in labor force is seen to be high because of their participation as wage laborers in the agriculture sector. However, their number in non-agriculture sectors is extremely low due to the overburdening household responsibilities and lack of time, opportunity, skill, education, mobility, financial resources and risk taking ability.

Hill Janajati are comparatively low in number in the paid employment sector. Some of the barriers in accessing this sector are language, their remote location, lack of education and information.

Energy: Access to electricity is still a struggle in the remote areas of Nepal due to the high cost and absence of subsidy for the poor. A scarce resource in our country, electricity is easily accessible to the urban population in comparison to the rural areas. Especially, the Mid and Far Western Region have extremely low access to electricity. Therefore, firewood is still common there. It does not have a monetary cost and is easily available but the users lack awareness on its health implications. Opting for clean energy is a sustainable option but they lack resources and information to do so.

Public Life and Leadership: Due to affirmative policies in the Civil Service Act 2008, there has been an increase in participation of women and socially excluded groups in the civil services. However, the number of women officials in the higher level of the civil services is low; most of them are serving at the lower level or as non-gazette officer levels. Numerous causes such as, their low level of education, early marriage and child birth, household responsibilities, lack of time and restriction in their mobility obstruct them from applying to or preparing for the civil service examinations.

Income Poverty: The level of poverty varies among the people in rural and urban areas, caste and ethnic groups. Social discrimination in various forms, lack of opportunities and benefits, lack of access to resources and institutions, low skill and education level are some of the barriers to their active participation in garnering benefits and improving their livelihood. Women in the extremely poor household seem to have more constraints in having alternative sources of income because of their limited skill and lack of time to enhance their capacity.

After discussing the questions, let participants reflect on the session with guiding questions such as - what does the data depict regarding the causes behind the disparities? Link it with the previous discussions; how gender and social discrimination is a result of socialization. The problems of the women, poor and excluded groups cannot be studied in isolation, for they can be a victim of multiple disadvantages such as, gender inequality, caste hierarchy, geographical location etc.

There is a social belief that educating girls is a waste of money because they will be married and will continue their roles as wives and mothers. Early marriage, overburdening household workload, mobility restrictions due to sexual vulnerability, are some of the reasons for poorer social indicators for girls/women. Discrimination in our society stems from various sources, Dalits experience untouchability, Janajatis encounter language-based discrimination and women are discriminated on the grounds of gender hierarchy. Wide disparities in development indicators of people of different social groups are a result of the discriminatory social practices prevalent in the society. These are the consequences of the socialization process that gives continuity to the unequal value system.

Determinants of Socialization

Gender Role: Gender roles are learned behavior in a society/community; it assigns attributes, tasks and responsibilities to members of the society as per their sex. Gender roles vary depending on the age, class, race, ethnicity, religion and geographical, economic and political environment. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including the development efforts.

Gender roles are reflected in activities prescribed to men and women, which are reinforced through the practice of division of labor. This arises from the socialization of individuals from the earliest stages of life through identification with specific characteristics associated with being male or female.

To identify gender roles, the first question to answer is 'who does what?'. For this, one should go through four roles that women and men perform. Unpacking the gender division of labor using 'gender role' is the starting point of all gender analysis because, all women or men are different; it is necessary to disaggregate the 'who' between women and men in their diversity (age, class, religion, ethnicity etc.), as relevant to that particular context.

As per the Organisation for Economic Co-operation and Development (OECD) 2015 gender analytical framework, the gender division of labor for identifying gender roles are:

The **reproductive role** includes the activities that take place mainly at the household level, such as, domestic chores, caring for the family and fulfilling their needs etc. These activities are unpaid because they are seen as a natural thing to do. Worldwide, women are more involved than men in the reproductive role.

The **productive role** refers to the activities of women and men that produce economic resources. In many contexts, women work at home and their productive work is invisible and unacknowledged (for example, doing piecework for factories from home). Subsistence farming or contribution to cash crop farming, in which many women are involved, is a productive task. Generally, men are involved in more remunerative and formal forms of work than women.

The **community-managing role** refers to voluntary activities at the community level to ensure the provision and maintenance of collective resources and infrastructures (for example, water points, roads, and health services). Women are primarily involved in this as the lack of public goods and services affects them more. Yet, they often have less access, participation and authority in decision-making than men.

The **constituency-based political role** includes political and advocacy activities at the community, local, national and/or international levels, within traditional structures (for example, village headship), party politics and/or civil society. Women and men's participation in this role is

strongly influenced by their class, education, age, ethnicity etc. In most contexts, men dominate political leadership, except in women's organizations.

Exercise:

Each participant is given two meta cards to list his/her works in the house/community and office, which they will place under different role discussed in the session.

The trainer must stick the following four roles on the board:

- The reproductive role
- The productive role
- The community-managing role
- The constituency-based political role

After the presentation about their roles, direct the participants to revisit their work. The participants will then have to allocate resources to the roles they play; they will also have to explain its social and economic values.

Key Learnings:

- The value of men and women in their family, society and institution or state, is based on their gender roles.
- The acknowledgement of value, either social or economic, given to different roles of women, men and other socially excluded group are different (for example, the care work when done by women is taken as her responsibility while the same role done by men is considered as of more value).
- The value (social and economic) acknowledged for each role differ for women, men, and other social groups.
- Gender roles impact men and women's access to resources in family, society, and institution/state; which is reflected in unequal power relations in the society.
- Power relations (hierarchy) in the society reproduces gender discrimination.

Gender Division of Labor

The division of labor is associated with the prescribed gender role.

The "gender (or "sexual") division of labor refers to the allocation of different jobs or types of work to men and women, usually by tradition and custom, based on the roles prescribed to them. The division of labor between men and women is based on the socialization process and accepted patterns of work within a given context.

Gender Relations

It refers to social relationships between men and women within a specified time and place. These social relationships explain the differences in power relations between the sexes that create the notion of superior and subordinate. It creates and reproduces systemic differences in

position of men and women in a society. It defines the ways in which responsibilities and claims are allocated and the way in which each are given value.

The term “gender relations” also refers to the relationships between people and their broader community, these relationships vary with the sex of the people they are concerned with.

Access to and Control over Resources

Access to and control over resources is about the power/authority with someone to have easy access to something and make decisions around it.

Resources: It includes conventional economic as well as various human and social resources, which serve to enhance the ability to exercise choice. A full range of tangible and intangible assets that are essential for translating access into choices and change.

Access: It is the opportunity to make use of resources for a larger gain. Access will reflect the rules and norms, which govern distribution and exchange in different institutional arenas.

Control: It is the ability to choose or define how and for what purpose it will be used, and even to impose that definition on others (another word for “control” might be power), and power can be positive or negative depending on its purpose.

Men and women require resources to perform their gender roles, as defined by the gendered division of labor:

In the reproductive role, tangible resources are food, money, housing, clothing, clean water, transport, for example, to attend a clinic, information about social services. Intangible resources include (health, education, reproductive rights, time, and social networks).

In the productive role, tangible resources include land, equipment, credit, raw materials, and transport. Intangible resources are skills and knowledge, mobility, the right to work, to control one's income, access to economic markets and networks and information.

In the community-managing role, access to information and decision-making are critical. Time is a key resource as participation consumes time that women and men could otherwise spend on reproductive or productive activities.

In the political role, key resources are information, political education, rights (for example, to participate in public debate, elections or vote), physical mobility and self-confidence. Political and civic rights are key resources for human rights and good governance.

The analysis of resources within the existing gender division of labor identifies:

- Resources that women and/or men need to perform their existing gender role(s): They can be tangible or intangible, endogenous or brought in by programs/projects. Their use may be common or specific to women and men. When resources are scarce, different groups of users may be in conflict.
- Factors that influence women and men's access to and control over endogenous as well as program resources (availability/scarcity, affordability, right to): Factors influencing access to and control over endogenous resources can be cultural. In case of programs, procedures can be the influencing factors (for example, if micro credit can only be accessed by those with collaterals such as land, access is difficult for women).
- Strategies used by women and men to access/control resources and potential conflict of interests between women and men.
- Changes that should take place in the level/conditions of access and control over some resources to allow women or men to engage into new roles they have chosen.

Most resources can be classified as need or benefit. For instance, money may be a need in the productive role (capital) and a benefit (income earned). In programs, it is also useful to distinguish between resources (inputs) and benefits (outputs).

(The distinction between access to and control over resources is critical in the analysis. The continuum between the two is not automatic and often requires some level of empowerment for those excluded from decision-making.)

Gender Discrimination

Start the conversation with any example, story, pictures or video (any that illustrates discrimination).

Summarize and relate with the following explanation.

Gender discrimination refers to any distinction, exclusion or restriction made on the basis of socially constructed gender roles and norms, which prevents a person from enjoying their full human rights. The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), approved by the United Nations in 1979, states that “Discrimination against women shall mean distinction, exclusion, or restriction made on the basis of sex which has the purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field”.

Discrimination can be distinguished into two forms: direct and indirect. The first form arises if, without being less qualified, certain groups of society are explicitly excluded or disadvantaged by the legal framework due to characteristics such as gender. Indirect discrimination occurs if intrinsically neutral rules or laws negatively affect certain groups, for instance, not giving certain

assignments to female or male because they are viewed less capable of performing the job because of their sex.

Distinction: It is about comparing and valuing on the basis of sex and providing facilities and services accordingly. For example, giving priority based on sex.

Exclusion: It is avoiding or not allowing to participate in any action based on sex. For example, not allowing to do any task based on sex.

Restriction: It is limiting or creating a barrier in using the resources/facilities/using rights based on sex. For example, only allowing women to work between 6 am to 6 pm in an organization.

Discrimination is the process which will result in inequality.

Gender Inequality: Gender inequality can be defined as allowing people different opportunities due to perceived differences, based solely on issues of gender as a result of negative consequences of discrimination. It is a legal, social and cultural situation in which sex and/or gender determine different rights and dignity for women and men, which are reflected in their unequal access to or enjoyment of rights, as well as the assumption of stereotyped social and cultural roles.

What is required to eliminate the gender inequality?

Gender Equality: Gender equality refers to the equal rights, responsibilities and opportunities for women/girls and men/boys. Equality does not mean that women and men will become same but that women and men's rights, responsibilities and opportunities will not depend on whether they are born as male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men.

Gender equality is not a women's issue but should concern and fully engage both gender equally. Equality between women and men is seen both as a human rights issue and a precondition for, and indicator of, sustainable people-centered development. Gender equality is not the same as anti-discrimination. It is not only equality de jure either, meaning that all differences to women and men in legislation are removed. Equality as such, must be promoted, for example, by positive actions, plans of action, mainstreaming and other instruments. The goal is equality as a positive right or equality de facto, respecting women and men's rights to diversity and difference, but it also implies that women and men are free individuals.

It is therefore, the equal valuing by society of both the similarities and differences between men and women, and the varying roles that they play. It means that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender

roles; the different behavior, aspirations and needs of women and men are considered, valued and favored equally (European Commission, 2004).

Formal Equality: It is equality in treatment. It does not accept differences in gender needs. It believes in gender neutrality.

Substantive Equality: It is a paradigm shift from equal treatment (equality of opportunity) to equality of outcomes. It believes in difference in gender needs. It requires removing the barriers in historical, planned and structural form of gender inequality.

Gender Equity: It is fairness in the treatment of women and men, according to their respective needs. This may include equal treatment that is different but which is considered equivalent in terms of rights, benefits, obligations and opportunities.

How can Gender Equality be Achieved?

Gender Mainstreaming: Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs in all areas and at all levels. It is a strategy for making women as well as men's concerns and experiences an integral dimension of the design, implementation, M&E of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated (ECOSOC Agreed Conclusions 1997/2).

Empowerment: It describes both the process and outcomes of people - women and men taking control over their lives: setting their own agendas, gaining skills (or having their own skills and knowledge recognized), increasing self-confidence, solving problems and developing self-reliance. Empowerment implies the expansion in women's ability to make strategic life choices in a context where this ability was previously denied to them. In most cases, the empowerment of women requires transformation of the division of labor and of society (Sida Studies No. 3, 2001).

Guiding Question:

Does your organization conduct any empowerment activities?

Participants are encouraged to share their organizational experience around it.

Key Learning:

It is said that if someone is able to reach the following state, s/he is considered empowered as a result.

Statement:

- If s/he is able to ask why or the reason for any assigned context.
- If s/he has the ability to make a judgment, and accept or deny on their own in their related area or context.
- If s/he is able to provide alternative to the given situation or provide solution to the existing problem.

Gender Sensitivity: This is the ability to perceive, acknowledge and highlight existing gender differences, issues and equalities, and to incorporate these into strategies and actions. Addressing and taking into account the gender dimension (European Commission, 2004), for example, gender sensitivity, an organization implementing a ‘zero tolerance policy’ to sexual harassment in their team (which can be a serious obstacle in the career development of female staff members).

Gender-Responsiveness: This includes planning and implementing activities that meet identified gender issues/concerns that promote gender equality.

Gender Transformative: It describes a situation where women and men change their traditional way of thinking from patriarchal value system towards a perspective of gender equality.

Gender Needs (Issues): Gender issue arises from gender inequality, which is undesirable, and therefore, an intervention is required. It results from some form of gender discrimination or oppression. A gender issue arises when there is inequality, inequity or differentiated treatment of an individual or a group of people purely on the basis of social expectations and attributes of gender. Gender issues are sometimes called gender concerns. The roles of men and women in existing societies and institutions are generally different. Thus, their needs vary accordingly. Two types of needs are usually identified namely: Practical Gender Needs (PGNs) and Strategic Gender Interest (SGIs)

PGNs and SGIs

PGNs are those needs which are necessary for survival, growth and development and linked with day-to-day physical conditions of the people. PGNs are the needs identified by women and men which arise out of the customary gender division of labor. PGNs are often concerned with inadequate living conditions such as, water provision, health care, employment.

When the demand of women and/or men for access to some resources/opportunities to perform their existing gender roles increases, they express a PGN. Their demand does not aim to challenge the customary gender division of labor.

PGNs arise from the actual conditions which women and men experience because of the gender roles assigned to them in the society. They are often related to women as mothers, homemakers and providers of basic needs, and are concerned with inadequacies in living and working conditions, such as food, water, shelter, income, health care and employment. For women and men in the lower socio-economic strata, these needs are often linked to survival strategies. Addressing them alone only perpetuates the factors which keep women in a disadvantaged position in their societies. It does not promote gender equality. These are the needs related to the roles of reproduction, production and community work of men and women which when met do not necessarily change their relative position/condition in society, which arise from their gender roles.

PGNs arise out of actual life circumstances that women and men find themselves in because of gender roles assigned to them by the society. It is often associated with women who carry duties of a housewife or a mother, provide for basic needs and deal with situations of inequality (for instance, unequal access to food, water, housing, incomes, medical assistance, and employment). More programs/projects respond to PGNs because they are easier to diagnose than strategic ones. They also create less resistance because they do not directly challenge gender-based power relations. PGNs are often perceived as social and identified in sectors such as health, water and sanitation. In these sectors, it is mainly women (and children) who are most visible as primary users of, for example, water or services.

SGIs are interests which are related with status, dignity, identity and entity of a person as a human being; They reflect a challenge to the customary gender relations, and imply change in relationships of power and control between women and men. SGIs, which women identify arise from their recognition of their subordinate position in relation to men in their society, for example, equal access to employment, equal pay, and equal legal rights. SGIs are termed interests because they are long term and are derived from an analysis of existing discrimination (Caren Levy 1996).

When women and/or men want to challenge the customary gender division of labor and power relations, and when they wish to fight factors that create gender inequalities, they express a Strategic Gender Need. For women, strategic needs are the needs required to overcome the subordinate position of women to men in the society, and relate to the empowerment of women. They vary according to the social, economic and political context in which they are formulated. Usually, equality issues are concerned with enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work and domestic violence, and freedom of choice over childbearing. Addressing them entails a slow transformation of the traditional customs and conventions of a society (ILO, 2000b).

It refers to a higher level of needs of women and men which, when met, help change their status in society, for example, decision-making and access to information. The needs directed at eradication of women's dependence on men in the society is connected to expansion of women's opportunities. They depend on concrete social, economic, and political conditions. Usually, these needs are related to the issues of equality, like equal access for women to employment opportunities and professional training, equal payment for work of equal value, right to own land and real estate, protection from sexual harassment on the workplace and from domestic violence as well as reproductive freedom. Resolution of these issues leads to gradual achievement of gender equality.

Strategic needs:

- i. Women and poverty
- ii. Education and training of women
- iii. Women and health
- iv. Violence against women
- v. Women and armed conflict
- vi. Women and the economy
- vii. Women in power and decision-making
- viii. Institutional mechanism for the advancement of women
- ix. Human rights of women
- x. Women and the media
- xi. Women and the environment

(Source: Beijing Platform for Action, 1995)

The dilemma of whether to prioritize PGNs or SGIs is the question that often arises in our mind. Sometimes, addressing PGNs (for example, construction of a clinic) is given more priority to strategic needs (women's and men's shared control of the clinic) whereas, at times, strategic needs (for example, access to land) are necessary to be addressed before PGNs (for example, farming outputs and income). Strategic needs are strongly linked to decision-making and empowerment. Because of their low level of participation in politics, women cannot promote their PGNs (for example, better health, and competence). Gender specific programs are appropriate to tackle women's strategic needs.

Exercise:**Case Study - One****DarakhSukhad Small Town Water Supply and Sanitation Project, Sukhad, Kailali**

Ms. Dhan Shova Malla lives in Darakha Ward No.5 at Pipaldandatole within the sub-project area of DarakhSukhad Small Town Water Supply and Sanitation Project. There are 5 members - husband, son and a daughter - in her family. Her husband is a driver of the local public transport (tempo), so he leaves home early in the morning and remains outside most of the time as this is the only source of the family income.

Ms. Dhan Shova and her family never had latrine in their home and used to go out in the field, or forest area for open defecation. For her, it was very difficult as she had to go when it was dark, either early in the morning or late in the evening; and it was especially difficult during the night, rainy season, when sick, as she faced the risk of being attacked by wild animals, in particular by snakes during summer time. Due to her economic condition and lack of awareness, they were unable to construct a latrine on their own. Hence, with support and motivation from Water Users and Sanitation Committee (WUSCs), Ms. Shova learnt about the importance of health, hygiene, and sanitation and the use of latrine to avoid number of illnesses, ensuring physical safety and security. However, as she was illiterate she was hesitant to approach the project

for grant support. Her husband then approached the committee and learnt about the OBA program, which supports the ultra-poor with the commitment to construct latrine in his home. He, with support from the WUSC, completed the required procedure and criteria for application submission. The project verified his application and selected him for the OBA subsidy program for latrine construction and tap connection. Required materials and technical support equivalent to Rs. 10,000 was provided for the construction of the household latrine and the pipeline for water has been extended up to her yard which awaits the tap connection. The toilet is made up of permanent plinth, brick masonry superstructure and tin roof. She cleans the toilet every day after its use by the family members. Ms. Shova feels good about the support and says she no longer has to wait until the dark to dispose. She feels that her health has improved alongside health and hygiene of her family.

(Source: Second Small Town Water Supply and Sanitation Sector Project, ADB, 2015)

Case Study - Two

Rainbow Trout Fish Farming, Rasuwa

Mrs. Yangjen Tamang lives with her husband and four children in ThuloBharkhu of ward no. 5 in Syaphru VDC of Rasuwa district. Her family used to produce subsistence vegetables that they sold in the local market for household income. The income was not sufficient to support her growing children and their schooling which led her husband to go overseas for additional income. She then started looking for alternative income and came across an all-woman Multipurpose Cooperative near her town. She became a member of the cooperative and started saving income of Rs. 50 every month. The women members of the cooperative then one day decided to take the risk and started trout fish farming as a viable business. They started on their own in their own homes and land. However, even in two years they were not able to get good economic return as the scale of business was very small and the return did not even reach the members.

Then, the cooperative received information from the District Agriculture Development Office (DADO) regarding the grant and equipment support for potential entrepreneurs. Ms. Tamang represented her cooperative with other two members in the orientation program organized by DADO, and where they got all the details of the program and the information on preparing proposals for agribusiness grant. With technical assistance from DADO the women developed a proposal for leasing land and expand fish farming. Their request for grant of NRs. 33,000,00 was approved and they were able to lease public land for 10 years. They decided to construct 15 concrete raceways for fish farming. The women led cooperative realized the need for business support services such as good quality fingerlings to start with and orientation on book and record keeping. They explored about such support and were able to organize such capacity strengthening for themselves.

With increased confidence in running businesses, the members decided to diversify their business and opened a home stay program targeting tourists visiting the famous trekking route of their district. With the saving from fish farming they renovated the houses and constructed a

toilet with running water, for easy accommodation of guests. As a result, the members started getting guests two tourists a month on an average, who would stay from 5-15 days and liked home-made trout fish and paid Rs. 1000 a day.

With the increasing work load, the women requested the men's group in their area to support them with bringing good quality fingerlings and feeds from Kathmandu, and to take regular supplies to Kathmandu. They facilitated the local bank in taking a loan for buying a small van for transporting feeds and fingerlings. The women were supported by the men in carrying the loads etc. for marketing fish. With increase in the volume of the business, some men were able to cancel their trips to Middle East and remain in the village to support their wives' businesses.

(Source: HIMALI Project, ADB, 2016)

Group Work:

Methods: The participants will be divided into six groups (2 for each role) to read and discuss on the group worksheet. They will discuss for 30 minutes and then share with the larger group.

Group Work Guidelines:

Each group is given the case to read and identify the needs as per the assigned roles.

Roles	Gender Needs		Basic List of Indicators	
	Practical	Strategic	PGNs	SGIs
Productive			Comfortable housing Safe drinking water Adequate water for domestic and other immediate consumption Maintenance of hygiene and sanitation Regular employment Adequate lighting Wage Child-care facilities Health care and insurance coverage for women	Access to capital investment Land rights Ownership of assets Equality in wages Political equality Sharing of domestic and child-care responsibilities by men Legislations to punish the abuse of women Entry of women in non-traditional occupational sectors
Reproductive			Availability of nutritional supplement and food Transportation facilities Electricity Fuel for cooking	Reproductive rights Control over their bodies (non-violence) Equal status of women (constitutional provision)
Community/ Constitutional			Income Availability of provision	Gender budgeting

Key Messages:

- The participants will understand various gender roles and needs in relation to the specific roles.
- Needs and experiences differ due to biological differences, and traditional discriminatory practices, therefore, each need has to be addressed specifically.
- Gender-neutral approach is not able to address their specific needs.
- Normally, fulfillment of PGNs helps to perform gender roles, whereas, fulfillment of strategic needs leads to transforming gender role.

Reading Notes:

PGNs in Productive Roles: The productive roles of women demand that their economic contributions to the family are employment opportunities, wage and income.

