

# MANUAL ON GENDER MAINSTREAMING AND GENDER-RESPONSIVE BUDGETING



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மகளிர், சிறுவர் அலுவலகம் மற்றும் உலர்வலய அபிவிருத்தி அமைச்சு  
Ministry of Women & Child Affairs and Dry Zone Development



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The Ministry of Women & Child Affairs and Dry Zone Development (MoWCA&DD) was established as per the Gazette Extraordinary No. 1933 of September 9, 2015. The Sri Lanka Women's Bureau, the National Committee on Women, the Department of Probation and Child Care Services, the National Child Protection Authority and the Children's Secretariat are all departments and statutory institutions which belong to the Ministry. The Ministry of Women & Child Affairs and Dry Zone Development was established to enable Sri Lankan citizens to consider the needs of women and children and work towards ensuring equality for all.

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Citation: Perera, S. 2019. Manual on Gender Mainstreaming and Gender-Responsive Budgeting. Ministry of Women & Child Affairs and Dry Zone Development. Colombo, Sri Lanka.

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## Acknowledgements

This manual is the result of a collaborative effort between the Ministry of Women & Child Affairs and Dry Zone Development, and the United States Agency for International Development (USAID) through the Strengthening Democratic Governance and Accountability Project (SDGAP) activity. External consultant and Gender Specialist Sriyani Perera developed the outline in consultation with the Ministry of Women & Child Affairs and Dry Zone Development and was the lead author of this guide. The Strengthening Democratic Governance and Accountability Project (SDGAP) in Sri Lanka, a four-year initiative by USAID, supported the production of this publication. The contents of this training manual are the sole responsibility of the author and the Ministry of Women & Child Affairs and Dry Zone Development, and do not necessarily reflect the views of USAID or the United States Government.

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## ACRONYMS

CBO	Community-Based Organization
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CENWOR	Centre for Women's Research
CIDA	Canadian International Development Agency
CSW	Commission on the Status of Women
DEVAW	Declaration on the Elimination of Violence Against Women
GAD	Gender and Development
GBV	Gender-Based Violence
GDI	Gross Domestic Income
GEM	Gender Empowerment Measure
GRB	Gender Responsive Budgeting
GoSL	Government of Sri Lanka
HDI	Human Development Index
ISAC	Inter-Agency Standing Committee
KPI	Key Performance Indicator
MoF	Ministry of Finance
MPCLG	Ministry of Provincial Councils and Local Government
MoNPEA	Ministry of National Policy and Economic Affairs
MoWCA & DD	Ministry of Women & Child Affairs and Dry Zone Development
MTEF	Medium Term Expenditure Framework
NBD	National Budget Department
PIP	Public Investment Program
RHRC	Reproductive Health Rights Consortium
SDG	Sustainable Development Goal
SDGAP	Strengthening Democratic Governance and Accountability Project
SGBV	Sexual and Gender-Based Violence
SME	Small and Medium Enterprise
UN	United Nations
VAW	Violence Against Women
WID	Women In Development

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# MESSAGE FROM THE SECRETARY, MINISTRY OF WOMEN & CHILD AFFAIRS AND DRY ZONE DEVELOPMENT

It gives me great pleasure to present the “Manual on Gender Mainstreaming and Gender Responsive Budgeting” to the employees in all sectoral ministries in Sri Lanka, to use as a guide in their day-to-day work and promote gender equality and women’s empowerment. This manual is in congruence with Cabinet Memorandum No. 16/2522/740/013 dated June 12, 2016 on the gender mainstreaming framework of the Ministry of Women & Child Affairs and Dry Zone Development. The gender mainstreaming framework of the Ministry of Women & Child Affairs and Dry Zone Development includes the following:

1. Promoting gender-based policies and practices to eliminate discrimination against women and girls.
2. Creating and maintaining projects and programs based on gender within the Ministry and affiliated institutions.
3. Maintaining gender balance and the implementation of gender budgeting.
4. Formulating programs, systems and measures to minimize the occurrence of Gender-Based Violence.

Sectoral ministries, under the responsibility of their respective Additional Secretary / Director are responsible for the operationalization of this gender mainstreaming framework.

This manual is a timely publication and fills a knowledge gap on gender mainstreaming within sectoral ministries in Sri Lanka. Users will gain a clear understanding of the many different concepts related to gender and can master the tools that it

highlights. The manual includes comprehensive information on sector gender analysis, the formulation of gender integrated annual plans, how to design gender sensitive projects, develop gender responsive sectoral budgets and set up gender sensitive monitoring systems. In addition, it also outlines the process to institutionalize the proposed anti-sexual harassment committees within sectoral ministries. I must thank the former Secretaries of the Ministry of Women & Child Affairs and Dry Zone Development who championed the need for such a manual. My sincere thanks also goes to the Strengthening Democratic Governance and Accountability Project (SDGAP), a USAID initiative working towards more effective and accountable governance, for having supported the production of this publication.

Gender Specialist and Policy Analyst, Sriyani Perera, held initial discussions with the Ministry of Women & Child Affairs and Dry Zone Development on the outline, and then developed this comprehensive and practical manual for government sector staff. We thank Ms. Perera for her expertise and commitment towards the development of this publication. I also take this opportunity to encourage all sectoral ministry staff for whom this manual is intended, to broaden their knowledge base on gender mainstreaming and demonstrate their commitment to advance gender equality and women’s empowerment within their respective areas.

The Secretary  
Mrs. Dharshana Senanayake  
Ministry of Women & Child Affairs and Dry Zone Development



## BACKGROUND

Equitable access to resources and equal participation in decision making processes by all citizens is a fundamental piece of ensuring democratic governance.

In 2016, the Ministry of Women & Child Affairs and Dry Zone Development (MoWCA & DD) developed a gender mainstreaming framework in accordance with the Cabinet Memorandum No 16/2522/740/013 (See Annex 1) to guide sectoral ministries in Sri Lanka to mainstream gender in the respective sector plans, programs and budgets. This framework facilitates a systematic process to mainstream gender in sectoral analysis, annual planning and project development, implementation of gender integrated sectoral programs, and monitoring and evaluation in a gender sensitive manner. The framework also suggests that committees be established at public institutions to eliminate gender-based violence.

Gender capacity strengthening of sectoral ministry staff is essential to ensure that gender mainstreaming processes are in place and carried out by sectoral ministries. Sectoral ministry staff need to improve their understanding of gender and gender mainstreaming, gender analysis skills, gender sensitive planning and budgeting, managing gender sensitive data, and how to report progress as a means to capture gender transformation. The manual fills this very obvious vacuum which exists with regards to comprehensive knowledge and information in this area. It also contains detailed information on gender, gender mainstreaming and gender responsive budgeting, and includes easy to use tools and check lists to help users put these concepts into practice.

## PURPOSE

The key purpose of this manual is to operationalize the Ministry's gender mainstreaming Framework by strengthening the capacity of government staff across various sectors. This manual will be used to:

- Inform staff from various ministries of the Ministry's Gender Mainstreaming Framework and how it is to be operationalized in their sectors
- Increase capacity among government agencies and individual staff members to better understand how gender perspectives are relevant to their responsibilities
- Facilitate the integration of gender factors into each stage of policy and program development by staff members, thereby making gender an integral component of all policy development and service delivery
- Enable ministry staff to formulate gender sensitive and gender responsive programs and projects
- Improve the capacity of relevant sectoral staff through the use of gender mainstreaming tools and methods
- Develop staff skills in strategy development and program formulation to address Sexual and Gender-Based Violence (SGBV) and implement the National Plan of Action to address SGBV in Sri Lanka
- Enable an improved understanding of the importance of financing gender activities and integrating gender responsive budgeting in annual planning processes
- Ensure that Sustainable Development Goal (SDG) 5 and other gender crosscutting indicators are given due attention in sectoral programs, budgets and the formulation of key performance indicators
- Strengthen the procedures that ensure safe workplace environments for women and men through the establishment of sexual harassment committees within ministries.

The content is organized as follows:

- Chapter 1- “Gender Concepts and Terms” provides some background for those not well versed on gender related terms and concepts by highlighting key gender terms and concepts.
- Chapter 2- “Gender Mainstreaming” provides an overview of what gender mainstreaming entails, a synthesis of varying frameworks and conventions and practical guidance for gender mainstreaming; including some examples of tools and frameworks.
- Chapter 3- “Addressing Sexual and Gender-Based Violence,” provides an overview of the topic and how it should be addressed; including mechanisms for prevention and intervention.
- Chapter 4- “Gender Responsive Budgeting,” identifies how to mainstream gender into all stages of the budget cycle.

The content draws from a number of existing resources on gender mainstreaming including the Ministry’s gender mainstreaming framework, that were modified to suit the purpose of this knowledge sharing resource. An in-depth list of references is also included.

We hope that sectoral ministry staff will find this a useful resource to implement gender mainstreaming efforts and establish mechanisms to ensure that the momentum towards gender equality in Sri Lanka is maintained, thereby ensuring sustainable democratic and accountable governance for all.



Chapter One

Gender Concepts and Terms



## I.1 GENDER CONCEPTS AND TERMS

The objective of this chapter is to enhance the conceptual understanding of gender and related terms among users and enable the application of these concepts and terms practically in their area of work/sector(s).

Term	Definition <sup>1</sup>	Example (where applicable)
Sex	The biological difference between women and men. It is universal and cannot be changed naturally.	
Gender	Socially constructed roles, responsibilities and status assigned to men and women in a given culture/location and the societal structures that support them. Gender is non-permanent learned behaviour that varies among and within cultures, and over time.	
Gender as a Social Construct	How society values and allocates duties, roles and responsibilities to women, men, girls and boys. This differential valuing creates the gender division of labour and determines differences in access to benefits and decision making, which in turn influences power relations and reinforces gender roles. This is done at various levels of gender socialization including family, religion, education, culture, peers and the media.	Gender norms are handed over from generation to generation. The first place to inculcate such norms is at home and usually by parents and other relatives. This then expands to the wider community such as school, places of worship, the workplace, etc.
Gender Stereotypes	A structured set of beliefs about the personal attributes, behaviors, and roles of a specific social group. Gender stereotypes are biased and often exaggerated images of women and men used repeatedly in everyday life. Patriarchy and patriarchal institutions have influenced gender stereotyping in many ways.	Women are perceived as the custodians of cultural norms to future generations. A woman's dress is always used as a determinant of her character.
Gender Discrimination	Discrimination is differentiation between people on the grounds of gender, age, race, class or other factors. It can operate institutionally in the public sphere, e.g. gender discrimination in laws or employment opportunities in government. Less visible discrimination against women operates through culture, social and religious beliefs and ideology, and is manifest in lower education levels for girls and women, lower political representation, higher numbers of women living in poverty, etc.	Women in the plantation sector in Sri Lanka are doubly discriminated, first as plantation sector people who are not fully accepted in mainstream development and second as women who are socially, economically and politically deprived in the patriarchal setting in the plantation sector.

Term	Definition <sup>1</sup>	Example (where applicable)
	<p>Discrimination exacerbates poverty and is a major factor in determining vulnerability through impacting on a person's access to and control over resources based on social divisions such as gender, generation, class, ethnicity, and belief.</p>	
Patriarchy	<p>A set of unequal social relationships in which women face domination by men in many aspects of their lives. Patriarchy is prevalent in all spaces in which women live and work. It is also ever present in the family where men are often the key decision makers. The male breadwinner and male head of the family are notions that have been upheld by society over time. Although the role of the male breadwinner is becoming obsolete in many parts of the world with women contributing significantly to family income, the notion continues to be perpetuated by laws, regulations and customs.</p> <p>In Sri Lanka, the notion of the male as the head of the household is challenged by the ever-increasing large number of female-headed households. In other instances, women who are sole income earners challenge the role of the male as the head of the household.</p> <p>Domestic violence, which is universal, is a clear manifestation of patriarchy in the private sphere. The physical, economical and psychological power that men have exercised over women is seen in all cases of domestic violence.</p>	<p>When men get paid more than women for the same type of work = the wage gap</p> <p>Unequal access to the law where women are largely discriminated against.</p> <p>Violence against women where perpetrators are predominantly male.</p> <p>Control of decision-making spheres by men with limited space for women to be in these positions. For example, when men make decisions about matters relating to women, e.g. around health care, working hours, family planning, etc.</p>
Gender Division of Labour	<p>The areas of work in the household and community allocated or deemed appropriate for women and men, boys and girls; specific to particular communities, social groups and periods of time.</p>	<p>For example, cleaning, cooking, washing, etc. are considered women's or girls' tasks.</p>

Term	Definition <sup>1</sup>	Example (where applicable)
Gender Roles	<p>There are three roles that are often allocated for women and men. Gender roles are learned behaviours in a given society/community, or other special group, that condition which activities, tasks and responsibilities are perceived as male and female. Gender roles are affected by age, class, race, ethnicity, religion and by the geographical, economic and political environment. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts. Both men and women play multiple roles in society. The gender roles of women can be identified as reproductive, productive and community managing roles, while men's are categorized as either productive or community politics. Men are able to focus on a particular productive role, and play their multiple roles sequentially. Women, in contrast to men, must play their roles simultaneously, and balance competing claims on time for each of them.</p>	<p>Men as the breadwinner or protector. Women as passive and needing protection.</p> <p>For example, the home garden is often seen as women's territory. However, activities such as the cultivation of cash crops are perceived to be man's work.</p> <p>If a man does household chores then he is perceived as "hen pecked."</p>
Triple Role/ Multiple Burden	<p>These terms refer to the fact that women tend to work longer and more fragmented days than men, as they are usually involved in three different gender roles (reproductive, productive and community work).</p> <p>Gender roles and responsibilities is another term for the division of labour. It tends to be used most frequently in analytical frameworks; especially the Harvard Framework.</p>	<p>After the workplace, a woman is expected to go home and continue household work such as cooking, cleaning, looking after the children, attending to any sick relatives, etc. A man is not expected to do the same and it is more of an option for him.</p>

Term	Definition <sup>1</sup>	Example (where applicable)
Productive Work	<p>Associated with income generation and contributing to the household and national economy. The notion is that this role is more appropriate to men as they are the income earners or breadwinners, which is not the reality in the many countries, including Sri Lanka.</p> <p>Productive work is work that produces goods and services for exchange in the market place for income. Some analysts, especially those working on questions of equality between men and women, include the production of items for consumption by the household under this definition, although they never reach the market place, regarding this as a form of nonmonetary income.</p> <p>Both men and women contribute to family income with various forms of productive work. However, men dominate in productive work, especially at the higher levels of remuneration.</p> <p>Historically, changes in economic structure, and therefore, in the structure of productive activities, have led to changes in the sexual division of labour and gender relations.</p>	<p>Women contribute significantly to the Sri Lanka economy: women in the plantation sector, migrant workers, garment factory workers, etc. However, their contribution is not widely recognized such as that of men.</p>
Reproductive Work	<p>Largely unpaid activity that contributes to child bearing, rearing and maintaining the family and household; deemed as fitting for women. Reproductive work involves all the tasks associated with supporting and servicing the current and future workforce, i.e. those who undertake or will undertake productive work.</p> <p>This notion of reproductive work as the responsibility of women has cornered women to their caring and rearing roles, and men are expected to stay outside these roles by the families and society.</p> <p>Women are burdened with these roles in addition to their productive role in the modern world, as men hesitate to engage in these roles due to the gendered construction of attitudes and behaviour.</p>	<p>Child bearing, rearing and household work. In most instances a man carrying out reproductive work activities is socially looked down on, with the woman taking the blame for it. More increasingly however, young fathers tend to be care providers for their children as can be seen by paternal leave having been granted by some companies.</p>



Term	Definition <sup>1</sup>	Example (where applicable)
Community Work	<p>Involves organizing and participating in social/cultural, civil society and political events. Community work is work in which women and men both engage and shape their community, networking and socializing children into the communities through these roles.</p> <p>In certain cultures, community roles are exclusively male roles and women are prevented from engaging in community activities due to religious and traditional norms and behaviours.</p>	
Community Politics Role	<p>Activities undertaken primarily by men at the community level, organising at the formal political level, often within the framework of national politics.</p> <p>This work is usually undertaken by men and may be paid directly or result in increased power and status.</p>	<p>Women are increasingly being mobilized in communities and encouraged to form groups for collective action and policy advocacy.</p>
Gender Equity	<p>A condition of fairness and equal opportunity. An equity approach recognizes women's disadvantages and includes pro-active, women-focused affirmative measures to increase women's capacity, experience and opportunity – to create a more equal "playing field". Equity is a means of achieving equality.</p>	<p>Often, there is a technical skill gap among women. Proactive and affirmative measures therefore, are taken to lure women towards non-traditional trades and skill development programs.</p>
Gender Equality	<p>The promotion of personal, social, cultural, political, and economic equality for all. Equality is a condition of equal measure in terms of numbers, importance, opportunity and value.</p> <p>Gender equality in terms of access to education, employment, health, political participation, safety and justice is a fundamental human right. Equality should be a long-term rights-based development goal.</p> <p>Gender equality refers to similarity of treatment as it is legally, constitutionally and 'divinely' given, and is a fundamental human right. The overall objective of gender equality is a society in which women and men enjoy the same opportunities, rights and obligations in all spheres of life.</p>	<p>When men and women enjoy the same rights and access.</p> <p>For example, women and men have the right to vote.</p>

Term	Definition <sup>1</sup>	Example (where applicable)
	<p>In the context of international human rights, the legal concept of gender equality is enshrined in the 1948 Universal Declaration of Human Rights as well as the United Nations Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), which was adopted in 1979 and is also known as the convention on women's rights.</p>	
Access	<p>The differential access to productive/social resources such as land, inputs, technology, credit, markets, income, information, training, education and health services.</p>	<p>When the welfare of pregnant mothers is threatened during times of humanitarian crises due to a lack of access to health care and medical aid.</p>
Control	<p>The differential ability to make independent decisions as to the use of the resources. It enables planners to consider whether the proposed project could undermine access to productive resources, or if it could change the balance of power between men and women regarding control over resources.</p> <p>It is important to analyze two different questions with each of the resources:</p> <ul style="list-style-type: none"> <li>• Do women have access to this resource? (Are women able to use it?)</li> <li>• Do women have control over the resource? (Are women able to define the use of it within a certain space of participation?)</li> </ul>	<p>Under the Thesawalamai law in Sri Lanka, women can own property but must be granted permission by their husbands if they wish to sell the property.</p>
Gender Parity	<p>Gender parity is a statistical measure that assigns a numeric value of female-to-male or girl-to-boy ratio for indicators such as income or education.</p> <p>The Gender Parity Index is a socioeconomic index usually designed to measure the relative access to education by males and females. In its simplest form, it is calculated as the quotient of the number of females by the number of males enrolled in a given stage of education (primary, secondary, etc.).</p> <p>Gender parity is a useful tool to evaluate gender inequality in specific areas and in determining change and progress towards gender equality.</p>	<p>In Sri Lanka, gender parity in higher education favors women.</p>

Term	Definition <sup>1</sup>	Example (where applicable)
Gender Inequality Index (GII)	The Gender Inequality Index (GII) is an inequality index. It shows the loss in potential human development due to disparity between female and male achievements in three dimensions - reproductive health, empowerment and economic status. Overall, the GII reflects how women are disadvantaged in these dimensions. The GII ranges between 0 and 1. Higher GII values indicate higher inequalities and thus higher losses to human development.	In 2017, Sri Lanka's GII value was 0.354, ranking it 80 out of 160 countries. In Sri Lanka, 5.8 percent of parliamentary seats are held by women, and 82.6 percent of adult women have reached at least a secondary level of education compared to 83.1 percent of their male counterparts. For every 100,000 live births, 30 women die from pregnancy related causes; and the adolescent birth rate is 14.1 births per 1,000 women of ages 15-19. Female participation in the labour market is 35.1 percent compared to 74.1 for men.
Gender Development Index (GDI)	The Gender Development Index (GDI) measures gender inequalities in achievement in three basic dimensions of human development - health, measured by female and male life expectancy at birth; education, measured by female and male expected years of schooling for children and female and male mean years of schooling for adults ages 25 years and older; and command over economic resources, measured by female and male estimated earned income.	In 2017, Sri Lanka's GDI was 0.935.

Table 1: Gender Terms

<sup>1</sup>A manual for gender audit facilitators: The ILO participatory gender audit methodology, 2nd Edition. Geneva, International Labour Office. (2012). 978-92-2-126409-5 (print). 978-92-2-126410-1 (web pdf)  
 Van den Berg, E. (2011). Towards Gender Equality in your organization, SNV Botswana Publication.  
 Williams, S., Seed, J., Mwau, A., & Oxfam. (1994). The Oxfam gender training manual. APA (6th ed.)

