

# Gender Equality and Good Governance

## A Training Manual

Developed for CEOSS by

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with

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## Introduction

Women's equal participation in political life plays a pivotal role in the general process of the advancement of women. Women's equal participation in decision-making is not only a demand for simple justice or democracy but can also be seen as a necessary condition for women's interests to be taken into account. Without the active participation of women and the incorporation of women's perspectives at all levels of decision-making, the goals of equality, development and peace cannot be achieved.- Beijing Platform of Action, Section Women in Power and Decision-Making.

In order to create sustainable, equal and democratic local governments, where women and men have equal access to decision making, equal access to services and equal treatment in these services, the gender perspective must be mainstreamed into all areas of policy making and management in local government.- International Union of Local Authorities (IULA) Worldwide Declaration on Women in Local Government

Nowadays, good governance features high on the agenda of development issues. Gender equality is another point on this agenda, although often at a much lower level of priority. The questions are relevant if good governance is 'good' when it does not listen to the voices of both men and women. Is governance 'good' when it does not consider their different roles and responsibilities. Is it 'good' when it does not create equal opportunities for men and women to take part in decision making processes in society, at work and in the home. Good governance is a complex issue with a multi-faceted nature, the same applies to gender equality. The past years several efforts are being undertaken to better understand the relation between gender equality and good governance and to identify ways and strategies to ensure good governance from a gender perspective.<sup>1</sup>

CEOSS, an Christian Egyptian social organisation is active in the field of good governance and gender equality. The need for a training manual arose while working with local level organisations. This training manual is developed to fill this gap. It is based on a needs assessment and modified after testing of parts of the manual. Its development could not have taken place without the generous support of the Royal Netherlands Embassy.

### Focus, target group and objectives of the manual

The manual addresses the concepts good governance and gender equality and looks at ways of promoting good governance from a gender perspective. The latter concerns two types of actions:

- actions to enhance gender sensitive good governance in the own organisation based on the principle: 'practise what you preach'.
- actions by the organisation concerned to contribute to gender sensitive good governance of other organisations at local and national level.

The manual is written for trainers who work with local level organisations and, also, with women leaders committed to gender equality and good governance. These organisations include non-government organisations or community based organisations and (semi-) government

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<sup>1</sup> UNDP, UNIFEM and other multilateral organisations have special programmes on gender and good governance. Organisations such as the Global Development Resource Centre and the Royal Tropical Institute (Gender, Citizenship and Governance Programme) carry out programmes in this area. See for web-sites the resources mentioned in this manual.

organisations such as local councils, schools, youth centres, cooperatives, health units, and the like. The manual could be used for other target groups, but, evidently, requires adjustments to fit their working situation, experiences and needs.

The manual aims at contributing to

- increased knowledge and understanding about the concepts gender equality and good governance and their interrelation
- enhanced skills on how to analyse organisations in terms of good governance from a gender perspective and how to design actions to promote gender sensitive good governance
- higher motivation to include a gender perspective in efforts to realise good governance.

### Outline and use of the manual

The manual is divided into three sections:

- Section 1 deals with the concepts gender, gender equality and related concepts
- Section 2 deals with the concepts governance, good governance and related concepts and discusses good governance from a gender perspective
- Section 3 focuses on how to achieve gender sensitive good governance.

Each section is built up in the following way. The first part provides short background information about key concepts and issues. It includes references for further reading and a dictionary of key concepts discussed. In this part the user is regularly referred to assignments, which form part two of each section.

The manual does not intend to provide a thorough discussion on gender, good governance and related issues. It should be considered as a tool to promote discussion, insight and critical thinking - it is a training manual.

The manual includes various parts to guide its user:

- A trainer guide (part 1) describing the approach underlying the assignments and the methods proposed.
- Training guidance at the beginning of the assignments of each section (part 2 – 4) to support the trainer with his/her choice of assignments, their sequence and their use.