SGNs in Productive Roles: In productive roles, the SGNs are to provide training to women in non-traditional entrepreneurship. Putting a land in the name of women gives them the authority for decision-making, and women as agricultural pioneers can increase the agricultural production and evade poverty and hunger.

PGNs in Reproductive Roles: The PGNs in reproductive roles includes, favorable living conditions, health care, safe drinking water, nutritional supplement, child-care facilities, sanitation, transport, family planning facilities and fulfilling of other related needs.

SGNs in Reproductive Roles: Women's control over their lives and bodies could be the strategic gender needs. The attitudinal changes and positive approach on gender relations can address the SGNs of women.

PGNs in Community and Constitutional Roles: Preserving community resources like water, forest, land and other common resources enable to meet the PGNs of women, so, welfare schemes with adequate foresight is important.

Women-friendly environment in the political parties encourages them to participate at the community, local, national and/or international levels, within traditional structures, party politics and/or civil society.

SGNs in Community and Constitutional Role: The SGNs of women in community and constitutional roles are the space for collective organization, freedom of expression, up-gradation of their skills, taking up leadership roles and legal guarantee for women and excluded groups. The more the women are organized, the chances for their empowerment and justice increases in the society.

Indicators of PGNs

- Good housing
- Safe drinking water
- Adequate water for domestic and other immediate consumption
- Maintenance of hygiene and sanitation
- Regular employment

- Adequate lighting
- Wages
- Child-care facilities
- Health care and insurance coverage for women
- Availability of nutritional supplement, food
- Transportation facilities
- Regular employment
- Electricity
- Fuel for cooking
- Income
- Availability of provision

Indicators of SGNs

- Access to capital investment
- Land rights
- Ownership of assets
- Equality in wages
- Political equality
- Sharing of domestic labor and child-care by men
- Legislations to challenge the abuse of women
- Entry of women in non-traditional occupational sectors
- Reproductive rights
- Control over their bodies (non-violence)
- Equal status of women (constitutional provision)
- Gender budgeting

Key Messages:

- Need and experiences differ due to biological differences, traditional discriminatory practices. Therefore, each needs have to be addressed specifically.
- Gender-neutral approach is not able to address their specific needs.
- Normally, fulfillment of PGNs helps to perform gender role, whereas, fulfillment of strategic interest leads to transforming gender role.

Gender Analysis

This is a process of examining roles and responsibilities or any other situation with regard to women/girls and men/boys, with the aim of identifying gaps, raising concerns and addressing them; investigating and identifying specific needs of girls/women and boys/men for policy and program development and implementation. It is an analysis which takes into account the potential differences between women and men, and gender perspectives. This can involve analysis of the situation, conditions, needs, participation rates, access to resources, and control of assets, decision-making powers etc. between women and men, and their assigned gender roles. Gender analysis is not only focused on women and men, but combines it with other dimensions, like age, educational level, class, ethnicity and other social differences in order to get a better picture of the social and economic situation of different groups of women and men.

Gender Assessment

Gender assessment examines how a program or project addresses and responds to gender disparities and inequalities through its objectives, activities, and policies. It responds to two key questions:

- How will the different roles and status of women and men within the community, political sphere, workplace, and household affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently? And their relative status?

Gender Audit

Gender audit is the assessment of the extent to which gender equality is effectively institutionalized in policies, program, organizational structures and proceedings (including decision-making processes), and in the corresponding budget.

GRB

GRB is about ensuring that the government budget, policies and programs are addressing the needs/interests of individuals that belong to different social groups.

Session 3: GESI Practices in Nepal (Experiential Sharing)

Constraints and Opportunities of Public Officials to address GESI

Objectives/Expected Results:

- Understand the existing scenario of gender in the public organizations/sectors of Nepal.
- Analyze the existing situation of gender gap and power relations during decision-making.
- Understand the policies and behavior (institutional level) to support GESI and its major aspects.

Trainers Note:

The trainer should invite a prominent person from related sector or organization as a resource person(s) who can share his/her experience and analytical observations on existing GESI scenario, analyze the gap in power relations during decision-making at the given Terms Of Reference (ToR) in the organization, and share their ways or methods of dealing with such environment.

Key Message:

- Often, the situation women/men see as inequality is treated as a normal situation by others (women/men) because of their different interests, needs and priorities.
- Since gender is a social construct, the power relations during decision-making at an organization is similar to the social context, as the organization member is primarily a member of the society.
- The policies and behavior existing in the organization to address GESI inequality, needs to be communicated at organizational level. In other words, GESI education at organizational level is essential.

Day 2

Session 4: Concept of GESI

Objectives/Expected Results

- Enhance conceptual clarity of exclusion, empowerment and inclusion, and create a common understanding of existing terminologies on GESI mainstreaming and GESI Theory of Change.

Trainer's Note:

The trainer should start the session by linking it with gender discrimination (three forms of discrimination: exclusion, restriction and distinction).

Social Exclusion

Trainer to start the session with a question.

- Who are excluded?

Ask all the participants to stand in a circle. Then, instruct them to respond to the statements that you read out by stepping in front if they believe it to be true, and behind in case of the opposite.

The list of statements is as follows:

- Have you ever experienced discrimination/favor for being a woman or a man?
- Have you received equal opportunity of education in your family?
- Are your decisions heard and given importance to?
- Have you experienced equal treatment at your job?
- Are you equally capable as your co-worker?

Why are they excluded?

Barrier: What are institutional barriers/attitudinal barriers?

Who/what are responsible for social exclusion?

Social exclusion is a result of unbalanced power relations in the society owing to the unequal social structure.

Social exclusion describes the experiences of groups who are systematically disadvantaged because they are discriminated against, on the basis of their gender, geographical location, race, religion, sexual orientation, age, disability, HIV status, migrant status or the place of residence. Exclusion happens in public (formal) institutions like the legal system or health system, as well as the social (informal) institutions like family.

Poor refers to households or persons who consume an average of less than 2,220 calories of food per person per day (Nepal Living Standard Survey, 2010/11).

Excluded groups refer to women, Dalit, indigenous/ethnic groups, Madhesi, Muslim, person with disabilities, elderly people and people living in remote areas, who have been systematically excluded over a long time due to economic, caste, ethnic, gender, disability, and geographic reasons and include sexual and gender minorities (International Development Partner's Group, 2017).

Vulnerable Groups refer to groups of people whose risk of being disadvantaged is situational rather than structural, for example, disaster-affected, HIV/AIDs affected.

In sum, every sectorial agency must understand their area of exclusion in their respective sectors so that appropriate GESI policies are drafted by the agencies to address them specifically.

Empowerment

Bennett (2002) defines empowerment as “the enhancement of assets and capabilities of diverse individuals and groups to function and to engage, influence and hold accountable the institutions that affect them”.

The process of empowerment falls into two parts: 1) enhancement of the assets and capabilities of diverse individuals and groups to function and 2) to engage, influence and hold accountable the institutions which affect their well-being. While it is not compulsory to follow this particular sequence, it is important to understand that attaining sufficient assets and capabilities to earn a secure livelihood is the foundation for everything else.

Whatever we call the second aspect of empowerment, it can rarely be sustained unless some attention is paid to improving access to services and livelihood assets for those who have been structurally marginalized. At the same time, it has also been found that unless the poor are mobilized to take some responsibility for improving their own situation, learn to hold service providers accountable, and to continue demanding more equitable access to livelihood resources, even the most well intentioned top down systems rarely deliver (World Bank Sectoral Analysis Sourcebook, 2003).

As per the International Development Partner's Group (2017), there are two dimensions of empowerment:

Livelihood Empowerment: It is the “enhancement of the assets and capabilities of poor men and women to function”. Livelihood empowerment can be initiated by outsiders (government, donors, NGOs) and involves increasing access to the assets and capabilities that can sustain at

Social Inclusion (Rules of the Game)

Social inclusion is the removal of institutional barriers and enhancement of incentives to increase the access of diverse individuals and groups to development opportunities (World Bank Sectoral Analysis Sourcebook, 2003).

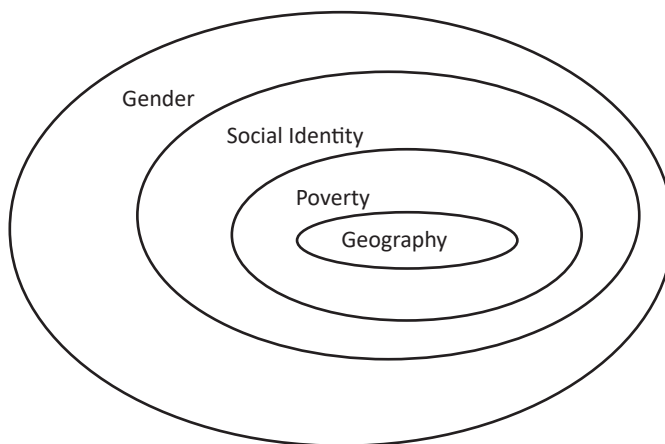
Social inclusion perspective is the process of assessing the implications of a planned action for women and men of varied social groups, including legislation, policies, institutions or programs, in any area and at all levels.

Social inclusion requires changes in incentives and also improved capacity within the state and community organizations so that these organizations can and will respond equally to the demands of all individuals, regardless of their social identity.

Intersectionality and GESI

Intersectionality is the inter-linkage among different dimensions of exclusion i.e. 1. Gender 2. Social Identity 3. Poverty 4. Geography. The dimensions have to be analyzed separately as well as together.

Figure 2: Intersectionality and GESI



GESI Theory of Change

Figure 2, 4 and 5 present a broad understanding of how exclusion emerged and how it can be overcome. They offer some suggestions about the key domains where change is necessary and the kinds of interventions needed.⁴

⁴This section is extracted from GESI Working Group, A Common Framework for Gender Equality and Social Inclusion, IDPG, March 2017.

Figure 3: From Exclusion to Inclusion: People Shape Institutions and Institutions Shape People

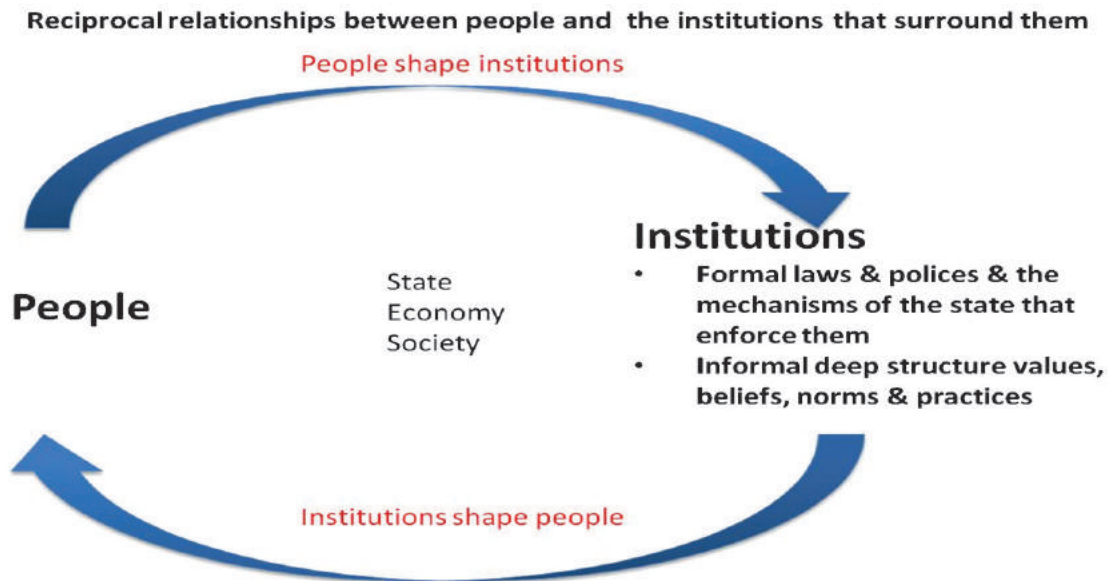


Figure 3 illustrates the reciprocal relationship between people and the state, economy and society in which they live and the institutions that impact them.⁵ We know that it is the people who shape the political, economic and social institutions that surround them, and these institutions or systems shape people by laying out their expected roles, and consequently, the privileges and obligations attached to those roles. It is often useful to think of institutions as the “rules of the game that determine human interactions”.⁶

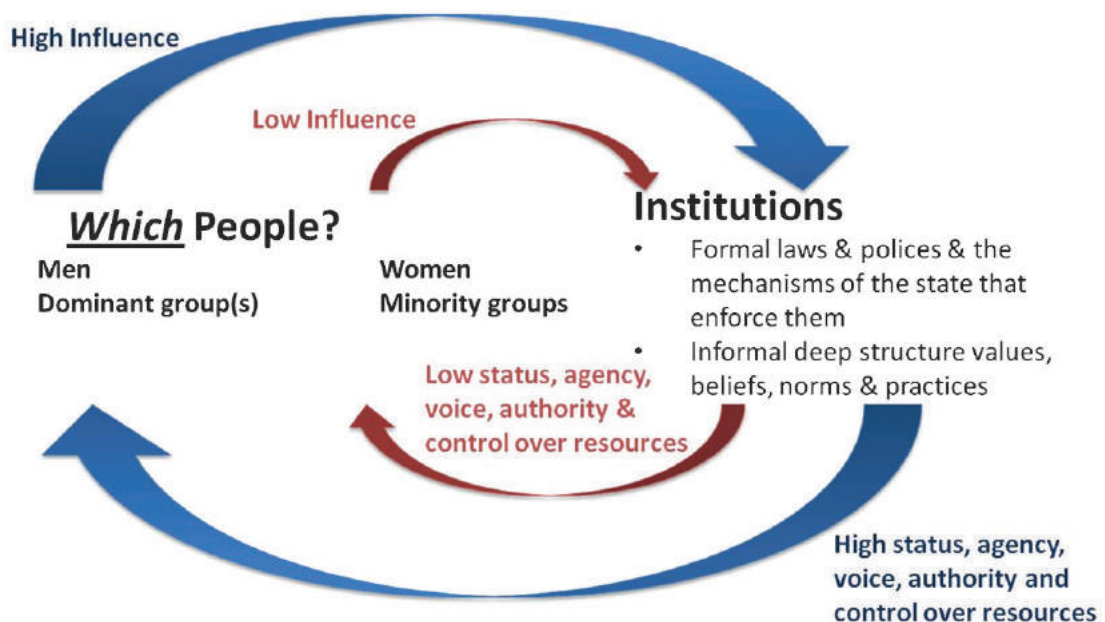
As noted in the discussion above, some of these institutions are formal, including the Constitution itself, the laws and policies of the state and the mechanisms of the government that enforce and implement them. Equal to, or perhaps even more powerful than the formal institutions, are the informal institutions like patriarchy and gender norms, social perceptions of women/girls, men/boys, the caste hierarchy, the norms of hospitality, loyalty and politeness and the web of mutual obligation entailed by kinship and political networks. These kinds of institutions are harder for outsiders to see and understand because they are generally implicit or assumed by the people within them. Often, like gender roles, they are so taken for granted that focused efforts at awareness raising and attitudinal change are needed to make them visible to those whose worldviews they have shaped and thereby, make amenable to critical analysis and change.

⁵The boundaries of the state, the economy and society are not co-terminous (and this can be a source of conflict), but these three domains are closely intertwined and often reinforce each other.

⁶Douglass C. N. (1990). “Institutions, Institutional Change and Economic Performance.” Cambridge: Cambridge University Press.

Figure 4 illustrates that, in each society, those with more power and status have more influence on shaping the rules of the game in their favor, and perpetuating their dominance. This is not necessarily a conscious plan on the part of the dominant group or groups. At a certain point, it may have been functional for collective survival, but over time, this dominance becomes naturalized, justified by the prevailing values and beliefs and understood by those within it as part of the natural or divine world rather than something socially constructed. This is one of the reasons behind the difficulty to change some forms of exclusion.

Figure 4: From Exclusion to Inclusion: Who has the Most Influence on the Institutions that Shape the State, Economy and Society?



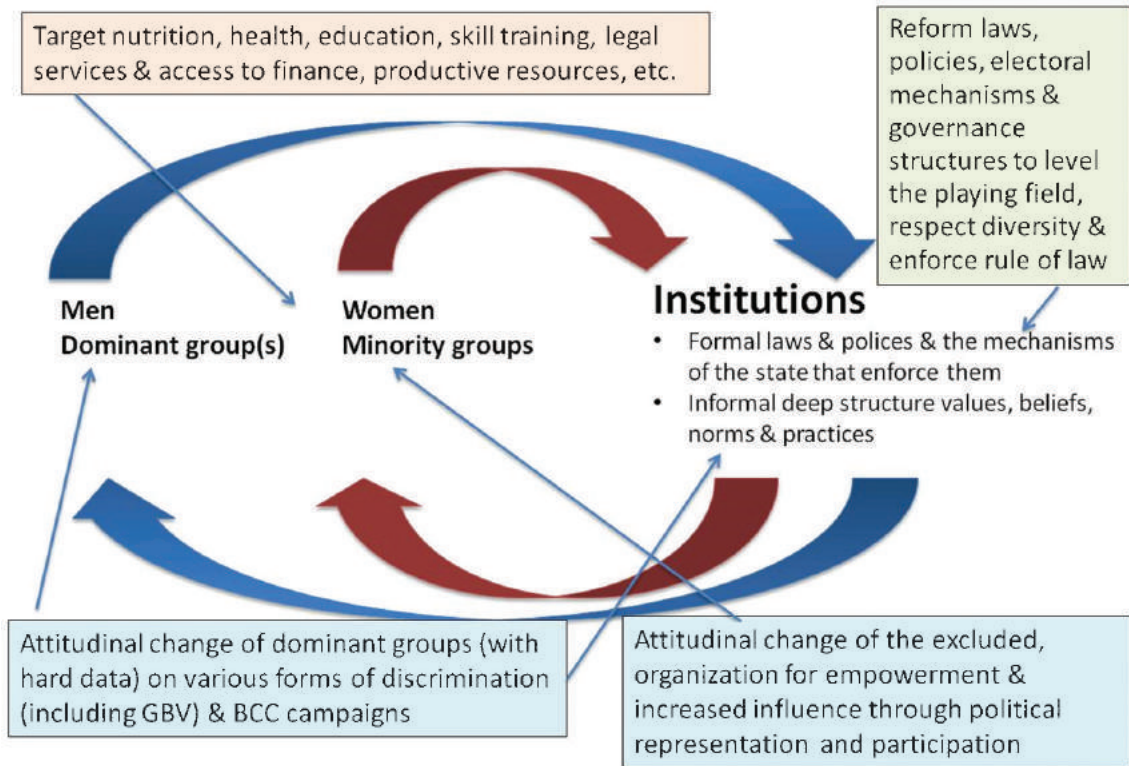
Basically, to have strong influence on the institutions of one's society and state, is a large part of what it means to be included. In comparison to women and LGBTIQ persons, men are always among the included – to varying degrees, depending on the other dimensions of their identity. However, the other social determinants of dominance differ across societies and over time. Figure 3 sums up the current specifics of social inclusion/exclusion and vulnerability in Nepal, based on the preceding discussion.

Figure 5: From Exclusion to Inclusion: Who are the Included and Excluded in Nepal?

THE INCLUDED	THE EXCLUDED
<ul style="list-style-type: none"> • Men (especially those from high status groups) • The well-off/higher class • "Dominant Group (s)" as defined in Nepali society by: <ul style="list-style-type: none"> - Caste/ethnicity: Khas, Arya - Region: Hill therefore, hill people - Religion: Hindu - Language: Nepali • - Assets: Land owner • Heterosexuals • Citizens • Persons without disabilities • Adults in prime • People living in the capital, urban areas 	<ul style="list-style-type: none"> • Women • The poor/lower class • Marginalized/excluded groups as defined in Nepali society by: <ul style="list-style-type: none"> - Caste/ethnicity: Dalits, OBCs and Adibasi Janajatis - Region: Plains, therefore people from the plains or Madhesis - Religion: Muslims and other non-Hindus - Language: Non-Nepali languages - Assets: Landless • LGBTIQ community • Non-Citizens • Persons with disabilities • People living in remote/difficult geographical locations (for example, Far West and Karnali)
THOSE NOT VULNERABLE	THE VULNERABLE
<ul style="list-style-type: none"> • People living in areas unaffected by earthquakes, floods or droughts. • HIV negative people • Those not employed in sex work or trafficked • Adults in prime 	<ul style="list-style-type: none"> • People living in areas affected by earthquakes, floods or droughts • HIV affected people • Sex workers and trafficked people • Children, adolescents, older people

Figure 6 presents three different clusters of GESI interventions intended to deliver change in the immediate-term, medium-term and long-term, leading to a more inclusive state and society. These are generic interventions that would need to be tailored to fit the specific needs of different excluded groups, and the available opportunities for action at different historical moments.

Figure 6: What can we do to "Rebalance Power" and Reduce Exclusion?



Key Messages:

- Gender, caste, ethnicity, location and other factors of exclusion are interlinked and cannot be treated in isolation.
- All forms of exclusion are an expression of power relations; empowerment of the excluded and changing formal and informal policies and mind-sets are the means to change power relations effectively.

Session 5 and 6: Gender Mainstreaming

Objectives:

- Understand and analyze GESI mainstreaming framework and tools, and application in policy, institution, planning, budgeting and monitoring.
- Enhance skills to apply tools for GESI mainstreaming.

Trainer's Note:

Brainstorming session with the following questions.

Participants to ask the following questions in the plenary.

- What impact does smoking in public place have on women and men?
- What impact does it have on pregnant women?

In some conditions, the impact of smoking is different on women and men.

Key Learning:

The needs of women and men are different so they have to be addressed differently in an institution.

What is Gender Analysis?

The European Commission (1998) defines gender analysis as 'the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc., between women and men in their assigned gender roles'. It provides information on the different roles of women and men at different levels in policies, programs and projects; their respective access to and control over resources, and the material and non-material benefits of the society; and their gender-specific needs, priorities and responsibilities.

It explores the relationships of women and men in a society, and the unequal power in those relationships. It brings inequalities to the surface for people who can make a difference (Oxfam GB, 2014). The purpose of conducting gender analysis is to identify the specific aspects of gender relations and inequalities that are present in the program context, and to examine their implications for program design and implementation.

It helps to gain an understanding of the different patterns of participation, involvement, behavior and activities that women and men have in economic, social and legal structures, and its implications. It should not only describe the current state of gender situation, but also explore the causes and effects of gender disparities among the population. Looking at the reasons behind inequalities and discrimination helps to set relevant objectives for addressing them, and determining suitable activities to eliminate inequalities.

Why Gender Analysis Focuses on Women?

The focus is on women as gender equality is yet to be achieved globally. Since it is women who are generally excluded or in a disadvantaged position, in terms of socio-economic resources and decision-making, efforts to identify and address imbalances and differences should focus on women's actual position. But it is increasingly being recognized that analysis and policies/strategies must focus on men as well as women, and on the relations between men and women in order to achieve real change.