## I.2 MOVING TOWARDS GENDER EQUALITY: THE ROLE OF PRACTICAL GENDER NEEDS AND STRATEGIC INTERESTS

Programs and projects can work at two different levels in terms of gender equality integration, depending on their objectives and activities.

They can address:

- Practical Gender Needs, and/or
- Strategic Gender Interest

**Practical Gender Needs:** these are needs that women and men identified within their socially accepted roles in society. They are often a response to an immediate necessity and are practical in nature. Careful analysis and planning are necessary to ensure that projects are designed in such a way as to actually meet beneficiaries' practical needs, and that while addressing these needs, women are not hindered from addressing their strategic interests (see alongside), or even placed in a worse strategic position than before. Examples of practical gender needs include housing, education, food, employment etc.

**Strategic Gender Interests:** The strategic gender interests emerge in relation to the issues that women face because of their subordinate position to men in society. They relate to gendered divisions of labour, power and control, and may include strategic needs such as legal rights, redress of domestic violence, equal wages and women's control over their bodies. Addressing strategic interests helps women achieve greater equality and challenges their subordinate positions. Some programs address strategic interests directly by attempting to change practices that perpetuate women's subordination. Strategic needs can be the appointment to decision-making positions, political participation of women in local and national governments, community leadership etc.

## I.3 CONDITION AND POSITION OF WOMEN: HOW DOES THIS AFFECT GENDER EQUALITY?

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Projects or programs that aim to achieve greater gender equality will have to implement activities that address both practical gender needs and women's strategic interests to ensure that both the position and condition of women are improved. Such a project must ensure a process of transforming society; of changing some societal beliefs, attitudes and practices concerning gender relations.

This is a long-term process, so while one project may contribute to it, it cannot achieve gender equality on its own.

Transformative activities can give women more confidence, knowledge and information, collective voice and action, decision-making opportunity and authority, capacity and experience, legal rights, political representation and influence, and economic security. They can also generate greater understanding, appreciation, respect and openness towards women.

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**Condition of women:** The health, nutrition and well-being of women will improve when practical needs are fulfilled. Education levels and economic status too will be enhanced. All these factors contribute to the improvement of the condition of women.

**Position of women:** The status of women will be enhanced when strategic needs are promoted and fulfilled. Strategic needs enhance the power of women and their ability to claim their rights and space in society. Increasing women's access to decision making spaces or their political participation will improve their position.

Examples of Activities that promote the condition of women through provision of practical needs and transformative activities that address women's strategic interests and promote their position are:

### Examples of activities that will address practical needs of women

- Water and sanitation projects
- Education programs
- Building roads and infrastructure
- Self-employment projects
- Agriculture projects
- Housing projects
- Employment generation

## Examples of activities that will address strategic interests of women

- Policy and legislative reform and enactment
- Increasing women's self-confidence and voice
- Capacity building to undertake advocacy to address issues of gender discrimination
- Mass communication and public education
- Increasing women's participation and decision making in mixed civil society organizations
- Increasing women's participation as effective elected political representatives
- Increasing girls' participation in formal and higher levels of education
- Increasing women's control over productive resources such as land, skills, technology, credit and markets
- Network/alliance building
- Forming/strengthening women's organizations
- Strengthening planning, management and financial skills and experience
- Strengthening women's linkages and interactions with government bodies, the private sector and other institutions
- Measures to reduce violence against women
- Exposure to role models and successful examples of change
- Increasing government sensitivity, commitment and capacity to gender equality

## I.4 DYNAMICS OF POWER AND GENDER RELATIONS

### **Definition of power:**

Srilatha Batliwala, an Indian social activist, women's rights advocate and scholar described the basic concepts of power as follows: "Power can be defined as the degree of control over material, human, intellectual and financial resources exercised by different sections of society. The control of these resources becomes a source of individual and social power.

Power is dynamic and relational, rather than absolute - it is exercised in the social, economic, and political relations between individuals and groups. It is also unequally distributed - some individuals and groups have greater control over the sources of power while others have little or no control.

The extent of power of an individual or group is correlated to how many different kinds of resources they can access and control."<sup>2</sup>

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Power is always established through human interaction.

Power works at many different levels.

Power is found everywhere in public and private domains: in the workplace, the market and family, in relations with friends and colleagues and even at a very personal level within each individual.

The dynamics of power (who has power over others, who can build power with, who can exercise their power to, who can feel powerful within or not) is defined within each context and each relationship.

Power is relational and not static.

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2 . Batliwala, S. (1993). ASPBAE 1993 study undertaken with FAO's Freedom from Hunger campaign as quoted in *Women's Empowerment in South Asia – Concepts and Practices*, ASPBAE/FAO (Draft).

## 1.4.1 EXPRESSIONS OF POWER

Power inequalities are persistent, despite how much work is done to change them. It impacts women and men differently. Women face many issues due to power imbalances. Sexual and gender-based violence (SGBV) is a key issue that often manifests due to power inequalities. Power can be expressed in different ways and this can therefore, impact women and men in different ways.

**Power over:** This is the most commonly recognized form of power. Power over has many negative associations for people, such as repression, force, coercion, discrimination, corruption and abuse. Power is seen as a win-lose relationship. Having power involves taking it from someone else, and then using it to dominate and prevent others from gaining power. In politics, those who control resources and decision-making have power over those without. When people are denied access to important resources such as land, healthcare and jobs, as in many emergencies, power over perpetuates inequality, injustice, and poverty.

There are three alternative and more collaborative ways of exercising and using power: power to, power with and power within. These offer positive ways of expressing power that create the possibility of creating relationships that are more equitable. They provide some basic principles for constructing empowering strategies by affirming people's capacity to act creatively.

**Power to:** This power is the unique potential of every person to shape his or her life and world. When based on mutual support, it opens up the possibilities of joint action, or power with. 'Power to' is closely associated with women's, men's, girls' and boys' intimate realm of power. Citizen education or leadership development for advocacy is based on the belief that each individual has the power to make a difference.

**Power with:** Power with depends on finding common ground among different interests and building collective strength. Based on mutual support, solidarity and collaboration, power with multiplies individual talents and knowledge. Power with can help build bridges across different interests to transform or reduce social conflict and promote equitable relations between women and men. Advocacy groups seek allies and build coalitions drawing on the notion of power with.

**Power within:** This form of power relates to a person's sense of self-worth and self-knowledge; it includes an ability to recognize individual differences while respecting others. It is based on self-acceptance and self-respect. Power within is the capacity to imagine and have hope; it affirms the common human search for dignity and fulfillment. Many grassroots efforts use individual storytelling and reflection to help people affirm their personal worth and recognize their power to and power with. Both of these forms of power are referred to as agency-the ability to act and change the world. Power within is closely related to women's, men's, girls' and boys' intimate realm of power.

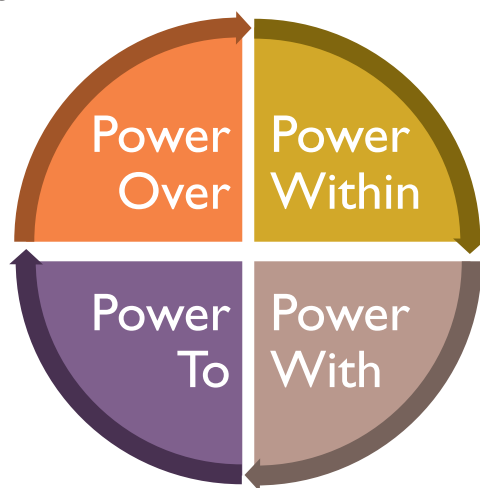


Figure 1: Expressions of power. These expressions of power are interlinked, and often one leads to the other.



## 1.4.2 THREE REALMS OF POWER : PUBLIC REALM OF POWER, PRIVATE REALM OF POWER AND INTIMATE REALM OF POWER

**Public realm of power:** this is the visible face of power as it affects women and girls' employment, education, public life and legal rights etc. In order to change such unequal power relations we need to focus on bringing change to public institutions, systems and structures which perpetuate and foster gender inequality. It is critical that we strengthen women's public participation in public decision-making forums as equal power holders. The decision of the 25% quota for women in politics in Sri Lanka is a good example of such affirmative action to minimize power inequalities.

**Private realm of power:** relationships and roles in families (as mothers, daughters, etc.), and among friends, sexual partners, marriage etc. The family is too often the site of major violations of women's rights and the perpetuation of all forms of violence - domestic, incest, sexual, widow inheritance, psychological etc. The public and private spheres are therefore interlinked.

**Intimate realm of power:** individual women's sense of self, personal confidence, psychology and relationship to body and health. Many women and girls suffer from violence, abuse and discrimination which attacks their self-confidence, dignity and self-worth. This can also affect their mental health and well-being, thereby causing medical and psychological complications. Women often feel and become submissive in the face of violent expressions of power. The long-term discrimination of women results in women accepting the status quo as normal and resigning to socially constructed gender roles without challenging them.

## 1.4.3 POWER RELATIONS FRAMEWORK

### Analysis of Power Relations

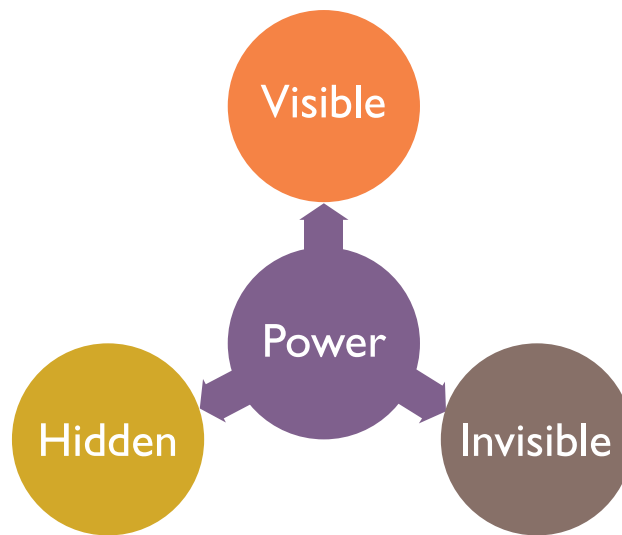


Figure 2: Dimensions of power

**Visible power:** observable decision-making processes and structures. This is the power which revolves around institutions, groups and individuals arising from formal rules and policies, laws and plans. Visible power can discriminate against women, particularly those who are poor through:

- (i) laws and policies which are biased in favour of men and
- (ii) women's exclusion from decision-making structures which do not account for their interests, such as in water management committees, trade unions and livelihood assistance projects.

**Hidden power:** relates to certain powerful people and institutions who exercise control over who participates in decision-making and agenda setting. Typically, women and the poor are excluded. For example, if the local government is appointing a people's committee to coordinate relief aid distributions – who should decide who will be the community representatives? Who decides the role of the committee and the issues they will deal with? Who decides what – and how much – information members should have access to? The person with particular authority in the local authorities would make the decision. Behind every decision lies the choice about whether to delegate power or not.

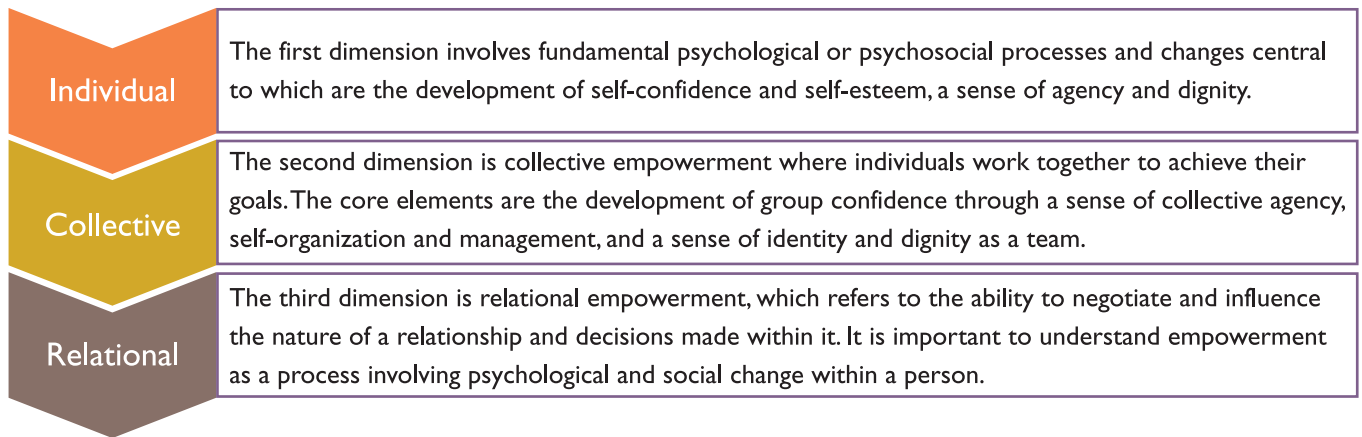
**Invisible power:** is the socio-cultural systems and related ideologies that shape a person's consciousness; that is, how an individual thinks about her or his place in the world, sense of self, acceptance of superiority or inferiority and their beliefs about their capacity to participate in decision making processes. Even if the authorities provide space and 'give' power to particular individuals or the community they may not accept this space. Community members may still feel powerless due to their culture, ideology and process of socialization, which has internalized the current situation as 'normal' or 'natural'. In their state of mind they feel they are a 'small' person, unimportant and without capacity (without power) and do not understand their rights as citizens. They allow others to make decisions about their lives and feel it is up to the authorities to take decisions on their behalf. It is very difficult to deal with invisible power and to change processes which shape people's beliefs about themselves and others. Since this is an internal thought process, it is difficult for others to understand it and to take the necessary steps to enable people to change their perceived lack of power. For example, some women do not speak up during decision-making settings due to this internalized feeling of smallness or powerlessness.<sup>3</sup>

3. *Expressions of Power (2011)*. <https://www.powercube.net/other-forms-of-power/expressions-of-power/>

## I.5 EMPOWERMENT

### Definition of Empowerment:

Empowerment can be defined as a process which involves dynamic interactions between an array of different elements (such as culture age and ethnicity) within three dimensions



*Figure 3: Progressive Dimensions of Empowerment*

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The empowerment of women needs to be in many areas such as the process of economic empowerment, where women can be empowered if they have the opportunity and skills to earn an income, engage in meaningful employment, acquire ownership to property rights and widow inheritances, etc.

Social empowerment is another arena which involves access to education and training, healthcare, living without violence, a lack of social stigma, no discrimination and decision-making power in the family and outside; where women can take control of their own lives and make their own choices.


Another dimension is the legal empowerment of women, which promotes their protection and access to legal services, equal treatment before law, and if present, effective implementation of laws and legislation that protect and benefit women.

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## 1.5.1 WOMEN'S EMPOWERMENT FRAMEWORK BY SARA LONGWE

Developed by Sarah Longwe, a gender expert from Zambia, the framework<sup>4</sup> identifies five progressive levels of equality. Longwe argues that poverty is a result of oppression and exploitation and the framework aims to empower women by increasing their control over the factors of production and enabling equal participation in the development process.

The five progressive levels identified in the framework provide a base to assess the extent of women's empowerment in various wakes of life, from the social to economic contexts. They have been amended from the Women's Empowerment Framework (WEF) as presented by Sara Longwe (Longwe, 1995) and are presented in the table below:



<b>Full Engagement And Control</b>	Experience through active participation will enable taking charge and control of the situation to change it. Women and men have equal control over production & distribution of benefits.
<b>Active Participation</b>	Insight into the situation will enable active participation and engagement. Women and men participate equally in decision-making.
<b>In-depth Understanding</b>	In an in-depth understanding, the women reflect, analyze their situation and gain knowledge. Women will analyze the powerlessness within themselves and among others. They investigate the reasons for such unequal power relations. Women and men believe gender roles can change and equity is possible.
<b>Access</b>	With access, the recipient has to mobilize herself to access resources and skills. Women gain access to resources on an equal basis with men.
<b>Welfare</b>	Empowerment starts with this first step of provision of welfare measures to women to support their wellbeing and condition in life. In welfare, the recipient is less active and has no particular role but to promote the physical status of women. Women and men's material needs are met in such a process.

Figure 4: Women's Empowerment Framework by Sara Longwe

4. Longwe, S. (1995). *Gender awareness: the missing element in the third world development program*. In C. March, & T. Wallace, *Changing perception: new writings on gender and development*. Oxford: Oxfam.

## I.5.2 TOOL ONE :ACTIVITY MATRIX ON WOMEN’S EMPOWERMENT

The following matrix can be used to check if projects or programs empower women or not. When developing projects or programs for facilitating women’s empowerment, the following matrix can be used to check if the different dimensions of empowerment are captured in the project/program.

Projects/activities	What contributes to women’s empowerment/project/activity at which stage of Sara Longwe’s framework?	Result
<p><b>Economic Empowerment</b></p> <ul style="list-style-type: none"> <li>• Income generation programs</li> <li>• Savings and credit programs</li> <li>• Skill development Program</li> <li>• Market program</li> <li>• Institutional development program</li> <li>• Samurdhi SME loans program</li> </ul>	<ul style="list-style-type: none"> <li>• Vocational and technical skills development</li> <li>• Opportunity to secure loans</li> <li>• Opportunity to increase income through employment/ self-employment/livelihood</li> <li>• Accessibility improved</li> <li>• Business development services</li> <li>• Alliances with other entrepreneurs</li> </ul>	<ul style="list-style-type: none"> <li>• Increased income</li> <li>• Increased voice in the economy</li> <li>• Increase in skills</li> <li>• Increased know-how, technical education</li> <li>• Better skills in finance management</li> <li>• Business network membership</li> <li>• Strengthened voice</li> <li>• Social acceptance</li> <li>• Better position in the family</li> </ul>
<p><b>Social Empowerment</b></p> <ul style="list-style-type: none"> <li>• Social mobilization</li> <li>• Group formation and CBO strengthening</li> <li>• Organizational strengthening</li> <li>• Awareness raising and training</li> <li>• VAW programs</li> <li>• Policy reform</li> <li>• Literacy programs</li> <li>• Health/nutrition programs</li> <li>• Reproductive health</li> <li>• Informal education</li> <li>• Other</li> </ul>	<ul style="list-style-type: none"> <li>• Rights education and knowledge</li> <li>• Interactive skills</li> <li>• Programs to develop self confidence</li> <li>• Space to get membership in groups</li> <li>• Knowledge on nutrition and health</li> <li>• Knowledge on reproductive and sexual rights</li> <li>• Improvement in literacy</li> <li>• Improvement in numeracy</li> <li>• Knowledge on SGBV and how to combat it</li> </ul>	<ul style="list-style-type: none"> <li>• Increased self-power and self confidence</li> <li>• Increased collective power</li> <li>• Membership in social enterprises</li> <li>• Better health</li> <li>• Better nutrition</li> <li>• Ability to communicate better and interact with the wider community</li> </ul>

<p><b>Political Empowerment</b></p> <ul style="list-style-type: none"> <li>• Leadership development</li> <li>• Elected women support program</li> <li>• Lobby for quota</li> <li>• Awareness raising on political participation</li> <li>• Women in governance program</li> <li>• Support to Women development sub committees</li> <li>• Training female candidates</li> <li>• Network between local government and women NGOs</li> <li>• Other</li> </ul>	<ul style="list-style-type: none"> <li>• Leadership skills</li> <li>• Negotiation skills</li> <li>• Knowledge on rights and international and national laws and legal frameworks</li> <li>• Public speaking skills</li> <li>• Planning and budgeting skills</li> <li>• Opportunity to network with wider leadership</li> <li>• Skilled in claiming rights</li> <li>• Skilled in mobilizing people</li> </ul>	<ul style="list-style-type: none"> <li>• Increased self confidence</li> <li>• Increased interaction with public</li> <li>• Better communication and negotiation</li> <li>• Ability to mobilize and canvas and make claims</li> <li>• Build alliances</li> <li>• Take positions in decision making spaces</li> <li>• Enter the political stream</li> </ul>
<p><b>Legal Empowerment</b></p> <ul style="list-style-type: none"> <li>• Support for legal reform</li> <li>• Legal literacy program</li> <li>• Legal assistance program</li> <li>• Awareness raising of law enforcement bodies</li> <li>• Other</li> </ul>		

## A QUICK LOOK BACK AT WHAT THIS CHAPTER INCLUDES

1. Gender concepts and terms
2. Practical gender needs and strategic interests
3. Condition and position of women
  - a. Examples of transformative activities
4. Power and gender relations
  - a. The power relations framework
  - b. Empowerment
    - i. The Women's Empowerment Framework
    - ii. Activity Matrix

Empowerment is a holistic process. Just one aspect of empowerment will not completely develop the potential and agency of women and make empower them. It is the same with a man. For holistic empowerment, all aspects of empowerment – economic, social, political, legal and even emotional/psychological empowerment is necessary. Emotional and psychological empowerment is usually embedded in social empowerment processes. It is important to understand that simply providing livelihood opportunities for women alone will not socially and politically empower them. This is the main reason why many livelihood programs fail. A livelihood program needs to be simultaneously supported by a social empowerment program and a political empowerment program to sustain results.







