NZAID Gender Analysis Guideline

Summary

📖   What does this guideline cover?

This guideline covers key gender concepts and outlines the methodologies used in gender analysis to assess the differential impact of a development programme or Activity on females and males and on gender relations.

🔑   What will this guideline do?

- Introduces key terms and concepts fundamental to gender equality

- Outlines what gender analysis can tell us about the differences in the lives of women and men, girls and boys and the relationships between and amongst them

- Sets out the different levels at which gender analysis can be applied and the different processes which can be informed

- Discusses when NZAID should undertake gender analysis and how to determine the depth of analysis required or appropriate

- Summarises commonly used approaches and methodologies to gender analysis and gives guidance on when to use the different models

- Identifies useful gender analysis resources for further reference.

👥   Who is this guideline for?

This guideline is for NZAID staff involved in policy dialogue with development partners, NZAID programme strategy development and the identification, design, monitoring and evaluation of NZAID Activities.

It is intended to equip staff with a sufficient understanding of gender issues and analysis to mainstream gender equality in their work and effectively assess work done by development partners and contractors. Staff generally would not undertake gender analysis themselves.

✍   Acknowledgements

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NZAID commitment and rational

Poverty and gender inequality are among the most pervasive and persistent global problems and challenges. Poverty affects women and men, girls and boys, but the impacts are different based on their sex, age, ethnicity, race, economic status, education, literacy, and disability. Gender inequality cuts across other forms of inequality, intersecting with economic, social, and political conditions, to often produce more intensified forms of poverty for women and girls than for men and boys.

Worldwide, 70 % of those living in 'extreme poverty' are women and children. Research across countries has shown that women spend a far greater share of any income earned, often close to 100%, on the family including children's healthcare, schooling and food. This contrasts with men spending a larger share of their income on discretionary goods for themselves and 50% or less of their income on the family. [1]

Poverty elimination is the central focus of NZAID's work. Our understanding of poverty goes beyond the purely economic to encompass the inability to meet basic needs; poverty of opportunity and vulnerability to poverty. Just as gender inequality exacerbates poverty, poverty often leads to increased gender disparity. Both poverty and gender inequality are human rights violations. NZAID's human rights approach commits us to ensuring that development benefits all. Gender equality and women's empowerment are essential for achieving sustainable and equitable development.

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[1] *All types of inequality are not created equal: divergent impacts on inequality on economic growth*. Seguino Stephanie, Society for the Study of Economic Inequality, Working Paper 2005-10

Key Concepts

Gender is often confused, conflated, or used interchangeably with other terms such as 'sex' and 'women'. Increasingly now, the 'politically correct' term is 'gender'. For example, when trying to determine a person's sex (male or female), one is often asked what is your gender?

Gender equality implies that the interests, needs, priorities and experiences of both women and men are understood and taken into consideration. Gender equality is not only a women's issue, but should concern and fully engage men and boys. Understanding gender terms and concepts is key to developing effective strategies to reduce inequality, discrimination, and ultimately eliminate poverty. The core concepts outlined above are expanded on further in Annex 5 Selected Terms and the NZAID Tools Glossary.

Gender	**Social attributes, opportunities and roles associated with being female and male** and the relationships between and amongst women and men, girls and boys. **What is expected, allowed and valued in a woman, man, boy or girl in a given context**, society or culture at a specific time and place.
Sex	**Physiological, biological and hormonal characteristics** that define and differentiate humans as either female or male.
Gender equality	**The equal rights, responsibilities, and opportunities of women and men, girls and boys**. Gender equality does not mean that women and men, girls and boys become the same, but that their **rights, responsibilities, and opportunities will not depend on whether they are born female or male**.[2]
Gender equity	**Recognises that different approaches may be needed to produce equitable outcomes** by taking account of and addressing the differences between and amongst the lives of women and men, girls and boys and the diversity of different groups of women/girls and men/boys.[3]

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[2] Adapted from *Important Concepts Underlying Gender Mainstreaming,* UN Office of the Special Adviser on Gender Issues and Advancement of Women 2001 at: www.un.org/womenwatch/osagi

[3] Adapted from *The Full Picture Te Tirohanga Whānui Guidelines for Gender Analysis*, New Zealand Ministry of Women's Affairs, 1996

The what, why and when of Gender Analysis

What is Gender Analysis and what does it tell us?