Gender Analysis Frameworks

There are a number of gender analysis frameworks with different conceptual frameworks. As gender roles and relations change over time, it is important to measure its impact on projects/programs and on society over time. The Harvard Framework and the Longwe Framework in particular do not include time as a variable; whereas, the People-Oriented Planning (POP) Framework and the Social Relations Approach are centered on change over time. A gender analysis which primarily focuses on roles takes its starting point as the gender division of labor, and the gendered distribution of resources. A gender role analysis looks into the community in terms of who does what, who has what, and so on; whereas, gender analysis focuses on relations, looks into the community in terms of how members relate to each other - what bargains they make, what bargaining power they have, how power relations interplay etc.

Gender Analysis Frameworks

Harvard Analytical Framework
 Social Relations Approach Framework
 Capacities and Vulnerabilities
 Analysis Framework
 Women's Equality and Empowerment
 Framework (Sarah Longwe
 Framework)
 Gender Analysis Matrix Framework
 Caroline Moser Framework
 People Orientated Planning
 Framework

The Social Relations Approach is the only framework that facilitates carrying out a gender-relations analysis over time and also carries out self-assessment of institutional policies and strategies to examine how institutions can pose biases into the planning process.

Gender Analysis Frameworks

Harvard Analytical Framework

The Harvard Analytical Framework, also called the Gender Roles Framework, is one of the earliest frameworks for understanding differences between men and women in their participation in the economy. Framework-based gender analysis has great importance in helping policy makers understand the economic case for allocating development resources to women as well as men. The Harvard Analytical Framework is used to collect information from the community and from households. It describes who does each activity, who has access and control of resources and the influences on gender roles.

The Activity Profile answers the question, "who does what?" for all the relevant productive and reproductive tasks. The Access and Control Profile identifies the resources used in the tasks identified in the Activity Profile, and defines who has access to these resources and who controls their use. It also identifies the benefits that are realized from each activity, and who has access to and control over these benefits. The Influencing Factors section identifies factors that cause the differences of roles of each gender identified in the two profiles. These may indicate areas where there are opportunities to change gender roles. A project using the framework will have identification, design, implementation and evaluation stages. The framework also provides a series of checklists and questions to be asked at each stage.

Social Relations Approach

The Social Relations Approach to Gender and Development (GAD) planning was developed by Dr. Naila Kabeer at the Institute of Development Studies, University of Sussex, UK, in collaboration with policy-makers, academics, and activists, primarily from the South. It has been used by government departments and NGOs for planning programs in many countries. The thinking has a socialist feminist background. Key elements of the approach are:

- the goal of development as human well-being
- the concept of social relations
- institutional analysis

The following discussion of the Social Relations Approach adapts works by Dr. Naila Kabeer in *Reversed Realities: Gender Hierarchies in Development Thought*, Verso, UK, 1994. It also draws on an internal paper written for Oxfam by Dr. Naila Kabeer and Ramya Subrahmanian in 1996, entitled 'Institutions, Relations and Outcomes: Concepts and Methods for Training in Gender-aware Planning'.

Aims of the Framework

The Social Relations Approach is intended as a method of analyzing existing gender inequalities in the distribution of resources, responsibilities, and power, and for designing policies and programs which enable women to be agents of their own development. The framework uses concepts rather than tools to concentrate on the relationships between people and their relationship to resources and activities, and how these are re-worked through 'institutions' such as the state or the market.

Dr. Naila Kabeer stated that a narrow application of the Social Relations Approach, examining a particular institution, will highlight how gender inequality is formed and reproduced in individual institutions. A broader application, focusing on a number of institutions in a given context, will reveal how gender and other inequalities cross-cut each other through different institutions' interactions, thus producing situations of specific disadvantage for individuals.

The main concepts of the Social Relations Approach are:

Social Relations Approach Concept 1: Development as Increasing Human Well-being

In the Social Relations Approach, development is primarily about increasing human well-being. It is not simply about economic growth or improved productivity. Human well-being is seen as concerning survival, security, and autonomy, where autonomy means the ability to participate fully in those decisions that shape one's choices and one's life chances, at the personal and collective level. Therefore, development interventions must be assessed not only in terms of technical efficiency, but also in terms of how well they contribute to the broader goals of survival, security, and human dignity.

Similarly, it explains that the concept of production does not just include market production but all the activities which contribute to human well-being, including all those tasks which people perform to reproduce human labor (caring, nurturing, looking after the sick), those which poor people carry out to survive; and those performed in caring for their environment which ultimately assures their livelihood.

Social Relations Approach Concept 2: Social Relations

Dr. Naila Kabeer used the term 'social relations' to describe the structural relationships that create and reproduce systemic differences in the positioning of different groups of people. Such relationships determine who we are, what our roles and responsibilities are, and what claims we can make; they determine our rights, and the control that we have over our own lives and those of others. Social relations produce cross-cutting inequalities, which ascribe each individual a position in the structure and hierarchy of their societies. Gender relations are one type of social relations (sometimes known as the social relations of gender). Others include those of class, race, ethnicity, and so on. Social relations change, they are not fixed or immutable. Changes at the macro level can bring about change in social relations.

Dr. Naila Kabeer argued that, in order to understand how social differences and inequalities (in roles, responsibilities, claims, and power) are produced, reinforced, and reproduced through institutions, we must move beyond the official ideology of bureaucratic neutrality, and scrutinize the actual rules and practices of institutions to uncover their core values and assumptions.

The Social Relations Approach also challenges the myth of the independence, or separateness, of institutions. It asserts that they are inter-related, and that a change in the policy or practice in one institution will cause changes in the others. For instance, it is often assumed in the development work that a change in one sphere - for example, an intervention which provides inputs to enable men in the community to grow more cash crops - will be self-contained, and will not have an impact on the other spheres, such as the household. However, we all know that this official picture hides much. Changes in policy or practice on the part of the state and market affect relationships within the family, and changes within the family also have an impact on the market and the state.

Development planners and practitioners must therefore, pay attention to the interactions between institutions. In planning an intervention which deals with institutions such as the household or the community, an NGO will first need to know what the state's policies are, and who is setting the agenda for the country where it aims to work. They must also recognize that institutions are capable of change - indeed, they adapt constantly, in order to respond to change in the external context. Institutional change is brought through practices of different institutional actors, and processes of bargain and negotiation.

- What is done?
- How is it done?

- Who will do it?
- Who will benefit?

Rules allow everyday decisions to be made with minimum effort. Their disadvantage is that they entrench ways of doing things, often to such an extent that they seem natural or unchangeable.

Activities:

What is Done?

Institutions try to achieve goals by following their own rules. These activities can be productive, distributive, or regulative. It is important to ask the following questions about the activities:

- Who does what?
- Who gets what?
- Who can claim what?

Institution's rules ensure that there is a routinized pattern of practice for carrying out tasks. As a consequence, certain tasks get attached to certain social groups, so that it seems that these groups are only capable of doing that particular task. For example, the strong association of women with the tasks of caring for the young, the sick, and the elderly - both within the household and within state and market institutions - is often explained in terms of their 'natural' maternal predispositions.

Rewards are attached to tasks; these vary according to who does what. For instance, doing the housework receives less recognition than ploughing the family land. Such a hierarchy of rewards reinforces inequalities between women and men, or between age groups.

People who carry out a particular task for a long time become very good at it. In this sense, the gender division of labor has the effect of self-fulfilling prophecy. The attributes which give women an advantage in certain jobs and occupations - nurturing skills, patience, managing budgets, have been acquired through their cultural assignment of the tasks and responsibilities within which these traits are likely to be developed.

In the final analysis, institutional practice must be changed if unequal relations are to be transformed.

Resources:

- What is used?
- What is produced?

Institutions also mobilize and distribute resources. These may be human resources (for example, labor, education, and skills), materials (food, assets, land, or money), or intangible resources (information, political, clout, goodwill, or contacts).

Very often, the distribution of resources corresponds to an institution's rules. Thus, in societies where women are required to contribute to family food provisions, they are more likely to enjoy independent access to land and other resources. In contrast, in societies where it is the men's responsibility to feed the family, men are given privileged access to resources within the household, state and market institutions.

People: Who is in, who is out, and who does what? Institutions deal with people and are selective about:

- Who they include and exclude?
- Who is assigned various resources, tasks, and responsibilities?
- Who is positioned where in the hierarchy?

This selection reflects class, gender, and other social inequalities. For example, if you look at the household you will find that specific households allow specific people in - perhaps one is not meant to marry across class, race, or ethnic dividing lines. The market also excludes and includes specific categories of people. In Britain, high-powered jobs are normally held by white, English, middle- or upper-class men.

Institutions embody relations of authority and control. Few institutions are egalitarian, even if they profess to be so. The unequal distribution of resources and responsibilities, together with the official and unofficial rules which promote and legitimize this distribution ensures that some institutional actors have authority and control over others. These individuals then promote practices which entrench their privileged position, and they are most likely to resist change.

Social Relations Approach Concept 4: Institutional Gender Policies

Dr. Naila Kabeer classifies policies into three types, depending on the degree to which they recognize and address gender issues (see diagram).

Gender-blind Policies: These recognize no distinction between the sexes. Policies incorporate biases in favor of existing gender relations and therefore, tend to exclude women.

Gender-aware Policies: These recognize that women as well as men are development actors, and that they are constrained in different, often unequal, ways as potential participants and beneficiaries in the development process. They may consequently have differing and sometimes conflicting needs, interests, and priorities. Gender-aware policies can be further sub-divided into three types.

Gender-neutral policy approaches use the knowledge of gender differences in a given society to overcome biases in development interventions. They aim to ensure that interventions target and benefit both sexes effectively to meet their practical gender needs. Gender-neutral policies work within the existing gender division of resources and responsibilities.

Gender-specific policies use the knowledge of gender differences in a given context to respond to the practical gender needs of either women or men; they also work within the existing gender division of resources and responsibilities.

Gender-redistributive policies are interventions which intend to transform existing distributions to create a more balanced relationship between women and men. They may target both women and men, or only one group specifically. Gender-redistributive policies touch on strategic gender interests; they may work on women's practical gender needs, but do so in ways which have transformatory potential, i.e. which help create supportive conditions for women to empower themselves.

These different approaches are not mutually exclusive, and one may be a precursor to another. For instance, in situations where gender-blind planning has been the norm, moving towards gender-neutral policies would be a significant shift forward. In some situations, it may be counter-productive to start with gender-redistributive policies, and a better approach may be a gender-specific policy, meeting PGNs.

Readings:

Jackson. C & R. Pearson. (2000). *Feminist Vision of Development, Gender Analysis and Policy*. Routledge.

Social Analysis

Mainstreaming a social inclusion perspective is the process of assessing the implications for women and men of different castes, ethnic groups, of legislation, policies, institutions, programs, budget in any area and at all levels.

Rules that a society has formed about women and men of different castes and ethnic groups determine their roles and responsibilities and give social permission for their claims, rights and obligations within these institutions. Men of advantaged groups, in most societies and under most conditions, have more authority and control than women and other excluded groups because of the unequal distribution of resources (tangible and intangible) and responsibilities and the cultural rules that maintain inequalities in distribution. Therefore, these men have a greater capacity to mobilize a variety of economic and social resources at home, within the community, in the market and within the state.

Thus, a social analysis is essential to identify the existing power relations in the area one works in and how the interventions affect that. A social analysis must be a broad analysis of power relations capturing gender, caste and ethnic realities of the household and community. It will have to use a variety of participatory research analysis methodologies and tools. Some of the issues it should cover are: division of labor, access to and control over resources, benefits profile, mobility profile, social practices profile.

For example:

The project plan must be based on an understanding of:

- Who (which women and which men reflecting caste and ethnicity) are putting in what kind of labor in the project area concerning the project services and other key services?
- Who (which women and which men) are accessing what resources in the project area, for example, services being offered by different interventions?
- Who (which women and which men) are making the decisions about project related sector issues, use and management of resources and benefits?
- What kind of practices exist in the community which can affect women, Dalits and other excluded caste/ethnic groups? For example, mobility constraints of women, absence of social permission for women for public speaking, violence against them, caste-based practices like untouchability which will not allow Dalits to access services, use of language which is inclusive or exclusive of different social groups.

A social and gender profile of labor, access and decision-making patterns should be developed to identify the existing power relationships between women and men, and between different castes/ethnicity regarding program resources. These should include discussions on issues of discrimination and violence, and identify the various shifts in the recent times and reasons behind them.

There are many participatory tools like well-being ranking, resource mapping, Focus Group Discussion which are in practice in Nepal. A conscious assessment has to be done in using these tools to ensure that gender and social inclusion issues are being covered, and after the information is collected and analyzed.

GESI Analysis: The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making power, etc. between women and men, poor and people of socially excluded groups (European Commission, 1998).

Readings:

Oxfam GB. (2014). Quick Guide to Gender Analysis. Retrieved from www.oxfam.org.uk/policyandpractice

C. March, I. Smyth, & M. Mukhopadhyay. (1999). A Guide to Gender-Analysis Frameworks. Retrieved from <http://policy-practice.oxfam.org.uk/publications/aguide-to-gender-analysis-frameworks-115397>

SDC. (2003). Gender in Practice: A Tool-kit for SDC and its Partners. Retrieved from <http://www.preventionweb.net/english/professional/publications/v.php?id=9533>

Richardson. K. (2004). *See Both Sides: A Practical Guide to Gender Analysis for Quality Service Delivery*. United Kingdom: Oxfam GB.

UNDP. (2001). *Learning & Information Pack: Gender Analysis*. Gender in Development Programme.

Gender Mainstreaming

Mainstreaming gender perspective in all types of activities (referred to as gender mainstreaming) is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a means to the goal of gender equality. Mainstreaming was established as the global strategy for promoting gender equality through the Platform for Action at the United Nations Fourth World Conference on Women in Beijing in 1995. The need to ensure that attention to gender perspectives is an integral part of interventions in all areas of social development was made clear in that document. For example, in the chapter on Women in power and decision-making, paragraph 189 specifically addresses mainstreaming: “In addressing the inequality between men and women in the sharing of power and decision-making at all levels, Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made of the effects on women and men, respectively” (Beijing Platform for Action, 1995, p. 80).

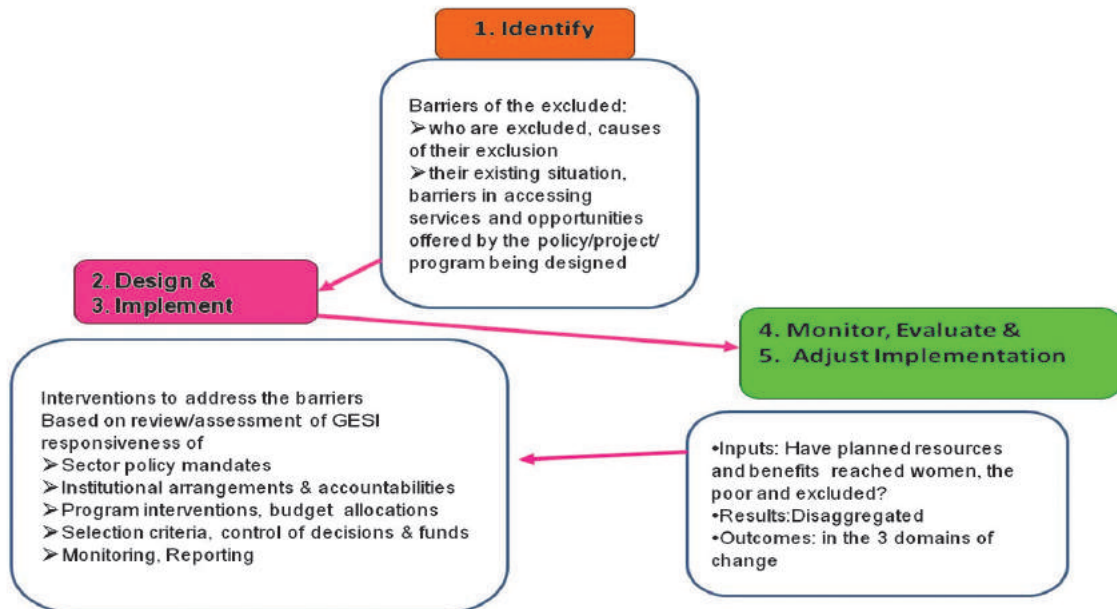
Mainstreaming is not about adding on a ‘women’s component’, or even a ‘gender equality component’ to an existing activity. It involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programs and projects. Mainstreaming can reveal a need for changes in goals, strategies and actions to ensure that both women and men can influence, participate in and benefit from development processes. It may require changes in organizations – structures, procedures and cultures – to create organizational environments which are conducive to the promotion of gender equality (UN Women fact sheets).

It concerns planning, organization, improvement and evaluation of policy processes so that a GESI perspective is incorporated in all development policies, strategies and interventions, at all levels and at all stages by the actors normally involved therein (European Parliament and of the Council on Promoting Gender Equality in Development Cooperation, 2004).

Conceptual Framework for Mainstreaming GESI

There are five key steps for mainstreaming GESI (see figure below):

Figure: Steps for Mainstreaming GESI



Source: World Bank/Department for International Development/Asian Development Bank, 2010

- Identifying the women and excluded groups, especially, those who are not accessing services or enjoying development benefits equally as others, and the reason for their exclusion from access to services and opportunities;
- Designing and implementing policy and/or program-level responses that address the barriers; and
- Monitoring, evaluation, redesign (if needed) and continued M&E to ensure that planned resources and actions have reached women and people of excluded groups. Figure 1 visualizes the steps for mainstreaming gender.

First Step: Identification

Requires identifying the existing status of women/girls and people of excluded social groups in the project area, based on disaggregated qualitative and quantitative data and assessment of the available evidence. Analysis is necessary to understand how exactly gender and other forms of discriminations occur. The key actors in existing service provision offices also need to be critically assessed in terms of their ability (and incentives) to change their behavior and values, in case of discriminatory attitudes and behavior towards women and people of excluded social groups exist, and to transform processes and mechanisms.

Second and Third Step: Design and Implementation

Once the socio-cultural barriers and weaknesses in the policy framework or delivery system are understood, it is important to find ways to address these through interventions. This may require changes in policies, program activities, resource allocations, institutional arrangements and staff incentives, as well as changes in the monitoring and reporting systems.

Fourth and Fifth Step: Monitoring, Evaluation and Reporting, Re-planning

M&E systems need to be designed to collect disaggregated data on outputs, outcomes and development results, and to be linked into management decision-making in such a way that data on failures can prompt decision-makers within the system to take actions to understand and find a remedy to the situation. Reporting formats need to capture information with sex, caste/ethnicity, geographical location, income and age (where relevant) disaggregation.

General Issues and Trends Regarding Gender

Before understanding the importance and other aspect of gender mainstreaming, one should know the differences in issues and trends among women and men. Gender is an issue because of the fundamental differences and inequalities between women and men. These differences and inequalities may vary from country to country and amongst communities. The following are common issues that exist throughout the world in different scales:

- **Inequalities in Political Power:** It results in low visibility of women’s perspectives and unbalanced power relations (access to decision-making, representation, etc.).
- **Inequalities within Households:** Inequalities in negotiating and decision-making potential, and access to resources results in increased discrimination, superiority and inferiority status and unequal power structure.
- **Differences in Legal Status and Entitlements:** Despite national constitutions and international instruments that proclaim equal rights for women and men, there are many instances in which equal rights to personal status, security, land, inheritance and employment opportunities are denied to women by law or practice.
- **Gender Division of Labor within the Economy:** In most countries, women and men are assigned the job as per their sex. Women are more likely than men to be in low-paid jobs and “non-standard” work (part-time, temporary, home-based) than men, and to have less access to productive assets such as, education, skills, property and credit.
- **Inequalities in the Domestic/Unpaid Sector:** In many countries, it is women who shoulder most of the responsibilities and tasks related to the care and nurturing of the family (including laundry, food preparation, childcare, care of the sick and cleaning as well as family food production and water and firewood provision) resulting in poor health and dependency on male.
- **Violence Against Women:** Gender inequality is also manifested in gender-based violence, either by a woman’s intimate partner (domestic violence), or in sexual exploitation through, for example, trafficking of women and girls.
- **Discriminatory Attitudes:** Gender inequalities are not only economic, but are also reflected in other ways that are difficult to measure and change. Ideas about appropriate behavior, independence, and aptitudes are often grounded in gender stereotypes and vary for women and men.

The concept of gender mainstreaming was first proposed at the 1985 Third World Conference on Women in Nairobi, Kenya. It was eventually featured in 1995 at the Fourth World Conference on Women in Beijing.

Across the entire policy and issue spectrum, this strategy seeks to ensure that:

- The analysis of issues and the formulation of policy options are done through consideration of gender differences and inequalities.
- Opportunities are sought to narrow gender gaps and support greater equality between women and men.

Approaches of Mainstreaming:

Heading	Approaches	
	Women Focused	Gender Focused
The Focus	Women	Relations between women and men.
The Problem	Exclusion of women.	Unequal relations that prevent equitable development and meaningful participation of women and men.
The Goal	More efficient, effective development.	Equitable development with women and men sharing decision-making and power, opportunities and resources.
The Solution	Integrate women into existing structures.	Transform unequal relations and structures; empower the disadvantaged and women.
The Strategy	Women focused projects. Increase women's productivity, income and ability to manage the household.	Identify and address practical and strategic needs determined by women and men to improve their conditions.

The Concept:

Gender mainstreaming is not:

- A woman's issue.
- Solely about improving access to or of balancing the statistics.
- About having well-written statements.
- About blaming for existing inequalities.
- About only women taking action.
- About only women benefiting from it.
- About stopping or replacing gender specific policies and projects targeted at either women or men.

Gender mainstreaming means:

- Those differences between women and men, which may never be used as a ground for discrimination.
- Long-lasting changes in the society, transforming parental roles, family structures, labor market and gender impact and the organization's work, time and even institutional practices.
- Reshaping the mainstream rather than adding activities for women at the margins.
- A partnership between women and men to ensure both participate fully in society's development and benefit equally from society's resources.
- Responding to the root causes of inequality and putting remedial actions in place.
- Ensuring that initiatives not only respond to gender differences but seek to reduce gender inequality.
- Asking the right question to see where limited resources should be best diverted.
- More attention to men and their role in creating an equal society.

Gender mainstreaming is "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, and societal spheres so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal is to achieve gender equality" (United Nations ECOSOC, 1997, Chapter 4).

At the policy level, it is the management of knowledge from gender perspective; at the programmatic level, it is the activities incorporating the experiences and needs of men and women; at the implementation level, it is coordinated participation; and at impact level, it is ensuring substantive equality of men and women.