Chapter Two

Gender Mainstreaming



## 2.1 GENDER MAINSTREAMING

The objective of this chapter is to help sectoral ministry staff understand what gender mainstreaming entails as a pre-condition of how to operationalize the Ministry's gender mainstreaming framework. The required know-how is detailed in this chapter with simplified checklists and frameworks.

### Definition of Gender Mainstreaming

"This is a process of assessing the implications for women and men of any planned action, including legislation, policies or programs in all areas, at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of design, implementation, monitoring and evaluation of policies and programs in all political, economic and social spheres so that women and men benefit equally, and inequality is not perpetuated."<sup>5</sup>

"...the mainstream consists of an inter-related set of dominant ideas and development directions and the organizations that make decisions about resource allocations...it is the ideas and practices in the mainstream that determine who gets what and that provide a rationale for the allocation of societal resources and opportunities.

... One major concern is to strengthen the legitimacy of gender equality as a fundamental value that should be reflected in the development choices and in institutional practices. When gender equality is recognized as a strategic objective of development, gender equality goals influence broad economic and social policies and programs that deliver major resources. Efforts to achieve gender equality are thus brought into the mainstream decision-making criteria and process and are pursued from the center rather than at the margins."<sup>6</sup>

## 2.2 MAINSTREAMING AND EQUALITY



There are two different types of gender mainstreaming strategies:

**The integrationist approach:** this approach builds gender issues into existing development paradigms. "Widening women-and-gender concerns across a broad spectrum of sectors is the key strategy within this concept: the overall development agenda is not transformed, but each issue is adapted to take into account women-and-gender concerns."<sup>7</sup> For example, in water and sanitation projects, consulting women prior to the selection of locations for the installation of public water connections or building toilets improves the gender integration component of the project. Including women in Water, Sanitation and Healthy (WASH) committees is a means to ensure the consultation and participation of women and provide them with due benefits.

5. Official Records of the Economic and Social Council, 1997, chap. 2.

6. Mainstreaming: A Strategy for Achieving Equality Between Women and Men, (1996). Sida.

7. Rounaq, J. (1995), *The Elusive Agenda: Mainstreaming Women in Development*. London: Zed Books Ltd.

**The agenda-setting approach:** this approach implies the transformation of the existing development agenda with a gender perspective. “The participation of women as decision makers in determining development priorities is the key strategy here: women participate in all development decisions, and through this process bring about a fundamental change in the existing development paradigm.”<sup>8</sup> For example, gender mainstreaming, in the context of the water and sanitation project means that both women’s and men’s issues related to the access of water and sanitation is analyzed prior to project design. Women need to be engaged in setting the objectives of the project. Doing so means that women’s concerns are addressed from the beginning. This will change the perspectives of project designers, implementers and evaluators. It will also ensure that women are involved throughout the project and actively contribute to and benefit from it just as men. Any women specific objectives will given due attention and priority at the design stage if required.

### Examples of activities that will address strategic interests of women

#### Beijing Platform for Action (BPFA) and Gender Mainstreaming<sup>9</sup>

The term “gender mainstreaming” came into widespread use with the adoption of the Beijing Platform for Action (BPFA) in 1995. In signing up to the BPFA, all governments committed themselves to a strategy of mainstreaming gender perspectives throughout policy and planning processes. Each major section of the Platform for Action (Education, Health, Violence, Conflict, Economic activity, Power and decision making, Institutional mechanisms for women’s advancement, Human rights, Media, Management of natural resources and the environment, and Children and youth) includes the following mainstreaming paragraph:

.....governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programs so that, before decisions are taken, an analysis is made of the effects on women and men, respectively.

#### Women in Development (WID) and Gender and Development (GAD) approaches<sup>10</sup>:

Women in Development (WID) first emerged in the early 1970s as an approach to include women in development. Research and information collected throughout the UN Decade for Women (1975-1985) highlighted the existing poverty and disadvantaged state of women and their invisibility in the development process. Different policy responses and interventions focused on women as a separate group resulting in women’s concerns being “added on” and peripheral to mainstream development efforts. This frequently resulted in adding components and actions targeted only to women rather than integrating them fully into the project activities. WID policies and interventions have, predominantly, concentrated on women’s productive work. The failure to make an explicit link to women’s reproductive work has often added to women’s workload. Gradually, it was recognized that an approach that focused on women in isolation was inadequate and not sustainable because it did not take into account the overall project objectives or integrate women fully into their implementation. Moreover, it did not address or change unequal gender relations in various social and economic settings.

#### The Gender and/in Development (GAD or GID)<sup>11</sup>

This perspective emerged in the late 1980s as a response to the prevailing Women in Development (WID) approach. The Gender and Development (GAD) approach was developed as a response to the failure of WID projects to effect qualitative and long-lasting changes in women’s social status. GAD focuses on social, economic, political and cultural forces that determine how men and women participate in, benefit from, and control project resources and activities differently.

8. Ibid

9. Beijing platform reports 1995.

10. Schalkwyk, Johanna, Helen Thomas and Beth Woroniuk (1996). *Mainstreaming: A Strategy for Achieving Equality Between Women & Men - A Think Piece*. Stockholm: Sida (Department for Policy and Legal Services).

11. Ibid

This approach shifts the focus from women as a group to the socially determined relations between women and men. The GAD/GID approach promotes a development process that transforms gender relations in order to enable women to participate on an equal basis with men in determining their common future. The emphasis has shifted to the more strategic needs of women, leading to a sharpening of the gender focus of preparatory analysis. Although the approach emphasizes the importance of women's collective organization for self empowerment, the target groups are still primarily women.

#### Rights-based approach:

Women's rights are linked to broader frameworks – particularly the human rights declaration. We intervene to ensure enforcement on those rights within policy, in addition to mobilising communities to demand their rights to food. For example, hunger is seen as a violation of people's fundamental human rights. It is the responsibility of states to ensure that citizens can enjoy their basic right to food.

#### Political economy approach:

Analyzes hunger as a problem of political economy i.e. the politics behind how resources are allocated (interest groups, gender/ethnic/class biases). This approach pays more attention to the different forces at play in defining the distribution of resources in society and the factors that determine resource allocation (power and access to decision-making, dominant ideological frameworks, institutional aspects etc.). Interventions include challenging ideological frameworks through popular education approaches and critical consciousness building, demanding rights and change to policy frameworks.

When mainstreaming gender into projects and development sectors it is important to keep the following approaches to mainstreaming<sup>12</sup> in mind:

#### Gender aware projects and programs

Acknowledge the role of gender norms and inequities and seek to develop actions that adapt to and often compensate for them. While such projects do not actively seek to change norms and inequities, they consciously address gender constraints and opportunities. These are also called gender responsive projects and programs

#### Gender blind

Take advantage of rigid gender norms and existing imbalances in power to achieve the program objectives. No prior consideration of how gender norms and unequal power relations affect the achievement of objectives, or how those objectives impact on gender relations.

#### Gender transformative

Encourage critical awareness among men and women of gender roles and norms; promote the position of women; challenge the distribution of resources and allocation of duties between men and women; and/or address the power relationships between women and others in the community.

#### Women-specific

Encourage critical awareness among men and women about gender roles and norms; promote the position of women; challenge the distribution of resources and allocation of duties between men and women; and/or address the power relationships between women and others in the community.

<sup>12</sup> Van den Berg, E. (2001). *Towards Gender equality in your organization*. SNV Botswana publication.

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A critique on gender mainstreaming as a development strategy:

“There is an urgent need to revisit the concepts and frameworks of gender mainstreaming.

We seemingly have lost touch with gender as a category of analysis that focuses on the relationship of power between women and men in terms of access to and ownership of resources and power dynamics. Gender mainstreaming, and the problems it now faces, is (...) an issue of deep value conflict, power politics, analytical tensions, contradictions and dilemmas bound up in different interpretations and expectations at the institutional, policy making and operational levels.”<sup>13</sup>

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## 2.3 MAINSTREAMING GENDER IN DEVELOPMENT PLANNING SECTORS

Development sectors are an ideal arena to mainstream gender. A sector based approach to gender mainstreaming will start with sector policy development where an analysis of the gender issues which consider the different needs of women and men in the particular sector are carried out prior to policy and plan formulation. Gender aware policy consultations must be part of this analysis. Sector budgets are allocated annual only the sector policy has been formulated and gender goals and targets within it are set. The most important aspect of sector-wide planning is the budgetary allocation to ensure resources for gender mainstreaming. The implementation of the sector policy and plans need to be conducted in a gender sensitive manner. The monitoring system should also include gender sensitive indicators.

Gender Mainstreaming in development planning sectors has faced a number of shortcomings:

- Gender issues in the respective sector are not sufficiently analysed prior to the formulation of the policy.
- Policies are mainly gender responsive but not gender transformative.
- Gender is often misunderstood as being “women-specific”.
- The plans are not specifically gender mainstreamed irrespective of the policy. The translation of policy provisions to plans and budget allocations needs skill and commitment by the sector planners.
- In cases where the implementation of national plans are gender mainstreamed, the gender outcomes are not given due considerations or in others, poor implementation does not achieve the desired outcomes.
- The gender outcomes are not properly documented and there is universal lack of gender-disaggregated data.
- The commitment to gender gets weak with time and is not consistent.
- The technical capacity of sectoral staff to mainstream gender is limited.

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The Ministry of Women & Child Affairs and Dry Zone Development's policy on gender mainstreaming is based on the sector-wide approach to gender integration. It is different from just a project gender mainstreaming approach and requires certain pre-conditions.

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## 2.3.1 PRE-CONDITIONS FOR GENDER MAINSTREAMING

### 1. Political will and endorsement for gender mainstreaming in development sectors:

The Ministry of Women & Child Affairs and Dry Zone Development (MoWCA & DD) has secured the top level commitment and agreement in the form of a Cabinet Memorandum No. 16/2522/740/013 dated 06.12.2016 titled “Establishment of a gender mainstreaming program at the Ministerial level”. This Cabinet Memorandum was communicated to all sectoral ministries by the Secretary of the Ministry. The MoWCA&DD’s gender mainstreaming policy has clear targets in the areas of sectoral policy analysis and formulation, gender responsive budget allocation in sectors, establishment of anti-sexual harassment committees and effective implementation of the National Action Plan (NAP) to address Sexual & Gender-Based Violence (SGBV).

### 2. Determination of responsibility:

The responsibility of gender mainstreaming in sectors is assigned to the Additional Secretaries who are appointed as Gender Focal Points in the respective sectoral ministries. These Additional Secretaries hold authority and power to make decisions in consultation with the respective sector Minister and Secretary.

### 3. Availability of Gender Expertise:

The Ministry conducts capacity development programs to ensure that sectoral ministry staff are well informed of the policy, are aware of gender and gender mainstreaming and have the necessary skills to integrate gender mainstreaming and gender-responsive budgeting within their areas of work. The Ministry also developed a multi-sectoral national action plan to address sexual and gender-based violence, it has also developed a concept note on the creation and implementation of proposed anti-sexual harassment committees. The sectoral ministry staff are informed of these policy documents in groups. A quick scan of the sectoral ministries of their gender expertise is necessary at this stage. The Ministry also plans to facilitate inter-ministerial gender knowledge networks.

### 4. Agenda setting and gender plans:

Gender mainstreaming of all sectoral plans and programs with gender sensitive indicators and target setting is to be ensured. The Ministry expects to work with planning directors and planning officers from the sectoral ministries to share its knowledge and develop their gender mainstreaming skills. It is also important that each sector issue its gender statement and set its own targets annually or for at least a three to five year period. The Sustainable Development Goals (SDGs) agenda of 2030 with goal five and other cross-cutting targets will guide each sector’s gender agenda.

### 5. Availability of resources and instruments:

The Ministry is working closely with the National Budget Department and sectoral ministries to ensure resource allocation for gender related work. The recent Cabinet memorandum on the 25% allocation of the rural development budget exclusively for women economic development is an example of such an initiative in practice.



## 6. Creating a gender mainstreaming mechanism within sectors:

The development of this manual and its use to enhance the capacity of sector staff is the first step towards the institutionalization of a gender mainstreaming mechanism.

## 7. Monitoring, evaluation and progress documentation:

Each sector's monitoring system needs to mainstream gender into its own reporting system, including templates, progress reporting and budget reporting systems with key performance indicators related to gender. All monitoring tools need to incorporate gender-disaggregated data as a basic requirement. The Ministry will facilitate an inter-ministerial monitoring system to mainstream gender in coordination across all sectors.

### The Basic Structure of Gender Mainstreaming

1. Setting up the sector gender mainstreaming mechanism with sufficient human resource and a capacity building plan.
2. Analyse policies and national action plans from a gender perspective and make recommendations for revision (see the check list).
3. Prior to annual planning and budgeting a gender analysis of sectors to be conducted and identify the key gender issues of the sector. (see the related tool).
4. Prioritize the issues and set annual gender targets for the sector.
5. Develop project proposals for addressing gender issues under project budget (see the checklist on how to mainstream gender in project proposals).
6. Develop a sector specific gender-disaggregated data system and document best practices to gender mainstreaming.
7. Conduct a gender audit of the sector every three years.

## 2.4 GENDER MAINSTREAMING IN SECTORS

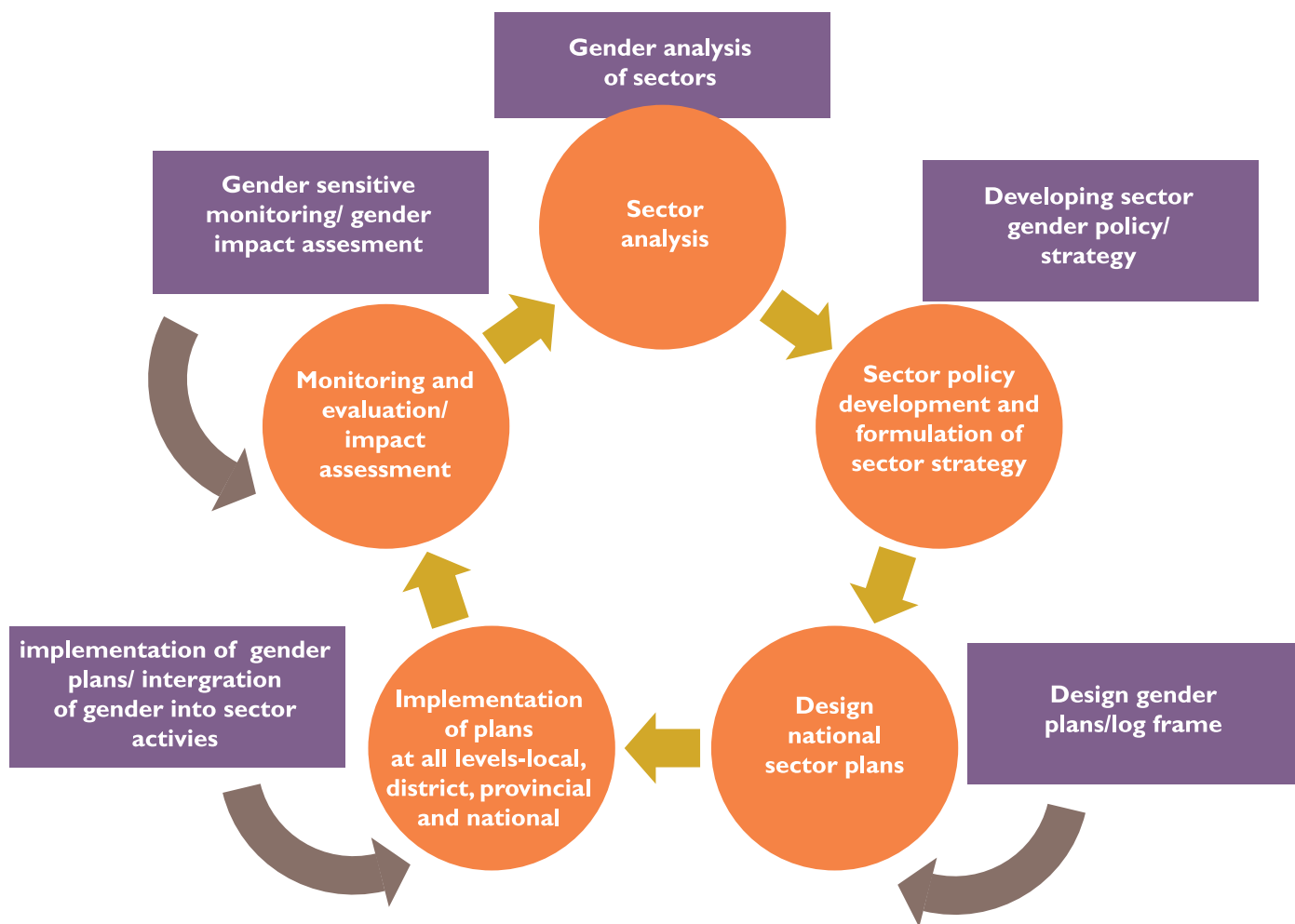


Figure 5: Gender mainstreaming in sectors. Adapted from a presentation made by the author S. Perera

## 2.5 GENDER ANALYSIS OF SECTORS

Gender analysis is a methodology for understanding the situation in which sector policies, strategies, programs and projects take place. It is a pre-requisite for gender mainstreaming – for determining what must be addressed and assessing different options. Gender Analysis can be done in a number of ways: Gender issue analysis in the sector, Gender Analysis of Sectoral Policies, Gender Analysis of Programs and Projects. It provides the basis for incorporating gender equality and women’s issues into all aspects of sector/program planning, design and delivery. It also provides a baseline against which to measure change.

Gender analysis is a tool for understanding the roles, needs, interests, work and status of women relative to men in a particular society, taking into account a range of social, cultural, economic, environmental and political considerations. Gender analysis assumes that all of society’s activities involve and impact both women and men, but that the terms of their involvement are different, as are the impacts. Its goal is to combat the invisibility of women: to ensure that women’s status as equal partners in development, as well as their aspirations for change, are recognized, valued and supported.

Gender analysis should be done on a number of levels. One is at the target group, household and community level, to understand how people’s lives, relationships and interests are organized along gender lines. Another is at an institutional level, to know the extent of understanding, commitment and capacity to achieve gender equality of implementing partners. A third, which includes the previous two, is at a wider sectoral level, to understand gender equality implications of sector policies, strategies, plans, institutions, and activities at macro, meso and micro levels.

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“Experience has shown that three factors will strengthen a gender analysis. First, the involvement of people with expertise in this area is essential....It requires an understanding of the issues and a strong background that combines knowledge of the specific field or sector under consideration....with a clear understanding of gender analysis. Second, a gender analysis is greatly enhanced through the use of participatory mechanisms that both involve women in the process and are adapted to recognize the diversity of women’s needs, interests and situations. Third, a gender analysis should be part of the main analysis for the (sector, program, or) project, rather than a separate “add-on” that comes after major priorities and objectives have been agreed on.”<sup>14</sup>

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*14. Beth Woruniuk, Johanna Schalkwyk, Helen Thomas, (1997) Gender: The concept, its meaning and uses: A Think Piece, Sida.*

Some basic questions addressed in gender analysis and common to all sectors are:

- Women and men's participation, roles, responsibilities, time requirements, including caste, age and women-headed household differences
- Resource requirements; women and men's access to resources and control over resources
- Women and men's interests, needs, priorities
- Impact of sector activities, policies, changes and technologies on women and men
- Women and men's constraints to full participation and meeting needs
- Women and men's involvement in decision-making and other roles in all stakeholder organizations and groups; mechanism for consultation with women and including women's voice
- Structure, policies, commitment and capacity of partner and other stakeholder organizations, including different levels of government, institutions, civil society organizations and private sector companies
- Potential to facilitate women's empowerment and improve gender equality (transform gender relations)
- Opportunities and strategies for gender equality: achievements, best practices, lessons learned, emerging trends, resources.
- Practical methodological issues: establishing baselines, collecting and generating gender disaggregated data, measurable targets, defining gender sensitive results and indicators.