Gender analysis refers to the variety of approaches, and methods used to assess and understand the **differences in the lives** of women and men, girls and boys and **the relationships** between and amongst them including: their access to resources and opportunities, their activities, and the constraints they face relative to each other. It is a process that identifies the **varied and different roles and responsibilities** that women, men, girls and boys have in the family, the community, and in economic, legal, political, and social structures.

Gender analysis **makes visible**:
- the different needs, priorities, capacities, experiences, interests, and views of women, men, girls and boys;
- who has access to and/or control of resources, opportunities and power;
- who does what, why, and when;
- who is likely to benefit and/or lose from new initiatives;
- gender differences in social relations;
- the different patterns and levels of involvement that women, men, girls and boys have in economic, political, social, and legal structures;
- women's and men's lives are not all the same and often vary depending on factors other than their sex, such as age, ethnicity, race and economic status; and
- assumptions based on our own realities, sex, and gender roles.

Why Use Gender Analysis?

Understanding the socio economic situation and with it, gender issues and challenges in our partner countries is integral to sound policy analysis, and is essential for effective development. Well targeted programmes and Activities that meet the needs of partners and take into account the reality of gender roles and relations have a higher likelihood of sustainability and effective poverty reduction impacts.

Gender analysis can be used at various levels to inform different kinds of interlinked processes regarding the differential impacts on women and men, girls and boys.

Level of use	Informs
National	**National policy frameworks of partner countries, including national development strategies and/or poverty reduction strategies, macro policies, public expenditure programmes/budgets, legislation, regulations and procedures.**
Sector	**Sector policies, strategies and implementation plans and operational guidelines.**
Sub-national	**Provincial or district development plans, policies, strategies, budgets, legislation, regulations and procedures.**
Development programmes4 and projects	**Community development plans, programmes and activities and donor development programme and project identification, design and assessment**

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[4] Not to be confused with NZAID country, regional or thematic programmes. See Tools Glossary.

When do you use Gender Analysis?

Gender analysis is best applied at the earliest possible stage of a programme or Activity to inform and shape the identification, design and planning of the most appropriate intervention. Gender analysis provides information and data on the differential impact of a specific programme or Activity on females and males and on gender relations. Thus gender analysis is vital throughout the entire development process. The analytical findings and recommendations should be integrated at each stage of programme and Activity planning, implementation, monitoring and evaluation.

Examining the assumptions underpinning programmes and Activities and the interrelationship between social and economic factors can ensure that neither women nor men are disadvantaged. Gender analysis also can increase the likelihood that both women's and men's needs are addressed and that priority action areas for promoting equality between women and men are identified. Gender analysis enhances both the sustainability and effectiveness of development programmes and activities and can enable Agency-wide reporting on the achievement of gender equality outcomes.

NZAID Programme Strategies

It is critical that NZAID Country Programme Strategy development is underpinned by recent gender and/or other socio - economic analyses in the country and an understanding of how government policy and programmes affect women and men, girls and boys. If gender analyses and/or sex disaggregated data are limited, incomplete, or simply non-existent, NZAID may want to consider supporting some gender analysis or data collection as part of the Country Programme Strategy development process.

Likewise, NZAID Regional/Thematic/Other Programme Strategy development should be underpinned by gender analyses – at the regional level if it exists and/or through the collation and synthesis of country-level gender analyses.