Operational Framework for Mainstreaming Gender

Mainstreaming Gender Operational Framework is adapted from the Social Relations Analysis Framework, first developed by Dr. Naila Kabeer. This framework has been adapted and used extensively globally. The framework analyzes policies/directives/guidelines (any statement that provides policy direction), institutional arrangements (human resource policies especially of recruitment, staff diversity, performance evaluation, functions/powers of staff), program/operational activities and financial allocation/expenditure, and M&E and reporting systems of the program.

It means that the policies, institutions and programs/finance must be analyzed from GESI perspective to understand how GESI is created within it. This must be done in all contexts and arenas.

<p style="text-align: center;">POLICY ANALYSIS</p> <p>Policy provisions for addressing the issues of GESI at the policy level.</p>	<p style="text-align: center;">INSTITUTIONAL ANALYSIS</p> <p>HR policy, analysis of disaggregated data of staff, responsibilities and competencies of staff, criteria of performance evaluation, work culture, organizational values and practices.</p>
<p style="text-align: center;">PROGRAMING AND BUDGET ANALYSIS</p> <p>Specifically targeted budget for women, poor and the excluded; Not directed but supportive budget/programs for women, poor, excluded, Neutral or does not recognize or address barriers of women, poor, excluded.</p>	<p style="text-align: center;">MONITORING, EVALUATION AND REPORTING ANALYSIS</p> <p>Space for disaggregated information, indicators to map out the overall benefits and evidences about changes in issues affecting the women, poor and excluded groups in access to resources and services, increase in voice and influence, change in the rules of the game.</p>

Trainer's Note:

Trainer to explain the following by using power-point slides:

GESI analysis recognizes that:

- Women and men's lives and lives of people of different social groups are different and therefore their experiences, needs, issues and priorities are different.
- Women and men's lives are not the same; the interests that women have in common may be determined as much by their social position or their ethnic identity as by the fact that they are women.
- Life experiences, needs, issues, and priorities vary for women and men and for different groups of people (depending on age, ethnicity, disability, income levels, sexual orientation).
- Different interventions/strategies may be necessary to achieve equitable outcomes for women and men and different groups of people.

Framework for GESI analysis includes five key steps:

- Identifying the women, poor and excluded groups, especially, those who are not accessing services or enjoying development benefits equally as others and the reasons for their exclusion from access to services and opportunities.
- Designing policy and/or program-level responses that address the barriers.
- Implementing as planned or re planned.
- Conducting M&E to check if and how effectively planned resources and actions have reached women, the poor and the excluded; and (if M&E findings show the need).
- Redesigning and continuing M&E.

Policies in the form of directives and instructions exist at all levels. Some are formal and official, others are informal and traditional. Analysis of such strategic mandates (policies) assists

in identifying which policies are addressing or are reinforcing gender and social inequality, and reducing, maintaining or increasing gender, caste/ethnicity, income and location based disparities. This analysis will, in turn, guide the design of appropriate strategies to address the identified barriers.

There are different ways in which gender and inclusion/exclusion may be present or absent in policies. From a GESI perspective, directives and instructions can be of three kinds: neutral, specific and transformative.

Neutral policies are based on the assumption that all citizens are equal and will be able to access resources and benefits generated from the policy. They do not recognize that certain groups of people experience different barriers. If the policy assumes that all will be treated equally, can access service or benefit equally, then, the assumption is wrong. The directive has not recognized that women, poor and the excluded experience barriers (refer to the socialization exercise examples and also to the quiz for barriers that women, poor and the excluded experience).

Policies can be specific i.e. targeting only women or men, Dalits or Janajati or any other target group but they do not always address the issues arising of the existing power-relations between women and men or between different caste/ethnic groups. If the policy has specified certain directions for a specific target group of women, poor and the excluded then it has recognized that they experience barriers and hence, it is GESI sensitive. It is specific because it is targeted. While this kind of policy is better than the neutral policies, it does not challenge existing division of labor or decision-making authority.

If policies have specified provisions that address structural causes of inequality, work towards removing the causes of the violence or discrimination against women, poor and the excluded group which transform unequal relations, then it is called transformative policies. This is ideal, and something to be achieved. The policies, which seek to redistribute resources, responsibilities and power more equally between women and men, between different caste/ethnic groups are the ones, which can bring about the most changes for equity and equality. These policies do not simply channel resources to women or the excluded within the existing framework but require some people in power to give up some privileges and take on the responsibilities.

Key Message of Policy Analysis: Policies are statements of intent and provide the framework within which actions can be taken. So, unless the policies are GESI sensitive, the mandate for all relevant actors to address these issues will not be present and work cannot progress systematically.

Institutional Analysis: To review institutional arrangements to identify ways in which GESI is addressed or not addressed. Explain the following:

The purpose of institutional analysis is to review the rules and systems, structures and practices within the institution and to reflect on the composition of staff, ToRs, HR policies, staff evaluation system of an organization and review it for its gender and inclusion sensitivity

Institutional analysis is necessary because of its significance at two levels, the extent to which gender and social equality policy commitments will be formulated and then effectively implemented depends on the understanding, skills and commitment of staffs in policy-making, planning and implementation roles

Most institutions have official rules and procedures but unofficial norms and practices operate informally and influence institutional results. For example, low recruitment of pregnant women even though the women are officially encouraged to apply; lack of recruitment of persons with disability due to lack of suitable infrastructure or attitude/thinking.

An institution has to analyze its own official and unofficial rules and practices about roles and responsibilities of men and women, of different caste and ethnic groups and their equitable access to and control over organizational resources to be able to ensure gender and equity sensitive results. Officially, all institutions present a picture of equality and non-discrimination. But, they also share common norms and assumptions which lead to systematic creation and maintenance of social inequalities. For instance, official rules of recruitment, which may appear neutral and based on principles of merit can be inequitable (for example, official rules of recruitment in development projects/institutions such as, post graduate degree and 5 years of experience may not apply to women and Dalits/Janajatis).

Rules/processes such as, uninterrupted work experience, frequent transfers, extremely high qualifications, lack of lateral entry into careers mean that women do not get equal chance as men due to gender constraints; rules seeking high academic qualifications, language skills put Dalits and some ethnic groups in a disadvantageous position as majority of them may not have the same academic qualifications due to historical discriminations.

Reviewing who has the responsibility to work on gender and inclusion issues and how the tasks/responsibilities for such work are included in the duties of the program staff is important. If there is no one (individual or team) responsible for GESI, there will be negligence of work on the issue, as dedicated time of staff will not be directed on this work.

If there is no mention of working on gender or inclusion issues or for providing services to women and people of excluded social groups, there will be less focus on those who need extra support because of the barriers they experience.

Key Message:

Institutions are a framework of rules, understood and accepted by all, for achieving certain goals. The rules and practices within institutions need to be reviewed to identify ways in which social inequity is created and maintained as a relationship of inequality.

Programing and Budget Analysis:

Objectives:

To strengthen skills to integrate GESI in programing and budgeting.

Explain the following:

GESI analysis of program and budget can indicate whether these are i) specific (i.e targeted to a certain group, for example, Dalits, girls, women); ii) supportive (i.e. not specifically targeted but contributing to strengthening an environment for work on GESI and furthering the GESI agenda, for example, disaggregated data, surveys/studies for GESI issues, training of service providers, working with men and non-Dalits for changes in mind-sets); iii) neutral.

For GESI mainstreaming, it is essential that the activities and budget are specifically allocated and spent, otherwise, even the positive policies will not be implemented. Activities have to be designed based on the analysis of the identification of barriers, policies and the existing gender, caste, ethnic relations of the relevant institutions. The analysis must identify what aspects need to be challenged or maintained, and specify the interventions with specific elements to address these.

The MoF has issued GRB Guidelines with indicators and scoring which all Ministries have to follow. This practice has established the need for GRB. The government in its annual budget speech states the percentage of budget for direct and indirect support to women. Budget details are also provided for the poor and inclusive/targeted program but these do not have well-defined indicators. While the GRB practice is good, it is limited to the Ministry level and has not yet been able to provide a useful tool that could be used by individual divisions/departments, organizations/agencies and projects. Hence, this financial allocation analysis tool has been suggested as an additional tool for specific assessment by external development partners.

Key Messages:

The program activities or interventions should be designed based on the analysis of the policy and existing gender, caste, ethnic relations of the relevant institutions. The analysis must identify the aspects of these relations which need to be challenged or maintained, and the specific interventions to address these with sufficient budget allocation.

M&E Analysis:

Objectives:

To strengthen skills to integrate GESI in monitoring and reporting formats, mechanisms and processes.

Explain that:

It is essential to monitor and report with disaggregation and also monitor changes in the issues impacting women, poor and people of excluded social groups. Collecting, maintaining, analyzing and interpreting disaggregated information, using disaggregated monitoring indicators and reporting with disaggregation are key aspects of monitoring GESI.

All monitoring and reporting formats should be disaggregated by (as relevant):

- Disaggregation by poverty, sex, income, caste/ethnicity and location.
- Quantitative and qualitative data collection.
- Collection of case studies - process monitoring of change.
- Specific information collection of women, Female Headed Household (FHH), poor, below poverty level individual/households, highly marginalized and vulnerable groups (where relevant).
- ToR of monitoring team should include responsibilities to monitor gender and social inclusion issues.
- Reporting templates must demand disaggregated information and analysis.

Without disaggregated monitoring and reporting, GESI cannot be effectively addressed.

Key Messages:

Monitoring and assessment mechanisms measure the impact of activities of a development program or policy on target beneficiaries, and also assess whether the targets are met. Monitoring also facilitates implementation of the policy.

Exercises on Policy Analysis

Policy Analysis: Group Work Guideline

The participants will review the policy document extract in their groups for GESI-responsiveness.

Document (....)	Policy Statement	Type of Policy			Strengths/Areas of Improvement from Gender and Inclusion Perspective
		Neutral	Specific (for whom: women, social groups, addressing geographic exclusion, income exclusion)	Transformative	

Group Work Guidelines for Institutional Analysis

Each group to review their sector documents following “a to c” questions given below:

Institutional Analysis: Group work and presentation with extracts of selected ToRs of project team; disaggregated staff profile and working environment of projects.

- Review human resource document extracts (recruitment, promotion, capacity building, and support for gender specific responsibilities) of your selected project for:
 - o Recognition and response to barriers of women and people from excluded groups for accessing employment opportunities, and career development.
 - o Support for specific gender responsibilities (like child-care, breastfeeding).
- Review staff performance evaluation format:
 - o How are the efforts to address GESI issues, work with the excluded groups acknowledged in the staff performance evaluation? What are the sanctions on people who discriminate or have discriminatory behavior towards women and the excluded groups?
- Review the job descriptions/ToRs:
 - o For GESI in objectives, tasks/responsibilities, key qualifications.
- Review officers/staff profile
 - o What is the percentage of women and people from different social groups in the project? Where are they located - what is their level of responsibility? Who has the access to resources and decision-making power within that office? What will be the result if the situation remains the same? How can things be improved?

Format for Disaggregated Diversity Profile

S. N.	Posts	Dalits				Janajatis						Brahmin/Chhetri				Other Backward Class		Muslims		Others		Totals
		Hill		Madhesi		Hill		Terai		Newars		Hill		Madhesi		F	M	F	M	F	M	
		F	M	F	M	F	M	F	M	F	M	F	M									
1	Senior Management																					
2	Mid-level Management																					
3	Technical Staff																					
4	Administrative Staff																					
5	Support Staff																					

- **Discuss about the work culture/environment in project offices:**
 - o What is the working culture in the office - how comfortable is it for women and people from different social groups? What type of jokes, language etc. are used? How are the gender realities of women understood? How understanding and acceptable are people towards the third gender persons?

Group Work Guidelines for Planning, Programing, Budgeting and Financial Allocation Analysis:

Group work with extracts of planning process, work plan with detailed activities and budget of one sector/project.

Financial Allocation Analysis Group Work Guideline

Review the program/operational activities of the selected project as per the format below and identify whether there is, i) specifically targeted budget, ii) supportive budget/programs or iii) neutral for women, poor and the excluded.

S. N.	Program/ Operational Activities	Targeted	Supportive	Neutral	Recommendations for Improvement
		(For whom: women, poor, which social group)	(For whom: women, poor, which social group)		
1					
2					

Group Work Guidelines for GESI Sensitive M&E: Group work with extracts of M&E templates/ processes and reports of one sector/project.

The purpose of this group work is to analyze whether there is space for disaggregated information in the format or not, whether there are indicators to map out the overall benefits and evidence about changes in issues affecting women, poor and excluded social groups in the three domains of change (access to resources and services, increase in voice and influence, change in the rules of the game); and to strengthen skills to integrate GESI in monitoring and reporting formats, mechanisms and processes.

Review the M&E and reporting formats, mechanism and processes of your selected project:

- What are the strengths and areas for improvement from GESI perspective?
- How well are the M&E and reporting formats capturing services received and the shifts in people's livelihoods and empowerment status in a disaggregated manner?
- What is required to make the M&E and reporting processes and mechanisms more GESI-responsive? (For example, monitoring team composition, ToR of the monitoring team, monitoring process and tools).

The trainer must know the methods to analyze gender mainstreaming at different levels.

Guidelines:

- Gender-sensitive Language
 - o Texts that refer to or address women and men need to visualize both equally. This can be applied to forms, documents, telephone directories, texts on the internet, advertisements for events, folders, posters and films.

- o Attention must also be paid to select gender-sensitive images while preparing the public relations material.
- Gender-specific Data Collection and Analysis
 - o Data must be collected, analyzed and presented while being gender-sensitive. Social dimensions, such as age, ethnicity, income and level of education should be reflected where possible.
 - o Gender-specific analysis of the initial situation must provide the basis for all decisions (for example, gender-sensitive statistics makes life's realities visible).
- Equal Access to and Utilization of Services
 - o Services and products must be assessed considering their different impacts on women and men.
 - o Do women and men have different needs?
 - o Are the different circumstances of women and men taken into account while planning and designing services?
 - o It is important to identify:
 - Who uses the services (women or men or both)?
 - Who are the clients (women or men or both)?
 - Who are the target groups?
 - Do all target groups have access to the same sources of information?
 - Who benefits the most?
 - Which group would suffer the most if they could not use the services offered?
 - Are the offices providing the services that are structurally gendered or barrier-free, (i.e. the waiting areas, lighting, access without steps, signage)?
- Women and Men are Equally Involved in Decision-making
 - o There should be a balanced gender ratio at all levels of decision-making.
 - o Measures and strategies for a balanced gender ratio must be taken at all levels of decision-making.
 - o This is also important when appointing working groups, project teams, commissions and advisory boards, as well as when organizing events, for example, when selecting speakers.
 - o Workplaces must have gender-friendly infrastructure (for example, gender signage, sufficient lighting, avoiding potentially frightening situations as in poorly accessible basement archives, access without steps, social rooms for different needs).
- Equal Treatment is Integrated into Steering Processes
 - o For steering instrument, quality management and gender budgeting are needed, amongst others.
 - o Focusing on the different circumstances of women and men enhances
 - The success rate
 - Effectiveness
 - Utilization of staff and funds

All targets related to people are defined in terms of full equality and the targets attained are therefore, presented by gender.

Day 3

Session 7: Understanding the Concept of GRB

Objectives/Expected Results:

- Explain the concept of GRB.

Trainer's Note:

The trainer must use PowerPoint slides to explain the following:
Start the session with the following guiding questions on Budget:

- What do you understand by budgeting?
- What does it incorporate?
- Does it affect women and men differently?

Budgeting

Budgeting is the process of expressing quantified resource requirements (amount of capital, amount of material, number of people) in time - phased goals and milestones.

Budget

Budget is the key financial instrument of public policy. It reflects the government's social and economic priorities, administrative seriousness and level of political will to address development issues such as poverty, gender inequality, and social exclusion.

It reflects how the government mobilizes and allocates public resources, and how it aims to meet social and economic needs of the people.

Emerging literature indicates that budgetary policies are likely to affect men and women differently as the two genders play different roles in the society and also demonstrate different consumer behavior (Barnett and Grown, 2004).

Budget is considered as a neutral tool but its impacts are different for women and men. So, every country or organization needs a specific and transformative budget to address the unique gender concerns.

Normally, figures and numbers compiled in a budget seems gender-neutral, however, components of budget (revenue, allocation and expenditures) can have a significant impact on GESI.

Trainer's Note:

Ask the participants the meaning of GRB and tell them to write in a meta card and stick it on the board. Link their understanding with the concept's explanation and address it.

Begin the session with the history of GRB and link it with the definition.

GRB

GRB requires a major shift in thinking and practice to promote gender equality by influencing the budget. It necessitates the alignment of policy commitments with resource allocation and its expenditure patterns. It is a tool for integrating social dimensions, based on gender relevance, into the planning and budgeting process.

GRB initiatives seek to improve the results of budget in general, and gender equality as well as women's empowerment in particular. They focus on key economic and social matters that are often overlooked or obscured in conventional budget, policy analysis, and decision-making (Sharp & Elson, 2012).

Prior to understanding the definition of GRB, one should be familiar with the words, gender (basis for determining the identities, societal role and behavior of men and women in the society), responsive (address the concerns, needs and experiences of men and women) and budget (balancing income (revenue) and expenditure).

“Gender responsive budgeting (GRB) is about ensuring government budget, policies and programmes and addressing the needs and interests of individuals that belong to different social groups. Thus, GRB looks at biases that can arise because a person is male or female, but at the same time considers disadvantage suffered as a result of ethnicity, caste, class or poverty status, location and age. GRB is not about separate budget for women or men nor about budget divided equally. It is about determining where the needs of men and women are the same, and where they differ, and where the needs are different, allocations should be different” (Budlender, et al., 2006).

GRB is a means to integrate a gender perspective into all the steps of budget process - planning, drafting, implementing and evaluating, so as to ensure that budget policies take into consideration the gender issues in society (Gender Responsive Budgeting in Education, UNESCO, 2010).

GRB involves collecting budget revenues and allocating expenditures that address persistent inequalities between women/girls and men/boys (Sharp, 2003; Budlender, et al., 2002).

GRB

- is a way of linking gender equality policy with macroeconomic policy.
- is based on the premise that budget is not gender-neutral.
- applies to the revenue raising side as well as the expenditure side of the budget.
- begins with analysis of the impact of the budget on women and men, and progresses to integrate gender into budget-planning.
- is a way of expediting gender mainstreaming.

- does not mean a separate budget for women.
- is a people-centered budgeting.
- is closer scrutiny of the outcomes of budget.
- is for better targeting and, therefore, more efficient allocation of public expenditure.
- calls for the participation of a broader range of stakeholders and thereby, deepens democratic processes.
- can be applied to specific budget lines, or budgetary programs.
- has ultimate goal to apply gender-sensitive approach to all aspects in all budgetary processes, so that GESI is mainstreamed.

Trainer's Note:

Please note the intersectionality of men and women in various dimensions of social inclusion in budgeting. (Refer to the diagram of intersectionality particularly focusing on women)

GRB for GESI:

The GRB for gender equality as well as social inclusion is not a different concept. However, to address the problem by analyzing economic and social inclusion from gender perspective, assurance of budget helps to acknowledge and address intersectionality of men and women.

GRB is a solution as well as a tool to balance the unequal power relations between men and women created as a result of social exclusion. Allocation and expenditure of budget ought to focus on bridging gender gaps, and ensuring equal rights, opportunities and respect for men and women irrespective of their social identity.

Thus, GRB for GESI can be interpreted as a tool and strategy to address the concerns of men, women and other social groups (ethnicity, caste, economy, age, disability, geographic locations) as an integral dimension in the design, implementation, M&E of policies and program in all political, economic and social spheres. It aims to promote equality and strengthen the legitimacy by addressing existing disparities/gaps that are highlighted in access and control over resources, services, information, opportunities and ultimately in the distribution of power and decision-making.

The concept of GESI and the expenditure for GESI, will be limited to papers if there is no proper study and analysis about the procedure and impact of the governments investment on gender facing social boycott (as service seekers, infrastructure users and tax payers) is conducted.

Initiation of GRB:

The Australian Government was the first to attempt to analyze their federal and state budget from gender perspective to mainstream gender into economic and social policy in 1984.

Following the Australian experience, the United Kingdom initiated GRB in 1989, Canada in 1993 and South Africa (first developing country) in 1996, which is considered as one of the most institutionalized GRB initiative.

The notion of using GRB initiatives to promote gender equality became widespread in 1995 with the Beijing Platform for Action (BPFA) when the United Nations called on governments to assess how public expenditures benefited women and to adjust budget to contribute to gender equality (Sharp 2003).

In several countries, Gender Budgeting Initiatives (GBI) are closely linked to Poverty Reduction Strategy processes.

In Nepal, GRB was introduced in budget speech (Point no. 139 in Fiscal Year 2062/063 BS) for the first time and is in practice since Fiscal Year 2064/065.

“लैङ्गिक समानताप्रति नेपालले गरेको राष्ट्रिय तथा अन्तर्राष्ट्रिय प्रतिबद्धता कार्यान्वयन गर्न सरकारी खर्चलाई लैङ्गिक उत्तरदायी बनाउने सोच अनुरूप यस आर्थिक वर्षदेखि लैङ्गिक उत्तरदायी बजेट प्रक्रिया शुरु गरिएको छ। लैङ्गिक उत्तरदायी बजेटलाई संस्थागत गर्न अर्थ मन्त्रालयमा एक लैङ्गिक उत्तरदायी बजेट समिति गठन गर्ने व्यवस्था गरिएको छ। यसबाट राष्ट्रिय बजेटमा महिलामुखी कार्यक्रमहरूले अब बढी स्थान पाई महिलावर्गको समग्र विकासमा योगदान पुग्न जाने विश्वास लिईएको छ” -Point no. 139 in Fiscal Year 2062/063 BS.

Guiding Questions:

- What are the key words in the statement?
- Does this statement represent the concept of GRB?

Key Learning:

The indicators of GRB of GoN are based on the above statement. So, all the initiations are guided towards women focused programs.

Trainer’s Note:

Why do you think GRB is important for any country?

Why GRB?

Human rights is the rights obtained by the virtue of being human and is same for everyone, regardless of the gender one belongs to. Gender roles and biological needs of women and men might differ from each other, however, need for a dignified life, self-development, self-respect etc. cannot be different. Patriarchal ideology exaggerates that the biological difference has given the value to biasness in terms of hierarchy of gender (women being subordinate to men) and unequal power relations among them. This resulted in ill treatment and discrimination of women, such as, limited access to facilities, services, rights, and opportunities etc. Unequal

human development opportunities affect daily lives of people as well as peace and long-term investment of society, nation and world at large (Sultana, 2010).

According to UNESCO (2010), GRB is important for the following reasons:

- It helps to create understanding on, and illustrates the existence of inequality in budgetary impacts on women compared to men.
- It is a tool for increasing accountability and accelerating the implementation of commitments to gender equality and human rights.
- It is useful for increasing the efficiency of government budget by allowing better informed financial resource allocations.