It should be noted that facilitating training on complex concepts such as gender equality and good governance asks for experienced trainers. They should have at least basic knowledge about gender and good governance and be skilled and motivated to use a participatory way of training. The manual though is written in such a way that trainers with less experience can use it. The text provides background information, while referring to sources for further reading. It should be stressed that the trainer reads the sections concerned before doing the assignments. Each assignment describes step-by-step what the trainer can do to achieve its aims.

The manual, however, should not be seen as a recipe book describing in detail what ingredients to add and mix for a good meal. The user is challenged to make his/her own dish using the suggestions made in a flexible way.

## Final comments

The training manual is the product of a joint effort of staff of CEOSS and an external consultant. A number of people have been involved in the testing of a draft version, for which we like to express our high appreciation. Nevertheless, every manual holds scope for improvement. CEOSS appreciates the user's comments and suggestions for further refinement.

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## Guidance to the Trainer – Part 1

This section is meant to guide the trainer in the use of the manual and the assignments. It explains the training approach and the use of the assignments. At the end short information about the different methods suggested in the assignments is provided for easy reference. Guidance to the trainer part 2, 3 and 4 gives more details on how to facilitate the assignments related to each of the three sections of this manual. These parts can be found at the beginning of the assignments in each section.

### Training methodology

The training methodology is based on the principles of adult learning: adults learn continuously by adding new knowledge, experiences and skills to the knowledge and experience they gained throughout their life. The assignments in the manual take the participants through a guided learning process by

- reflecting on existing insights and experiences in the field of gender and good governance
- exchanging ideas and views with other participants and the trainer
- applying ideas and insights to the own situation.

The trainer is part of this learning process gaining experience and knowledge him/herself. It requires a trainer who is able to convey messages and to promote dialogue, who listens and tries to understand views and perceptions of others, who analyses views for further conceptualisation and generalisation, who accepts and respects different opinions, is open-minded and committed to the task.

This type of learning differs from transfer-of-knowledge from a trainer to trainee about technical issues. Issues such as gender and good governance, particularly, do not fit such training. Their complex and multifaceted nature requires participants' reflection to understand what the issues mean and to relate them to their own situation.

Such learning needs trainers with facilitation skills and abilities to encourage male and female participants to reflect, take part in discussion and express their views. The trainer or 'facilitator of this learning process' should be able to create an atmosphere in which the male and female participants feel at ease to voice their opinions and ideas in a non-confrontational and respectful way. Both gender equality and good governance are sensitive issues, which needs careful handling to 'keep everybody on board'. Games to get participants to know each other, icebreakers or energisers contribute to creating a good learning atmosphere. These games are not included in this manual, assuming that the trainer/facilitator will use these very important 'tools' whenever the need arises.

### Outline of the assignments

For each assignment aims, target groups, methods, time and materials required are described. Each assignment relates to certain sub-sections in the text and is meant to increase knowledge, understanding or skills as well as attitude change concerning the issues under discussion. It should be noted that the timeframe mentioned is only an indication and may vary according to the level of participants' experience and understanding and the size of the group.

The description of the assignment includes the procedure. Step-by-step the trainer is guided on how to achieve the assignment's aims. The first step concerns the preparation of the trainer. It is important that he/she read the text of the sub-sections concerned and other suggested literature, which is mostly accessible through the internet (in English, at times in Arabic).



In the assignments various participatory methods are proposed. Most assignments start with a discussion in a participatory way about a specific topic. The intention is to provide the participants with copies of the text under discussion afterwards. Furthermore, steps are described to reflect on the topics or to practise, at times guided by questions to be handed out.

Participants mostly work in small groups to optimise exchange. The trainer should pay attention to group formation ensuring that its members can effectively discuss and work together. Exchange in the plenary, however, is evenly important to bring ideas together. It is the facilitator's task to summarise and relate the different ideas and experiences to promote understanding.