NZAID Activities

NZAID requires some preliminary analysis of mainstreamed and other cross cutting issues including poverty elimination, human rights, gender equality, environment, conflict prevention/peace building and HIV/AIDS for all Activities[5], we are considering supporting. All NZAID supported Activities whether directly or indirectly addressing gender equality, should consider the relevance of the four gender equality related questions in the NZAID Screening Guide for Mainstreamed and Other Cross-Cutting Issues:

- Have the different needs, priorities, interests, roles, and responsibilities of women, men, girls & boys been identified & addressed?

- What capabilities, resources, opportunities, power do women, men, girls & boys have?

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[5] These are defined by NZAID as including: programmatic approaches (such as SWAps), strategic partnerships and projects.

- Were women, men, girls & boys consulted and involved in the design of the Activity?

- Is info/data broken down by sex?

If one or more of these questions are relevant to the particular Activity and they are not adequately addressed by existing sources of information or analyses, a gender analysis should be considered. The depth of analysis appropriate will be determined by the size, scope, modality, timeframe and nature of the defined outcomes of the proposed Activity. Gender analysis is best applied at the Activity identification and design phases of the Activity cycle, and thereafter built into ongoing monitoring and evaluation.

<u>How do you use Gender Analysis?</u>

There are a wide number and variety of approaches, methodologies and tools for undertaking gender analysis. Annexes 1 to 4 provide guidance on: identifying and assessing key gender issues; some commonly used gender analysis frameworks, key steps in gender analysis and an NZAID 'good practice' example. For more specific guidance on when to undertake a gender analysis, what approach or methodology to use, the depth of analysis appropriate, and the specifics of how to do it, contact the NZAID Gender Advisor.

There are often various types of existing analyses and sources of information and data that can be collated, synthesized, and utilised in developing NZAID's gender analyses, country, regional, and thematic programme strategies, and development Activities. These include:

- Regional and country MDG Reports;
- UNDP Human Development Reports;
- Household Income and Expenditure Surveys;
- Macroeconomic Policy Analyses;
- Sector Studies and Information Systems;
- Existing gender analyses by other donors, agencies and NGO partners;
- Other socio-economic analyses which address gender issues and provide sex disaggregated data.

A step by step summary on *how to use gender analysis* in developing programmes and Activities follows. It should be emphasised that this is a **guide to a process,** not blueprint - gender analysis is often, in practice, an iterative process.

Step 1: Go to the <u>Screening Guide for Mainstreamed Cross Cutting Issues</u> to determine whether you have sufficient information on the gender impacts of the programme or Activity under consideration to proceed. This Screening Guide outlines three stages/levels of gender analysis, which can be undertaken as required and/or determined to be appropriate.

Step 2: If you require more information, you will first need to **identify and assess the key gender issues** related to the programme or Activity under consideration. See <u>Annex 1: Identifying and Assessing Key Gender Issues</u> for guidance on the key categories of enquiry (what you want to find out); related issues/elements to consider; and analytical frameworks to consider.

Step 3: If a **detailed gender analysis** is required, see <u>Annex 2: Common Gender Analysis Frameworks</u> for a summary of some widely recognised frameworks, along with the key features, strengths, limitations and preferred use for each. Also see <u>Annex 3: Summary of Key Gender Analysis Steps</u> for a summary of essential gender analysis steps.

To undertake a detailed gender analysis, you will likely need to contract professional gender specialist resources. Discuss your requirements with the NZAID Gender Advisor, who can provide assistance with identifying specialist resources, drafting terms of reference and contracting advisory services, as required. Gender specialists frequently draw on a number of different frameworks, methodologies and approaches and tailor the gender analysis to the specific programme or Activity being assessed. Thus, it would be helpful to be familiar with the various analytical frameworks and the key steps in a detailed gender analysis, when contracting gender specialist services and appraising gender analysis reports.