Objectives of GRB:

In general, GBI are mainly geared towards (Sharp, 2003):

- Raising awareness among stakeholders about the non-neutral nature of budget (affects men and women differently).
- Seeking to ensure greater accountability by governments to its commitments, such as, achievement of gender equality (gender analysis of the situation of men/boys, women/girls in a particular sector; analysis of how policies address the gendered nature of the situation).
- Analysis of whether the assigned allocations are sufficient to implement gender-responsive policy.
- Monitoring of expenditures and implementation of policies and evaluation of outcomes.
- Changing the way in which budget and policies are designed (increase in budget allocations; changes in the distribution of benefits among beneficiaries; introduction of new policy and funding; and introduction and increases in gender-specific allocations).

The above-mentioned goals of creating awareness, accountability and adjustment of budget for the purpose of gender equality are interlinked and mutually supportive to each other. Besides its analytical benefit, GRB also serves as awareness of and advocacy for women's rights, transparency and monitoring of development results, and policy design.

GRB is also about allocating money for activities that eliminate gender barriers to public services and private sector investments. As such, GRB is a tool for social change.

Advantages of GRB:

The benefits of GRB as a basic tool for gender mainstreaming are as follows:

- **Gender Equality:** Centre staging need, priority and experience of both men and women in decision-making process will help in achieving equity/equality.
- **Establishment of Good Governance:** Promoting equal participation of both men and women from different groups in the process of budget formulation helps to ensure elements of good

governance. Record of program, budget allocation, and expenditure promote accountability and far sightedness of government for gender equality.

- **National Policy and Interrelationship between Programs:** Gender equality is not limited to jurisdiction of any local institution but achieved through overall national policy-making and implementation mechanism.
- **Public Expenditure and Effectiveness of the Policy:** Public expenditure based on the official notice of gender development by public policy makes it more effective.
- **Economic Growth and Development:** Investing in GESI addresses the necessities of both genders and helps accelerate growth and promote economic development. Development of such programs would be an essential step towards equitable and just society, and equitable economic development.
- **Realization of Human Rights:** Measuring the perspective of human rights and women's rights mechanism, GRB needs to combat lack of commitment in policies for the establishment of gender balanced human rights.
- **Monitoring of Gender Policy Implementation:** It provides methods to monitor gender sensitivity of national policy, plans and budget.

Research indicates that countries that have implemented the aforementioned trend through a transparent GRB have achieved the following:

- Increment in effectiveness of public expenditures.
- Improvement in the quality of programs and services.
- Increment in the overall economy.
- GRB formulation process and procedure.
- Adoption of improved system to record data and indicators based on gender sensitivity, awareness and growth.
- Development on the process of decision-making and distribution.
- Equality based expenditure management.
- Process of determining loan.

Key Principles of GRB Tools:

Building an understanding of two key principles is central to raising awareness on the impact of budget on women and men.

The first principle emphasizes on the need to assess budget for their impact on two separate units of analysis, they are, individuals versus households. Making this distinction ensures that the budget is not based on the false assumption that all public goods and services reaching households are shared equally among household members.

The second principle is the understanding of the role of care economy; particularly, the recognition of its contribution to the society is essential because the assessment of budget impact on gender equality implies focusing on the amount of unpaid labor and care (Sharp 2003; Elson 2003).

Prerequisites:

The trainer must start the discussion with the following guiding points:

- What is required for GRB in an organization?
- What are the essential learnings for a GRB practitioner?

To mainstream gender in any organization, and create a conducive environment to implement GRB, the following prerequisites are essential as per the GRB manual of UN Women and UNFPA, USA

- **Understanding of Gender Gaps:** Till date, the ratio of women is much higher than men in case of sufferer of physical and sexual violence. They also have comparatively lower income, limited access to education, health service, labor market and opportunities. There needs to be clarity about how gender and gender relations affect government bodies and its procedures, and how the outcome affects the status of men and women in the society for the implementation of GRB. It is important to understand the effects of gender roles, gender work division, power relations, decision-making process, gender needs, socialization of gender, gender equity, gender mainstreaming, similarities and differences between the genders etc.
- **Political Commitment:** The state became a signatory during the 4th World Summit in 1995, by accepting gender mainstreaming as a main strategy and expressed a political commitment. To put this in practice, gender equality policy needs to be evaluated with long-term focus, aim and strategy.
- **Implementation of Government GESI Policy:** Fulfillment of the government's objective and goal of equality policy is possible only if sectorial agencies apply it within their jurisdiction as per the directives. This provides a basis for the government to implement the policies. According to the state governance, the policies ought to be localized for them to be implemented.
- **Engendering Everyday Activities:** Gender mainstreaming is considered as the primary solution for GRB in sectorial agencies. After weighing the available options, the needs and concerns of the women, men and excluded groups are to be addressed along with gender sensitivity. Change and improvement in gender sensitivity in work policy and culture, program designing and budget distribution as per the needs of men and women of the sectorial agencies is considered imperative for implementation.
- **Coordination:** Every government body ought to improve its policy, program and work environment along with a proper work division of agencies under them.
- **Human and Financial Resources:** Adequate human resources and their training are needed for the success of the GRB implementation process. Availability of the budget is needed for the fulfillment of obligation of sectorial agencies.
- **Gender-disaggregated Data:** Sex and gender-disaggregated data has a crucial role in determining activities as well as achieving the goals. The program designed in absence of the relevant sex and gender-disaggregated data might not obtain the desired results and effects on GESI.

Key Notes:

The trainer must ask the following to the participants after the discussion:

- How many prerequisites from the list do we have?

Every practitioner should possess maximum prerequisites for effective implementation of GRB in their respective organizations.

Steps for GRB:

Steps for GRB are as follows:

- Identification of Problem: Situation analysis of sectorial agencies policies, programs, budget and beneficiaries from GESI perspective.
- Program Design: To address identified issues, needs, concerns and priorities of women, men and other excluded groups for achieving GESI.
- Allocation of Adequate Budget: Budget expenditure for equal benefit of both genders.
- Implementation: To accomplish the program as designed.
- M&E: To ensure accomplishments of desired results and effects (details of the steps are mentioned under the respective headings).

Session 8 and 9: Steps of GRB

Step 1: Identification of Problems (Situation Analysis)

Session Objectives:

- Enhance knowledge on the importance of situation analysis.
- Analyze the existing issues and gaps/disparities that impact public services delivery.
- Enhance skills to use various tools for policy analysis, institutional analysis, program design and implementation analysis.

Key Messages:

A good situation analysis is a core element of any GRB work. It helps to identify the problems, potentials, issues and needs of women and men of the respective sectors, which needs to be addressed during the budget designing process.

- GRB analysis involves the combined analysis of budget and policies from GESI perspective and checks if they reduce, increase or leave gender inequality unchanged.
- It explains the current status of the women, men and excluded group, identifies specific needs and problems, identifies barriers and gives a good overview of the target group along with specific program. It helps to understand the impact of revenue and budget on GESI and provides recommendations for implementation in the respective sector.
- It helps to identify gender gaps in existing policies and institutions which need to be addressed through the program design and implementation.

- Gender situation analysis has five core steps namely, identifying gender issues in the sector (situation analysis); collecting information about programs that we want to analyze; conducting gender analysis of activities; conducting gender analysis of related budget allocations; developing objectives and recommendations to improve gender equality.
- Gender analysis of institution mechanisms, gender-disaggregated beneficiaries' assessment, gender-disaggregated expenditure analysis, and gender-disaggregated revenue analysis are the core aspects/areas for situation analysis.

There are various checklists to identify the situation in each of the core aspects/areas for situation analysis depending on the program and nature of the sector to be analyzed.

Trainer's Note:

Ask the participants to share their experiences in program and budget-making process at their respective organization and role.

- What is your initial step in budget making process after the organization receives the guideline?

The trainer should know the process of budgeting to analyze the sharing of the discussion and link it with the step of situation analysis of the program through gender perspective.

Situation Analysis

Situation analysis is the basis to identify problems, potentials, issues and needs of women and men of the respective sectors. A proper analysis is the core element of any GRB work. GRB analysis involves combined analysis of the budget and policies from a gender perspective. This will provide evidence for subsequent activities to improve gender disparity in different sectors, programs or policies; and determine the success of the entire process of GRB for GESI as the failure to identify the problems and needs misleads the whole process. The scope of situation analysis of sectorial agencies can be, either a mandate of the overall agency or program specific. GRB analysis is crucial to make sure that the needs and interests, priorities and challenges of women and men in different social situations conditioned by age, class, ethnicity, location etc. are addressed adequately in policy-making.

The analyst should question whether the impact of budgetary measures and policies have reduced, increased or left GESI unchanged.

Rationale for Situation Analysis:

The main reasons for situation analysis are the following:

- It gives a picture of the current status of women and men in different sectors.
- It identifies the specific needs and problems in a sector that leads women and men towards

- inequality (exclusion) within the society.
- It identifies structural and attitudinal barriers that needs to be addressed for gender equality of different social groups.
- It intends to give an overview of:
 - o Target group of a specific program;
 - o Possible differences in their situations;
 - o Their practical and strategic needs and priorities;
 - o Highlight the existing inequalities between women and men (and intersectionality) that need to be addressed through public interventions and;
 - o Impact of revenue on GESI.
- Gender analysis of revenues helps the government to:
- Assess fiscal policy from gender equality perspective.
- Assess the gendered impact of taxes, considering better sustainability of incomes and quality of life by expenditure rather than exemptions.
- Understand how fiscal policy affects gender dynamics around unpaid care work from GESI perspective.

Basic Prerequisites:

The following are the prerequisites to begin gender situation analysis of a particular sector:

- Gender/sex-disaggregated data/information: For analyzing the situation of beneficiaries of the programs of particular sector, it is important to look into relevant information as much as possible.
- Sex-disaggregated quantitative data and qualitative information need to be obtained from the relevant sources such as the concerned department, office of statistics, research reports, and people with information about the matter etc. Focus Group Discussion of women, men and other excluded groups can be conducted to collect more information on the issue.
- Participation of excluded: Identification of problems and needs of various socially excluded groups will be possible through democratic participation of both genders. Women and men may have different concerns, experiences and response towards the situation. Thus, for identification of the issues, participation of both women and men is very crucial.
- Understanding of key gender terms and implications: For identifying gender needs, it is important to differentiate between practical and strategic needs of socially excluded groups from gender perspective. It is based on their designated social roles. Gender needs can be identified with the knowledge of key gender terms and their consequences, for it to be addressed properly.
- Knowledge on basic elements of exclusions: People belonging to certain social groups is defined by their physical characteristics (for example, persons with disability), life stage (children, youth and older persons), their location (for instance, mountain/hill, rural, remote) or their situation as victims of natural or human-made catastrophes such as floods, earthquakes, climate change or conflict or caste (Dalit, Other Backward Castes), ethnicity (Adibasi/Janajati, Tharu), religion (Muslim or followers of other non-Hindu religions) or

gender identity/sexual orientation (LGBTIQ community) or an intersection of these different dimensions. Normally, exclusion arises due to the following reasons:

- o Institutional barriers: Formal laws, policies, programs, procedures and the mechanisms (including institutions) of the state.
- o Attitudinal barriers: Informal laws (deep-rooted structural values, beliefs, norms and practices).

Methods and Tools:

There are many methods and tools to conduct gender situation analysis. The tools that are mostly used are as follows (National Commission for the Promotion of Equality - Malta, 2009).

- Gender-aware Policy Appraisal: It comes with an assumption that budget follows the political commitments towards gender equality. Thus, it focuses on examining all the policies with their impact on gender equality and analyzing whether or not sufficient resources have been allocated towards the implementation of policies. The aim of this method is to identify gender issues both implicitly and explicitly in the budget and related resource allocations. This is to ensure that the outlined policy addresses and brings positive changes in the existing issue of gender inequality by reinforcing the existing system or changing it. It is also to check whether the money is allocated well to reduce the existing inequalities.
- Gender-disaggregated Beneficiary Assessment: In this type of analysis, evaluation of government's budgetary expenditures and public services are done to assess the fulfilment of their needs. The core idea behind this lies in ownership through participation of civil society, and especially women. In this case, the public is not directly involved in the actual planning of the budget; nonetheless public opinion is indirectly included, through surveys.
- Gender-disaggregated Public Expenditure Incidence Analysis: This compares public expenditure for a given program to reveal the distribution of expenditure between the women, men and other excluded groups; to do so, it requires adequate quantitative gender-disaggregated data. This method highlights the importance and usefulness of such gender-disaggregated data, which is not readily available in many countries.
- Gender-disaggregated Revenue/Tax Incidence Analysis: This method acknowledges that the share of income and paid taxes are unequally distributed between women and men. On the basis of this analysis, the relative amount of direct and indirect taxes, paid individually by women and men, are analyzed.
- Gender-disaggregated Analysis of the Impact of the Budget on Usage of Time: This type of approach emphasizes on the link between budgetary allocations and the way time is used in households. Public budget, in particular, those concerning public care services, rely heavily on unpaid work done by members of the family. For instance, post-operative care receives the required care and attention at home or from a publicly provided service. It is estimated that women do 80% of the domestic and care work. However, this contribution to the economy remains unaccounted for and excluded from being a contribution to the GDP. It can be acknowledged by including the value of unpaid work in total costs and not only in financial costs.

- **Gender-aware Medium Term Macroeconomic Framework:** This approach moves away from the annual perspective of most of the budgets, and promotes more of a medium-term framework. This is to assess the impact of policies on women and men. This approach also looks over the macroeconomic consequences of policies. Its main aim is to influence future budget more efficiently, and develop models for multi-year budget.
- **Gender-aware Budget Statement:** The gender-aware budget statement method reviews the budget and its impacts on GESI, using any of the seven methods and tools for conducting gender analysis of budget as proposed.

For institutional analysis in an organization, the following areas must be considered:

- o Whether the organization's human resource policies have considered the gender needs or not?
- o What is the composition of human resource from gender perspective?
- o What is the organizational culture related to gender and other excluded groups?
- o What is the existing infrastructure/organogram/layout?
- o What are the mechanism of handling issues on women, men and other excluded groups?

Steps of Situation Analysis:

In situation analysis for GRB, following five steps are considered as its core steps. This approach can be applied to different programs and policy areas; however, its specifics might vary according to the topic of analysis Gender Responsive Budgeting (UN Women/Sida GRB Project/Friederich Ebert Foundation, 2016).

Step 1: Identifying Gender Issues in the Sector (Situation Analysis)

The situation analysis intends develop an overview of the target groups of a specific program, to understand the possible differences in their situation, their practical and strategic needs and priorities, and to highlight if the existing inequalities between women, men and other excluded groups (intersectionality) need to be addressed by public policies. For this step, the use of quantitative data and qualitative information is required.

Following are some key areas of concerns/issues that the analyzer should look into to understand the main problems and concerns from a gender perspective:

- What is the situation of women and men (and their sub-groups) in the sector specific program area to be analyzed?
- What are their interests, needs, and priorities? Are there any differences between women, men and other excluded groups that should be taken into account?
- What are the existing inequalities between women and men (and their sub-groups)? Especially, with regard to employment level and distribution of unpaid work (for example, impact of program activities on care work and care responsibilities), income, mobility (transport), participation in decision-making (in political, social and economic life) and gender roles and norms.

- What are the main challenges regarding GESI in the sector?

This will give an idea for identifying main gender issues (existing inequalities or specific challenges for either women or men that can be addressed by the program or by other public policies), situation of staffs involved and to define broad objectives of the specific sector or area from gender perspective.

Step 2: Baseline: Collecting Information about Programs to be Analyzed

This step involves answering the following questions to facilitate further analysis work and designing budget.

- What are the objectives of the program?
- Are there any specific objectives aiming to achieve gender equality or objectives specifically oriented towards improving the situation of women or men included?
- What are the main activities within the program?
- What is the available budget for the program and which activities will it be spent on? What are the share of funding from the central or local budget, and other sources (for example, donors)?
- Which statistical data regarding the program, especially target group and beneficiaries, is available?
- Who is responsible for designing the program and its implementation? Are there several institutions implementing the program?

Step 3: Conducting Gender Analysis of Activities

The analysis of program (activities) should be based on the information collected during aforementioned steps. This step includes:

- The extent to which the program (activities) is helpful in addressing existing inequalities and challenges regarding gender equality.
- Analysis of beneficiaries and users of public service and activities.
- Analysis of satisfaction of female and male users of public services.
- Analysis of decision-making and implementation of public programs/activities/services.
- Analysis of impact of public activities on gender equality.

Step 4: Conducting Gender Analysis of Related Budget Allocations

Here, to analyze the budget allocation, the analysis regarding users and beneficiaries needs (step 3) to be taken into consideration. This step includes:

- Analysis of Budget Income: A fair and progressive national tax system can deliver redistribution of wealth, curb inequalities and ensure that economic development benefits everyone. Women, being more vulnerable to poverty and in need of essential services, the national

tax policies on the promotion of gender power relations should be traced by examining the burden of tax on gender intersectionality. Special provision of taxes is helpful to lead a gender conducive environment, ultimately achieving gender equality.

Generally, GRB is about both expenditure and public revenue, however, in practice it is found that public revenue is overlooked. Budget income plays a crucial role in impacting gender equality, for instance, existing user fee or changes in user fee can affect the lives of both women and men. Likewise, the income tax for couple and regressive nature of VAT usually place women at a disadvantageous position due to their vulnerability.

Increasing number of women are entering the workforce without considering the reduction in their share at care-work which resulted in increased workload. Hence, the fiscal policy has to consider the issue through strong interventions.

Based on the analysis of the information, one can identify main gender issues, namely, existing inequalities between women and men, or specific challenges for either women or men that can be addressed by the program or by other public policies, resources (financial, human, institutional).

- **Sex-disaggregated Public Expenditure Incidence Analysis:** The main objective of public expenditure is to analyze the cost of public programs/activities/services or monetary benefits provided to the public by the government, such as, allowances, subsidies etc. Simple incidence analysis is calculated from the cost of public services and number of people using it. The unit cost of services can be obtained by dividing the overall expenditure for a specific service by the number of units of the service provided.

The simple form of sex-disaggregated public expenditure incidence analysis obtained by multiplying unit cost by the number of female/male users of the service, results in the cost of services provided to women/men.

This step of analysis includes:

- o Overall cost of providing specific services, transfers or investments.
 - o Number of (male and female) users of the service or other public activities.
 - o Unit cost of services (per capita cost).
- **Assessment of Adequacy of Budget Allocations:** It is conducted to check if the program responds to different needs of women and men, and if the allocated budget is adequate to meet those needs. The questions that need to be answered for the assessment of adequacy of allocated budget are as follows:
 - o Is the available budget adequate to implement the program as per the number of people in the target groups?
 - o Is the available budget enough to provide services and activities responding to different

- needs of women and men? If needed, are there activities to address the specific needs of women or men?
 - o How have budget allocations for the program been developed over the years? Has there been an increment or decrement?
 - o Has the allocated budget been fully spent in implementation?
 - o Are the services affordable for the women and men of the intended target groups?
- Estimation of Personnel Costs: Including the analysis of the personnel expenditures helps to understand the estimation better. This includes analyzing the sex-disaggregated personnel cost in an organization.

Step 5: Developing Objectives and Recommendations to Improve Gender Equality

Findings of the previous steps must be used to make recommendations to address different aspects of budget design. These recommendations are helpful to set objectives of the programs (activities) in order to address the issue of gender equality within the target program. Additionally, activities, performance indicators or budget allocations are important focus for recommendations.

- With regard to program activities, recommendations can be used to address some of the following questions
- How to ensure equal access of women and men to different activities?
- How to target services better to reach particular groups of women or men?
- What changes in activities are necessary to meet gender equality objectives, and needs, interests and priorities of women and men better?
- Are there improvements in the process of providing services needed?
- Are specific additional activities recommended to specifically address issues of women and men?
- How to ensure integration of gender perspective in the program implementation process?
- What are the opportunities for using participatory methods for women and men to improve gender-responsive planning and implementation of the program?
- With regard to budget spending, recommendations might address the following question:
- What are the necessary changes in budget allocations within the program (for example, shifts between funds for different program activities) to meet gender equality objectives better?
- Other relevant areas for recommendations would be:
- Who is responsible (officials/institutions) for implementing the recommended measures?
- Which indicators are appropriate to measure progress in the achievement of the objectives?
- Suggested change or new sex-disaggregated data needed for collection and presentation of statistics.
- Further in-depth studies to explore gender dimensions in the program.
- Different options for policy action, etc.

Checklists for Situation Analysis:

In addition to different questions mentioned above, situation analysis of the sectorial agencies focused on the following aspects is imperative for overall gender budget. Despite accuracy of situation analysis of respective agencies through the tools, the usage is not always possible. In such a situation, questions or checklist ought to be used for situation analysis by sectorial agencies. Some of the model checklists for situation analysis on major components of an institution are given below.

For gender analysis of institutional mechanism (policy, laws, mandate, institutions, work culture and so on).

- GRB Specific Policy: If GRB is a core theme of government budget policy and program speech.
- Policy, Laws, Rule, and Work Procedure: To check whether or not they address gender inequality issues, and type of language they use (neutral, gender-sensitive, transformative and unbiased from gender perspective).
- Structure of Agency: What is the reach of the agency (federal/provincial/local)? Has the office been segregated according to its activities? Do they have a gender-inclusive structure?
- Human Resource: Is there adequate human resource? Are they inclusive and gender-friendly? What are their qualifications, capability and motivation level? What is the scope and opportunity for equity based development? Has the work been assigned?
- Who is responsible for designing the program and its implementation? Are there multiple institutions implementing the program?
- What are the main challenges for achieving gender equality in the sector?
- What kind of problems arose while improving the aforementioned aspects? (This can help identify the issue).
- What should be done to address the difficulties? (This can identify the needs.)
- For gender-disaggregated beneficiary assessment (Checklists to examine beneficiary situation analysis):
- Which statistical data regarding the program, especially target groups and beneficiaries, is available?
- What is the gender disparity ratio of social groups of the program areas that are to be analyzed?
- What are the existing inequalities (opportunity, access, control and benefit) among the beneficiaries?
- What are the barriers and capacities of the beneficiaries?
- What are gender-practical and strategic needs, and priorities (based on the indicators of Human Development Index, basic needs fulfillment, dignity and respect, access, control, opportunity and benefits) of different social groups (and their intersectionality)?
- Are there any differences between women and men that should be taken into account among the beneficiaries?
- Gender equitable and inclusive participation of beneficiaries in decision-making (in political, social and economic life).