## 2.5.1 TOOL TWO: GENERIC GENDER ANALYSIS FRAMEWORK FOR PROGRAM ANALYSIS

(Adapted from SNV-Nepal working papers developed by Linda Moffat and Sriyani Perera)

### I. GENDER ANALYSIS OF THE TARGET GROUP:

the population groups whose lives are intended to be affected by sector activities

I.1 Numbers of women and men (girls and boys) in the relevant social (caste, ethnicity, age) and economic categories of the population to be affected in sectoral activities

	<b>Women</b>	<b>Men</b>
• Total population	_____	_____
• Relevant age groupings	_____	_____
• Relevant caste groupings	_____	_____
• Relevant ethnicity groupings	_____	_____
• Relevant economic class groupings	_____	_____

I.2 Roles, responsibilities and workloads of women and of men in the household and in the sector

	<b>Women</b>	<b>Men</b>
• Household/reproductive roles	_____	_____
• Household/productive roles	_____	_____
• Other sector-related roles	_____	_____
• Other community-located roles	_____	_____

I.3 Women's and men's access to and control over resources relating to the sector (assets, materials, technology, services, credit/capital/collateral, literacy/education, information, skills, markets, transportation/mobility, time, etc.)

	<b>Women</b>	<b>Men</b>
• Relevant resource accessed by	_____	_____
• Relevant resource controlled by	_____	_____

I.4 Decision-making roles and opportunities of women and of men in the household, the community (including community groups/organizations), political processes and in other areas relating to the sector

	<b>Women</b>	<b>Men</b>
• Household decisions	_____	_____
• Sector decisions	_____	_____
• Other relevant decisions	_____	_____
• Participation & Leadership In community groups/organizations/committees	_____	_____
• Participation & Leadership in Women's groups/organizations	_____	_____
• Participation as elected representatives In local government	_____	_____

I.5 Needs, interests and perspectives/ideas of women and of men related to the sector

- Women's practical needs, strategic and other interests
- Men's needs and interests

I.6 Impact on women and on men of sector policies, technologies, existing/past programs, and social, economic, political, ecological and global changes and trends (e.g. time and labor-saving, workloads, health and safety, displacement, migration, status, opportunities)

- Key areas of impact on women
- Key areas of impact on men

I.7 Legal and human rights issues within the sector relating to women and to men, including potential for violence, sexual harassment and discrimination

I.8 Constraints to women's equitable participation and full benefit at all levels and in all dimensions of the sector (cultural, social, economic, political)

- Cultural constraints
- Social constraints
- Economic constraints
- Political constraints

1.9 Opportunities and points of entry for increasing gender equality within the sector based on past achievements, best practices, lessons learned, new trends and other influences

## 2. GENDER ANALYSIS OF INSTITUTIONS:

Key strategic partners that will implement the sector program

## 2.6 DEVELOPMENT OF SECTOR GENDER STRATEGY

### 2.6.1 STRATEGIC APPROACHES TO GENDER EQUALITY, INTEGRATION AND MAINSTREAMING

(Adapted from SNV – Nepal working papers developed by Linda Moffat, Gender Consultant and Sriyani Perera for the Gender Mainstreaming workshop of SNV Nepal in 2002)

Two types of approaches can be adopted to integrate gender equality in sectors:

- Women-specific approach
- Gender-integrated approach

The two are not mutually exclusive. They both apply to two key gender equality issues: the participation of women (as decision-makers, direct participants, and beneficiaries) in all plans, programs and projects, the incorporation of gender issues and concerns into the content of all plans, programs and projects

#### Women-specific approach

The women-specific approach specifically targets women, including:

- Programs, projects and initiatives that target women, women's organizations and institutions as decision-makers, agents and beneficiaries
- Women-specific components in non-targeted projects

Women-specific projects and activities help to ensure that women's needs and interests are addressed. They are useful where a particularly glaring inequity exists. They can give women space to develop and extend their skills in a supportive atmosphere where their specific concerns and needs can be addressed. Women-specific approaches are particularly important in supporting and strengthening women's own organizations and activities. For example, the "Hela Bojun" programs by the Department of Agrarian Services is a women-specific program.

However, the existence of women-specific projects or activities would not be able to address gender needs and issues in the broader context, which is the role of gender-integrated approaches.

#### Gender-Integrated Approach

A gender-integrated approach does not specifically target women. It refers to the incorporation of an understanding of gender issues and needs into overall project planning and execution. It is concerned with the need to address women's needs, interests and participation equally with those of men throughout the planning and implementation of any project or activity.

#### Basic Requirements For Gender Integration Include:

- Incorporation of gender analysis (e.g. gender role analysis, sex-disaggregated data) at all stages of project planning and implementation, in order to ensure that both women's and men's interests and needs are addressed
- Equitable participation of women in planning, implementation and evaluation of all programs and projects, especially in decision-making roles
- Analysis and identification of barriers to women's participation and adoption of measures to eliminate/mitigate them For example, the 25 percent quota system to increase the number of women in local



government is a gender integrated program which accounts for the gender inequality constraints which exist with respect to women in politics and the need for a quota system. It also acknowledges issues of power relations. Equality in power relations requires that the number of women in politics be increased and that the capacity of elected women representatives be enhanced.

- Integration of gender issues, needs and concerns in contents of programming (e.g. in training curricula, research, study tours, business plans)

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These considerations apply to all projects, including women-specific projects. It is not automatic that, simply because a project specifically targets women, it also incorporates gender analysis and addressed gender issues.

All programs, projects and activities present opportunities to raise gender concerns and promote gender equality, even if they were not originally designed to do so.

Non-integrated projects or activities run the risk of being dominated by men's concerns and interests; women's needs and contributions tend to be overlooked or underrated, to the detriment of the project as a whole. Specific mechanisms can be built in to ensure this does not take place.

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## 2.6.2 EXAMPLES OF STRATEGIC APPROACHES TO ADDRESS KEY GENDER EQUALITY ISSUES

Gender Equality Issue	Strategic Approach	
	Women Specific	Gender Integrated
Participation of Women	Special training for female managers	Identification and removal of barriers to women's participation in training program
Incorporation of gender issues	Special program/ session on gender issues in environmental management	Inclusion of material on differences between women's and men's roles as environmental decision-makers. Equal time to domestic and individual waste management. Review of gender sensitive environmental impact assessment methodologies

Table 2: Example 1- Environmental management training project

Gender Equality Issue	Strategic Approach	
	Women Specific	Gender Integrated
Participation of Women	Project or component targeted to women farmers	Training/information sessions held in village or nearby location, and childcare provided
Incorporation of gender issues	Baseline study identifies crop processing activities operated by women; project provides support to marketing these products	Baseline study identifies division of labour in crop raising and processing; project provides extra support to women in male-dominated activities (e.g. provides special training for women in installation of irrigation systems)

Table 3: Example 2- Agricultural development project

## 2.6.3 TOOL THREE : GENDER MAINSTREAMING CHECKLIST - GENERIC POINTS TO ASSESS A PROJECT<sup>15</sup>


### Checklist

- Distribution of project benefits
- Selection of target group/any women specific programs?
- Has the project looked at women as homogeneous group
- Levels and extent of participation by men and women
- Are there activities that will change discriminatory attitudes/practices?
- Division of labour, workload
- Access to and control of resources (including technology) and benefits
- Practical needs addressed
- Awareness and Education, capacity, skills – existing and needed
- Status, position, equity issues
- Strategic needs/empowerment analysis (what potential?)
- Constraining and enabling factors for women to participate in decision making
- Changes, trends and influencing factors (impact on women and men)
- Are there spaces for capacity building for women?
- Dissemination of information in a gender sensitive manner

## 2.6.4 TOOL FOUR : GENDER MAINSTREAMING CHECKLIST - SPECIFIC CHECKLIST

*Specific Checklist (Adapted from SNV – Nepal working papers developed by Linda Moffat and Sriyani Perera)*

### 1.0 Design/ Development Of Project

<p>Problem Analysis</p>	<ul style="list-style-type: none"> <li>• Does the sector analysis include information about the extent/nature of women’s participation, roles, decision-making, benefits, constraints and issues?</li> <li>• Have both women and men been consulted in problem analysis and determining project responses?</li> <li>• Did both have enough information and understanding of the issues to contribute in a meaningful way?</li> <li>• Have both women and men’s interests and priorities been identified and addressed in the project design?</li> <li>• Has enough consideration given to gender power dynamics?</li> <li>• Are sector specific gender issues taken into consideration?</li> </ul>
<p>Target population</p>	<ul style="list-style-type: none"> <li>• Has the gender breakdown of the target population and stakeholder groups been identified?</li> <li>• Is there an appropriate proportion of women as participants and primary and secondary beneficiaries?</li> <li>• Is there an analysis of power relations and attitudes concerning gender relations within family, community and society at large?</li> <li>• How do men connected to the project view the situation, problems, participation and advancement of women?</li> </ul>
<p>Objectives and Results</p>	<ul style="list-style-type: none"> <li>• Are there specific objectives or reference in objectives concerning women’s participation, benefit, empowerment and more equitable gender relations?</li> <li>• Have specific gender equality results and quantitative and qualitative indicators been identified?</li> <li>• How/will the project address women’s strategic interests as well as practical needs?</li> <li>• What results ensure access and control of benefits by women? What percentage</li> </ul>
<p>Strategy</p>	<ul style="list-style-type: none"> <li>• Is there a gender equality integration strategy?</li> <li>• Does it address practical needs of women?</li> <li>• Is there a women empowerment strategy?</li> <li>• Does it include a process of multi-stakeholder sensitization program to change patterns of discrimination?</li> <li>• Does it include strategies/opportunities for increasing the quality of women’s involvement and addressing strategic interests?</li> <li>• Does the strategy and core activities include Sustainable Development Goal (SDG) five targets and gender targets in other relevant SDGs?</li> </ul> <p> (refer to Annex 3 for more details)</p>

Baseline	<ul style="list-style-type: none"> <li>• Does baseline data include relevant socio-economic and sectoral gender analysis at national, district and community levels?</li> <li>• Does it include information relating to the gender equality-related objectives, results and indicators?</li> <li>• Is there information concerning community attitudes, resistance and acceptance?</li> <li>• Does the baseline identify the gender related issues as specific?</li> <li>• Does the baseline information is gender disaggregated?</li> </ul>
Budget	<ul style="list-style-type: none"> <li>• Are adequate, specific budget resources allocated to gender equality integration and required technical expertise?</li> </ul>
Partners and Stakeholders/sector staff	<ul style="list-style-type: none"> <li>• Are partners sensitive, knowledgeable and supportive of gender equality issues and objectives?</li> <li>• Do partners have gender equality integration capacity and experience? Are they willing to be trained?</li> <li>• Are women represented adequately on boards and in management/program staff? Are they willing to work towards increased representation?</li> <li>• Have partners been adequately briefed on the project gender equality integration strategy and objectives?</li> <li>• Are there gender equality-focused organizations and networks that could be involved in the project?</li> </ul>

## 2.0 Planning, Management, Leadership

Implementation staff	<ul style="list-style-type: none"> <li>• Is there adequate institutional support to address the specific needs and issues of female staff?</li> <li>• Are female staff involved in project planning, management and implementation? Will the skills of these staff be enhanced?</li> <li>• Does staff have the required sensitivity and capacity to guide and achieve gender integration?</li> </ul>
Project Advisory Committee (PAC)	<ul style="list-style-type: none"> <li>• Are women adequately represented on the PAC?</li> <li>• Has the PAC been oriented to gender equality and integration issues, strategies and objectives?</li> </ul>
Local committees/groups	<ul style="list-style-type: none"> <li>• Do women represent at least 50 percent of local committees and CBOs/user groups/small groups/saving groups/rural societies?</li> <li>• Will the planning, leadership and management capacity and opportunities of women be enhanced?</li> <li>• Will women have control and be involved in the management of natural resources and other resources used by the household?</li> </ul>

Annual Review and Planning	<ul style="list-style-type: none"> <li>• Is there a participatory annual review and planning process? Will women at all levels be involved in the planning process?</li> <li>• Will gender equality integration be reviewed?</li> <li>• Will women at staff, partner and community levels be involved in budget review and planning?</li> </ul>
<b>3.0 Implementation</b>	
Field staff / sector staff/ officers at local level	<ul style="list-style-type: none"> <li>• Is there an adequate number of female staff? Are there plans to increase these numbers?</li> <li>• Is field staff aware of the project strategy, approach and objectives concerning gender equality?</li> <li>• Does field staff have the sensitivity and capacity to guide gender equality integration? Will training and on-going support be provided?</li> </ul>
Capacity building	<ul style="list-style-type: none"> <li>• Will women be involved in adequate numbers in all capacity building activities? Will activities be appropriate to the situation of women in terms of process, content, location, time and dependency on daily wages?</li> <li>• Will project activities explicitly work to increase the self-determination capacities of women and women's groups?</li> <li>• Will project activities increase the capacity of all stakeholders to support gender equality processes?</li> </ul>
Training/Education	<ul style="list-style-type: none"> <li>• Will women be involved in adequate numbers in all, training and educational events? Will the programs be appropriate in terms of process, content, location, time and dependency on daily wages?</li> <li>• Will these activities address women's learning needs, including literacy and legal and civic rights education?</li> <li>• Will adequate numbers of women be involved in all technical and vocational training? Will this training address the needs and enhance economic opportunities for women?</li> <li>• Will women be involved as trainers and trainers-in-training?</li> <li>• Does the project include programs designed to change the attitudes and practices of men?</li> </ul>
Community groups and organizations	<ul style="list-style-type: none"> <li>• Will the formation of women-only groups be promoted and strengthened if necessary?</li> <li>• Will adequate numbers of women be involved in all mixed community groups?</li> <li>• Will networking and forums among women's and mixed groups be promoted?</li> </ul>
Services, products, technologies and other inputs	<ul style="list-style-type: none"> <li>• Will the services and resources required by women related to the project be identified and addressed?</li> <li>• Will women be able to access, use, benefit from and have some control over the services, products and resources generated by the project?</li> </ul>

Facilities and infrastructure	<ul style="list-style-type: none"> <li>• Will women's needs for facilities, small-scale infrastructure and labour/ time-saving and occupational-based technologies relating to the project be identified and addressed?</li> <li>• Will women be able to access, use and benefit from all facilities, infrastructure and technologies generated by the project?</li> </ul>
Economic/livelihood resources and activities	<ul style="list-style-type: none"> <li>• Will the project strengthen and increase women's economic income earning/ livelihood skills, options and opportunities?</li> <li>• Will women have increased access to and some control of economic resources such as credit facilities, land, materials and markets?</li> <li>• Will women be able to participate in and benefit directly from all productive, economic activity in the project?</li> <li>• Does the project increase triple burden of women?</li> <li>• Is there a strategy to involve men to share household work and support women in their economic activities?</li> </ul>
Linkages, networks, research	<ul style="list-style-type: none"> <li>• Will women's linkages to local government and other community, district and national agencies be strengthened?</li> <li>• Will women's involvement in networks be promoted?</li> <li>• Will the project promote multi-stakeholder (government, NGO, community, private sector) linkages and forums on relevant gender equality issues?</li> <li>• Will all project network, linkage and study tour activities involve appropriate numbers of women?</li> </ul>
Information and communication	<ul style="list-style-type: none"> <li>• Will women have equal access to and be able to understand all information generated within the project?</li> <li>• Will women and men have adequate opportunities to communicate their views and interests?</li> <li>• Will women/women's groups be assisted to improve their communication skills in relation to the opportunities for men?</li> </ul>
Policy advocacy	<ul style="list-style-type: none"> <li>• Have relevant gender equality advocacy issues been identified and analyzed by women and men?</li> <li>• Have national and local organizations and networks that are like-minded and/or involved in gender equality advocacy been identified and contacts established?</li> <li>• Will the advocacy skills of local organizations, including women's groups be developed and initiatives promoted? Will women be encouraged to voice their concerns and influence local policy forums?</li> <li>• Are local organizations aware of government policy and legislation concerning women's rights?</li> <li>• Will awareness be raised in the project?</li> </ul>

#### 4.0 Monitoring, Evaluation And Learning

Process	<ul style="list-style-type: none"> <li>• Will the monitoring and evaluation processes be participatory?</li> <li>• Will women be able to contribute to the monitoring and evaluation process in a meaningful way?</li> </ul>
Indicators	<ul style="list-style-type: none"> <li>• Have quantitative and qualitative indicators been developed relating to gender equality integration objectives and expected results? Do they include indicators for empowerment and strategic interests?</li> <li>• Have women and men contributed to identifying these indicators?</li> <li>• Are these adequately monitored, evaluated and revised as necessary?</li> <li>• Is all monitoring and evaluation information gender disaggregated?</li> <li>• Are the following outcome indicators developed? Benefits of district plans to men and women, benefits for disadvantaged communities, women participation in implementation, women participation in evaluation, adequate number of women in decision making/planning, reduction of women specific issues.</li> </ul>
Formats/Reports/ Information	<ul style="list-style-type: none"> <li>• Do formats and reports reflect and record gender equality objectives, expected results, indicators, participation and benefit?</li> <li>• Are other sources of relevant non-project information relating to gender equality integration collected and circulated such as media articles?</li> <li>• Is there a method to track gender budgets?</li> </ul>
Monitors and evaluators	<ul style="list-style-type: none"> <li>• Are women involved as monitors and evaluators?</li> <li>• Are monitors and evaluators sensitive and knowledgeable about gender equality and integration issues?</li> </ul>
Learning process and communication	<ul style="list-style-type: none"> <li>• Is there a learning and communication strategy?</li> <li>• Will case studies on gender equality and empowerment be documented and disseminated to project stakeholders, women participants, the media and other interest groups?</li> <li>• Are there mechanisms for institutional reflection and dialogue on lessons learned and achievements concerning gender equality and integration and for sharing with like-minded organizations?</li> <li>• Are sectoral best practices documented?</li> </ul>



## 2.7 GENDER PLANS

### 2.7.1 A LOGFRAME APPROACH TO GENDER MAINSTREAMING

In developing a project proposal the usual logframe approach can be gender integrated. The following is a generic example of how to do it. The same methodology can be applied to all sectors.