The manual does not include evaluation methods to be used at the end of the day, a session or the training as a whole. It is left to the trainer/facilitator to use her/his favourite and appropriate methods.

### Designing a training programme

The trainer is strongly advised to read the text of the three sections before designing a training programme. The whole set of 26 assignments in this manual is designed to gradually increase participants' understanding and insights and to create ideas on how to address gender and good governance issues. The last assignment – making an action plan to promote gender sensitive good governance – builds on the acquired insights and ideas.

The assignments are written for staff of local level (semi-)government and non-government organisations including their members and women leaders. In designing a training programme the trainer/facilitator has to identify the specific training needs of the participants and accordingly formulate clear aims for the training. Next, he/she has to choose assignments which fit the needs, the level of understanding and knowledge as well as the working situation of the participants. Some will be beginners, others will have experiences in addressing gender issues and/or with enhancing good governance in their organisation. The 'guidance to the trainer' at the beginning of the assignments of each of the three sections can help to make a choice.

This manual does not suggest a fixed programme with a set of assignments because the variation in participants' awareness, experiences and understanding is likely to be high. Moreover, some participants will have limited time available to attend. A training could cover one or two weeks, but could also consist of various intermittent training sessions of one or two days at a time.

It cannot be stressed enough that the trainer/facilitator has to use the assignments in a flexible and creative way – making adjustments based on the own experience and preferred way of working. The manual is not a bundle of recipes but a cooking book inviting the cook to prepare a menu which is edible and appealing to the guests. We wish you a pleasant meal in an enjoyable atmosphere!

## List of methods suggested in the assignments with some explanation

- Ø Discussion methods to promote optimal interaction and exchange between participants:
  - Discussion/exchange in a small group of maximum 6 people
  - Participatory discussion in the plenary: the trainer/facilitator encourages male and female participants to give their views and share their experiences on a topic before giving definitions and information her/himself. Key questions are: what do you understand is meant by ..., what do you think of ..., what do you know about.... Why do ..., why not... Never discourage participants by judging comments as 'wrong' or 'bad'. It is her/his tasks to take out the relevant points, add his/her points, summarise and draw conclusions during and at the end of the discussion.
  
- Ø Methods for learning/ reflection:
  - Discussion/sharing in the plenary
  - Individual reflection: the trainer/facilitator gives the participants a few minutes to reflect on a question of topic without talking.
  - Panel discussion: a selected group of participants discuss in front of the remaining participants about certain topics or statements prepared in advance. The trainer/facilitator or another participant is the chairperson. The trainer/facilitator can also involve the audience in the discussion. After the panel discussion the trainer/facilitator should summarise, add her/his own views and draw final conclusions and lessons learnt.
  - Statement game: participants discuss topics guided by statements prepared in advance.
  
- Ø Methods of visualisation:
  - Non-verbal or verbal visualisation: participants present a statue, mime, very short sketch, etc. Important is the discussion afterwards to discuss about what is presented and to relate the presentation to the issues discussed earlier on in the session.
  - Role play: a few participants are chosen to be actor in a play, of which a certain setting is given. Guidelines are provided to play the roles. Important are: proper explanation about the aim of the assignment and the background/ setting of play, preparation by the players, preparation by the observers. The trainer/facilitator has to prepare her/himself what questions to discuss after the performance to increase understanding and insight. Assignment 25 gives an example of the facilitation of a role play.
  - Venn diagram: a method to visualise stakeholders/actors and interactions between them. See handout 13 and 16 for a description.
  