For gender-disaggregated public expenditure analysis:

- Are GESI and GRB mainstreamed in budget guidelines?
- What is the available budget for the program? What share of funding comes from the central or local budget, and from other sources (for example, donors)?
- Is there any political influence/pressure during budget allocation and their priority on GESI?
- Is the fund allocated as per the requirement of the line agencies or needs to be adjusted on the prescribed budget ceiling?
- Is GRB for GESI (allocation based on the principles for targeted beneficiaries, programs for the promotion of equal opportunity and gender mainstreaming) taken into consideration during the budgeting process (including parliamentary process)?
- What is the ratio of total fund in current and capital expenditure?
- What is the trend of expenditure of current and capital budget?
- Is the allocated fund spent as per the schedule and headings?
- What are the objectives of the program? Are there specific objectives to increase gender equality or improve the situation of women and men?
- For gender-disaggregated revenue analysis:
- Is the gendered nature of unpaid care work not taken into account by tax policy?
- Is there any exemption and lower threshold in the direct (income, trade), indirect (VAT, Excise duty), and non-tax from gender perspective?
- Is there any waiver on fees levied by the line agency based on GESI?
- Are gender implications of informal sectors taxes taken into account?

Exercise

Work on the extracts of program from participating ministries or organization.

Methods:

Divide the participants in groups where each group will work on the extracts of the program as given in the group work guidelines.

Group Worksheet

Ministry:

Program:

Situational Analysis

Area of Analysis	Indicators	Status	Remarks
1. Identification of GESI Issues	<ul style="list-style-type: none"> Are exiting policies able to address the gender issues/concerns? Are there existing inequalities among beneficiaries? What are the main challenges regarding gender equality? What are the differences in their needs and priorities? 		
2. Collecting Information about Programs	<ul style="list-style-type: none"> What are the objectives of the program? Are there specific objectives for increasing gender equality or improving the situation of women or men? What are the main activities within the program? Is there adequate budget for the activities? What is the source of budget? Is there availability of data regarding the program, especially target groups and beneficiaries? Who is responsible for designing the program and its implementation? Are there several institutions implementing the program? 		
3. Gender Analysis of Activities	<ul style="list-style-type: none"> Is the program (activities) helpful in addressing existing inequalities and challenges regarding gender equality? Who are the beneficiaries and users of public services and activities? Analysis of satisfaction of female and male users of public services. Analysis of decision-making and implementation of public programs/activities/services. Analysis of impact of public activities on gender equality. 	<ul style="list-style-type: none"> Yes No Partially <p>People in general/ specifically targeted</p> <p>Yes/No/ Partially</p>	

<p>4. Gender Analysis of Budget Allocations</p>	<ul style="list-style-type: none"> • Budget income: <ul style="list-style-type: none"> • Fair and progressive national tax system • Is there a gender impact consideration or analysis of budget sources? • Tax exemption if any, on what and to whom? • Sex-disaggregated public expenditure incidence analysis: <ul style="list-style-type: none"> • Overall cost of providing specific services, transfers or investments. • Number of (male and female) users of the service or other public activities. • Unit cost of services (per capita cost). • Adequacy of budget allocations: <ul style="list-style-type: none"> • Is the available budget adequate to implement the program for the selected number of people in the target groups? • Is the available budget enough to provide services and activities responding to different needs of women and men? • If needed, will the services provided for groups of women or men respond to their specific needs? • How was the budget allocated for the program in the previous year? Has there been an increase or decrease? • Has the allocated budget been completely spent in the implementation process? • Are the services affordable for all the women and men in the targeted groups? • Personnel costs <ul style="list-style-type: none"> • Disaggregation of the personnel cost by women and men. 		
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<p>5. Developing Objectives and Recommendations to Improve Gender Equality</p>	<ul style="list-style-type: none"> • With regard to program activities: <ul style="list-style-type: none"> • How to ensure equal access of women and men to different activities? • How to target services better to reach particular groups of women or men? • What are the necessary changes required in activities to better meet the gender equality objectives, and needs, interests and priorities of women and men? • Are there improvements in the process of providing the required services? • Are specific additional activities recommended to specifically address the issues of women or men? • How to ensure that gender perspective is integrated in the implementation of the program activities? • Are there any opportunities to use participatory methods for involving women and men to improve gender-responsive planning and program implementation? • With regard to budget expenditure: <ul style="list-style-type: none"> • What are the necessary changes required in the budget allocation (for example, shifts between funds for different program activities) to meet gender equality objectives? • Other: <ul style="list-style-type: none"> • Who is responsible (officials/institutions) for implementing the recommended measures? • What are the indicators to measure the progress in achieving the objectives? • Suggested change or new sex-disaggregated data needed for collection and presentation of statistics. • Further in-depth studies to explore gender dimensions in the program. • Different options for policy action, etc. 		
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Format to Analyze Overall Budget

One group to work on the selected Ministerial Budget of FY 2075/76 and analyze it.

Area of Analysis	Indicators	Status	Remarks
For Gender Analysis of Institutional Mechanism <ul style="list-style-type: none"> GRB specific policy 	<ul style="list-style-type: none"> Is GRB a core theme of government budget policy and program speech? 		
Policy, laws, rule, and work procedure	<ul style="list-style-type: none"> To check if they address gender inequality issues and if the language used is neutral, gender-sensitive, transformative and unbiased from gender perspective. 		
Structure of agency	<ul style="list-style-type: none"> How far is the agency's reach (federal/provincial/local)? Has the office been segregated according to the activities? Is the structure gender-inclusive? 		
Human resource	<ul style="list-style-type: none"> Is there adequate human resource? Are they inclusive and gender-friendly? What are the qualification, capability and motivation level of the human resources? What are the scope and opportunity for equity based development? Has the work been assigned? Who is responsible for program designing? Who is responsible for implementation? Are there several institutions involved in program implementation? What are the main challenges regarding gender equality in the sector? What kind of problems were encountered while improving the aforementioned aspects? What should be done to reduce the challenges? 		

<p>B. For gender-disaggregated beneficiary assessment</p>	<ul style="list-style-type: none"> • Which statistical data regarding the program, especially target groups and beneficiaries, is available? • What is the gender disparity ratio of various social groups of the program area? • What are the existing inequalities (opportunity, access, control and benefit) among the beneficiaries? • What are the barriers and capacities of the beneficiaries? • What are gender-practical and strategic needs, and priorities (based on the indicators of human development index, basic needs fulfillment, dignity and respect, access, control, opportunity and benefits) of different social groups (and their intersectionality)? • Is there any difference between women and men to be considered among the beneficiaries? • Gender equitable and inclusive participation of beneficiaries in decision-making (in political, social and economic life). 		
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B.1 For gender-disaggregated public expenditure analysis

- Are GESI and GRB mainstreamed in the budget guidelines?
- What is the available budget for the program? What are the shares of funding from the central or local budget, and other sources (for instance, donors)?
- Is there any political influence/pressure for budget allocation and their priority for GESI?
- Is the fund allocated as per the requirement of the line agencies or does it need to be adjusted on the prescribed ceiling?
- Is GRB for GESI (allocation based on the principles for targeted beneficiaries, programs for the promotion of equal opportunity and gender mainstreaming) taken into consideration during the budgeting process (including parliamentary process)?
- What is the ratio of the total fund on the current and capital expenditure?
- What is the trend of expenditure of the current and capital budget?
- Is the allocated fund spent as per the schedule and headings?
- What are the objectives of the program? Are there any specific objectives related to increasing gender equality or oriented towards improving the situation of women and men?

<p>B.2 For gender-disaggregated revenue analysis</p>	<ul style="list-style-type: none"> • Is the unpaid care work not taken into account by tax policy? • Is there any exemption and lower threshold in direct (income, trade), indirect (VAT, Excise duty), and non-tax facility provided from the gender perspective? • Is there any waiver on fees levied by the line agency based on gender and social exclusion? • Are gender implications of informal sectors taxes taken into account? 		
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Day 4

Session 10: Step 2: Program Design and Development

Session Objectives:

- Understand the interdependency of situation analysis with program design and development.
- Understand the program design and development process.
- Enhance the skill required for program design.

Trainer's Note:

Link the session with the previous session asking the participants following probing questions.

- Is our designed program based on the findings of situation analysis?
- Does the designed program meet the need of women, men and other excluded groups equally?
- Do the designed policies and program affect and impact the women, men and other excluded groups differently?

The program that does not consider the findings of situation analysis fails to serve the needs of all the people equally.

Neutral Policies and Program does not address the specific needs of women, men and other social groups, since their roles, division of work, and experiences are unique. So, the program design must be based on the findings of situation analysis.

Reading Note:

It has been proved that policy and program affect and impact men and women of various social groups differently due to the stated gender roles, division of work and consequent gender needs. The concerned person for formulation of program must be aware of the potential beneficiaries, the work s/he is doing, his/her access to resources, agency, decision-making authority and influencers of decisions. The inability to do so will fail to address the issue of inequality, making the investment and effort futile.

Designing a program requires making a series of decisions. Program design and development for GESI budget is the basis for translating inclusive gender equality into a reality. Here, the word "program" includes policies, laws, institutional reforms and other developmental activities.

The situation analysis of the line agency from different dimensions as stated in the background information, provides the rationale for setting up new programs or for improvising/revisiting the stated programs, and addressing the gender needs of the sectorial beneficiaries as identified. Thus, program design and development are considered as important steps for changing GRB into Gender Sensitive Budgeting (GSB).

Rationality for the Program Design:

In order to address the problems/needs identified on the basis of situation analysis, every program which is designed or developed should be rationalized on the basis of following statements:

- There is a real demand for the program.
- The intended program should meet the needs (practical and strategic) of the stated beneficiaries.
- The proposed program is effective (evidence based research or demonstrated).
- The program is appropriately adapted to fit into the context.
- The program works for the stated beneficiaries (community diversity and culture, physical environment, demographic profile, availability of similar program, political climate and policy direction, funding availability, community readiness and organizational structure and capacity).

Considering the Context

It is necessary to understand that the success of a program depends on the context of the society. Therefore, it is important to consider the following questions while designing a program:

- Is the design intended for the program's geographical situation (urban, rural, and remote)?
- Is the designed program in line with the GRB guidelines prepared by the GoN?
- Is the design intended for the program's population group, taking into account their unique needs?
- Is the design a part of a larger program delivery system? Does a system exist to support the program?
- Does the type of organization delivering the program make a difference in the perception of its potential participants?
- How easily can the design be adapted to our context?
- Does it appropriately consider aspects of diversity?

Note: While designing a program, the concerned persons must consider these questions and address them through consultation with stakeholders.

Basis of Program Design

Following are some important concepts to be understood by all the stakeholders of program designer.

- Need for the Program: It is necessary to acknowledge the need of the program based on the situation analysis of GESI budgeting. The program is necessary due to the following reasons:
 - o For formation of inclusive gender equity policy.
 - o For improvement in the existing policy addressing gender inclusive needs.

- o For gender-sensitive management and infrastructure related improvement.
- o For improvement in the implementation process of programs related to inclusive gender equality.
- o For identification of gap in gender and inclusion, and bridging the gap.
- o To create a basis for program prioritization according to gender inclusive needs, interest and concerns.
- o To establish proof of the need of gender-inclusive programs.
- o To address current and contemporary issues related to institutional framework.

During this stage, planners should consider 1) how the proposed program/project will affect the poor, vulnerable, and excluded from gender perspective, and 2) how existing gender related norms, attitudes, and behavior will affect the process and outcomes envisioned by the program/project.

- Program Objectives and Outcomes: The prime objective of GRB is to bring positive change in the lives of people facing social boycott, eliminate inequality and balance power relations within all gender and socially excluded group.

The responsible sectors need to direct the programs towards balancing disparate power relations between men and women of different social roles, backgrounds and social groups in order to achieve gender equality.

Following measures are found effective for setting objectives for GESI-responsive budgeting.

Objective and Outcome Setting Frame:

Task/Activities	Tools/Methods/Measures
Ensure that the hierarchy of objectives (outcome/purpose, results/outputs) are formulated in a manner that it recognizes gender issues of the poor, vulnerable and excluded. Consultations should consider different voices and evidences and analyze them in preparation for the planning, which should be used to define objectives and statements.	Consultations should consider different voices and evidences and analyze them in preparation for the planning, which should be used to define objectives and statements.
Outcome indicators that can track shifts in discriminatory practices and changes in the relevant dimensions of socio-economic well-being should be developed. These indicators demand data that is disaggregated by the relevant social and economic categories.	Appropriately disaggregated baseline data on the key outcome indicators should be collected during the preparatory stage.

Source: International Development Partner's Group, 2017

The intended objectives and goals of a program for targeted beneficiaries should be clear to establish gender equality for socially excluded groups.

- **Program Principles:** The fundamental norms, rules and values (for example, being inclusive, gender-sensitive, client-focused) that guide the programs are important as the objective of these programs is to achieve gender equality.

The program needs to be strict about the following policies, treaties, plans etc. prepared by the government:

- o Constitution of the country.
 - o Gender equality, inclusion and gender mainstreaming policy (periodic plan).
 - o Social development policy (periodic plan).
 - o Convention on the elimination of all forms of discrimination against women, 1979.
 - o Convention on rights of people with disabilities, 2006.
 - o Convention on rights of children, 1989.
 - o 12 critical areas of concerns (BPFA).
 - o Action plans (CEDAW, BPFA, Anti-trafficking, UN Resolution 1325 and 1820, and gender violence).
 - o Sustainable Development Goals.
 - o Budget formulation guidelines.
 - o GRB guidelines of GoN.
 - o Executive orders and format for program formulation of National Planning Commission (NPC).
- **Program (activities) Content:**
The program content must include:
 - o Different components of program (activities) must be designed in accordance with specific gender needs of the target groups.
 - o Stereotyped gender roles influence unequal power relations, which results in gender discrimination of women. The programs must ensure that there is a balance in gender power relations. Even if the program successfully ensures equality in opportunities, accessibility and benefit between both gender, until and unless the issue of stereotyped gender role is addressed, women will continue to face discrimination.
 - o While determining the components of the program, there should be clarity in structural and immediate issues of gender-exclusive society.
 - o The factors for exclusion among various social groups are different, for instance, Dalits are struggling for equality within the caste system, ethnic groups are struggling for the recognition of their language and culture, Madhesi are seeking their identity, LGBTIQ groups are demanding their sexual and gender identity, etc. However, women in all these groups get further victimized due to gender discrimination. Thus, it is crucial to ensure gender equality while formulating GRB.

- o Gender needs must be addressed through coordination within the ministry (departments, divisions and sections) and also at the inter-ministerial level while designing programs (activities).
- o Provision for M&E should be considered as an integral part of the entire program with pre-determined indicators.
- **Budget (cost):** Proper fiscal management is based on a thorough consideration of needs, strategic mandate, and programmatic and cost effectiveness. Thus, rigorous disaggregated data collection and M&E will help to ensure finite development program and government resources for gender equality as well as social inclusion in the most effective and efficient way possible.

There needs to be clarity on whether the programs are to be conducted within allocated budget ceiling or budget as per the requirements of the program.

Programs need to be proposed in accordance with the prescribed guidelines, executive orders, budget statement, format of the annual and Medium Term Expenditure Framework (MTEF) and GRB guideline. The details of one-fourth cost should be attached along with the proposed MTEF.

- **Funding Strategy:** Strategizing separate funding is not required if the programs are formulated within the allocated budget. However, the limited budget might not cover all the necessities of the overall targeted groups. In such a situation, there needs to be clarity about prioritizing the gender needs and also a strategy to obtain the required resources.

While requesting for fund, one needs to know the information about the funding area of the donor agency, and its terms and conditions.

At times, funding can be managed through coordination within different departments, divisions, sections of intra and inter ministries. The funding strategy needs to include start-up and long-term funding.

- **Governance:** It is necessary to estimate the structure of an organization, and skills and capacity required for staffs (human resources) while conducting the program. In the context of Nepal, the lack of use of resources allocated for this purpose is a serious issue.

To ensure gender-sensitive good governance (transparent, accountable, participatory, rule of law, responsive, equitable and inclusive, and effective and efficient), the designated human resources should be aware of the following factors:

- o The first step towards establishing gender-sensitive governance is focusing on ensuring gender equality and social justice.

- o The governance must recognize the difference in needs, concerns, priorities and obligations of both genders, and challenge gender discrimination.
- o Organizations need to provide women as well as other minority groups with decision-making authority in order to eliminate gender discrimination. This will benefit both genders and establish gender-sensitive governance.
- o Gender-sensitive government can be understood as the government where there is equal participation of both men and women in the decision-making as well as execution process.

Designing of the program must be undertaken in a way that it avoids duplication with other programs, has strategy for the best use of resources and ultimately achieves the goal of gender equality. Some programs need to be formulated in coordination and collaboration with divisions within an organization itself, whereas, the others have to be formed in collaboration among two or more organizations.

The trainer must share about the various types of programs being used for designing GRB globally with the participants. When designing the forms of program, it is important to consider the basis of design, need for the program, program objectives and outcomes, program principles, program contents, cost of the program, funding strategy, and governance.

Forms of Programs:

The following forms of programs are popular among many countries practicing GRB.

Targeted/Specific Programs: Targeted program is said to be effective in balancing unequal position among different socially excluded groups, where there is distinct gender gap or disparity between genders. Some of the popularly practiced targeted programs to bridge gender gaps addressing their practical and strategic needs are as follows.

- o Different social mobilization programs of empowerment to raise voice, enhance decision-making capacity and bring positive changes in the lives of the targeted groups.
- o Activities enhancing the capacity of excluded groups.
- o Programs regarding the improvement in situation of excluded groups as per the human development indicators.
- o Subsidy program, which promotes competition and risk reduction.
- o Gender PGNs should be considered while addressing other basic needs of people under the emergency threat, (for example, relief aids such as temporary shelter, food, health services etc.).
- o Programs addressing the varying needs of men and women due to their biological differences (for example, reproductive health, men sexual diseases etc.).
- o Promotional and curative actions (for example, rescue, rehabilitation etc.) to reduce gender violence and its risks.

Enabling Programs to Promote Opportunities for Equality: These programs should be focused on ensuring equal opportunities, access to and control over resources for people facing unequal power relations.

- o Programs to ease/simplify special gender care roles and unpaid work, for example, child-care, breastfeeding, household chores etc.
- o Affirmative actions to increase participation.
- o Elimination of discriminatory social and cultural practices, and hierarchical patriarchal system (superiority and subordination).
- o Subsidies and full or partial waiver (fee for services).
- o Programs to reduce the gap of power relations between gender, for example, property rights, equal employment opportunities etc.

Mainstreaming Programs to Achieve Gender Equality and Inclusive Society: Women and men might not be equally benefitted from the assumed gender-neutral programs (social and economic development). Thus, measures to assure equal opportunities for equal benefit from the mentioned gender-neutral programs should be initiated. The following measures are found to be effective in this regard:

- o Programs (activities) related to gender-responsive policies, laws, procedures and guidelines that incorporate the abilities and constraints in accessing and using services, existing obstacles, need for, access to, and use of services and priorities of target groups, differentiated strategies and approaches needed to promote access to and use by different target groups and human rights-based approach.
- o Sensitizing, lobbying and advocating for GESI.
- o GESI and GRB related capacity strengthening interventions for implementing agency.
- o Gender inclusive work culture and work procedure.
- o Reward and punishment based on the achievements.
- o M&E as an integral part of the program.
- o Involving stakeholders in all stages.
- o Gender-friendly infrastructure and so on.

Staffs (Human Resource) responsible for designing the aforementioned program ought to understand the needs and concerns of women, men and other social groups. Programs need to be backed up by analysis of the situations of respective sectors.

Trainer's Note:

The trainer must know that: a) The designed program must address the needs (practical/strategic) of women, men and other social groups; b) The designed program has addressed particular gender needs and its impacts on the gender role; c) The designed program must meet the requirement stated in GRB guidelines issued by GoN.

Participants are instructed to work on the case of situation analysis of respective ministries and design or redesign the program and activities from the given ministerial budget.

Participants are provided a worksheet to work on. Participants must note that the designed program should consider the forms of program and its basis.

Ministry/Program:

Particular	Basis of Consideration. Why?			Which Needs are Fulfilled?
	Target/Specific Activities	Enabling/ Supportive / Activities	Mainstreaming Activities	
Activities 1:				
Activities 2:				

Reading Materials:

Refer to GRB Guidelines 2069.

Key Learnings:

- Program design and developed for GESI budget is the basis for translating gender equality into a reality.
- Designing a program requires one to make a series of decisions in the process.
- Policy and program impact women, men and other social groups differently due to the stated gender roles, division of work and consequent gender needs.
- The rationality of a program can be justified by analyzing that the proposed activities meets the needs of the beneficiaries through evidence-based demonstration and its applicability to the context.
- Program design should be based on the need, objective and outcomes, program principles, activities, cost, funding strategy, and good governance.
- There are three types of programs that are popularly used. They are targeted program, programs related to promote gender equality and gender mainstreaming.

Session 11: Step 3: Allocation of Fund

Session Objectives:

- Explain the importance of budget allocation as per the designed program.
- Enhance knowledge on different aspects of gender-responsive allocation of budget.
- Encourage participants to allocate fund from GESI perspective.

Trainer's Note:

Start the session with probing questions, such as,

- Does the fund affect the standard of living of beneficiaries (women, men and other social groups)?
- Discuss and share your experiences in allocation and expenditure of fund in particular programs?
 - o Contribution to the marginalized
 - o Utilized as planned
 - o Constraining and supporting factors

Budget allocation has to aim to balance the gender role and reduce the existing inequalities among women, men and other social groups in terms of their standard of living.

In this step, the trainer must understand if the allocation of fund is sufficient to meet the need of the program.

Reading Note:

Normally, the figures and numbers compiled in a budget seems gender-neutral, however, the government's macro fiscal policy (taxation and public expenditure) can have a significant impact on gender gaps in various key indicators (related to health, education and income among others). Equal investment for both gender further victimizes the women, as the ratio of women in poverty is much higher than that of men. Gender inequality affects income as well as other parts of economic performance. The correlation between women's inferior status and economic growth is not yet conclusive. Nonetheless, research suggests that countries that have taken steps towards increasing women's opportunities for education, health care, employment and credit, have shown a faster pace in economic development, thereby reducing poverty faster (National Commission for the Promotion of Equality – Malta, 2009).

In case of change in any aspect of the program (due to various reasons, for example, staff cost, transportation, market price etc.), the cost has to be adjusted in the budget. Therefore, allocation of budget for the program is not sufficient in order to be effective, it has to consider the context and planning of every phase, from input to output to outcome.