Step 4: Once the gender analysis is completed, you will need to seek views and comments on the draft from the Gender Advisor, associated advisors and colleagues before finalising the report. See Annex 1: Identifying and Assessing Key Gender Issues, Annex 2: Common Gender Analysis Frameworks and Annex 3: Summary of Key Gender Analysis Steps for useful guidance on the essential information that a sound gender analysis should provide.

Step 5: The completed gender analysis should be used to inform and shape the development of country, regional and thematic programme strategies; guide decisions on whether to support specific Activities, and/or modify the design, planning and implementation of development activities. Annex 4: NZAID Gender Analysis Good Practice Example provides an NZAID 'good practice' example of how gender analysis and advisory services can assist in realigning or modifying an Activity to more effectively address gender issues and achieve the original planned gender equality outcomes.

Some Useful Resources

Important Concepts Underlying Gender Mainstreaming and Gender Mainstreaming: An Overview, UN Office of the Special Adviser on Gender Issues and Advancement of Women, 2001
DAC Source Book on Concepts and Approaches Linked to Gender Equality, OECD/DAC, 1998
Gender and Development Concepts and Definitions, Report 55, H Reeves and S Baden, BRIDGE, IDS, University of Sussex, Brighton, 2000
The Full Picture Te Tirohanga Whānui Guidelines for Gender Analysis, New Zealand Ministry of Women's Affairs, 1996
OnLine Gender Learning & Information Module and Gender Mainstreaming How - To Manual, International Labour Organisation, South-East Asia and Pacific Multidisciplinary Advisory Team ILO/SEAPAT, 1998
Tools for Sustainable Livelihoods Frameworks: Project and Programme Planning, Kath Pasteur, IDS, Brighton, 2001
'Introduction to gender analysis concepts and steps', Juliet Hunt, Development Bulletin 2004, no. 64

Annex 1: Identifying and Assessing Key Gender Issues[6]

Category of Enquiry (what you want to find out)	Issues to Consider	Framework/s to consider
Roles and responsibilities • What do women and men do? • Where (location/patterns of mobility) • When (daily and seasonal patterns)	*Productive roles*: (paid work, self employment, subsistence production) *Reproductive roles* (domestic work, childcare, and care of the sick and elderly) *Community participation and/or self help* (voluntary work for the benefit of community as a whole) *Community politics* (decision making and/or representation on behalf of the community)	- Harvard Analytical Framework
Assets/Resources/ Opportunities • What livelihood assets/resources/ opportunities do women and men have access to? • What constraints do they face?	*Human*: (eg reproductive health services, education) *Natural*: (eg land, water) *Social*: (eg institutions, organizations, civil society, social networks) *Physical*: (eg water supply and sanitation, housing, electricity *Economic*: (eg income, credit, labour, capital)	- Social Relations Framework (focus on distribution of resources)
Power and Decision Making • What decisions do women and/or men participate in? • What decision making do women and/or men usually control? • What constraints do women and/or men face?	*Household level*: (eg decisions over household expenditure) *Community level*: (eg decisions over management of community resources)	- Social Relations Framework (focus on distribution of responsibilities and power) - Women's Empowerment Framework (5 levels of equality useful in looking at power)
Needs, Priorities and perspectives • What are women's and men's needs and priorities? • What perspectives do they have on appropriate and sustainable ways of addressing their needs?	*'Practical' gender needs*: (in the context of existing roles and resources eg more convenient place to collect water) *'Strategic' gender needs*: (requiring changes to existing roles and resources to create greater equality of opportunity and benefit). *Experience and views on delivery systems*: choice of technology, location, cost of services, systems of operation, management and maintenance etc	- Gender Planning Framework focuses on practical and strategic needs.