*(Adapted from SNV – Nepal working papers developed by Linda Moffat)*

Water And Sanitation (W&S) Sector Program Logframe (Gender neutral)				
Sector Goal: Improve physical and economic health in district				
Objectives / Outcomes	Performance Indicators	Approach / Strategy	Key Activities	Outputs
I. Effective community institutions managing W&S installation, payment and maintenance.	<ul style="list-style-type: none"> <li>Village water users groups (VWUGs) and district Water Advisory Committee active and managing water and sanitation facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Community mobilization.</li> <li>User group formation.</li> <li>Water and Sanitation Committee (W&amp;SC) formation.</li> <li>Institutional capacity building.</li> </ul>	<ul style="list-style-type: none"> <li>Village consultation and planning.</li> <li>Contracting and fundraising.</li> <li>User group formation.</li> <li>User group training and functioning.</li> <li>District W&amp;SC formation.</li> <li>W&amp;SC training and functioning.</li> </ul>	<ul style="list-style-type: none"> <li>Village able to analyze W&amp;S problem, understand options, determine solution.</li> <li>Village able to enter into an agreement, raise funds, access resources, collect fees.</li> <li>VWUGs able to manage care, payment, maintenance of individual handpumps.</li> <li>VWUGs join forces in W&amp;SC.</li> <li>W&amp;SC able to represent interests of VWUGs at district level.</li> </ul>

## Water And Sanitation Sector Program Logframe (Gender neutral)

Sector Goal: Improve physical and economic health in district

Objectives / Outcomes	Performance Indicators	Approach / Strategy	Key Activities	Outputs
2. Households have access to clean water and use sanitation facilities.	<ul style="list-style-type: none"> <li>• x number of handpumps and y number of latrines installed and maintained.</li> </ul>	<ul style="list-style-type: none"> <li>• Community technical training and construction</li> <li>• Cost-sharing of materials.</li> </ul>	<ul style="list-style-type: none"> <li>• Purchase , payment, delivery of materials.</li> <li>• Technical training in construction, installation, maintenance.</li> </ul>	<ul style="list-style-type: none"> <li>• Village has understanding of costs of handpump and latrine facilities.</li> <li>• Villagers acquire skills, install and maintain pumps and latrines.</li> </ul>
3.Improved health	<ul style="list-style-type: none"> <li>• Less diarrhoea and water-borne disease.</li> </ul>	<ul style="list-style-type: none"> <li>• Health and sanitation education.</li> </ul>	<ul style="list-style-type: none"> <li>• Train local health educators.</li> <li>• Develop curricula</li> <li>• Community training programs</li> <li>• Posters and popular theatre</li> <li>• Schools program.</li> </ul>	<ul style="list-style-type: none"> <li>• Village has increased health knowledge and training capacity.</li> <li>• Health educators have status and employment.</li> <li>• Villagers have new awareness/ information and change water and sanitation-related practices.</li> </ul>
4.Increased economic activity of women	<ul style="list-style-type: none"> <li>• Women generating income from micro-enterprise activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Market study.</li> <li>• Community savings and loan scheme.</li> <li>• Micro-enterprise training.</li> </ul>	<ul style="list-style-type: none"> <li>• Local market analysis/plan.</li> <li>• Establish revolving loan fund (RLF)</li> <li>• Training and technical assistance.</li> </ul>	<ul style="list-style-type: none"> <li>• Villagers understand market opportunities.</li> <li>• Women have savings, access to credit and capacity to manage RLF.</li> <li>• Women have new knowledge and skill as micro-entrepreneurs.</li> </ul>

Table 4: Example of a Gender Neutral Framework

Water And Sanitation Sector Program Logframe (Gender mainstreamed)

Sector Goal: Improve physical and economic health in district

Objectives / Outcomes	Performance Indicators	Approach / Strategy	Key Activities	Outputs
<p>I. Effective, gender equitable community institutions managing W&amp;S installation, payment and maintenance, with women as both leaders and active members</p>	<ul style="list-style-type: none"> <li>• Women are equal members and leaders of village Water Users Groups (WUGs) and district Water Advisory Committee.</li> </ul>	<ul style="list-style-type: none"> <li>• Gender sensitization.</li> <li>• Quota for women’s membership/ leadership.</li> <li>• Consultation with women</li> <li>• Training for women.</li> </ul>	<ul style="list-style-type: none"> <li>• Gender/water/ sanitation dialogue as part of community mobilization.</li> <li>• Consultation with women.</li> <li>• Women as 50 percent members/ leaders in WUGs, W&amp;SC.</li> <li>• Training for women in leadership and community water management issues.</li> </ul>	<ul style="list-style-type: none"> <li>• Women able to analyze W&amp;S problems, understand options, determine solution.</li> <li>• Women able to enter into an agreement, raise funds, access resources, collect fees.</li> <li>• Women able to function effectively in VWUGs and W&amp;SC.</li> <li>• Communities understand gender issues relating to water, sanitation and community water management.</li> </ul>

## Water And Sanitation Sector Program Logframe (Gender mainstreamed)

### Sector Goal: Improve physical and economic health in district

Objectives / Outcomes	Performance Indicators	Approach / Strategy	Key Activities	Outputs
2. Women have access to and manage clean water and sanitation facilities	<ul style="list-style-type: none"> <li>• Increased household use of water and latrine.</li> <li>• Effective management and maintenance by women.</li> </ul>	<ul style="list-style-type: none"> <li>• Women and men participate in organization of cost-sharing technical training and construction.</li> </ul>	<ul style="list-style-type: none"> <li>• Women participate in negotiations, agreements and organization of cost-sharing.</li> <li>• Technical training for women in construction and maintenance.</li> <li>• Women participate in construction, installation.</li> <li>• Women maintain handpumps and latrines.</li> </ul>	<ul style="list-style-type: none"> <li>• Women have understanding of costs of handpump and latrine facilities.</li> <li>• Women acquire skills, install and maintain pumps and latrines.</li> <li>• Women able to manage care, payment, maintenance of individual handpumps.</li> </ul>
3. Improved health of women and children	<ul style="list-style-type: none"> <li>• Less diarrhoea and water-born disease.</li> <li>• Changed practices of women, children and men relating to water use and sanitation.</li> </ul>	<ul style="list-style-type: none"> <li>• Women trained as health educators.</li> <li>• Women receive health and sanitation education.</li> </ul>	<ul style="list-style-type: none"> <li>• Curriculum and health campaign development in consultation with women.</li> <li>• Training for women as local health educators.</li> <li>• Health training and awareness activities targeted to men, children and women.</li> </ul>	<ul style="list-style-type: none"> <li>• Women health educators have training capacity, employment and increased status.</li> <li>• Women, children and men have increased health awareness and knowledge.</li> <li>• Women, children and men change water and sanitation-related practices.</li> </ul>

Water And Sanitation Sector Program Logframe (Gender mainstreamed)

Sector Goal: Improve physical and economic health in district

Objectives / Outcomes	Performance Indicators	Approach / Strategy	Key Activities	Outputs
4. Increased economic activity of women	<ul style="list-style-type: none"> <li>• Women generating income from micro-enterprise activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Consultation / planning with women and men.</li> <li>• Market study.</li> <li>• Community savings and loan scheme.</li> <li>• Micro-enterprise training.</li> </ul>	<ul style="list-style-type: none"> <li>• Dialogue with women and men about women's micro-enterprise interests, options.</li> <li>• Women's participation in local market analysis/plan.</li> <li>• Women's formation, training and management of savings and credit groups and revolving loan fund (RLF).</li> <li>• Training and technical assistance for women micro-entrepreneurs.</li> </ul>	<ul style="list-style-type: none"> <li>• Women and men understand market opportunities.</li> <li>• Women have savings, access to credit and capacity to manage RLF.</li> <li>• Women have new knowledge and skill as micro-entrepreneurs.</li> </ul>

Additional gender equality objectives:

5. Implementing partners are gender equitable organizations with commitment and capacity to address gender equality issues in the water/ sanitation sector and to implement gender equality in programs.	<ul style="list-style-type: none"> <li>• Staff structures.</li> <li>• Staff knowledge.</li> <li>• Program gender strategy and operational plan.</li> <li>• Program results.</li> </ul>	<ul style="list-style-type: none"> <li>• Processes to mainstream gender equality in partner organizations, program design, implementation, management and learning.</li> </ul>	<ul style="list-style-type: none"> <li>• Contracting of gender equality advisor for program.</li> <li>• Institutional gender assessment of partners.</li> <li>• Gender training of partners.</li> <li>• Hiring and training of female program staff.</li> </ul>	
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Water And Sanitation Sector Program Logframe				
Sector Goal: Improve physical and economic health in district				
Objectives / Outcomes	Performance Indicators	Approach / Strategy	Key Activities	Outputs
			<ul style="list-style-type: none"> <li>• Development of program gender strategy and operational plan with partners.</li> <li>• Gender equality monitoring, reporting, review processes.</li> </ul>	
6. Gender equitable/ women-led W&S program approach is strengthened, included in government policies and replicated in other communities.			<ul style="list-style-type: none"> <li>• Monitoring and reporting on gender equality progress and results.</li> <li>• Dialogue between women/ men WUGs/W&amp;SC and local government officials.</li> <li>• Women's participation in documentation and presentation of results to national-level policy makers and institutions.</li> <li>• Networking among women water users/ leaders.</li> <li>• Exchange visits and women's presentation of achievements to other communities.</li> <li>• Development of women trainers.</li> </ul>	

Table 5: Gender Mainstreamed Logframe

## 2.7.2 IMPLEMENTATION OF GENDER PLANS/INTEGRATION OF GENDER INTO SECTOR ACTIVITIES

Key strategies for gender mainstreaming at the implementation stage:

1. The staff involved in the program/project implementation need to be trained on gender and clearly demonstrate commitment to gender equality. They need to have the necessary skills in mobilizing the communities of women and men, ensure service delivery to both categories equally and take affirmative action when needed.
2. The project implementers need to pay specific attention to the gender indicators in the logframe but should also be flexible to allow space for empowerment of women and ensure gender equity approach to minimize the gender gaps.
3. Implementers need to have a good understanding of the different power structures in the communities and of the unequal power relations among women and men.
4. At the implementation stage much attention needs to be paid to the allocation of sufficient resources for gender activities.
5. Participation of women are usually not voluntary and there are many hindering factors to their participation. The project staff needs to assess such hindering factors and remove them as early as possible to ensure women participation in the project.
6. Positive action is needed to promote women in decision making forums and committees and quota systems are also necessary in certain situations.
7. Engaging men in making changes in social structures and in power relations is vital. If men can be convinced of the positive impact of change then the change process can be sustainable and fast.
8. While the project targets are to be the focus, there should be sufficient attention to create an enabling environment towards gender equality in allocation of resources, distribution of benefits and opportunities. Mobilization of communities and sensitization will be very useful strategies in this regard.
9. Sex-disaggregated data collection is to be ensures at all levels and all times.
10. Individual, community and social empowerment is to be promoted with a final goal of social transformation and gender equality.
11. The project should consider and address both the practical and strategic needs and interests of women and men.
12. The project's operation and logistics should allow for flexibility in adapting to the changing needs and interests of women and men.

## 2.8 GENDER SENSITIVE MONITORING

### 2.8.1 TOOL FIVE : CHECKLIST FOR GENDER MAINSTREAMING IN THE PROJECT MONITORING AND EVALUATION STAGE

(Adopted from Training of Trainers Package for Gender Mainstreaming in Integrated water Resources Management Project, authored by Yolanda Gomez)<sup>16</sup>

Does the project's monitoring and evaluation system:

- Explicitly measure the project's effect on women and men?
- Collect data which will indicate the access and control of resources for both women and men?
- Collect data which will indicate opportunities for both men and women that will improve their lives?
- Are the data:
  - » Sex- and age-disaggregated?
  - » Collected with sufficient frequency so that necessary project adjustments can be made during the project duration?
  - » Feed back to project personnel and beneficiaries in an understandable format to allow project adjustment?
  - » Analyzed to provide guidance to the redesign of the project?
- Are beneficiaries involved in
  - » Designing data requirements?
  - » The collection and validation of data collected for monitoring purposes?
- Does the project have any negative effects on both women and men beneficiaries?
  - » What actions are being done to address it?
  - » What changes have resulted from women's and men's involvement in the project in terms of work, home, local community and society?
  - » Are women's and men's roles and responsibilities changing as a result of the project? In what way? How is the project contributing to these changes?
- Has the project identified the gender-sensitive indicators to be monitored, and the monitoring frequency?
- Does the project include a midterm or annual evaluation?
- Are appropriate control procedures in place to operationalize the designed monitoring and evaluation system?
- Are the necessary logistics and support structures in place for the operation of the designed monitoring and evaluation system?
- Are the concerned project personnel and managers appropriately informed and trained on the use and importance of the designed monitoring and evaluation system?
- What mechanisms have been built into the project for corrective action on the basis of evaluation?
- Are copies of the final evaluation report given to project developers, implementers and decision makers to guide them on insights and lessons learned for future use?
- Has the project led directly or indirectly to the establishment of a women's organization, group or cooperative, or other institution of enterprise?
- Have income-earning opportunities for the women and men project participants increased or decreased?
- What are the effects on target groups in terms of cash income?

*16. Gomez, Y. (2003). Training of Trainers Package, Gender Mainstreaming in Integrated Water Resources Management, Publication of Gender and Water Alliance of the Netherlands.*



## NOTE:

1. Sex-disaggregation of data means the collection of data on women and men separately in relation to all aspects of their functioning – ethnicity, social class, caste, age and location.

Data disaggregation is:

- i. Necessary in the conceptualization of gender-sensitive projects.
- ii. Paves the way to developing and implementing projects that are sensitive to the needs of women and men.
- iii. Helps planners to develop project objectives, strategies and activities that put emphasis on the different and divergent roles that women and men play as project beneficiaries.

2. It is important to have a mixture of quantitative and qualitative data. Whenever possible include case studies to supplement qualitative data.

3. It is also important to link the gender indicators to the Sustainable Development Goals and the gender targets





Chapter Three  
Addressing Sexual &  
Gender-Based Violence



## 3.1 ADDRESSING SEXUAL AND GENDER-BASED VIOLENCE

### Definitions of Sexual & Gender-Based Violence (SGBV)

Gender-based violence is an umbrella term for any harm that is perpetrated against a person's will, and that results from power inequities that are based on gender roles. Around the world, gender-based violence almost always has a greater negative impact on women and girls. For this reason the term "gender-based violence" is often used interchangeably with the term "violence against women." One reason the term "gender-based violence" is often considered preferable to other terms that describe violence against women is that it highlights the relationship between women's subordinate status in society and their increased vulnerability to violence. However, it is important to remember that in some cases men and boys may also be victims of gender-based violence. Violence may be physical, sexual, psychological, economic, or socio-cultural. Categories of perpetrators may include family members, community members, and/or those acting on behalf of cultural, religious, or state institutions.<sup>17</sup>

1. The Committee set up by the Convention on the Elimination of All Forms of Discrimination Against Women has observed that: Gender based violence is violence that is directed against a woman because she is a woman or that affects women disproportionately. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty.

2. The Declaration on the Elimination of Violence Against Women 1993 (DEVAW) defines violence against women to mean:

**Article one:** For the purpose of this declaration the term "violence against women" means any act of gender-based violence that results in, or is likely to result in physical, sexual or psychological harm or suffering to women including threats of such acts, coercion or arbitrary deprivation of liberty whether occurring in public or private life.

**Article two:** Violence against women shall be understood to encompass, but not be limited to, the following

- i. Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation.
- ii Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment, and intimidation at work, in educational institutions, and elsewhere, trafficking in women and forced prostitution.
- iii Physical, sexual and psychological violence perpetrated or condoned by the state, wherever it occurs.

3. UNHCR document 2 states that: "UNHCR consciously uses the term SGBV to emphasize the urgency of protection interventions that address the criminal character and disruptive consequences of sexual violence for victims/ survivors and their families." (General Recommendation 19 of the Committee set up by the Convention on the Elimination of All Forms of Discrimination Against Women, para 6.2 Action Against Sexual and Gender-based Violence: An Updated Strategy, UNHCR, 2011 <http://www.unhcr.org/4e1d5aba9.pdf>).

<sup>17</sup> Reproductive Health Response in Conflict Consortium, RHRC (2004). *Gender-based Violence Tools Manual*.

4. The IASC Guideline provides a definition that is commonly used in humanitarian settings: “Gender-based violence is an umbrella term for any harmful act that is perpetrated against a person’s will that is based on socially ascribed (gender) differences between males and females”. The guideline emphasizes that women and girls are the primary victims of GBV and the guideline focuses on strategies for addressing violence against women and girls. However the guideline acknowledges that men and boys may also be victims of Gender-based Violence, especially of sexual violence. This reflects a broader conceptualization of the term than was articulated in the UN Declaration on Violence Against Women (DEVAW). This is a shift from the usage of GBV to be synonymous with violence against women to a slightly broader definition.

### **Policy framework for addressing SGBV– national action plan to address SGBV in Sri Lanka**

The National Plan of Action to address SGBV in Sri Lanka 2016-2020 is based on a Policy Framework that encompass a set of principles that uphold human rights and gender equity and equality and adopt a comprehensive and holistic three-pronged approach of: prevention of SGBV, intervention in situations of SGBV and advocate for policies and laws to combat and address SGBV.

The key principles on which the policy framework is grounded are:

- Sexual and Gender Based Violence is a violation of human rights.
- SGBV is directly related to unequal power relations between women and men. SGBV is an expression of power over women in many instances and has to be considered as a gendered issue.
- Discriminatory social and cultural norms and practices are providing a base for the unequal power relations among women and men.
- Addressing SGBV is dependent on promoting gender equality between women and men.
- Recognize and address the multiple and intersecting forms of violence.
- SGBV is defined in the wider scope to include boys and men. SGBV is primarily leading to suffering of women and girls though not limited to them. Engaging men and boys in challenging gender stereotyping and discrimination, and promoting equitable, non-violent masculinities is an important component in addressing SGBV.
- Recognition and acceptance of women as a non-homogenous group with different needs and interests.
- SGBV can happen in both private and public spheres and at any given moment irrespective of age, sexual identity, class, race, education, and religion.
- SGBV takes different forms and can impact on the physical, sexual, psychological, emotional, social and economic wellbeing of women and men.
- Adhere to international standards, definitions and norms in the formulation of the national plan and respond to the state obligation.
- Elimination of SGBV has to be a coordinated effort with multi sectoral participation. No single sector can achieve the national vision of violence free life for women, men, girls and boys. A National Plan of Action to address SGBV needs to take stock of the relevant existing policies, national plans and efforts of different sectors to build on them.

## Three-Pronged Approach

The following three pronged policy framework is proposed to address all forms of SGBV and it is based on the assumption that addressing SGBV requires prevention (Primary prevention against SGBV), intervention (responding to those affected by SGBV) and advocacy (which facilitate the formulation of policies and laws to address SGBV and support the previous two).

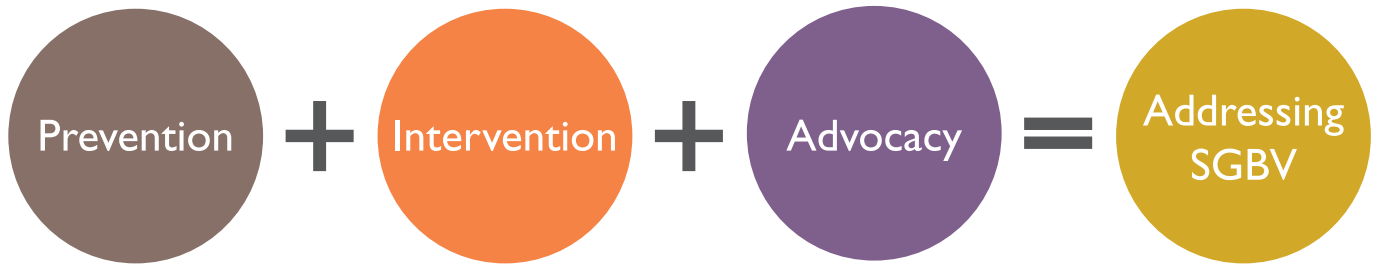


Figure 6: Three-pronged approach to addressing all forms of SGBV

### Prevention:

Prevention is aimed at taking measures before SGBV occurs and addressing the underlying causes of SGBV as well as eliminating or modifying factors that support or condone SGBV at individual, family, community, and societal levels. The SGBV prevention efforts also include intervention with groups who are at risk of perpetrating or being subjected to violence (because of their circumstances, personal experience, environment, etc.). Preventive measures will incorporate awareness raising on SGBV, attitudinal changes, legal awareness, and putting structures and taking measures to prevent SGBV. In the National Plan of Action to address SGBV there are a number of strategies that comes under this approach. In almost all sectors the preventive work includes systematic awareness raising on gender and SGBV at all levels. The awareness raising encompasses all categories of population irrespective of the sexual identity and geographical dimension. Campaigns for attitudinal changes, promote positive gender relations, and challenge gender stereotyping are proposed as preventive strategies. Special programs are included to engage men in denouncing SGBV and promoting their collaboration to combat SGBV. Knowledge building on the existing laws and regulations to combat SGBV is also a mandatory component in this plan. The plan also focuses on youth and young girls to educate and empower them to harness skills on “saying no to violence”. The involvement of journalists and media personnel in awareness raising and promoting dialogue against SGBV and stop glorifying masculinities are considered essential in this plan. The empowerment of community groups, women societies and vigilant groups are strategies under social mobilization against SGBV. The social media and new techniques of communication such as twitter, facebook, are proposed for educating the masses, especially the youth. Capacity building of the stakeholders to prevent SGBV is also part of prevention. Capacity building include enhancing awareness on gender and SGBV, strengthening the law enforcement structures and personnel, strengthen regulatory frameworks, include prevention of SGBV in local government plans, and strengthening the structures at all levels are strategic interventions under prevention.

### Intervention:

Intervention includes responses to issues of survivors of SGBV. These incorporate establishing service points and temporary shelters to provide services and protection for the survivors and their children; hold the perpetrator to account; and provide psycho social and other support to the survivors and others affected. Effective intervention strategies can prevent a recurrence of the violent situation and may contribute to broader prevention efforts. In the plan, the strategies for intervention include appropriate and standardized service delivery to the survivors such as health care, psycho social support, protection in shelters, counseling, legal aid depending on the urgency and long term needs. Service points are to be strengthened with human and other resources, and made effective by linking with hotlines, and referral systems. The strategies for economic redress of survivors are to be connected to the existing systems for economic advancement, self-employment, skill building, access to credit facilities and financial services.