Reasons for Budget Allocation:

The planner must be clear on the following reasons for allocation of budget:

- Policy commitment can be achieved only if sufficient fund is allocated for its implementation. Budget is the government's primary policy tool as effective policy formulation and implementation relies on adequate funding. GRB is a tool to monitor the reflection of policy commitments related to GESI in budget allocations.
- Budget can be viewed as a key policy instrument that reflects an administration's priorities and demonstrates the government's commitment in responding to persisting development challenges such as gender inequality, poverty, exclusion and economic injustice.
- Emerging literature indicate that budgetary policies are likely to affect women and men differently, since the two genders play different roles in the society and also demonstrate different consumer behavior.
- Commitment of financial resources to GESI-related activities is an essential element for mainstreaming GESI, as it reflects the spending choices that organizations have made with the available resources.

Factors to be Considered in Allocating Funds for Programs:

The following factors should be considered while allocating funds for GRB.

- **Sources of Revenue:** It is imperative for GRB to cover public expenditure as well as revenue. But in many cases, analysis of public revenue is not focused upon during the process.

The revenue side of the budget specifies the amount of revenue that the government expects to raise from taxation (direct, indirect), charges for public services (user fees), sales of public assets (including privatization), and development cooperation grants. For GRB, taxation (direct, indirect) and charge for public services are important as they have a direct impact on gender equality.

GBI advocate for progressively and individually designed income tax systems, thereby reducing the 'disposable income' inequality that exists between men and women.

GBI should also advocate the need to have basic necessities exempt from VAT. The VAT system discriminates against women in an explicit manner due to the fact that it is a proportionately larger burden on lower income individuals. Here, the focus should be on the impact of differential consumption patterns because women tend to spend more on goods and services for the family.

In terms of user fees for health, education, water and electricity, it is difficult for the poor people to pay for these services. Again, on average, it is the women who are the poorest in a society, therefore, revenue policies should seek to set up systems whereby the poorest in society are exempt from paying such fees.

Thus, all the initiatives and activities at revenue collection phase need high consideration from gender and socially-inclusive lens as similar to allocating budget, since it has direct/indirect impact on gender equality.

- **Allocation Based on Sex-disaggregated Public Expenditure Incidence Analysis:** The main focus of analyzing public expenditure is to analyze the cost of public programs/activities/ services or cash social security received. Based on the information about costs of public services and number of people using it, a simple incidence analysis can be done. This analysis is based on the calculation of the unit cost of services and the number of users of a specific service. The unit cost of services can be obtained by taking the overall expenditure for a specific service and dividing it by the number of units of the service provided (for instance, number places in a training course).

The unit cost multiplied by the number of female/male users of the service results in the cost of services provided to women/men. This is a simple form of sex-disaggregated public expenditure incidence analysis.

Thus, the information that needs to be collected in order to carry out this analysis includes:

- o Overall cost of providing specific services, transfers or investments.
 - o Number of (women and men) users of the service.
 - o Other public activities.
 - o Unit cost of services (per capita cost).
- **Adequacy of Budget Allocations:** Another approach is to assess whether the budget is adequately allocated to implement the program in a gender-responsive way. This involves analyzing different needs of women and men, and finding out if the program is responding to those needs through specific services.
 - o Is the budget adequate to implement the program in terms of the number of people in the target groups?
 - o Is the budget sufficient to provide services and activities as per the various needs of women and men? If needed, are there specific service activities provided for groups of women or men to respond to their specific needs?
 - o How was the budget allocated for the program in the previous year, has it increased or decreased?
 - o Has the allocated budget been fully spent in implementation?
 - o Are the services affordable for women and men in the target groups?
 - **Estimation of Personnel and Administrative Costs:** In order to capture the full picture, it might be interesting to explicitly include an analysis of the personnel expenditures. This aims to analyze the disaggregation of the personnel cost of women and men.

The basis of this estimation of personnel costs is budget data on staff cost as well as information about women and men working in the respective program areas. At times, the administrative cost is higher than the output. Such analysis can include the following aspects:

- o Total wage cost of the employees directly involved in program activities.
 - o Total administrative cost of the organization and output.
 - o Employment and average incomes (wages) broken down by women and men according to different levels of staff categories.
 - o Analysis of the budget allocated to certain programs, services and personnel can be done for a certain year, or extended to a comparative analysis of available budget for the program. Implementation may take several years.
- **Program Collaboration:** In many cases, it is found that the organizations are likely to repeat similar programs in their respective sectors within and among the organizations. There is lack of coordination and collaboration among them. Also, it has been found that these programs are conducted without set objectives. The concerned officials of planning division may need to be responsive to ensure effective use of the limited resources. In fact, the allocation of budget could help in planning the activities that would complement and supplement each other to achieve integrated gender equality.
 - **Allocation by Heading:** Government budget are usually broken down into debt-servicing charges and expenditure on government activities. The expenditure of the government activities is generally presented as administrative cost (specifying the amount that each ministry or public sector agency is allowed to spend in the financial year), economic function (breaking down total expenditure into current account, for example, salaries and consumables, such as paper and telephone calls, and capital account, for instance, equipment, such as computers and construction of buildings and other infrastructure); and program (specifying the type of activities to be funded).

Change in public budget allocation can have a direct as well as indirect impact on the standard of living of both women and men. For example, budgetary changes in social security incentives, such as pensions (employees, old age etc.) or unemployment benefits, maternity benefits etc. have direct impact on beneficiaries. Changes in subsidies, for instance, in agricultural goods affect the food price. Hence, this can have negative impact on people's disposable income, consequently affecting their standard of living. Similarly, change in the service fee structure such as, education, health, electricity and drinking water etc., have direct impact on users (National Commission for the Promotion of Equality - Malta, 2009).

In terms of GRB, budget allocation can be broken down into three categories. Various types of activities related to these categories are given in the session of program design. The responsible authority should have an idea of the purpose and intended result of whatever s/he is allocating

for. The allocation could be social security schemes, subsidies or services for targeted groups, creating gender equal opportunities and forming feasible environment for mainstreaming gender needs and priorities through proposed program/activity.

- o **Gender Targeted Allocation:** Gender targeted allocation is the expenditure specifically targeted towards particular needs of either men or women.
- o **Equal Opportunities in Expenditure:** This includes spending budget directly for gender equality; it promotes opportunities for gender equality, such as, the provision of childcare facilities, paid parental leave for public service employees, equal opportunity plans for government workers, in terms of salaries and career opportunities.
- o **Gender Mainstream Expenditure:** This includes all the general expenditures on goods and services for the general public from gender perspective, such as, expenditure on infrastructure, laws, policies and procedures.

When combined, these categories represent total allocation in the government budget. Mainstream expenditure is considered to be gender-neutral. For most countries, this type of expenditure accounts for the largest proportion of the total expenditure of the state. It is important to investigate and analyze this type of expenditure according to the various impacts it could have on the lives of women and men and social groups.

Exercise on Fund Allocation

Participants will be asked to read and reinforce the factors for allocation of fund for the program before discussing on the working sheet.

The participants will work in the same group on the program design sheet. Here, the participants will allocate or reallocate the budget to the designed program and activities, and provide justification to it.

Note: Include the factors to be considered for allocation of budget in the participants' manual.

Ministry and Program:

Particular	Basis of Consideration? Why?			Allocation of Fund	Justification of Allocation	GRB Classification and Rating
	Target	Enhancing Gender Equality	Mainstreaming GESI			
Activities 1:						
Activities 2:						

Key Learnings:

- Gender-neutral or equal investment for both genders further victimizes women, as the ratio of women in poverty is much higher than that of men.
- Research suggests that the countries that have taken steps towards increasing women's opportunities for education, health care, employment and credit, have shown a faster pace in economic development.
- In case of change in the cost of program due to numerous factors (such as, staff cost, transportation, market price etc.), adjustments in the budget must be made accordingly.
- The rationality of a program can be justified by analyzing its needs, proposed activities that meet the needs of the beneficiaries, and evidence-based demonstration and its applicability to the context.
- Policy commitment can be achieved only if sufficient fund is allocated for implementation.
- Budget can be viewed as the key policy instrument that reflects an administration's priorities and demonstrates the government's commitment to respond to gender equality.
- Sources of revenue, sex-disaggregated public expenditure incidence analysis, adequate budget allocation, estimation of personnel and administrative cost, and collaboration of program must be considered while allocating the budget.
- Allocation of fund that are related to the targeted groups creates equal opportunity between genders, and mainstreams gender issues. This is a common practice among the GRB practicing countries.
- In Nepal, the MoF and NPC have issued guidelines/directives for designing a program and allocating budget through gender perspective.

Trainer's Note:

Following are the indicators of the GRB guideline issued by the MoF:

Indicators	Basis of Consideration
Women's participation in formulation and implementation of the program	Mainstreaming program
Women's capacity development	Target program
Women's share in the benefit	Enabling program
Promoting employment and income generation for women	Target program
Qualitative improvement of women's time use or reduced workload	Enabling program

Participants are asked to rate and classify their program/activities after the budget allocation as per the following format prescribed by the MoF to know gender-responsiveness of a program.

Project Name:

S.N.	Indicator and Sub-Indicators	Score
1	<i>Women's participation in planning and implementation</i>	20
1.1	Provision of women's participation in planning/programing and budget formulation	4
1.2	Ensuring women's participation in implementation	12
1.3	Provision of women's participation in monitoring	4
2	<i>Capacity enhancement of women</i>	20
2.1	Provision of capacity enhancement of women at the decision-making and implementation level	6
2.2	Provision of participation of women staffs and members in capacity enhancement programs	7
2.3	Gender-sensitive and context specific contents	7
3	<i>Ensure benefits to and control of women over project outputs and outcomes</i>	30
3.1	Ensuring benefits to women	8
3.2	Identification of gender gaps, women's special needs and barriers, and programs to address these gaps, barriers and needs.	6
3.3	Provision of gender-friendly implementation mechanisms and work place environment to ensure benefits to women	7
3.4	Ensuring budget for programs to benefit women	2
3.5	Provision of gender monitoring and impact evaluation systems to ensure benefits to women	7
4	<i>Increase employment and income generation for women</i>	20
4.1	Provision of employment opportunities for women	8
4.2	Create alternative opportunities for income generation or career development	7
4.3	Equal wage for men and women	5
5	<i>Qualitative improvement of women's time use or reduced workload</i>	10
5.1	Improvement in the working process and saving of time	4
5.2	Long-term result-oriented efforts to change the traditional roles of women	6

Summary of GRB Score

No.	Indicators	Score
1	Women's participation in formulation and implementation of the program	20
2	Capacity enhancement of women	20
3	Benefits to and control of women over project outputs and outcomes ensured	30
4	Increase employment and income generation activities for women	20
5	Qualitative improvement of women's time use or reduce workload	10
	Total	100
	GRB Categorization - Direct - 1/Indirect - 2/Neutral - 3	

Directly Gender-responsive (1)	Indirectly Gender-responsive (2)	Neutral (3)
=>50%	>20% to <50%	<20 %

Nepali Context:

- GoN issues an edited version of “budget formulation manual” every year with the necessary amendments, if needed. This manual includes all the policies, acts, regulations, ordinances, directives, executive orders, and related formats for the budget.
- Every year, the MoF issues a circular (letter) for all the line ministries with the budget ceiling as per Financial Procedure Rules, 2064, proposed to be spent in the next year on the basis of the following items:
 - o Regular annual expenses
 - o Program as per the periodic plan
 - o Ongoing plans or projects
 - o Plans and projects as per the provisions mentioned in foreign agreements
 - o Plans and projects as per the policies and projects of the government
 - o Plans and projects as per the yearly budget limit, if specified
 - o Others

At the same time, the line ministries are asked to furnish the estimation of revenue that could be collected in that year. For more details, please refer to the website: <http://www.mof.gov.np>.

- There is a practice of demanding more than required due to the assumption that the MoF will deduct a certain percentage from that amount. However, sometimes, the obtained money is not spent, and at other times, the allocated amount is not used for the set purposes.
- The government has issued a guideline on criteria for prioritizing the programs in order to assure that the funds are allocated for the priority sector.
- The government has grouped the fund into three types, namely, directly gender-responsive, indirectly gender-responsive and gender-neutral, according to the indicators and budget allocated for it. Criteria for classification of allocation are given in Table 1.

Table 1
Criteria for Classification of Allocations

Criteria for Classification	Classification	Budget Code
If the total score is 50 or above as per the weight set by indicators.	Directly gender-responsive	1
If the total score is 20 or less than 50 as per the weight set by indicators	Indirectly gender-responsive	2
If the total score is less than 20 as per the weight set by indicators	Neutral from gender prospective	3

- Methods of scoring as per the allotted score for main and sub-indicators for GRB is given in Annex 3.
- Status of allocation of budget is given in Table 2. It shows the overall increment in allocation, directly and indirectly in gender-responsive.

Table 2
National Budget Allocation in terms of GRB Classification

(Rs. In million)

Fiscal year	Directly Responsive		Indirectly Responsive		Neutral	
	Amount	%	Amount	%	Amount	%
2007/08	19.09	11.30	56.03	33.16	93.87	55.54
2008/09	32.91	13.94	83.58	35.41	119.53	50.65
2009/010	49.46	17.30	104.16	36.43	132.32	46.15
2010/011	60.61	17.94	112.65	36.30	154.64	45.76
2011/012	73.33	19.05	176.21	45.78	135.35	35.17
2012/013	87.07	21.51	178.63	44.13	139.11	34.36
2013/014	112.50	21.75	227.3	43.94	177.4	34.31
2014/015	135.56	21.93	278.38	45.04	204.15	33.03
2015/016	182.51	22.27	393.16	47.98	243.79	29.75
2016/017	242.30	23.10	508.20	48.45	298.41	28.45
2017/018	478.58	37.42	417.67	32.66	382.73	29.92
2018/019	508.37	38.65	450.80	34.28	355.99	27.07

Source: MoF, GoN

- Details of the budget of all the line ministries are kept online in Line Ministry Budget Information System (LMBIS), to make budget process more realistic, valid and transparent.
- Procedure for transfer of funds from one heading to another is prescribed in Financial Procedures Act/Regulation.
- There is no mechanism to monitor the expenditure of fund allocated for GRB.

Session 12: GRB Practices in Nepal (Experiential Sharing)

Session Objectives:

- Explain the GRB context in Nepal.
- Analyze the role of MoF and GRBC for effective GRB.
- Analyze the opportunities and challenges of GoN in effective GRB practices.

Trainer's Note:

Trainer have to invite a resource person who has the knowledge and understanding on existing GRB guidelines and practices. The resource person should analyze the role of MoF in implementing GESI in the budget making process. Also, the practicing status of GRB and efforts of MoF is to be shared including the achievements, opportunities and challenges.

Day 5

Session 13: Step 4: Budget Expenditure (Implementation)

Session Objectives:

- Enhance knowledge on different aspects of budget expenditure.
- Sensitize participants regarding allocation of budget from gender equality perspective.
- Encourage participants to utilize the allocated GRB as planned.

Trainer's Note:

Participants are asked to share their understanding on the following questions.

- In your opinion, which program/project/activity has been successfully implemented? Why?
 - o Success stories on project implementation from GRB perspective.
- What are the factors that influence successful implementation?

Implementation is not about spending as per the allocation; it involves decisions, actions and corrections made to deliver a program through a series of activities directed towards the mission and results.

The trainer must explain that the indicators of GRB guidelines, especially, sub-indicator 1.2 has to be considered while designing the implementation strategy.

Reading Notes:

Implementation is a process that involves decisions, actions and corrections to deliver a program through a series of activities geared towards the mission and results. It involves effective allocation of resources, clarification of roles and responsibilities of program staffs, program participants, and management of unexpected challenges that emerge after the program's commencement. Whereas, the budget expenditure process is to check if it is spent as planned. During the budget expenditure phase of GRB it is not sufficient to spend as planned but to engender implementation as well.

Implementation for gender equality is about ensuring gender-sensitive processes, policies, staff and program activities that align with the program's objectives. However, implementation of GRB from inclusive perspective depends on the nature, objectives, size and social context of the program as well.

The expenditure separated for solutions to identified problems and needs should be wisely spent, within the budget ceiling, to achieve gender equality. The conditions of implementation of allocated budget must be considered as a key element to determine the results.

Negative or mixed results from a program's impact evaluation may be linked to a poor quality implementation and do not necessarily mean that the program is not working (Durlak & DuPre, 2008).

Factors Impacting Implementation:

A number of factors (presence/absence), depending on the context and organization involved influence (negatively/positively) the GRB implementation process. The implementer must consider multilevel approach of implementation related to the program. Some common influencing factors of the implementation process are as follows.

Main Factors Related to the Social Context

Factors related to the social context focus on the links within the community, resources, leadership, participation, sense of belonging, and willingness to intervene for gender equality.

- Political environment
- Commitment
- Empowerment
- Readiness of communities

Main Factors Related to the Organizations

Factors referring to the organizational capacity are:

- Organizational capacity
- Level of site readiness
- Organizational stability, shared decision-making and common vision
- Presence of champion(s)
- Coordination position
- Resources dedicated to evidence-based programs (time, research and data sources and financial resources)
- Linkages with other external networks and partners
- Engagement and commitment from the management
- Leadership
- Evaluation and use of performance measures and information management system

Main Factors Related to the Implementer

- Attitudes toward and perceptions of the program
- Level of confidence
- Skills and qualifications

Main Factors Related to the Program

- Integration of the program and its compatibility
- Training and technical assistance

Source: Guide on the Implementation of the Evidence-based Programme, Canada, 2014.

Exercise:

Participants must be taken for a field study to the Ministry that they have been working on throughout the course. Or, they could reflect on their experiences of ministerial budget implementation. Participants will then explore the feasibility of implementation of the proposed program based on the discussed factors. Then, the findings of this exercise will be shared in the plenary.

Budget Expenditure (implementation) Stages:

One of the prerequisites for successful implementation is the clarity of program and its operationalization. This demands sincere gender situation analysis of the respective sector, clear key components (activities) to address the actual needs and concerns of the beneficiaries, and adequately allocated budget and engendered staffs.

The government, as a managing, implementing, and monitoring body, is responsible to answer the following questions:

- To what extent was the budget spent on intended action, purpose and people?
- What are the delivery costs?
- Who are receiving the subsidies?

Since the budget expenditure is only one of the many steps of GRB, it is important to monitor if the spent money met the objectives of the program, or efficiently delivered the interventions for promoting opportunities of equality and mainstreamed the gender issues. The implementer should be clear that the content, process and expected output of the program ensure the promotion or achievement of GESI. The common stages of implementation that needs to be taken into consideration are as follows:

Checklist for Implementation Process: The purpose of this section is to provide organizations with a tool to plan and develop an implementation plan tailored to the program, local conditions and organizational capacity. Awareness of the activities at every implementation stage also helps to identify strengths and weaknesses in order to determine the potential challenges and necessary solutions to address it.

Adjustments with Allocated Resources: After receiving the funding, it is important to review if the program design tallies with the amount and the current context. Any factor that changes the cost of the gender-responsive program requires adjustment to the budget.

Changes in the budget are necessary if changes are required in the formulation stage. The amount can be transferred from other programs or additional funding can be gained. However, such interventions should not be entertained unless the program requires changes.

Making Adjustments to the Program: Any significant change in the context requires adjustment to the program. For example, if the cost of hiring staff increases, then fewer staffs can be hired; the number of target to be served needs to be adjusted or the services provided to those targeted without compromising the ultimate objective of gender equality and social inclusion as well.

Formalizing Coordination and Collaboration of Partnership: Formal/informal agreement/understanding for collaboration, coordination or joint funding for a program with inter or intra ministry should be revised to ensure that the implementing partners are clear about their roles and responsibilities. For example, if the program delivery plan includes referral to other agencies, it is important to clarify the referral process and the efficient method for its completion.

Managing Staff to Ensure Timely Program Delivery: There has been a practice of misusing GRB for other purposes and justifying its usage. These kinds of practices must be prohibited. The person or authority involved in such misinterpretations must be made accountable for it in order to ensure that the program is executed as planned; further, the following measures must be considered for the same:

- Job description should be gender-sensitive.
- Promoting work culture that appreciates the perspectives of diverse groups of staffs.
- Providing orientation on the rationality of the program objectives.
- Undertaking organization gender training on specific program tools and services.
- Provide day-to-day support to staffs to address issues as they arise (grievance redress mechanism).
- Hold regular staff meetings to discuss and resolve issues, and for performance development.
- Establishment of inter-relationship among different sections of the program.
- Discussion and other participatory activities of employees within the periphery of the budget ceiling.
- Balancing the skills and information of one with complementary abilities of other members.

Developing Information and Communication Systems: Programs related to GESI are often complex and multifaceted. Depending on the objectives related to the program for gender equality and their intersectionality, it may be necessary to secure program management tools and software that helps with data collection, tracking of milestones, data analysis and reporting during the implementation phase and beyond.

Content management systems and database are some examples of important tools that help managers to gather and store useful program information. They also provide staff members with access to pertinent user information that supports participant engagement. It is important

to test such tools as a part of the program implementation. Program plans provide the details about how a program is to be implemented, which includes:

- Required behavior for program implementation.
- Program delivery processes.
- Information on handling critical incidents.
- Client management information.

Putting Program Tools and Services in Place: Once the aforementioned aspects are completed and the staffs are assigned, the allocated budget can be used to achieve the set objectives through the designed activities. The intake process can begin and services can be delivered.

Implementing Quality Assurance Measures: Quality control is an ongoing process from the beginning of the program. In case of quality assurance for GRB, it is to monitor if the activities are meeting the needs and concerns of the beneficiaries as per their requirement. It is important to inquire if the beneficiaries are satisfied with the measures taken to perform the stated task. It ensures that the services provided by staff meet the professional standards as well as legislative requirements.

Ensuring M&E System is in Place: The responsible personnel should create a plan to measure the program's progress in order to check if additional information or resources are required, if the resources need to be reallocated, or the program demands a new approach. Monitoring of the implementation phase may include program performance and quality control, staff performance, budget expenditures, beneficiary's satisfaction and feedback and fidelity to the program model. The monitoring system should include vehicles for ongoing input from the people who use the program.

Responding to Emergent Challenges and Issues: Even if a program is successfully piloted, it tends to have emergent challenges and issues. The programs have to address the issues of changing circumstances. Management and staff should meet periodically to review the monitoring information, discuss changing context and develop strategies to respond appropriately.

Celebrating Early Success: Starting a new program and making significant changes can consume a lot of energy. There may be times when this process may seem like a series of challenges. Therefore, it is important to look for early accomplishments through the monitoring system and celebrate them. It can bring positive energy to the program to achieve the objective of GESI too. The community must realize that the expenditure made within the periphery of the budget ceiling is directed towards achieving GESI. It is to ensure equal benefits to women, men and socially excluded groups. Program expenditure should reflect the commitment of the government towards securing GESI. Thus, the expenditure must aim at eliminating existing gender inequalities, promoting gender equality and creating an enabling environment for its accomplishment.

Nepali Context:

Following are some of the provisions regarding the expenditure of budget and implementation of program.