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[6] Based on: *Tools for Sustainable Livelihoods Frameworks: Project and Programme Planning*. Kath Pasteur, IDS, Brighton, 2001

Annex 2: Common Gender Analysis Frameworks [7]

Tool	Objective	Features	Best Suited	Strengths	Limitations
Harvard Analytical Framework **LINK to come**	• To demonstrate that there is an **economic rationale** for investing in women as well as men. • To **assist planners design** more efficient projects. • To emphasise importance of good information as basis for efficient/effective projects. • To **map the work of women** and men in the community and highlight differences.	A **matrix** with four interrelated components for collecting information at micro level. 1. **Socio Economic** Activity profile (looks at who does what, where, when and for how long?) 2. **Access and control** profile (looks at who has access to and control over resources and benefits) 3. Analysis of **influencing factors** (looks at other factors that affect the gender differentiations, past and present influences, and opportunities and constraints) 4. Contains a **checklist of key questions to ask at each stage**	For **project design** rather than programme or policy planning. As a **gender neutral entry point** when working with those who might be resistant to looking at gender relations. For **collecting baseline data**.	• **Practical and hands on.** • Collects and organises info about gender division of labour - it **makes women's work visible.** • **Distinguishes between access to and control** over resources. • Useful for projects at micro level. • Can be **easily adapted** to a range of settings. • Relatively non-threatening as it is focussed on collecting facts.	• Needs to be used with another tool to allow idea of strategic gender needs to be identified. • **Focus on projects not programmes.** • **Focus on efficiency not effectiveness** - does not provide guidance on how to change gender inequalities. • **Top down planning tool** that excludes men and womens' own analysis of their situations. • **Can be** carried out in a **non-participatory** way. • Tends to over simplify, based on tick box approach • **Ignores other inequalities** such as race, class and ethnicity. • Emphasises separation of activities based on sex or age - ignores connections and cooperative relations.

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[7] ILO/SEAPAT OnLine Gender Learning & Information Module: *Unit 1: A conceptual framework for gender analysis and planning*

Tool	Objective	Features	Best Suited	Strengths	Limitations
Gender Planning Framework (Caroline Moser) **LINK to come**	Focus on **strategic gender needs** and concentrates on gender inequalities and how to address these at programme and policy level.	Two main tools used: 1. **Gender roles identification** – focus on triple roles of women (productive, reproductive and community) 2. **Gender needs assessment** (practical and strategic needs)	For **planning at all levels** from policies to projects. In conjunction with the Harvard Framework	• Assumes planning exists to challenge unequal gender relations and support women's empowerment. • Makes **ALL work visible through concept of triple roles**. • Alerts planners to **interrelationships of triple roles.** • **Recognises institutional and political resistance** to transforming gender relations. • **Distinguishes between practical gender needs** (those that relate to women's daily life) and **strategic gender needs** (those that potentially transform the current situation)	• Framework **does not mention other inequalities** like class, race and ethnicity. • Framework is **static** and does not examine change over time. • **Looks at separate**, rather than inter-related **activities** of women and men. • **Strict division of practical and strategic needs** not always helpful in practise. • **Strategic needs of men not addressed.**

Tool	Objective	Features	Best Suited	Strengths	Limitations
Social Relations Framework **(Naila Kabeer IDS)** **LINK to come**	• To analyse **gender inequalities in the distribution of resources, responsibilities and power**. • To analyse **relationships between people**, their relationships to resources and activities and how these are reworked through institutions. • To **emphasise human well being as the final goal of development**.	Five essential concepts: 1. **Development is increasing human wellbeing** (survival, security autonomy) 2. **Social relationship analysis**. The way people are positioned in relation to tangible and intangible resources. 3. **Institutional analysis** Key institutions; state, market, legal, family/kinship. Aspects of institutions; rules, activities, resources, people, power. 4. **Institutional gender policy analysis** 5. Analysis of **underlying and structural causes** and the effects of these.	**Can be used across all modalitie**s of development delivery from project to policy planning. Can be used at local, national, regional and international levels.	• Presents a **broader picture of poverty**. • Conceptualises **gender as central to development** thinking not an add-on. • **Used at different levels** for planning and policy development. • Links micro and macro analysis. • **Centres analysis around institutions** and highlights their political aspects. • Highlights **interactions between inequalities - race, class, ethnicity**. • **Dynamic** – works to uncover processes of impoverishment and empowerment.	• Can appear to be **complicated.** • Since it looks at all inequalities – it **can subsume gender** into other analytical categories. • Can overlook the potential for people to effect change. • May give an overwhelming impression of large institutions.