### Policy advocacy:

This involves bringing about policies, laws, regulations, establishing practices and establishing standards to address the issues of SGBV. The Prevention of Domestic Violence bill, rape laws, victim protection laws are such laws that were advocated and enacted. The effective implementation of the laws and policies is key to this approach. The lack of a proper system to manage information and data on SGBV is recognized and strategies are proposed to strengthen MIS and information sharing. It is also proposed to strengthen the research on intersections between SGBV and other issues. It is made essential to review the current policies and laws to explore the gaps and areas that need strengthening and harmonize jurisdictions.



## 3.2 ACTS OF SGBV<sup>18</sup>

Note: When collecting data on gender-based violence, you must analyze whether the act was committed due to gender or sex-based power inequities between the perpetrator and victim, or for other reasons related to the victim's socially ascribed gender roles and/or sex. Acts that are not based on gender- or sex-based subordination fall outside the realm of gender-based violence and should not be categorized as such. Given that most women and girls around the world suffer gender discrimination, the vast majority of acts of violence against them are gender-based. Acts of violence against men and between men, however, are more selectively representative of gender-based violence. For example, while a man killing another man in war may not represent gender-based violence, a boy forcibly recruited into the armed forces based on the expectation that males fight wars is an example of gender-based violence.

### Rape/attempted rape

An act of non-consensual sexual intercourse (the invasion of any part of the body of the victim or of the perpetrator with a sexual organ, or of the genital or anal opening of the victim with any object or any other part of the body by force, threat of force or coercion). Any penetration is considered rape; efforts to rape someone which do not result in penetration are considered attempted rape. Consent by a minor must be evaluated against international standards in which those under the age of 18 are legally considered unable to provide informed consent.

Rape/attempted rape may include:

- Rape of an adult female
- Rape of a minor (male or female) including incest
- Gang rape if there is more than one assailant
- Marital rape between husband and wife
- Male rape sometimes known as sodomy

### Sexual abuse

Other non-consensual sexual acts, not including rape or attempted rape. Sexual abuse includes acts performed on a minor. As above, even if the child has given consent, sexual activity with a minor may indicate sexual abuse because she/he is considered unable to give informed consent. Examples of sexual abuse are:

- Forced removal of clothing
- Forcing someone to engage in sexual acts, such as forced kissing or forced touching
- Forcing someone to watch sexual acts

### Sexual exploitation

Sexual exploitation includes sexual coercion and manipulation by a person in a position of power who uses that power to engage in sexual acts with a person who does not have power. The exploitation may involve the provision of assistance in exchange for sexual acts. In these situations, the survivor may believe that she/he has no other option than to comply (perhaps to protect her family, to receive goods or services, etc.), so that even if consent is given, it is manipulated or coerced.

*18. Adapted from Beth Vann, Global GBV Technical Advisor, RHRC, JSI Research & Training Institute, 2000-2003, and Sexual and Gender, and Sexual and Gender-Based Violence against Refugees, Returnees and Internally Displaced Persons, Guidelines for Prevention and Response,*

Examples include:

- Humanitarian worker requiring sex in exchange for material assistance, favors, or privileges
- Teacher requiring sex in exchange for passing grade or admission to class
- Refugee leader requiring sex in exchange for favors or privileges
- Soldier or security worker requiring sex in exchange for safe passage

### Forced early marriage

This occurs when parents or others arrange for and force a minor to marry someone. Force may occur by exerting pressure or by ordering a minor to get married, and may be for dowry-related or other reasons. Forced marriage is a form of GBV because the minor is not allowed to, or is not old enough to, make an informed choice.

### Domestic violence

Domestic violence takes place between intimate partners (spouses, boyfriend/girlfriend) as well as between family members (for example, mothers-in-law and daughters-in-law). Domestic violence may include sexual, physical, and psychological abuse. In any reference to domestic violence, it is important to be clear whether the violence is perpetrated by an intimate partner or another family member. Other terms used to refer to domestic violence perpetrated by an intimate partner include “spousal abuse” and “wife battering”.

Examples include:

- Slapping, hitting, beating, kicking, use of weapons
- Verbal and emotional abuse, including public humiliation, forced isolation
- Murder or threats to life
- Spouse’s control and deprivation of his/her partner’s access to food, water, shelter, clothing, health care, fertility (forced pregnancies and/or abortions);
- Wife is beaten or abused for not performing her duties according to husband’s expectations (refuses sex, food is late to be prepared, etc.)
- A woman is beaten by her mother-in-law because of the woman’s subordinate status in the household

### Trafficking for sex or labor

Trafficking, as defined by the International Organization of Migration (IOM), occurs when “a migrant is illicitly engaged (recruited, kidnapped, sold, etc.) and/or moved either within or across borders... Intermediaries (traffickers) during any part of this process obtain economic or other profit by means of deception, coercion, and/or other forms of exploitation under conditions that violate fundamental human rights of migrants.” Women and girls are at primary risk of trafficking, in the form of trafficking for domestic work, forced prostitution, forced marriage, etc.

### Female Genital Mutilation (FGM)

Female Genital Mutilation (FGM) entails cutting of healthy female genital tissue, usually as part of a traditional ceremony that symbolizes a rite of passage for the victim. Adult women and girls may consent to FGM due to social and cultural pressure, or may be physically forced. Minors are often physically forced; even if not, they are considered unable to give informed consent due to their young age. FGM is also referred to as female “Circumcision”.

## Other gender-based violence

This includes physical, mental, or social abuse that is directed against a person because of his or her gender role in a society or culture.

Examples include:

- A girl is not allowed to go to school because of gender role expectations in the family (housekeeping, cooking, care of children, etc.)
- A girl or woman is required to marry against her will according to local custom
- A woman or girl is prevented from freely walking around in her own community because of cultural practices that require women to be accompanied by a male when in public.

### 3.3 ESTABLISHMENT OF COMMITTEES AT PUBLIC SECTOR INSTITUTIONS TO ELIMINATE SGBV

The program to establish Committees of Inquiries in relation to sexual harassment at workplace was commenced by this MoWCA in 2006. Hundred and five (105) such committees were established by 2008 and awareness programs have also been conducted regarding the functioning of these committees. In addition to that, monthly follow up was carried out on the progress of the committees by summoning the officers of the committees to the Ministry. Guidelines for the functioning of those committees were distributed to the Ministries and the Departments under them. But these committees remain inoperative at present due to various reasons and the Ministry has made arrangements to establish them again in a new form. Cabinet approval has been granted for a policy to set up such committees on April 26, 2006. This agenda of setting up of committees is included in the National Plan on Human rights 2017 and the establishment of these committees has been emphasized in the observations in the last report related to the Convention on the Elimination of All forms of Discrimination against Women. The need for these committees is also mentioned in the Women's Charter and in the in Part II of the Establishment Code. No one can be subjected to violence as states in Article Twelve to Article Fourteen of the Constitution of Sri Lanka. According to the Penal Code use of any threatening action, verbal or in actions or words criminal in nature against another person is a punishable offense. Punishment is imprisonment for five years or a fine or both.

**The following are definitions by the United Nations that are relevant to discrimination, harassment and sexual harassment<sup>19</sup>:**

1. Discrimination is any unfair treatment or arbitrary distinction based on a person's race, sex, religion, nationality, ethnic origin, sexual orientation, disability, age, language, social origin or other status. Discrimination may be an isolated event affecting one person or a group of persons similarly situated, or may manifest itself through harassment or abuse of authority.
2. Harassment is any improper and unwelcome conduct that might reasonably be expected or be perceived to cause offence or humiliation to another person. Harassment may take the form of words, gestures or actions which tend to annoy, alarm, abuse, demean, intimidate, belittle, humiliate or embarrass another or which create an intimidating, hostile or offensive work environment. Harassment normally implies a series of incidents. Disagreement on work performance or on other work related issues is normally not considered harassment and is not dealt with under the provisions of this policy but in the context of performance management.
3. Sexual harassment is any unwelcome sexual advance, request for sexual favour, verbal or physical conduct or gesture of a sexual nature, or any other behaviour of a sexual nature that might reasonably be expected or be perceived to cause offence or humiliation to another, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment. While typically involving a pattern of behaviour, it can take the form of a single incident. Sexual harassment may occur between persons of the opposite or same sex. Both males and females can be either the victims or the offenders.

19. ST/SGB/2008/5 UN Secretary Generals Bulletin(February 2008), UN Secretariat.

## How do you set up an Investigation committee as mentioned in the policy?

The minimum membership of the committee is three people. Equal representation of women and men is required. One representative from management, one representative from the Trade Unions and an outside representative appointed with the consensus of both of public and trade union sectors is needed.

Functions of the committee:

- Listening to, receiving and investigating complaints on sexual harassment.
- Conducting discussions with all stakeholder personnel to prevent sexual harassment and raise awareness in this regard.
- Creating awareness on laws related to ethical behaviour at work place.
- Improving awareness on incidents of sexual harassment and launching programs in this regard.
- Distributing details of the committee members among the employees.
- If disciplinary action is required on the nature of the complaint, referring the report of the initial investigation to the relevant authorities to take action in compliance with the disciplinary code.

## Procedure in relation to complaints:

- Taking action in relation to complaints within six months.
- Dealing with investigation and appeals according to the procedures relevant to investigations and appeals in the Establishment Code.
- Reporting to police in case of assault and rape and referring for legal action.
- In case of taking revenge based on a complaint regarding sexual harassment, providing written disciplinary instructions in that regard and in the case of continued revengeful action by the relevant party, recommending an interdiction or adding the decision regarding any disciplinary action or punishment to the individual's personal file.





Chapter Four

Gender Responsive Budgeting





## 4.1 GENDER RESPONSIVE BUDGETING

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“Macroeconomic policy can contribute to narrowing or widening gender equality gaps”

Diane Elson, the International Monetary Fund

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Budgets are among the most important policy tools available to a government. On the one hand they influence the overall level of income and expenditure of a country, and on the other they reflect its political priorities. Although the figures included in the budget may appear gender-neutral, empirical findings show that expenditure patterns and the way government raises revenue have a different impact on women and girls as compared to men and boys, often to the detriment of the former. This is due to the socially determined roles that women and men play in society, the gendered division of labour, different responsibilities and capabilities, and the different constraints that women and men face, all of which normally leaves women in an unequal position in relation to the men in their community, with less economic, social and political power.

The budget of the Government of Sri Lanka (GOSL) is an important management tool that determines the allocation of resources to ministries, agencies and state-owned enterprises and the implementation of all policies over a 12-month period<sup>20</sup>. The Ministry of Finance (MoF) is the key ministry responsible for overseeing the formulation of the national budget and related public expenditure management and ensuring that the objectives of the budget are met through effective coordination with line ministries and other government entities<sup>21</sup>. There are also provincial budgets for Sri Lanka’s nine provinces which are overseen by the Ministry of Local Government and Provincial Councils (MPCLG) and the Finance Commission. There are separate budgets for Sri Lanka’s 25 districts and 341 local government authorities.

The budget cycle has four components and is a continuous process. The important thing to keep in mind is that the budget cycle never ends.

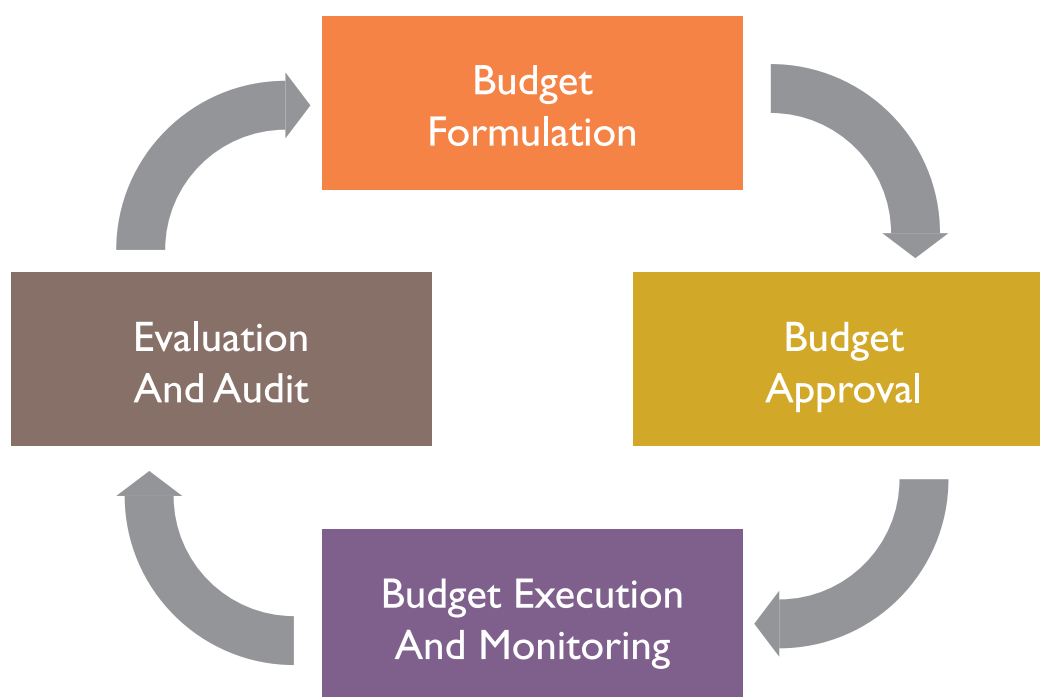


Figure 7: Budget Cycle

20. The national budget in Sri Lanka is annually implemented from 1 January to 31 December.

21. MOF Website: <http://www.treasury.gov.lk/web/guest/government-budget2>

**Budget formulation** is driven by Sri Lanka's long-term vision and strategic policy. The different sectoral ministry plans are derived from this long-term vision and national strategic policies and plans. The strategic macroeconomic policy framework is developed through a collective exercise by the MoF, Central Bank of Sri Lanka, Ministry of National Policy and Economic Affairs (MoNPEA), policy experts, and other key national level policy making bodies. In addition, the Public Investment Program (PIP) 2017-2020 developed by the Department of National Planning under the Ministry of National Policy and Economic Affairs serves the purpose of estimating the amounts of investible resources in different sectors and outlines a medium-term perspective for capital budgets that have a medium-term perspective or take more than one year to complete.

The cyclical budget process usually starts in May- June with the development of a cabinet paper by the Treasury requesting cabinet approval and authorization to the Ministry of Finance (MoF), to start the budget making process. Once the cabinet approves this request and grants authority to MoF, the next step is the preparation of the budget call by the National Budget Department (NBD). The budget call is endorsed by the Secretary of the MoF. The budget call is then sent to each and every line ministry, district secretariats and to other key institutions such as the Finance Commission. Finance commission will develop the budget call for the provincial councils based on the national call. The line ministry planning units are informed of the budget call and internal meetings at the line ministry will take place to plan out the preparation of the estimates for submission to the NBD. Ministries and other GoSL entities prioritize the services they want to deliver when formulating the budget.

Usually the line ministry planning processes happen before this budget call and involve line ministry structure up to the divisional secretariat level. Needs assessments are done at different levels – village, divisional and district levels and in accordance with the line ministry policies. During the period of planning and budgeting the line ministries keep contact and receive guidance from with the National Planning Department. Usually the line ministries have a short period of one month to prepare the estimates and submit to the NBD. Line ministries use the formats shared by NBD to present the estimates. Upon the receipt of the estimates, NBD hold meetings with each of the line ministries and discuss the estimates. After a range of meetings, NBD pulls all the line ministry budgets and prepare the draft national budget for the respective year to be presented at the parliament.

**Budget approval/enactment** is the responsibility of the Parliament for the national budget and district budgets. Historically, the approval of the national budget occurs in November when the National Parliament discusses, debates and votes on the national budget and passes the Budget Appropriation Bill. The budget is read in the parliament twice. The first time it is read, the appropriation of budget to each line ministry is done and during the second reading a detailed estimation is presented and debated. The budget is opened for public review after the detailing of estimates is ready. The debate of the budget starts once the budget speech by the Minister of Finance is done in the parliament. Debating of budgets is a long process usually one month long. The public get to know of the budget speech and the subsequent debates as the media gives wide publicity to this process. Usually there are strong political debates on the budgets within the parliament and outside parliament by experts and academia. At the end of this debating process, the budget is finally approved by the parliament, and usually a voting takes place at this stage. Once it is approved, the Speaker authorizes and issues warrants under each budget heading. Once the authorization is complete, the NBD issue circulars to line ministries informing of the approval and granting the spending to start from January 1 of the respective year.

**Budget execution** is the phase where the budget becomes the tool that guides how ministries and other GoSL entities spend their money. Budget execution is the phase of the budget cycle where essential services are delivered to the people of Sri Lanka. With approval from the NBD, the line ministries request the Treasury to release the first quarter budget in January to the sectoral ministries and it continues every quarter. Line ministries have to report each quarter on the spending and progress of the plans to the Treasury and usually the budget monitoring section is responsible for the monitoring of budgets and plan implementation. NBD prepares quarterly reports on the national budget expenditure. At this same period, during the first quarter, NBD will prepare the Annual Budget Review Report for the previous year and publish the same. The line ministries will also inform the treasury to allocate funds to the line ministry offices in the provinces, districts and divisions through the respective local governance structures. Each of these line ministry offices at sub national level will submit progress reports and quarterly expenditure statements to the respective provincial, district and divisional secretariats with a copy to the head office. The provincial council reports will be monitored by the Finance Commission.

**Evaluation and audit** require the GoSL to determine how well or not so well the national budget is being expended. During this phase the GoSL wants to know if funds are being expended legally, and if funds are being expended according to the approved budget. Annual policy implementation and budget review will be conducted by the Committee on Budget Review and NBD. Any discrepancy will be reported accordingly to the MoF and Auditor General. The audit of the previous year budget is done in January.

## 4.2 GENDER RESPONSIVE BUDGETING APPROACH

### What is Gender responsive budgeting (GRB)?

Gender responsive budgeting (GRB) is a budgeting approach that tries to incorporate gender aspects into the budget cycle described in Figure 7. It is a tool for integrating social dimensions, based on gender relevance, into the GoSL's planning processes. It tries to improve the results of conventional budgets that may overlook key economic and policy initiatives that impact the delivery of gender-related government services.

It is an approach designed to mainstream the gender dimension into all stages of the budget cycle. It is also an analysis of the impact of any form of public expenditure or method of raising revenues on women and girls as compared to men and boys. Budgets can take into account other categories of inequality such as age, religious or ethnic affiliation, or the place of residence (urban/rural, different provinces), which can then be incorporated into gender responsive analyses. The budget is not about whether an equal amount is spent on women and men, but whether the spending is adequate to realize the needs of women and men. GRB comprises the drawing up of proposals designed to reprioritize expenditures and revenues, taking into account the different needs and priorities of women and men; and results eventually in gender responsive budgets, but not in a separate budget for women.

The idea of gender responsive budgets developed out of a growing understanding that macroeconomic policy can contribute to narrowing or widening gender gaps in areas such as income, health, education and nutrition and make the living standard of different groups of women and men better or worse. On the chapter titled, 'Integrating Gender into Government Budgets within a Context of Economic Reform' in the publication "Gender Budgets Make Cents"<sup>22</sup>, which provides the framework for the Commonwealth's work on GRB initiatives, Elson points out to the economic costs of gender inequality and the growing awareness that such inequality is not only costly to women but to society as a whole. The author also notes that the formulation of a national budget involves decisions at three levels: aggregate macroeconomic strategy, composition of expenditures and revenues, and effectiveness of service delivery. Co-authors, Hewitt and Mukhopadhyay argue that there are compelling reasons to ensure greater consistency between economic goals and social commitments and thus for undertaking GRB initiatives. Meanwhile, Budlender explains that the budget has proven a useful place to start work on engendering macroeconomic policy because gender concerns are more visible in fiscal policy than in monetary policy. Since budgets have an annual cycle, this focus also allows the process of analysis, problem identification, implementation of corrective measures and monitoring and evaluation of impacts to be completed within a relatively short time.

### Recent initiatives that promote Gender Responsive Budgeting

1. The first initiative was facilitated by the Commonwealth Secretariat and CIDA to be carried out by Ministry of Finance and Planning with technical support by CENWOR. The intervention focused on a collaborative study on the impact of Sri Lanka budget by examining actual expenditure in 1996 and with a specific object to improve on the future budgets. The study was on health, education, social services, industries, and agriculture sectors with an additional analysis on the gender distribution of employment throughout the Public Service. The study concluded that women participation in professional occupations has increased and no wage discrimination is discerned.
2. In 2002 a circular was passed to all district secretariats to allocate 20% of district budget for the advancement of women but due to lack of monitoring and follow up this initiative did not materialize as expected<sup>23</sup>.