- Indicator 1, sub indicator 1.2 of GRB guideline demands compulsory participation of women during the implementation process of a program.
- A provision in the budget format demands mentioning of timeframe to spend the allocated budget. It is divided into three parts with four months each.
- There is a provision (procedure) in the Financial Procedure Act/Regulation, regarding the transfer of budget from one heading to another and from one program to another. This describes the required conditions for transferring budget.
- There are directives issued by NPC and MoF for changing or amending programs. These directives describe the conditions for it.
- There are practices of spending the budget of one heading on another, and writing that the expenditure was made as planned. This is especially common in GESI program (targeted as well as mainstreaming).
- For details on transfer of budget and amendment in programs, refer to the Budget Formulation Manual (Budget Tarjuma Digdarsan), of MoF.

Key Learnings:

- Implementation is a process that involves decisions, actions and corrections in order to deliver a program through a series of activities geared towards a mission and results, whereas, budget expenditure is to follow whether it is spent as planned.
- Implementation for gender equality is about ensuring gender-sensitive processes, policies, staffs and program activities, whereas, implementation of GRB depends on the nature, objectives, size and social context of the program as well.
- Negative or mixed results of a program do not necessarily mean that the program is not working, rather, it may be linked to poor implementation.
- A number of factors (presence/absence), depending on the context and the organization involved influence (negatively/positively) GRB implementation process.
- Some common influencing factors of implementation are social context, organization and its culture, role and capacity of implementer, and content of the program.
- There are number of stages to be considered while implementing budget for GRB.
- In Nepal, there are prescribed procedures regarding transfer of budget and amendment of program.

Session 14: Step 5: M&E (Impact Assessment) and GRB Audit

“What gets measured gets managed.”

Session Objectives:

- Explain the importance of M&E to ensure that the initiatives of GRB are on track.
- Enhance knowledge of different aspects of gender-responsive M&E and gender audit.
- Explain the factors that need consideration for gender-sensitive M&E and gender audit.

Trainer’s Note:

After the discussion on the conceptual background of the GESI-responsive M&E, the participants will be taken to the field for practical observation. The participants will be divided in groups and provided a checklist to observe and internalize. The checklist will then be assessed and discussed among the participants from GESI perspective to evaluate its output, outcome and impact.

Though women and men share the same roof, they perform different roles, hold varied responsibilities and have unequal access to resources. This differentiation in the needs, priorities and constraints of women and men, it influences their perception towards project intervention as development interventions. M&E helps to understand if these gaps have been narrowed down after these interventions.

“Monitoring” is defined as the “continuous assessment of project implementation in relation to agreed schedules and use of inputs, infrastructure, and services by project beneficiaries” and “evaluation” has been defined as the “periodic assessment of the relevance, performance, efficiency, and impact (expected and unexpected) of the project in relation to stated objectives” (World Bank, 2003).

The success of GRB can be measured through the impact it delivers. During the implementation period it is important to assess the public resources and its usages. Public officials must be held accountable for this action. Simultaneously, they must also keep a track of the budget. Therefore, it is imperative to develop and incorporate monitoring and evaluation indicators from the initial period, i.e. program designing, to influence financial expenditures to achieve concrete results on GESI.

Provisions for developing monitoring indicators will be useful to track the gender-related impacts of the program/project, collecting sex-disaggregated baseline and monitoring data, involving women in monitoring activities, and considering gender issues and impacts in progress reports or other reports of the program/project.

While carrying out the M&E, the concept of “gender” must be emphasized to highlight the differences within categories of “men” and “women” because men or women do not form a homogeneous group. M&E should provide feedback on how a program’s activities affect different subgroups of men and women. Any disparity in the distribution of benefits must be known to undertake corrective actions (gender issues in monitoring and evaluation overview).

Why M&E from a Gender Lens?

Gender must be addressed in M&E to assess if an activity is meeting its objectives. In this process, we can consider underscoring its accomplishments, lessons learnt and the way forward.

The following are the main objectives (rationale) of undertaking M&E:

- To track expenditures of programs and projects from gender perspective.
- To provide necessary information for amendments in programs and projects to ensure GESI.
- To allow analysis of and resolution in systemic or policy issues.
- To improve the design of future operations.
- To contribute to strategic policy and program decisions.
- Tracking expenditures of programs and projects.
- Counter-checking achievement of objectives.

Types of M&E:

- Monitoring can be based on quantitative measures, such as, data issued by statistics offices or specifically collected by project staffs.
- Qualitative monitoring can be undertaken through tools such as, interviews, observations, and focused group discussions.
- Participation of intended beneficiaries in monitoring is a method to ensure that they feel the ownership and are benefiting from it.
- Participatory monitoring, on the other hand, is a means of involving stakeholders from the beginning in activities such as, identifying activities and indicators that should be monitored, carrying out the monitoring programs, and analyzing the results for improving future processes.
- External monitoring or evaluation provides independent, external feedback on progress and outcomes.
- Impact evaluations determine if a program had desired effects and if there were unanticipated effects.
- Gender audits are distinct from regular evaluations; they are based on the self-assessments of a project, organization, or ministry on how gender issues are addressed in the program portfolio and internal organizational processes. A gender audit is not an external evaluation; it should be used to facilitate change and develop action plans and monitoring systems.

Source: A training manual on gender issues in monitoring and evaluation overview.

Gender audits assess gender approaches and policies, staff capacity, tools and resources, gender mainstreaming in programs and projects, organizational culture and workplace issues. Overall, an audit monitors relative progress made in mainstreaming and identifying successes as well as critical gaps. Additionally, gender audits integrate components of gender assessments to measure the impact of interventions on beneficiaries. It is based on the principles of gender accountability, gender inclusion, gender equality, gender equal development and gender social legitimacy.

Some of the basic requirements for gender audits are, strategic requirements (policy framework for gender audit, working strategies, and plan of action); institutional requirements (gender-responsive/competent institutional set up, gender accountability assessment mechanism,

Institutional networking, learning organization); methodological requirements (guidelines and instructions, operating procedures, participative and consultative processes); informational requirements (gender-disaggregated data, reporting formats, information sharing mechanism); human capacity requirements (expertise, knowledge management); research and intellectual resource requirements; behavioral requirements (behavior change communications, advocacy and sensitization, marketing, positive outlook, teamwork, performing culture, positive reinforcement) and collaborative and participatory requirements (collaboration among different agencies, sharing and exchange, participation of stakeholders, participation of women: implementers and beneficiaries).

Gender audit should be undertaken in different levels, such as, strategic level (policy and strategy); institutional level (culture, value, norms); organizational level (structure); methodological/operational level and behavioral level.

There are various tools and techniques to conduct gender audit such as, quantitative and qualitative techniques; statistical tools; consultative and interactive techniques; social mapping techniques; analytical techniques and educational tools and techniques. Prior to commencing gender audit, one has to develop relevant indicators on input, process, output and outcome to assess it.

What are the Benefits of Conducting M&E from GESI Lens? (One has to acknowledge the notion of gender difference for M&E)

- Helps project implementers to detect negative impact on women and men and other social groups. The adverse effects could be, increased workload, incidents of violence or discriminatory attitudes towards women and men, and other social groups.
- Addresses the constraints of women and men and other social groups appropriately, thereby, improving project performance and outcomes.
- Helps assess the satisfaction level of women and men and other social groups with the project; ensures that their needs are not ignored during the implementation.
- Ensures that the project does not overlook gender differences in/as vulnerability, which could result in severe impacts on women and girl and other social group.
- Identifies opportunities to empower women and girls and other social groups (build their confidence and self-esteem, develop leadership and self-organization skills) and discover activities that contribute to women's empowerment.

Source: Measuring Change: Experiences from IFAD funded projects in Asia

Factors Affecting M&E of GRB:

Officials responsible for M&E must be aware of the factors that affect the effectiveness of GRB. As per the reports made by the scholars, the following factors affect the impact of GRB.

Exercise:

Participants will share their experiences on the enabling and challenging factors in conducting M&E.

The trainer will summarize the sharing of the participants and contribute to the discussions with the following points.

Enabling factors include:

- **Securing Sustained Support for GRB:** Strong political recognition and commitment at the government level is required to sustain GRB. As long as the provided budgetary and legal provisions meet the standard, other factors such as, integration of sectorial strategies are not given utmost importance. The implementation of political strategies in sectorial budget is usually the task of sectorial ministries. However, the achievement of gender equality is dependent on the implementation of political strategies by the sectorial ministries.
- **Engendering the Entire Budget Process and Economic Policy:** This includes the expenses as well as the revenue. It should be a part of the macro-fiscal framework of the economy, and encompass expenditure and revenue in its micro-economic dimensions. Pre- and post-budgeting tools for GRB must be introduced (Pre-budgeting tools, such as, gender cost-benefit analysis, emphasis on participatory approach for budget preparation to reflect the influence of expenditures on women and girls. Post-budgeting tools focus on the impact of government programs on women and girls and on gender equality; these tools further influence future pre-budgeting tools).
- **Ensuring Practical Feasibility:** Broad statements are not sufficient to support GRB. Instead, specification of definite steps is considered to be more valuable. GRB needs to address specific goals which have clear benefits and can be measured 'using even crude tools and data', such as reducing inequality in educational attainment.
- **Capacity Building:** Training is required in all aspects and stages of GRB. It must be ensured that the officials responsible for the same have the necessary gender analysis skills.
- **Supporting Women's Participation in Planning and Budgeting:** Increase participation of women and men in the development planning process and ensure improved gender-responsive outcomes by facilitating a closer nexus between planning and budgeting.
- **Linking Gender Issues with other Structural Inequalities:** While addressing several structures of inequality in budgeting, similarities and synergies may emerge. Gender cannot be addressed in isolation, therefore, other structural inequalities have to be considered in budgeting in order to understand the problems of gender inequality and address them. Women tend to be at the intersection of several vulnerabilities.

Challenging factors include:

- **Lack of Sex-disaggregated Data and Data on Gender Relations:** Analysis of government budget has proved to be difficult due to the lack of sex-disaggregated data and data on gender relations.

- **Limited Capacity and Resources for the Task:** Carrying out gendered budget analysis is a complex task. Choosing appropriate interventions by considering equity and efficiency can be difficult. Few options include, new taxes, law reforms, and subsidies and increased spending; they all have implications on fiscal policy. However, in practice, GRB demands many resources, including pre- and post-budgeting tools and the training of budget officers.
- **Gaps in Action (for example, on the revenue side) and Sustainability:** GRB has been focusing solely on expenditure by ignoring the revenue. It is struggling to become a part of the institutional system.
- **GRB 'cannot be a one-off activity':** GRB is not a one short event or activity. It has to be mainstreamed in our policy, program, behavior and culture through various means. It has a broad scope for expansion with available avenues. In specific contexts, it has been difficult to pursue this due to contentious government-civil society relations as GRB is still understood as a project or event.

“The most commonly cited major obstacles to women participating and benefiting from development activities include (i) the lack of participation by women in design; (ii) poorly conducted needs analyses; (iii) the lack of baseline data on key gender differences relevant to the specific project; (iv) the failure to address gender issues in project objectives; and, (v) poor monitoring efforts” (NDF 2004, p. 27). Additionally, lack of organization or project’s gender policy or strategy, absence of project’s gender-sensitive log frame indicators and lack of understanding of project’s delivery to address inequality also hinders achievement of gender equality.

Why Government Expenditure Deviates from Pre-planned Budget?

In many cases government expenditures deviate from its pre-planned budget. Some of the causes behind such situation are as follows:

- Poor financial management systems
- Corruption
- Fund diversions or low priority
- Use of reserves during unexpected events
- Inadequate funding
- Gender insensitivity
- Under (undue) pressure
- Irresponsibility and unaccountability
- Vested interpretation
- Off-budget donor funds and
- Weak oversight

Methods for Gender-sensitive M&E

By measuring and documenting both quantitative and qualitative data on changes in relevant groups’ assets/income, human development outcomes, access to services, changes in voice and ability to influence and changes in systems (including both informal behavior and formal policies

and structures), one can ensure positive impact on the life of people. For the quality M&E the following steps need to be considered (Measuring Change: Experiences from IFAD-Funded Projects in Asia. 2012. Retrieved from <https://asia.ifad.org/documents/627927/627956/65+Gender-Sensitive+M%26E.pdf?version=1.0>)

Step 1: Identification and Preparation

- Ensure that the benchmark survey or baseline study is gender-sensitive. Are there any sex-disaggregated data? Has gender analysis been done? What are the gender issues identified during the baseline?
- Collect initial information: Who are the key actors targeted by the project? What are their activities? What is their capacity? What are their roles and needs?
- Undertake an initial gender study or analysis to identify the opportunities and the potential negative impacts of project intervention on women as well as men, along with the potential area for transformation.

Step 2: Design and Appraisal

“Engender” logical framework of the project.

- Are there indicators for sex-disaggregated data and information?
- Are the identified gender issues and potential areas for transformation included in the logical framework?
- Have the quantitative and qualitative indicators been included?
- Do the data collection methods rely only on household information? Were women and men questioned separately?
- Were the feedback loops and discussion forums designed to share findings?

Step 3: Implementation

- Develop the capacity to integrate, monitor, interpret and evaluate gender-related issues.
- Are all M&E officers and enumerators trained on gender-sensitive data collection and analysis?
- Are gender officers involved in M&E?
- Is there an incentive/accountability/support system to conduct gender-sensitive M&E?
- Review the M&E questions (both for questionnaire and Focus Group Discussion) to ensure that relevant points are included.
- Collect gender-sensitive data based on the selected indicators.
- Ensure that women and men participate in the surveys.
- Disaggregating by head/chief of the project is not enough, because if one interviews only the head of the project (who are often men), that will not capture the voices and perceptions of women. There is also the danger that, if the respondents in the project are not specified, one might end up talking only to women or men. In both ways, taking project as a unit of analysis will introduce bias in terms of capturing respondents’ experiences and perceptions.
- Select both women and men respondents on reciprocal basis during sampling.

- Make notes in questionnaire about the gender of the respondent and her/his relationship with the project. This will help in gender-disaggregated analysis.
- Ensure that the questionnaire is related to the project, specifically, focusing on expected results/indicators (based on the initiatives/activities that are supposed to be taken).
- Train the enumerators to be able to interview men and women appropriately. They might need to adjust their timing of interview and the ways of asking questions depending on the gender of the respondent. Moreover, they should be trained on gender, gender relations, participatory methods and facilitation methods. Sometimes, the enumerators may not be comfortable in asking “difficult” or “culture-sensitive” questions, however, they must understand its importance. They must be encouraged to ask those questions in order to have a strong analysis.
- Enumerators must be instructed to ask probing questions and not be limited to “yes” or “no” answers.
- Efforts to maintain gender balance among the enumerators must be made during their recruitment. Factors, such as age, ethnicity or caste of enumerators, are vital to ensure inclusiveness.
- Fine-tune the database and data processing tools and prepare them for storage and analysis of gender related information.

Step 4: Analysis and Reporting:

- During analysis, ensure that the replies are differentiated by sex of the participants, especially, for perception and opinion-related questions.
- The report should incorporate the outcomes and impact of integration in the overall context of the project.
- The report should include the outcomes and impacts of project interventions on men and women and gender relations.
- The report should include gender-differentiated results while reporting lessons learnt from implementation.
- Gender impacts must not be one separate section, instead, gender issues must be discussed in each aspect of the report.
- The findings must be discussed with the project officers and field workers as a part of the learning process, in order to provide feedback for the following year.

Basic Checklist in Gender-sensitive M&E

The following generic questions will be helpful in addressing some aspects of gender issues in project work and could guide projects in designing their M&E plans and other M&E-related activities. However, the issues addressed here might not be sufficient to integrate all aspects of the project. It is important to conduct a specific gender analysis of the project to identify the gender issues in the project area.

General Checklists

- Is the data disaggregated by sex?
- Does the project involve women, men and other social groups in M&E?
- Are there mechanisms to avert negative impacts of the project on women, men and other social groups?
- Is there sufficient allocation of budget (if needed) to make the M&E exercises gender-sensitive (for example, for hiring a gender expert to conduct gender analysis and prepare gender-sensitive monitoring plan, and also for hiring women enumerators to interview women)?
- Is the intervention a continuity of previous intervention or a new initiative? Is it a one-time event or has continuation in the future?

Checklist for Project Objectives, Log Frame and Indicators

- Does the project have gender-responsive objective(s)?
- What measures can verify the achievement of gender-responsive objective(s)?
- What measures can verify if the project benefits targeted women and men and especially those who are directly affected by the project?
- Is the data for verifying the project's purpose sex-disaggregated and analyzed in terms of gender? Which gender analysis tools will be used in, for instance, rapid rural appraisal exercises or participatory field evaluations?
- Are gender issues adequately considered in project implementation (for instance, in work plans)?
- What are the external factors required for undertaking the activities and ensuring continued engagement of men and women in the project?

Empowerment

- Does M&E assess if the women or men are socially or economically disadvantaged? For example, will there be data on changes in the gender division of labor or their access to and control over resources?
- Does the project assess improvement in the level of awareness about women's rights?
- Does the project assess improvement in the level of awareness about the issues of domestic violence and laws relating to the same?
- Does the project assess gender power relations (access to and control over resources and opportunity; decision-making patterns, for instance, what are women's and men's income sources? what is the difference between cash income of women and men, and why? are women able to spend cash income on their needs? if not, why? are women members of any self-help/microcredit group? do all women, regardless of social and economic status, have access to credit? if not, what are the constraints? does the bank credit policy favor women? why? has the percentage of women having access to credit increased in comparison to the previous year? what is the percentage of increase? do women hold joint accounts with their husbands or hold an individual account? what are average interest rates and amount of loan for women? how is women's repayment rate in comparison to men's?

- Has there been an improvement in household, food security and nutrition indicators (under five, malnutrition, wasting and stunting)?

Time and Workload

- Does M&E assess change (increase/decrease/balanced) in the workload of men and women as a result of program activities?
- Are women adequately compensated for their work hours or do they volunteer?
- Project Specific
- Does M&E assess the improvement in status of women (or men) due to program input (targeted/creating opportunity for equality/mainstreaming gender issues)?
- Do the funds reach the intended beneficiaries?
- Does M&E assess the expenditure of allocated budget?
- Does M&E check if the targets have been achieved?
- Does M&E assess if the activities meet the respective needs (practical or strategic)?

Nepali Context

- Sub indicator 1.3 of the GRB guideline demands compulsory participation of women during the monitoring process of a program. However, rest of the indicators are also important which demands the authority in M&E.
- Current M&E formats prescribed by NPC do not adequately cover GRB and GESI's essence. Hence, these formats need to be reviewed and revised accordingly.
- Apart from the NPC formats for reporting, the respective ministry needs to develop reporting formats, monitoring process and criteria to reflect GRB and GESI disaggregation and information areas as per their mandate and program. Monitoring should be undertaken more frequent in order to assess implementation of GRB and GESI related issues in the program. Provision of incentives/awards need to be managed for the projects that have addressed GESI in the best manner.
- There is no practice of conducting financial internal/external auditing of expenditure from gender perspective. There is an urgency to institutionalize such practices by introducing a legal provision.

Activity on Specified Field Area for Monitoring

For field study, the participants must be taken to the ministry which they have been studying throughout the course.

Each participant will have to fill the checklist given below during the field study. The participants will then work in groups and share their respective organization's experiences on M&E.

Checklist for Gender-responsive Monitoring

Checklist	Status		Observations (Yes/No, Why?)
	Yes	No	
General Information			
<ul style="list-style-type: none"> Is the data disaggregated by sex? 			
<ul style="list-style-type: none"> Does the project involve women, men and other social groups in M&E? 			
<ul style="list-style-type: none"> Are there mechanisms to avert negative impacts of the project on women, men and other social group? 			
<ul style="list-style-type: none"> Is sufficient budget allocated (if needed) to make the M&E exercises gender-sensitive (for instance, hiring a gender expert for doing gender analysis and preparing a gender-sensitive monitoring plan; hiring women enumerators to interview women)? 			
<ul style="list-style-type: none"> Is the intervention a continuation of previous project or a new initiative? Is this a one-time event or will it have a continuity? 			
Project Indicators			
<ul style="list-style-type: none"> Does the project have gender-responsive objective(s)? 			
<ul style="list-style-type: none"> What are the measures to verify the achievement of gender-responsive objective(s)? 			
<ul style="list-style-type: none"> Are the gender issues and potential areas of transformation included in the logical framework? 			
<ul style="list-style-type: none"> What measures can verify that the project benefits accrue to women, men and other social groups? 			
<ul style="list-style-type: none"> Is the data for verifying the project's purpose sex-disaggregated and analyzed in terms of gender? 			
<ul style="list-style-type: none"> Are gender issues adequately considered in project implementation (for example, in work plans)? 			
<ul style="list-style-type: none"> What are the important external factors for achieving the activities and ensuring continued engagement of the women, men and other social group in the project? 			
Empowerment (for targeted project)			
<ul style="list-style-type: none"> Does the project assess if the women, men and other social groups are socially or economically disadvantaged? 			

<ul style="list-style-type: none"> Does the project assess the improvement in awareness of excluded group's rights? 			
<ul style="list-style-type: none"> Does the project assess the improvement in awareness of issues like domestic violence and laws relating to it? 			
<ul style="list-style-type: none"> Does the project assess gender power relations? (access to and control over resources and opportunity; decision-making patterns and participations, for example, what are women's, men's and other social group's income sources? how different are their income and what are the reasons behind it? are women able to spend their income on their needs? if not, why? do women hold membership in self-help groups/microcredit groups? do all women, regardless of social and economic status, have access to credit? if not, what are its constraints? does the bank credit policy favor women and why? has the percentage of women having access to credit increased in comparison to the previous year? what is the percentage of increase? do women hold joint accounts with their husbands or an individual account? what are average interest rates that women pay? how different are women's loan amount in comparison to men's? how different are women's and men's repayment rates?) 			
<ul style="list-style-type: none"> Is there improvement in household, food security and nutrition indicators (under-five malnutrition, wasting and stunting)? 			
Time and Workload			
<ul style="list-style-type: none"> Has the workload of women, men and other social group changed (increase/decrease/balanced) as a result of program interventions? 			
<ul style="list-style-type: none"> Do women receive adequate compensation for their work time or do they volunteer? 			
Project Specific			
<ul style="list-style-type: none"> Have women or men's status improved from program inputs (targeted/creating opportunity for equality/mainstreaming gender issues)? 			
<ul style="list-style-type: none"> Do the funds reach the 			

• intended beneficiaries?			
• Is the allocated budget spent on intended program/ groups?			
• Have the targets been met?			
• Which activities meet what needs (practical or strategic)?			

Key Learnings:

- It is important to develop and incorporate M&E indicators from the program design phase in order to influence financial expenditures to achieve concrete results on GESI.
- M&E from gender perspective must be undertaken in every aspect of the budget (budget source, budget allocation and budget expenditure).



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