Tool	Objective	Features	Best Suited	Strengths	Limitations
Womens Empowerment Framework **LINK to come**	To **achieve women's empowerment** by enabling women to achieve equal control over factors of production and participate equally in the development process.	Framework introduces **five hierarchical levels of equality** (the higher you go the more empowered you are) 1. **Control** 2. **Participation** 3. **Conscientisation** 4. **Access** 5. **Welfare** Framework distinguishes between womens issues and concerns as well as identifying three levels of recognition of womens issues in project design.	**Useful across micro** (project) **and macro** (country strategy) levels of analysis. Useful where **focus is specifically on empowerment** of women.	• Framework can be used to **prepare profiles of levels of recognition** as well as profiles of analysis of **levels of equality across sectors.** • **Develops notion of practical and strategic gender needs into progressive hierarchy**. • Articulates **empowerment as essential element of development**. • **Enables assessment** of interventions **based on grounds of empowerment**. • Has **a strong political perspective** – aims to change attitudes.	• **Assumption that levels of equality is strictly hierarchical** is questionable. • Framework profiles are **static** and do not take account of changes over time. • Focus on gender equality only **takes no account of interrelationships** between rights and responsibilities. • **Ignores other forms of inequality**.

Annex 3: Summary of Key Gender Analysis Steps[8]

Overview

During program and project design, gender analysis is the process of assessing the impact that a development activity may have on females and males, and on gender relations (the economic and social relationships between males and females which are constructed and reinforced by social institutions). It can be used to ensure that men and women are not disadvantaged by development activities, to enhance the sustainability and effectiveness of activities, or to identify priority areas for action to promote equality between women and men. During implementation, monitoring and evaluation, gender analysis assists to assess differences in participation, benefits and impacts between males and females, including progress towards gender equality and changes in gender relations. Gender analysis can also be used to assess and build capacity and commitment to gender sensitive planning and programming in donor and partner organisations; and to identify gender equality issues and strategies at country, sectoral or thematic programming level.

Summary

1. **Collect sex disaggregated household, workplace and community data/information** relevant to the program/project for each area below.

2. Assess how the **gender division of labour and patterns of decision-making** affects the program/project, and how the program/project affects the gender division of labour and decision making.

3. Assess who has **access to and control over resources, assets and benefits**, including program/project benefits.

4. Understand women's/girls' and men's/boys' different **needs, priorities and strengths.**

5. Understand the **complexity of gender relations in the context of social relations**, and how this constrains or provides **opportunities** for addressing gender inequality.

6. Assess **the barriers and constraints** to women and men participating and benefiting equally from the program/project.

7. Develop **strategies to address barriers and constraints**, include these strategies in program/project design and implementation, and ensure that they are adequately resourced.

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[8] Hunt, Juliet, *'Introduction to gender analysis concepts and steps'*, 2004, Development Bulletin, no. 64, pp. 100-106.

8. Assess **counterpart/partner capacity** for gender sensitive planning, implementation and monitoring, and develop strategies to strengthen capacity.

9. Assess the potential of the program/project to **empower women**, address strategic gender interests and **transform gender relations**.

10. Develop **gender-sensitive indicators** to monitor participation, benefits, the effectiveness of gender equality strategies, and changes in gender relations.

11. Apply the above information and analysis **throughout the program and project cycle.**

Annex 4: NZAID Gender Analysis Good Practice Example
Gender Advisory Support for East Sepik Women and Child Health Project (ESWCHP) - Papua New Guinea

Background
The East Sepik Women and Child Health Project provides critical development services in a part of PNG noted for its almost complete lack of government service, vast populations spread across diverse environments and entrenched, and often violently expressed, gender inequality. It trains often poorly educated women as 'marasin meris' to deliver primary health care to rural communities.