- Ø Methods of presentation of group work in the plenary:
  - Presentation group by group, using flipcharts.
  - Selection of presentation of group outcomes: the trainer/facilitator asks a group to present part of the outcome of an assignment (for example, question 1 of the assignment) and then gives the floor to another group to present another part (fore example, question 2 of the assignment), etc. Other groups are asked to add any differences with what has been presented.
  - Gallery walk: flipcharts with outcomes of group discussions are put on a wall. Participants walk around and discuss independently and informally about issues hanging on the wall.
  - Carrousel method: rotating presentation of group outcomes written on flipcharts with the following procedure. Hang the flipcharts on the wall and ask each group to stand in front of their own flipchart. Ask each group to choose a representative to present the

group outcome to other groups. Then, let the remaining members move to the flipchart-with-representative on their right hand site. This representative explains the flipchart to them in 5 – 10 minutes. It means that all the groups are listening to a presentation of another group at the same time. After this presentation ask each group to move to the flipchart-with representative on their right hand site. After 5 – 10 minutes rotate again till all the groups have heard all the presentations.

### Further reading on training

Pretty, Jules N., Irene Guijt, John Thompson, Ian Scoones. 1995. A trainer's guide for Participatory Learning and Action. IIED Participatory Methodology Series. [www.iied.org](http://www.iied.org)

The PLA notes usually include information about training. Available on-line: go to [www.iied.org/sarl/pla\\_notes](http://www.iied.org/sarl/pla_notes)

## Section 1: Gender equality and related concepts

In this section we discuss the concept gender and related concepts: gender roles, gender division of labour, gendered access and control of resources, gender relations, gender inequality and equality, and empowerment. These concepts are relevant for understanding the relationship between gender equality and good governance. In the text reference is made to assignments to increase understanding of the concepts. At the end of the text section you find a dictionary with short definitions of the concepts and a list of literature for further reading. Assignments to increase understanding about the concepts are attached at the end of the section, preceded by guidance to the trainer.

### 1.1 Gender : a term to indicate differences between men and women based on societal norms and values

All of our societies are characterised by a rich diversity: we find young and old people, people with different coloured skin and hair, with different outfits, rich and poor, artistic persons and sportsmen, and so on. Whatever social-economic or biological differences, any person is either a man or a woman from the moment of his or her birth based on distinct biological features. After birth a boy is brought up to behave and act according to norms expected of men, while a girl is learnt how to behave and act in a way proper for women. They are learnt how to greet relatives and non-relatives, to look in or to avoid the eyes of the other sex. Boys and girls often play different games inside and outside the house – games which ‘pave the way’ for activities each could do in adult life. How parents bring up a boy or girl influences his or her choices and opportunities later in life. If parents attach high value to a girl’s education it will make it easier for her to continue schooling than when parents discourage a girl to go to school. The way parents educate their children depends to a large extent on what family and the wider society consider proper roles, responsibilities and activities of men and women. For women, for example, it is less accepted than for men to speak in public or to participate in formal (mixed) organisations.

A society, however, is not static: ideas, norms and values change over time, also about what is acceptable behaviour for women and for men. When we ask our grandparents about the way they were told to behave and what activities to do, we will notice a lot of differences with the behaviour and activities of the boys and girls of today. Nowadays many more girls go to school and take up a career, while many more boys find (better paid) jobs outside their home village. Biologically though girls and boys are not different from their foremothers and fathers. The differences are the results of changes in the traditions, norms, values and ideas in society. What remains is that many roles, responsibilities and activities of girls and women are expected to be different from those of boys and men.

We indicate these differences which are based on norms and values in a society, with the term ‘gender’. We have pointed to the changeableness of roles over time, but they also vary according to place and social categories. Not all women have the same roles and responsibilities or perform the same tasks and the same can be said of men. Depending on socio-economic class, age, ethnic or religious group or even between regions we can see different behaviours and activities performed by women and by men. Box 1 gives some examples.

### BOX 1: Examples of women's roles in economic activities accepted in Egyptian society

Several studies undertaken in the late eighties of the last century illustrate what activities were considered acceptable for women and some factors which have contributed to changes in this respect.<sup>2</sup> It is commented that "Formal sources indicated low levels of female participation in economic activity, but in reality they seemed to be higher. This difference may have to do with reluctance by both men and women to admit the actual participation of women in income earning activities."