22. Elson, Diane, 2002, 'Integrating Gender into Government Budgets within a Context of Economic Reform', in *Gender Budgets Make Cents: Understanding gender responsive budgets*, eds. D Budlender, D Elson, G Hewitt & T Mukhopadhyay, Commonwealth Secretariat, London).

23. Source: MOWCA files

3. A third initiative was facilitated by UNIFEM and carried out by the National Institute of Public Finance and Policy in New Delhi in 2003. In this GRB analysis the focus was on post budgetary assessment of budgetary allocations through a gender lens of National Budget of 2003 of Sri Lanka. In this assessment a thorough analysis was done on the HDI, GDI, GEM, of Sri Lanka, trends in Sri Lanka's national budget, fiscal health in terms of revenue mobilization and expenditure commitments, taxation and expenditure structure of tax revenue. The assessment looked at ministry budgets closely and the framework of gender analysis was specifically on women targeted programs, pro-women programs, and mainstreaming programs<sup>24</sup>. The assessment had looked into the budget statements and policy announcements as well. A detailed analysis was done on the budgets of the Ministry of Women and Child Affairs, Ministry of Samurdhi, Ministry of Social Welfare, Ministry of Education and Training, and Ministry of Employment and Labour. The study was limited to an analysis of the pro-women or women specific allocations and lacked a deeper gender analysis.
4. Cabinet memorandum of 15/1983/740/005 dated 18.12.2015 submitted by the Hon. Minister of Women and Child Affairs and approved by the cabinet on 09.03.2016 calling upon the specially selected ministries to reserve a minimum of 25 percent of all allocations for rural development for the development of women and for their economic advancement is the most recent initiative that was technically supported by UN Women.
5. The most recent effort on GRB is the preliminary interaction with different ministries by UN Women and the proposed capacity enhancement program with high level officials at the provincial and district level that took place in the last quarter of 2016.
6. Scoping study on gender budgeting in Sri Lanka – February 2017 by UN Women.
7. Capacity building of staff from the National Budget Department on GRB in view of the upcoming 2018 budget was conducted in June 2017.
8. Orientation on GRB with staff of the parliamentary sectoral committee on finance and budgeting in July 2017.
9. KPIs are annexed to National Budget call in addendum II, July 2017.
10. Formulation of Gender KPIs in a consultative process with NBD, and MOWCA.
11. Training on GRB and gender mainstreaming to planning staff of Provincial councils organized by NCW August 2017.
12. Orientation on GRB and gender KPIs to Additional Secretaries of Ministries organized by MOWCA – August 2017.
13. Orientation on GRB to officials from 13 sectoral ministries and the National Planning Department from 2017-2018 as supported by SDGAP- a four-year USAID initiative.
14. Orientation on GRB with nine provincial council officials as organized by the NCW and SDGAP<sup>25</sup>.

24. Chakraborty, L.S. (2003). *Budgetary Allocations and Gender in Sri Lanka; A Categorization of Financial Inputs*, UNIFEM South Asia.

25. A set of briefing papers on the topic were developed by S. Perera (2018) as part of the support provided by SDGAP.

A strategy adopted in Beijing 1995 as the primary tool for promoting gender equality worldwide. Beijing +10 concluded on the urgent need of expansion of overall fiscal space through macroeconomic policies and significant increase of the investment in gender equality.

Monterrey Consensus on Financing for Development (2002) explicitly names the area of 'social and gender budget policies' in Paragraph 19. Paragraph 64 calls for mainstreaming of a gender perspective 'into development policies at all levels and in all sectors.'

The Doha Declaration on Financing for Development (2008) - reiterated the need for gender mainstreaming into the formulation and implementation of development policies, including financing for development policies, and for dedicated resources.

The third International Conference on Financing for Development in Addis Ababa (2015) reaffirmed the commitment of governments to address gender-responsive public management. Paragraph 30 specifically notes the commitment to "increase transparency and equal participation in the budgeting process, and promote GRB and tracking.

2030 agenda for sustainable development goals aim at "A world in which every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment have been removed"<sup>26</sup>.

The Five Step Approach to Gender Responsive Budgeting<sup>27</sup>:

1. Describe the situation for women and men and girls and boys (and the different sub-groups) in the sector.
2. Check whether the policy addresses the gender issues described above.
3. Check that an adequate budget is allocated to implement the gender sensitive policy.
4. Check whether the expenditure is being spent as planned. This involves checking both financially and the physical deliverables.
5. Examine the impact of the policy and the expenditure and assess whether it has promoted the government's gender equity commitments.

26. Source: UN Women Scoping Study on GRB 2017 (Unpublished).

27. Source: South African Women's Budget Initiative and Gender Education and Training Network (2000) Money matters; Workshop materials on gender and government budgets GETNET, Cape Town, South Africa.

Gender responsive budgets are not separate budgets for men and women. The implementation of GRB should be seamless with the GoSL's existing budget cycle and processes. Other important points to keep in mind include:

- Attention is needed to mainstream gender into the budget process and into key decision making on priorities for budget allocation.
- Various tools, approaches and strategies to monitor meaningful gender-related development outputs, outcomes, activities and budget inputs are important to sustaining GRB.
- The needs and interests of individuals from different social groups (religious minorities, the elderly, the poor, men, women, youth, ethnic or racial minorities, widows, single mothers) may be addressed in expenditure and revenue policies under GRB.
- The Ministry of Finance should play a leading role in implementing and sustaining GRB.
- Ministry of Women and Child Affairs need to be emphatic in including GRB in all sectoral and sub national budgets
- PFM reforms and GRB should not be perceived to be different processes. GRB should be perceived as a significant and mainstreamed approach that can provide better information and ensures better and more equitable budgeting<sup>28</sup>.

## 4.2.1 TOOL SIX : A FRAMEWORK FOR ASSESSING THE CONTRIBUTIONS OF GENDER RESPONSIVE BUDGET INITIATIVES

(Adapted from Improving budgets: A framework for assessing gender responsive budget initiatives, Rhonda Sharp, Hawke Research Institute for Sustainable Societies, University of South Australia, Diane Elson, Department of Sociology, Essex University, UK).

Area of Improvement	Form of Improvement
Statistics and indicators	<ul style="list-style-type: none"> <li>• Increased use and availability of sex-disaggregated data</li> <li>• Better indicators of budgetary outputs and outcomes</li> </ul>
Budget decision-making processes	<ul style="list-style-type: none"> <li>• Capacity building of elected representatives</li> <li>• Strengthening the advocacy capacity of women's NGOs on budget matters</li> <li>• Increasing the gender sensitivity of participatory budget processes</li> <li>• Increased capacity of budgetary circulars to align government</li> <li>• Policies with the budget submissions of departments and agencies</li> <li>• Recognition of the contributions and costs of the unpaid care labour of women and girls</li> </ul>
Expenditure side of the budget	<ul style="list-style-type: none"> <li>• Reporting on targeted allocations to women and girls</li> <li>• Inclusion of equal employment opportunity principles in government contracts and its implementation in government purchaser and provider agreements</li> <li>• Improved reporting on the gender dimension of mainstream programs</li> <li>• Assessments of funding adequacy for achieving agreed objectives</li> <li>• Tracking the disbursement of funds from the budget to their planned or expected use</li> <li>• Promotion of the importance of cross-agency collaboration and program delivery</li> </ul>
Revenue side of the budget	<ul style="list-style-type: none"> <li>• Redesign of the tax–benefit system</li> <li>• Redesign of personal income tax</li> <li>• Redesign of indirect taxes</li> </ul>
Aid-related policy processes	<ul style="list-style-type: none"> <li>• Highlighting gender issues in public expenditure reviews and poverty reduction strategies</li> <li>• Highlighting gender equality goals in aid funded projects</li> <li>• Incorporating gender into performance oriented budgetary reforms</li> </ul>



Research shows that a lack of attention to gender issues leads to gender blind budgets and suboptimal decision-making. In contrast, GRB is grounded in gender analysis which looks at gender gaps, actual distribution of resources and the economic effects of uneven distribution of unpaid work<sup>29</sup>.

Restructuring the budget to ensure that the government uses public resources in a way that can increase gender equality and social inclusion also increases the efficiency and effectiveness of budgets and policies; and promotes a performance-oriented approach with closer links between strategic planning and public finance management (by linking policy targets to budget planning). These in turn help accelerate inclusive and sustainable growth, while at the same time promoting increased accountability and transparency in fiscal planning<sup>30</sup>.

More widely, effective use of GRB can enhance democracy, civil society participation and accountability. It can support gender mainstreaming in macroeconomics, strengthen civil society participation in economic policymaking, enhance the linkages between economic and social policy outcomes, and ensure the tracking of public expenditure against gender and development policy commitments<sup>31</sup>.

International experience shows that there a range of different approaches to implementing GRB. Some governments have incorporated aspects of GRB into results-based budgets or performance-based budgets. Other governments have also linked GRB with participatory budgets which has further empowered women to take on more direct roles in promoting women's rights. These budget approaches try to instill more accountability in budgeting and planning by setting measurable performance indicator targets that let progress towards achieving develop planning targets be determined.

According to the Tool Kit on Gender Equality Results and Indicators, prepared by the Australian Government and the Asian Development Bank in 2013, indicators are measurable signs of performance or achievement that provide a way of measuring or reflecting change. When monitoring or evaluating policies, strategies, programs or projects, measurable indicators may asses:

- If activities and processes were implemented as planned;
- If change was achieved or progress was made toward influencing a change – that is, whether objectives, outcomes or other types of results were achieved; and
- If there were any unintended impacts, results, or consequences.

For GRB, indicators should measure the goals, objectives, expected results and impact of gender policies. They should be accurately costed and take into account that many results may take several or more years to achieve. This explains why GRB is most successful in governments that budget over the medium-term. Gender equality indicators also require the collection and analysis of sex disaggregated indicators that measure the following:

- Differences in participation, benefits, outcomes, and impacts for women, men, boys, and girls;
- Changes in gender relations (positive or negative) – that is, changes toward equality, or changes toward inequality between men and women and between girls and boys; and
- How these changes impact on the achievement of development objectives, particularly economic growth, poverty reduction and sustainable development<sup>32</sup>.

When developing GRB indicator targets keep in mind that they tend to measure progress towards achieving women's empowerment in four main dimensions.

29. See *Gender Responsive Budgeting, Workforce Improvement and Skills Enhancement (WISE)*, USAID, 2018, p.2.

30. *European Institute for Gender Equality (EIGE), Gender Budgeting Introduction to Basic Tools and Concepts of Gender Budgeting*, 2017.

31. See *Gender Responsive Budgeting, Workforce Improvement and Skills Enhancement (WISE)*, USAID, 2018, p.2.

32. *Tool Kit on Gender Equality Results and Indicators, prepared by the Australian Government and the Asian Development Bank*, p.6, 2013.

## 4.3 GRB ANALYSIS TOOLS

A number of tools are used to analyze the budget process and the budget from a gender perspective<sup>33</sup>.

### 1. Policy Appraisal

Gender Aware Policy Appraisal tool identifies policy gaps and adequacy of related resources at an aggregated level. It appraises whether sector policy continues or changes existing gender inequalities and gender relations. There are three types of policy from a gender perspective: (1) gender blind, (2) gender Aware, 3.) Gender Transformative. Gender blind policies do not consider gender equity concerns and assume that neutrality will generate gender equal impacts. The gender gaps are ignored in these policies. Gender aware policies take into consideration the unequal gender status and make affirmative action to reduce gender gap. The gender transformative policies will make a visible change in the unequal power relations between women and men and transform such relations towards equality.

### 2. Medium Term Appraisal

Medium term policy appraisal, macroeconomic modeling, medium term expenditure framework are components of this tool. First, gender analysis of medium term policy is very similar to the Gender sensitive policy appraisal. For ex: Properly evaluating national accounts such as GDP and per capita incomes to account for un-paid work – the majority of which is undertaken by women. In addition, the Medium Term Expenditure Framework (MTEF) can be assessed from a gender lens to find out important links between gender policy commitments, long term plans and one year resource commitments in the Budget. The MTEF includes indications of government spending and tax revenues. This medium-term approach is important because it usually takes several years to achieve policy outcomes.

### 3. Tax Incidence Analysis

Examines the taxation component of revenue and assesses different types of tax from a gender perspective. This tool looks at the budgetary consequences of direct vs. indirect taxes. An example of direct taxation is income tax. An example of indirect taxation is Value Added Tax or General Sales Tax. In many countries, and even more so in developing countries, the labor market is dominated by men, which means that the distribution of formal income is also biased towards men. As a consequence, women do generally not pay a large proportion of the government's total tax income. But the burden of indirect taxation is falling increasingly on women as they are generally responsible for buying primary needs like food and clothing for household.

### 4. Expenditure Incidence Analysis

This is an assessment of who benefits from government spending on services, subsidies, public investment etc. This is an exercise in accounting and it looks at public expenditure to find out who benefits from it. Ex: expenditure on education and health or subsidies such as fuel subsidies. Public expenditure is, in general, a transfer from the government to the people and expenditure analysis examines how men and women, boys and girls, benefit from this transfer. To realize the outcome of this exercise maintaining sex disaggregated data of beneficiaries is mandatory.

33. Budlender, Debbie & Elson, Diane & Hewitt, Guy & Mukhopadhyay, Tanni. (2011). *Gender Budgets Make Cents: Understanding Gender Responsive Budgets*.

## 5. Benefit Incidence Analysis

It is a two-step process that first calculates expenditure data and unit costs and then surveys beneficiaries to determine how transfers impact peoples' lives. For instance, if less girls attend schools, then boys will benefit disproportionately from education spending. Benefit incidence analysis is a powerful tool and is the most common. However, it has a number of shortcomings:

- Problems of assigning benefits that are consumed collectively to specific households and individuals within households (most difficult with public investment spending).
- Because it is an accounting exercise it only looks at financial costs and benefits and ignores the wider social impacts.
- And it takes no account of needs – which themselves may be different between men and women.

## 6. Audit

Audit is a process that examines if the budget was spent according to Sri Lanka's laws. Gender audits examine issues such as to what extent gender equity objectives were met.

## 7. Time User Surveys

Time User Surveys that reveal how people spend their time performing certain tasks that affect livelihoods and economic activity. They measure how policies impact economic activities. In developed countries this tool is used to calculate the value of the care economy: what is the value of housework, the impact of policies and programs on household tasks, who undertakes these tasks, and the time it takes to complete them.

For instance, in developed countries, women have argued that the value of household tasks should be included in figures of economic activity so that calculations of GDP can be amended to reflect these non-market based activities. These can be significant. In Australia, for example, they calculated that the act of meal preparation took 76 million hours per week which is not counted in economic activity figures, compared to the manufacturing sector – which is included in GDP – and which accounts for only 43 million hours a week.

But in developing countries time use surveys might examine how development projects impact differently on men and women. For example, provision of a standpipe will reduce the amount of time it takes for women – who traditionally undertake this task (with children) to access safe water. This will reduce the burden on women and children of the household chores, as well as providing safe drinking water and delivering the health benefits to the entire household.

By definition, time use surveys tend to be very localised. They are based upon surveys which are expensive and time consuming. They are often undertaken as part of project preparation work to provide economic and social justifications. The links with general conclusions and the higher-level policy discussions and budget allocations is often weak.

## 8. Beneficiary Statements

This is a tool to analyse the quantity and quality of public services as perceived by (potential) beneficiaries. Men and women (potentially) benefit from different types of services in a different manner, so gender disaggregation is needed. Usually Quantitative Surveys (e.g.: opinion polls) and Qualitative Processes (e.g.: focus groups, participant observation) are used for this.

GRB analytical tools can be used alone or in combination to:

- Review gender issues in the sector and analyse if allocations are made to address them
- Analyse the appropriateness of the policy framework
- Examine the extent to which resource allocations actually reflect the seriousness of the Government's commitment to the policy goals
- Examine how resources have actually been utilised
- Assess the longer term impacts on men and women, identifying the extent to which their lives have improved (e.g. have literacy rates of women and men increased? Who get more skilled jobs?)

## 4.4 BENEFITS OF GRB

Why do governments implement GRB? Many governments have recognized the need to align policies and plans with budgets. Neglecting to do so makes policies and plans read like wish-lists because the objectives of strategic documents need to be costed.

According to the United Nations Development Programme (UNDP), GRB recognizes the ways in which (mainly) women contribute to the society and economy with their unpaid labor in bearing, rearing and caring for the people in the country.

Some benefits of GRB for governments include:

- Improving efficiency by ensuring expenditure benefits those who need it most;
- Improving monitoring by knowing who government services are reaching;
- Tracking policy implementation and reducing corruption;
- Improving transparency and accountability;
- Working with civil society to improve development impact and democratic governance
- Reporting on progress with national and international gender commitments;
- Strengthening advocacy and monitoring;
- Providing information to challenge discrimination, inefficiency and corruption;
- Providing information to propose new and different policies;
- Helping to hold public representatives and government accountable; and
- Recognizing the needs of the poorest and the powerless<sup>34</sup>.

GRB is a tool consisting of different approaches, which integrates the gender perspective or mainstreams gender into the policy-budget cycle and is aligned with the principles of good governance. This tool comprises both revenue and expenditure and acts as a powerful tool in fiscal policy to channel resources to finance and implement commitments on gender equality<sup>35</sup>.

34. *Gender Responsive Budgeting Training Manual*, UNDP, p. 11. 2005.

35. *Gender-Responsive Budgeting Policy Note: Mainstreaming Gender into the Public Financial Management Reform (2017-2021)*, AusAID, 2017.

## 4.5 HOW GRB CONTRIBUTES TO THE PUBLIC FINANCE MANAGEMENT CYCLE AND BUDGET PROCESSES

It is important to keep in mind that the implementation of GRB should be as seamless as possible with existing PFM processes and procedures. GRB does not intend to establish new or shadow budget processes, but it will strengthen budget processes and positively impact gender mainstreaming outcomes if it is properly implemented and sustained.

### Prerequisites for GRB

It is generally accepted by PFM practitioners and strategic planners and managers that the following conditions are necessary to implement GRB:

- Political willpower and support from governments, public servants, development partners, civil society and the other stakeholders identified in this section.
- The availability of data disaggregated by sex is important and helps identify gender inequalities. Sex-specific coverage and outreach of public services and data on development outcomes and opportunities for men and women respectively.
- A lasting commitment because GRB implementation takes years to achieve and are not one-off activities. It takes time to build awareness and accountability and align GRB with existing PFM systems<sup>36</sup>.

A lack of political willpower can doom GRB implementation. A specific government might champion GRB, but it is not uncommon for new governments to abandon GRB. Enhancing capacity to implement GRB, and institutionalizing GRB processes and procedures, are a reliable way to sustain GRB.

Limited data disaggregated by sex may also hinder GRB implementation. It might be necessary to first improve data collection systems and data quality before embarking on GRB implementation. Sex-disaggregated data, if available, has the potential to benefit a range of initiatives and strengthen awareness and knowledge about existing gender inequalities<sup>37</sup>.

Some noteworthy government efforts to implement GRB are described in the two case studies found in Annex 4.

36. *Gender Equality, Women's Empowerment and the Paris Declaration on Aid Effectiveness: Issues Brief 6*, OECD, 2010.

37. *Ibid*



# ANNEX I: CABINET MEMORANDUM SUBMITTED BY THE MINISTRY OF WOMEN & CHILD AFFAIRS AND DRY ZONE DEVELOPMENT

## Establishment of Gender Mainstreaming Program at the Ministerial Level

The government is committed to eliminate all forms of discrimination and violence against women and to create a safe environment conducive for physical, mental, social and intellectual development and education of children in line with human rights and fundamental freedom and this Ministry has given priority to translate that commitment into action.

Furthermore, the 57th session of the Commission on the Status of Women (CSW) held in March 2013 had “Elimination of all forms of violence against women and girls” as its priority theme and establishment of Gender Mainstreaming Committees within public institution has been emphasized during that session. The report presented by Sri Lanka at the session of the Committee held in Geneva in 2011, in compliance with the convention on the Elimination of all forms of Discrimination Against Women (CEDAW) ratified by Sri Lanka in 1981, has stated that legal and other measures to protect women from sexual harassment at work place must be implemented and included in the next periodic report.

The program to establish Committees of Inquiries in relation to sexual harassment at workplace was commenced by this Ministry in 2006. Hundred and five (105) such committees were established by 2008 and awareness programs were also been conducted regarding the functioning of these committees. In addition to that, monthly follow up was carried out on the progress of the Committees by summoning the officers of the committees to our Ministry. Guidelines for the functioning of those Committees were distributed to the Ministries and the Departments under them. But these committees remain inoperative at present due to various reasons and the Ministry has made arrangements to establish them again in a new form.