The ESWCHP has been supported by NZAID, under the management of Save the Children, New Zealand for 10 years.

Why Gender Analysis
NZAID's ongoing appraisal and monitoring of grass-roots health projects in PNG had uncovered a number of gender-related issues that could potentially jeopardise the project's effectiveness and sustainability. This suggested the need to strengthen the integration of gender equality in project design and implementation.

The NZAID Development Programme Manager (DPM) in consultation with SAEG advisors called for advisory support to conduct analysis of gender related issues; develop strategies to effectively integrate gender equality and women's empowerment; and identify specific gender equality results for the project. The review team were also to facilitate a two way learning process to contribute to NZAID's and the project partner' knowledge and experience in effectively integrating gender equality and women's empowerment in grass-roots development.

How the Team Worked
The review team was comprised of a New Zealand gender specialist with extensive Pacific experience and a locally engaged Papua New Guinean consultant with expertise in community mobilisation and capacity development The team visited PNG to meet and interview relevant personnel including: government officials, Church Health Services, project staff, NZAID, and the Village Health Volunteers, their families and communities. The Team also spent 2 weeks in the East Sepik area, conducting participatory research including gender-based analysis in communities to assess progress towards achieving the project's original aim of empowering women and reducing gender inequalities.

A participatory approach was initiated from the outset to ensure as many stakeholders as possible, including grassroots health care providers, communities and project staff, were given the opportunity to identify issues and be involved in the design of strategies to promote gender equality and women's empowerment. The team's focus was on building relationships with the project partners and communities in order to better understand the ways in which social relations were negotiated and were inherently gendered.

What They Found Out

ESWCHP offers useful lessons about dealing with gender inequality and advancing women's empowerment in Papua New Guinea. Most importantly it shows how small incremental support to women provides them with opportunities to more successfully negotiate the complex social relations that characterize their lives and their communities in Papua New Guinea.

Learning lessons from these projects requires an initial understanding that gender differences are not the origin of women's subordination and oppression. Rather, in PNG, men and women become what they are as they enter into the negotiation of complex social relations. The relative differences accorded to men and women in these negotiations, however, stem from the particular socio-cultural politics of different places, the majority of which deliver more power to men than women.

In order to effect gender equality and empower women, closer attention to these socio-cultural politics of place is required. This is why supporting women in their negotiation of social relations must be the focus of 'gender work'. Ensuring that women get to the 'bargaining table' is the first step and this requires explicit support to grassroots women in the form of, for instance, training opportunities, the creation of meaningful work with some cash returns, and good health.

The identified impacts of the project were deeply rooted in philosophical positions taken at key times in the development of the project. Phase One had been very successful in terms of the identification of an effective way to deliver public health support in isolated communities by the use of locally trained and support 'marasin meris'. As the project moved into Phase Two, with the increasing integration with the rural health services in PNG and greater focus on infrastructure support, the project lost its focus on women and gender equality.

The health outcomes of Phase One were widely appreciated by the communities. The establishment of a cadre of 332 (mainly women) marasin meri and marasin man (medicine woman and man) who were trained and provided basic family health care in isolated villages were appreciated and there were many anecdotes of their work making a substantial improvement in health and wellbeing of the rural poor. The review identified some areas in which the delivery of these services could be improved to ensure increased positive impact on the health side eg the improved provision of medical supplies.

The review also found that the removal of the explicit gender equality and women's empowerment goal resulted in the project having a preoccupation with health delivery issues and the initial intended focus on women's issues was lost and with it the need to support the core people, the marasin meris, in this project.