The studies describe the following economic activities of Egyptian women:

- Women's work is concentrated in the modern services sector, and there was a relatively high proportion of women at professional level. The studies state that "This can probably be attributed to women's high level of participation in education, and to the influence of certain state policies which vastly expanded public sector employment.
- Factory work is not very popular, particularly with married women, although since the early textile and clothing industries women do work in production. White collar work is preferred, having more generous maternity benefits, flexible hours, and security, in spite of relatively low wages.
- Concerning agricultural work women are mostly involved in home- based activities and may engage in seasonal work. In the Nile Delta region, however, women's involvement in field work is much greater.

Ø To increase understanding about the concept gender – go to assignment 1 and 2

## 1.2 Gender division of labour, gendered valuation and access and control

Because of societal norms existing in a particular place or time, women and men undertake different activities. We speak of a gender division of labour. We can distinguish between tasks and responsibilities related to:

- production (activities such as crop production, processing, marketing, enterprise management, wage employment, etc.)
- reproduction ('unpaid' activities such as care of family and the sick, child bearing, food and water collection, home maintenance, etc.)
- social/community management (social activities at the neighbourhood or community, activities in formal and informal organisations, in political parties, etc.).

Due to societal norms and preferences men and women are in different degrees engaged in the three distinctive activities at home and in the community and also within organisations. In many organisations we see women working in the support sector, while men have technical jobs. The latter have more status and are often better paid than those of women. When coffee or food has to be served at meetings it are mostly the women who take this task – a 'reproductive' activity. Moreover, in line with societal expected roles of men, it is easier for men to get into decision making positions in organisations, community groups or political parties than it is for women.

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<sup>2</sup> Sources: Sally Baden, 1992, The position of women in Islamic countries: possibilities, constraints and strategies for change. Bridge report no 4, p.20, 22. IDS. Sussex, with references to Hoodfar, H., 1990, 'Survival strategies in low income households in Cairo,' Journal of South Asian and Middle Eastern Studies, vol 13, no 4; Brink, J.H., 1991, 'The effect of emigration of husbands on the status of their wives: an Egyptian case,' International Journal of Middle East Studies, vol 23 no 2; Papps, I., 1992, 'Women, work and well-being in the Middle East,' Journal of Development Studies, vol 28, no 4.

Usually the tasks and responsibilities of men and women are socially valued differently: to the activities of women often less value is attached than to those of men. They are also economically valued differently: very often women are paid less than men for the same job or task. We call this gendered valuation because it is based on societal norms and it has nothing to do with biological differences between men and women.

The extent to which value is attached to activities and tasks will influence the accessibility to resources required to perform or to improve the work. Examples of resources are natural resources, information, services, facilities, time, credit, etc. Accessibility is often laid down in customary or state laws and also in 'unwritten' rights known to everybody. In Egyptian rural areas woman's work in agriculture is mostly unrecognised (it has low value) and thus 'invisible'. Often, therefore, she is overlooked by rural services, such as extension or credit provision. Women's access to rural credit is also hindered, because it requires land-collateral. Partly due to Islamic inheritance laws, which entitle women to less land than male relatives, women's access to land is very limited.

Valuation of tasks and responsibilities is closely related to accessibility of decision making and benefits derived from activities and actions. Men's voice is generally considered more important than that of women. It is, therefore, felt logical that men represent the family in decision making bodies at community level. The term gendered access and control is used to indicate differential access and control of men and women based on societal norms, values and rights.

Ø To increase understanding about gender division of labour, valuation, access and control – go to assignment 3, 4 and 5

### 1.3 Gender and power relations

Existing power relations determine to a large extent how resources are distributed or who obtains access and control of resources. Power relations are highly gendered. Societal accepted roles of men and women, the tasks, responsibilities and rights they have affect who can play a role and which role in influencing processes. Additionally, capabilities and opportunities of men and women to influence decision making processes play a role in the 'power game'. In other words gender relations are power relations. In Box 2 an illustration is given.