Likewise, approval for 53 posts of Gender Focal Points has been obtained when Graduate Trainees were recruited in 2013. The female officers recruited accordingly were provided full time theoretical and practical training in gender mainstreaming and they were attached to all the Ministries. The expected targets of our Ministry could not be achieved due to lack of support for those officers from the respective Ministries they were attached to, lack of proper recognition for this subject and due to lack of proper guidance for these officers to act in relation to gender mainstreaming. At present only six (6) out of those officers remain.

However, we are under obligation as a country to be accountable in relation to elimination of all forms of discrimination against women to the United Nation as well as to various organizations championing human rights. Accordingly, it has been planned to assign the responsibility of the implementation of gender mainstreaming program to an Additional Secretary / Director of the relevant Ministries. This Additional Secretary / Director (Co-ordinating Officer) will have to maintain gender balance, implement gender mainstreaming and gender budgeting and establish the committee to eliminate sexual harassment in the Ministry itself and in the Departments and district and divisional institutions under it. The program prepared for this purpose is given in (Annexure 01 and 02 ) Ministry of Women and Child Affairs will conduct awareness and empowerment programs on gender and gender related issues for those institutions.



At the same time, I wish to propose that it is appropriate to include the 53 posts of Development Officers approved for Ministry of Women and Child Affairs by the Management Services Department into the cadre of each Ministry and grant appointment from that Ministry itself to a suitable Development Officer to assist the proposed Additional Secretary / Director, considering the difficulty faced by the officers earlier attached to those Ministries in implementing the programs.

Accordingly, I hereby seek the approval of the Cabinet of Ministers for taking the following measures in order to implement the program proposed in Annexure I and II.

To establish the gender mainstreaming program in every Ministry.

To implement this program under the supervision of an Additional Secretary / Director of the each relevant Ministry itself.

To include the 53 posts of Focal Point Officers already approved for the Ministry of Women and Child Affairs in the approved cadre of each Ministry and appointment of a suitable Development Officer from the relevant Ministry to assist the Additional Secretary / Director and,

To assign the supervision and follow-up of this program to a Sectoral Oversight Committee comprised of the Secretary to the Ministry of Women and Child Affairs, two active members of non – governmental organizations and the Additional Secretary / Director of the relevant Ministries assigned with the responsibility for the subject

Chandrani Bandara (M.P.)

Minister of Women and Child Affairs and Dry Zone Development

**NOTE:**

The directives in the cabinet memorandum was circulated to the secretaries of all Ministries through the circular in the following Annex

# ANNEX 2: MINISTRY OF WOMEN AND CHILD AFFAIRS

## CIRCULAR NO. 01/2017

To all Secretaries to the Ministries,

Establishment of a gender mainstreaming program at the Ministerial level

With reference to Cabinet Memorandum No. 16/2522/740/013 dated 06.12.2016 with the above title submitted by the Minister of Women and Child Affairs to achieve the objectives of equality and equity for women as well as men, achieving the sustainable development goals and minimizing harassment of women in public institutions.

The following proposals have been granted approval by the Cabinet of Ministers on 06th December 2016 based on the said memorandum.

To establish the gender mainstreaming programme in each Ministry, implement that program under the responsibility of an Additional Secretary / Director of the same Ministry and to nominate a suitable officer for this post irrespective of gender.

To include in the approved cadre of each Ministry the 53 posts of Gender Focal Point that have already been approved for the Ministry of Women and Child Affairs and to appoint a suitable Development Officer from that Ministry to assist the proposed Additional Secretary / Director,

To assign the task of proper oversight and follow up of this gender mainstreaming program to a sectoral oversight committee comprised of the Secretary to the Ministry of Women and Child Affairs, two active members of non-governmental organizations and the Additional Secretary / Director from each Ministry assigned with this responsibility.

Main responsibilities of Gender Mainstreaming Coordinating Officers:

Creation of a unit that promotes, exercises and follows up the gender based ethics, policies and practices to alleviate discrimination against women and girl children.

Creating and maintaining development projects and programs that ensure equality for women and men.

Maintaining gender balance and implementation of gender budgeting.

Introducing indices for the evaluation of the measures taken to create a women friendly working environment in productivity promotion affairs in productivity programs of the Ministry as a whole and among the departments.

Functions assigned by the Ministry of Women and Child Affairs on national priority basis or simultaneous to programs such as International Women's Day or International Day of the Girl Child with relevance to each Ministry have to be implemented through these units.

Maintenance by the gender mainstreaming unit a database segregated by gender with reference to the staff of the relevant Ministry, their management structure, beneficiaries of the services provided by the Ministry and in relation to the scope of the Ministry.

Gender mainstreaming units shall obtain written or oral information confidentially in relation to any problems or violation of rights faced by the women in the relevant Ministry and take appropriate measures that are not in contravention to the Establishment code to solve them and referring them to the relevant sectors.

Key activities relevant to those areas are presented separately in Annexure 01.

#### Deploying the Staff

Placement of staff according to the proposals approved as per the Cabinet Memorandum shall be done as follows:

The responsibility of establishing the “Gender Mainstreaming Program” in your Ministry shall be assigned to a suitable Additional Secretary / Director and this responsibility shall be included as one of his / her duties in that particular officer’s duty list.

As proposal No. II of this Cabinet Memorandum has been approved to suppress the 53 posts of Development officers approved for the Ministry of Women and Child Affairs and to approve that post for each relevant Ministry, nominating a suitable Development Officer to perform the said functions in the relevant Ministry and to assist the Additional Secretary / Director nominated.

At the same time, taking steps to make nomination irrespective of gender when a Development Officer is nominated to assist the Additional Secretary / Director nominated.

When transfers are given to the Development Officer nominated to assist the Additional Secretary / Director nominated for these units, the successor shall be an officer who has served in the same post in another Ministry.

#### Planning

The following activities shall be implemented in establishing the “Gender Mainstreaming Program”.

##### Activity Number I

Considering whether the policies and practices in your Ministry are gender based. Considering whether discrimination against women and girl children occur within such a context and taking steps to alleviate, eliminate and correct them and raising awareness of the officials of the Ministry to promote these policies and practices while providing the necessary advice to the policy makers.

##### Activity Number II

Projects and programs have to be created to actively follow the policies and practices. In each programme conducted by the Ministry, taking action to maintain equality and equity and conducting an evaluation to check whether those projects and programs bring the expected results.

### Activity Number III

In developing the performance report, doing a follow up to check whether order No. 15/1963/740/005 of the Ministry of Women and Child Affairs dated 09.03.2016 titled “Utilizing a minimum of 25% out of the project investments implemented for rural economic development for women” issued with cabinet approval is directly implemented within your Ministry and reporting on the same clearly under the above activity numbers.

### Activity Number IV

A comprehensive set of instructions relevant to the development of programs, systems and actions to minimize the occurrence of gender based violence is attached herewith as Annexure 03.

### Follow up

Responsibilities relevant to the said post shall be held by an Additional Secretary / Director of a Ministry and such officer shall identify the activities of programs relevant to the aforesaid subject areas and establishing committees within the Ministry and other institutions for reporting to the Ministry of Women and Child Affairs on the duties assigned to such officer on quarterly basis and follow up of its activities. (Annexure 03)

The officer shall develop an action plan specifically for his / her Ministry targeting the aforesaid areas. “Allocation of a minimum of 25% out of the project investments implemented for rural economic development for women” and “Action plan for the prevention of gender based violence” also can be used for this purpose. The progress of the programs implemented along these plans shall be reported to the Ministry of Women and Child Affairs on a quarterly basis. Accordingly, the common format for “Performance Evaluation” of this program is presented to you. (in Annexure 02)

The activities of these officers are mainly evaluated by the Ministry of Women and Child Affairs.

Providing sufficient space and facilities as it is expected to develop these units as gender resource centers with the aim of further strengthening these units in future as Gender Mainstreaming Units of the relevant Ministries.

Chandrani Senaratne

Secretary, Ministry of Women and Child Affairs

CC:

1. Secretary to His Excellency the President, Presidential Secretariat
2. Secretary to the Hon. Prime Minister, Office of the Prime Minister
3. Secretary to the Cabinet of Minister, Cabinet Office
4. Auditor General, Department of the Auditor General

## ANNEX 2 OF THE CIRCULAR: EVALUATION OF PERFORMANCE

Key area of responsibility	Functions	Performance Indices	Functions performed quantitatively
1. Promoting gender-based policies and practices to eliminate discrimination against women and girls.	1.1 Promoting gender-based policies and practices within the Ministry, and in the institutions affiliated to it.	Number of newly introduced / implemented policies, rules and plans.	
	1.2 Reviewing the current policies and practices within the Ministry and submitting proposals and recommendations in order to amend these policies and practices, and thereby enable the implementation of the same based on gender equality.	Number of policies and measures improved based on gender concepts.	
	1.3 Formulation of policies, rules, plans and programs, to ensure gender in achieving the targets of the Ministry, as well as, the Sustainable Development Goals.	Number of programs formulated.	
2. Creating and maintaining projects and programs based on gender within the Ministry and the institutions affiliated to it.	2.1 Creating and maintaining projects and programs based on gender within the Ministry and within the institutions affiliated to it.	Number of programs implemented directly targeting women.	
	2.2 Formulation of programs, systems and measures to minimize the occurrence of gender-based violence within the Ministry and the institutions affiliated to it.	Number of programs and methods formulated.	
	2.3 Taking measures to maintain gender balance in the Ministry's decision-making process and the affiliated institutions and committees appointed for that purpose.	Number of committees, councils, and associations maintained with gender balance.	

	2.4 Avoiding attitudes damaging to women and girls in the implementation and creation of programs to ensure equality and equity.	Number of programs with criteria included for alleviating gender disparities.	
3.Maintaining gender balance and implementing gender budgeting.	3.1 Giving priority to gender budgeting in formulating all the Ministry's various programs.	Number of programs that allocated provisions targeting women.	
	3.2 Analyzing whether equal budget allocations have been made for men, women, boys and girls in formulating projects and programs and whether all parties have equally benefit from this.	Number of analysis reports on benefits of provisions allocated as per gender.	
	3.3 When projects and programs are formulated by the Ministry; formulation and planning of the same based on gender budgeting.	Number of programs planned on gender budgeting.	
	3.4 Monitoring whether the Ministry and its affiliated institutions are acting in line with "Allocating a minimum of 25 percent of the project investments for rural economic development for women" bearing number 15/1983/740/005 dated 09.03.2016 submitted by the Ministry of Women and Child Affairs.	Percentage of total investments made for women through institutions affiliated to the Ministry.	
	3.5 Follow up, analysis and auditing on the implementation of gender-sensitive programs.	The number of reports prepared including data disaggregated based on gender and the number of institutions following that practice.	

4. Formulating programs, systems and measures to minimize the occurrence of gender-based violence. (Implementation of this is given in Annex 2 )	4.1 Formulation of programs, systems and measures to minimize the occurrence of gender-based violence within the Ministry and affiliated institutions.	Number of Codes of ethics prepared and the number of institutions implementing them.  Number of programs conducted to increase sensitivity and raise awareness.	
	4.2 As the initial step towards this, approval was obtained for the cabinet note dated 3rd May 2006 bearing number 06/0746/223/003 and titled “Establishment of Committees of Inquiries regarding sexual harassment at work place” presented by the then Ministry of Child Development and Women’s Empowerment.  To act in line with this, the guidelines prepared by the National Committee on Women under the Ministry of Women and Child Affairs have to be followed.  Setting up Committees within the Ministry and related institutions, and follow up of their activities.	Number of incidents reported and the number for which relief and services were provided.  Number of committees set up and the number of activities implemented through them.	
	4.3 Creating an environment that facilitates relief for harassment and violence against women within the institutions through these committees.	Number of follow-up reports prepared.	
	4.4 Referring persons who expect relief and services to obtain counseling services, health and legal assistance as required.	The number referred for counseling, legal aid and health services.	

# ANNEX 3: TRANSFORMING OUR WORLD- THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

The UN declaration on the Sustainable Development Goal agenda states that:

This Agenda is a plan of action for people, planet and prosperity. It also seeks to strengthen universal peace in larger freedom. We recognise that eradicating poverty in all its forms and dimensions, including extreme poverty, is the greatest global challenge and an indispensable requirement for sustainable development. All countries and all stakeholders, acting in collaborative partnership, will implement this plan. We are resolved to free the human race from the tyranny of poverty and want and to heal and secure our planet. We are determined to take the bold and transformative steps which are urgently needed to shift the world onto a sustainable and resilient path. As we embark on this collective journey, we pledge that no one will be left behind. The 17 Sustainable Development Goals and 169 targets which we are announcing today demonstrate the scale and ambition of this new universal Agenda. They seek to build on the Millennium Development Goals and complete what these did not achieve. They seek to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls. They are integrated and indivisible and balance the three dimensions of sustainable development: the economic, social and environmental.

The goals and targets will stimulate action over the next fifteen years in areas of critical importance for humanity and the planet:

## **People**

We are determined to end poverty and hunger, in all their forms and dimensions, and to ensure that all human beings can fulfil their potential in dignity and equality and in a healthy environment.

## **Planet**

We are determined to protect the planet from degradation, including through sustainable consumption and production, sustainably managing its natural resources and taking urgent action on climate change, so that it can support the needs of the present and future generations.

## **Prosperity**

We are determined to ensure that all human beings can enjoy prosperous and fulfilling lives and that economic, social and technological progress occurs in harmony with nature.

## **Peace**

We are determined to foster peaceful, just and inclusive societies which are free from fear and violence. There can be no sustainable development without peace and no peace without sustainable development.

## **Partnership**

We are determined to mobilize the means required to implement this Agenda through a revitalised Global Partnership for Sustainable Development, based on a spirit of strengthened global solidarity, focussed in particular on the needs of the poorest and most vulnerable and with the participation of all countries, all stakeholders and all people.



The interlinkages and integrated nature of the Sustainable Development Goals are of crucial importance in ensuring that the purpose of the new Agenda is realised. If we realize our ambitions across the full extent of the Agenda, the lives of all will be profoundly improved and our world will be transformed for the better. ( Source: United Nations Sustainable Development Goals Knowledge Platform)  
<https://sustainabledevelopment.un.org/post2015/transformingourworld>

# SUSTAINABLE DEVELOPMENT GOALS



# GOAL 5: ACHIEVE GENDER EQUALITY AND EMPOWER ALL WOMEN AND GIRLS (14\* OUT OF 14)

## 5.1.1

Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex.

## 5.2.1

Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age.

## 5.2.2

Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence.

## 5.3.1

Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18.

## 5.3.2

Proportion of girls and women aged 15-49 years who have undergone female genital mutilation/cutting, by age.

## 5.4.1

Proportion of time spent on unpaid domestic and care work, by sex, age and location.

## 5.5.1

Proportion of seats held by women in national parliaments and local governments.

## 5.5.2

Proportion of women in managerial positions.

## 5.6.1

Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care.

## 5.6.2

Number of countries with laws and regulations that guarantee women aged 15-49 years access to sexual and reproductive health care, information and education.

#### 5.a.1

(a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure.

#### 5.a.2

Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control.

#### 5.b.1

Proportion of individuals who own a mobile telephone, by sex.

#### 5.c.1

Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment.

#### NOTE:

As for the other SDGs, there are relevant gender cross-cutting targets for which details can be obtained in the following report:

IAEG-SDGs, March 2017. "Report of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators, Annex III." Retrieved from: <https://unstats.un.org/sdgs/indicators/Official%20Revised%20List%20of%20global%20SDG%20indicators.pdf>.

Sri Lanka has signed onto the SDG agenda and taken measures to plan and implement programs to ensure the achievement of SDG targets. In the annual plans and budgets, SDG targets and indicators are made relevant to the Key Performance Indicators (KPIs) and there is a special column in the annual budget formats to include SDGs. Annually Sri Lanka has to submit a report on the achievements of SDGs to the international monitoring platform for SDGs.

As part of gender mainstreaming framework, the public officials need to mainly understand the five SDG targets and indicators and work to reach the targets. They also need to pay special attention to the cross cutting gender targets in their respective sectors.

For example, please note the gender targets of the health sector:

Goal 3: Ensure healthy lives and promote well-being for all at all ages (6* out of 26)	
3.1.1	Maternal mortality ratio
3.1.2	Proportion of births attended by skilled health personnel
3.3.1	Number of new HIV infections per 1,000 uninfected population, by sex, age and key populations
3.7.1	Proportion of women of reproductive age (aged 15-49 years) who have their need for family planning satisfied with modern methods
3.7.2	Proportion of women of reproductive age (aged 15-49 years) who have their need for family planning satisfied with modern methods
3.8.1	Coverage of essential health services (defined as the average coverage of essential services based on tracer interventions that include reproductive, maternal, newborn and child health, infectious diseases, non-communicable diseases and service capacity and access, among the general and the most disadvantaged population)

# ANNEX 4: CASE STUDIES ON GENDER RESPONSIVE BUDGETING

## Case Study I - GRB In The Philippines: Challenges And Good Examples I

In the Philippines, a minimum of 5 percent of the national and local government budgets is expected to be allocated to activities supporting gender equality. These activities should be outlined in a gender and development plan prepared by each national agency. The intention with this gender budget policy – put in place in 1999 – is to make national agencies and local government units more responsive to gender equality and women’s empowerment.

However, after more than a decade, compliance with the policy remains low. Data for 2004-2008 collected by the Philippine Commission on Women showed that only about 130 of the Philippines’ nearly 400 national agencies submitted a gender and development plan during these years.

This situation partly results from the absence of either incentives for compliance or penalties for non-compliance with the policy. The low compliance rate can also be explained by the lack of understanding of the law and the lack of capacity in national agencies. Other challenges include improving collection of sex-disaggregated data.

A promising example from the Department of Environment and Natural Resources and the Department of Environment and Natural Resources is one of the agencies in the Philippines that comply with the gender responsive budget policy and the 5 percent budget allocation. Dedicated individuals mobilized funds to address organizational concerns and to ensure capacity for research, design and monitoring of gender equality projects in the department.

AusAID and the World Bank collaborated to support a land administration reform project (“LAMP2”) to contribute to socioeconomic development by supporting improvements in land administration policy, and systems and procedures in areas such as titling, adjudication, data collection and records management. The project intended to promote and protect the rights of both women and men.

A gender and development plan for the project was submitted to the Department of Environment and Natural Resources on an annual basis and a specific budget was allocated to gender equality activities. Project activities were set to be scaled up and implemented by the department at the national level. With this project and the Department of Environment and Natural Resources allocated budgets for gender mainstreaming.

## Case Study 2 - GRB in India: A Long-Term Initiative with Government Support I

The process of introducing GRB in India has been long-term, and moved forward by a combination of central government planning and pressure from civil society. Although prolonged, the process cannot be characterized as slow and steady, but rather as spurts of rapid organizational changes followed by periods of consolidation.

The introduction of GRB at the central government level was marked by the publication of the first GRB analysis of the Union Budget in 2001 and the inclusion of a separate section on gender equality in the Economic Survey for 2000-01. Prior to that, gender equality had evolved from being treated as a welfare issue addressed in budget plans through charity (from 1951 to 1974) to gradual acknowledgement of the economic dimensions of women's development.

In 1990, gender equality was for the first time addressed from an empowerment perspective. This was further reinforced in the Ninth Budget Plan (1997-2002), which identified women's empowerment as a strategic objective and stated that at least 30 percent of funds/benefits in designated "women development sectors" should be allocated to women (a target that was later challenged by the observation that all ministries/ departments are relevant for women).

The Ninth Plan established the basis for the introduction of GRB in 2001. Consistent civil society lobbying then led to the Ministry of Finance in 2005 soliciting all ministries to establish Gender Budgeting Cells and asking 18 ministries to submit annual reports and performance budgets highlighting budgetary allocations for women. In addition, the Ministry for Women and Child Development was established in 2006 and a separate statement on GRB was included for the first time in the Union Budget of 2005/06. Both the tenth and the eleventh Budget Plans – covering 2007-2012 – reinforced the GRB mandate, stipulating strict adherence to GRB across the board at the central government level.

This progress cannot, however, hide the gap between policy and practice as the implementation of GRB in India continues to be restricted by limited financial devolution, barriers to the effective participation by women in budget planning and implementation, and lack of data on both government allocations and gender equality outcomes.

Still, the combination of high-level political will and planning, along with pressure from below has brought India to a unique situation where GRB is endorsed and supported by the central government in both words and actions.