The analysis showed that gender focus was lost for three reasons:
- the lack of an explicit goal

- because managers were not committed to or skilled in working with a gender equality and human rights perspective
- local social pressures

What the Team Recommended

Make explicit the goal of women's empowerment and gender equality. The focus on women and children has **strategic** importance (women play crucial role in improving and maintaining the primary health care of rural communities) as well as **practical** importance (the provision of village based assistance for minor health problems minimises the numbers of people presenting to more distant clinics with major problems stemming from unattended minor problems).

Expand the focus on improvement of basic family health to refer to women's empowerment as being central to the project. This is because women are the major health care providers within communities and also because they are critical for sustaining improved livelihoods.

Change the name of the grassroots workers from **voluntia back to marasin meri** and marasin man – **the shift to the term voluntia has meant a shift** from the familiar gendered grassroots health care provider **to an unfamiliar, ungendered community person working for nothing**.

Ensure regular replenishment of medical supplies – important for health objective of project but also because community **support for and credibility of the grassroots workers (mainly women)** broke down when they were ill equipped.

Expand basic kit to include materials for personal hygiene and for night work. The **lack of these provisions in the kits** means that marasin women and men are **drawing on their own limited domestic resources** which in some cases is **creating** unnecessary **gender tensions in households**.

All project staff must have gender skills training because **getting it right inside** the workplace is **core to getting it right outside** the workplace.

Address gender equality and women's empowerment issues within workplace by **examining practices** around hiring, capacity building, up-skilling and re-skilling.

For more info on this see DPM PNG or the SAEG Gender Advisor

Annex 5: Selected Terms[9]

Gender	**The social attributes, opportunities and roles associated with being female and male** and the relationships between women and men and girls and boys, as well as the relations amongst women and amongst men. These attributes, opportunities and roles are socially constructed, context and time specific, and changeable. Gender determines **what is expected, allowed and valued in a woman, man, boy or girl in a given context** society or culture at a specific time and place. Gender is an overarching variable that cuts across all other factors including race, class, ethnicity, age and disability.
Sex	**The physiological, biological and hormonal characteristics that define and differentiate humans as either female or male**. These markers or traits by and large are determined at birth, universal and unchanging.
Gender relations	**The economic, social and power relationships between males and females**. Rather than seeing women and men, boys and girls in isolation, gender relations requires us to consider their power, benefits, opportunities, and rights relative to each other.
Gender equality	**The equal rights, responsibilities and opportunities of women and men, girls and boys.** Equality does not mean that women and men, or girls and boys become the same, but that their **rights, responsibilities and opportunities will not depend on whether they are born male or female**. Gender equality implies that the interests, needs, and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Equality between women and men is a human right, a precondition for and indicator of sustainable people-centred development.
Gender equity	**Recognises that different approaches may be needed to produce equitable outcomes** by taking account of and addressing the differences between and amongst the lives of women and men, girls and boys and the diversity of different groups of women/girls and men/boys.[10]

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[9] [9] *Important Concepts Underlying Gender Mainstreaming,* UN Office of the Special Adviser on Gender Issues and Advancement of Women 2001, www.un.org/womenwatch/osagi
[10] Adapted from: *The Full Picture Te Tirohanga Whānui Guidelines for Gender Analysis*, New Zealand Ministry of Women's Affairs, 1996

Gender mainstreaming	**A strategy to ensure that both women's and men's needs, priorities, and experiences are taken into account in all development planning, policies, and programming.** The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels including design, implementation, monitoring, and evaluation.[11]
Empowerment	**Individuals acquiring the power to think and act freely, exercise choice, and to fulfil their potential** as full and equal members of society. While empowerment often comes from within and individuals empower themselves, cultures, societies, institutions and individuals can create conditions, which facilitate or undermine the possibilities for empowerment. The empowerment of women is an essential precondition for the elimination of poverty and hunger, the full realisation of human rights and the achievement of sustainable development.

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[11] UN ECOSOC Agreed Conclusions 1997