#### BOX 2: Example of gender roles and power relations

What is meant by women's and men's roles, access and control of household resources in Egypt is illustrated by a description by Brink based on her study in Egypt in 1991.<sup>3</sup> She notes that women's role and power within the household is related to lifecycle:

A woman ... enters the family of her husband upon marriage and is placed under the total authority of her husband and mother-in-law. Ties to her own family are weakened by careful monitoring of her visits to them. Young wives do the heavy housework, and are often overworked and underfed. A women's status increases somewhat after the birth of a son, but her workload does not lighten until she has daughters

<sup>3</sup> Source: Brink, J.H., 1991, 'The effect of emigration of husbands on the status of their wives: an Egyptian case,' International Journal of Middle East Studies, vol 23 no 2, p.202, quoted in: Sally Baden, 1992, The position of women in Islamic countries: possibilities, constraints and strategies for change. Bridge report no 4, p.25. IDS. Sussex.

who are old enough to help her. In this early stage of marriage, a wife makes no economic decisions. ... A woman's status improves when her husband moves from his father's home to establish his own household ... Moving to form a nuclear family benefits the wife since she now becomes the female head of household and allocates the food money which her husband gives her ... She is also free of her mother in law's supervision and can organise her housework as she likes. However, her movements are still controlled by her husband, and his permission must be secured before she leaves home. The wife's status rises again when her sons are old enough to marry. After a son marries, the mother takes charge of her daughter-in-law. This represents the height of power available to her.

## 1.4 Connecting the different gender concepts

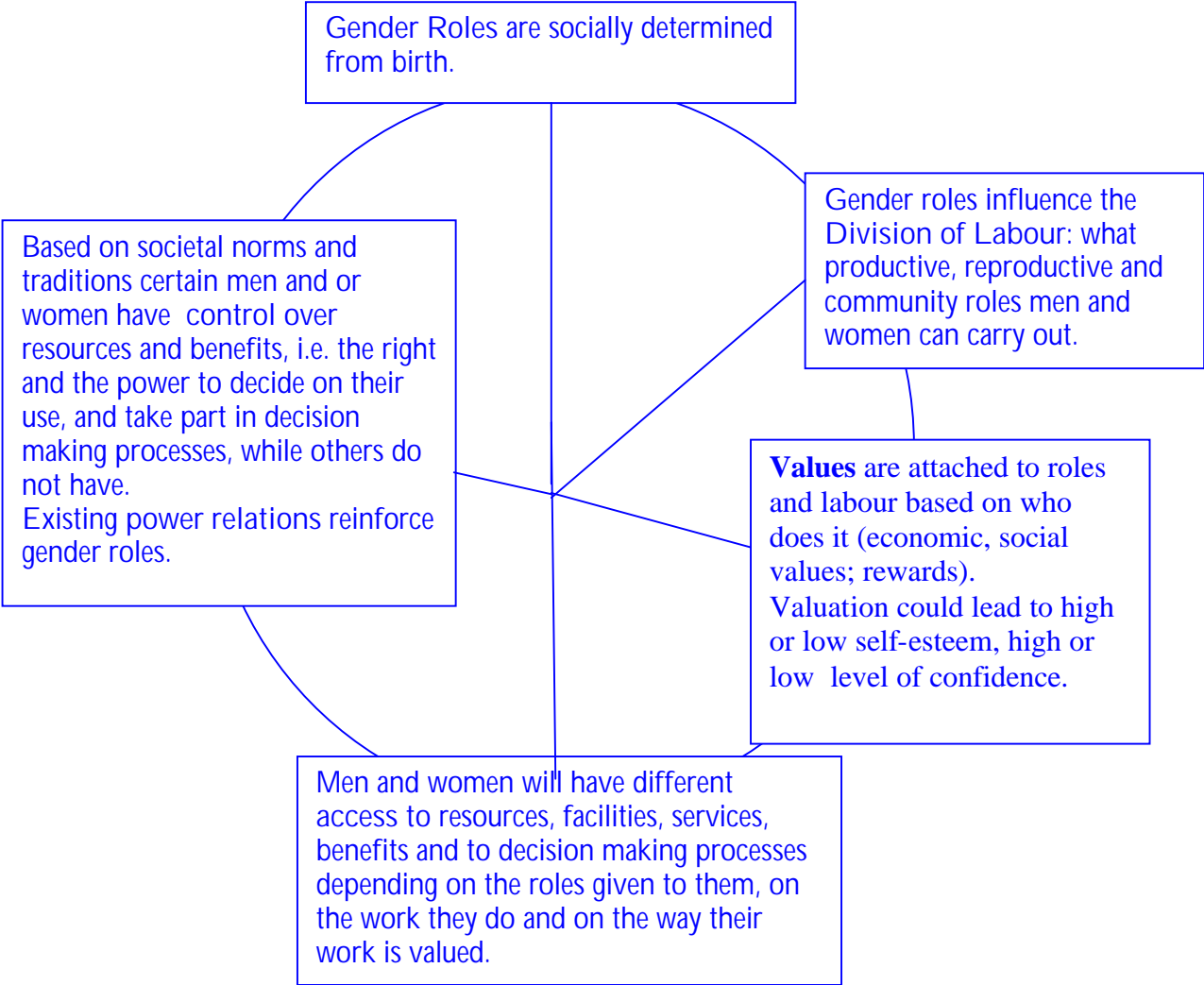
The gender wheel pictured in figure 1 on the next page visualises the inter-relations between gender roles – gender division of labour – gendered valuation – gendered access and power relations. Changes in societal norms and values will affect the different elements of the wheel and their inter-relations.

∅ To further increase understanding about gender and related concepts – go to assignment 6

## 1.5 Gender gaps and gender equality

In every society inequalities exist – between rich and poor, powerful and less powerful, old and young people, women and men. These inequalities have an impact on their opportunities to contribute to their household, family or societal welfare. The critical question is what are acceptable inequalities and which are not acceptable. The answers will differ depending on societal and also individual values and beliefs. In all societies differences between men and women exist which are felt as not desirable – they are called gender gaps. Usually efforts are made to reduce or close the gap or, in other words, to bring more balance in the situation of men and women. There are internationally agreed upon standard rights and agreements about rights of men and women to contributing to and benefiting from development. A very important international agreement, signed by the Egyptian government is the Convention on the Elimination of Discrimination Against Women (CEDAW) – see Box 4 for more details. Another important document is the Beijing Platform of Action approved at the Fourth World Conference on Women in 1995. It includes a set of actions, for instance, to integrate gender concerns and perspectives in policies and programmes for sustainable development (see Table 2 at the end of the text section).

Figure 1: The gender wheel (based on Rani Parker)<sup>4</sup>



<sup>4</sup> Parker, R., I.A.Lozano, L.A. Messner (1995) Gender Relations Analysis: a Guide for trainers. Save the Children. New York: Women Ink.



### BOX 3: Convention on the Elimination of Discrimination Against Women (CEDAW)<sup>5</sup>

The Convention on the Elimination of Discrimination Against Women adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination.

The Convention defines discrimination against women as "...any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field."

By accepting the Convention, States commit themselves to undertake a series of measures to end discrimination against women in all forms, including:

- to incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women;
- to establish tribunals and other public institutions to ensure the effective protection of women against discrimination; and
- to ensure elimination of all acts of discrimination against women by persons, organisations or enterprises.

The Convention provides the basis for realising equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life -- including the right to vote and to stand for election -- as well as education, health and employment. States parties agree to take all appropriate measures, including legislation and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms.

A key concept in these agreements and plans of action is gender equality. It refers to equal rights, voice, responsibilities and opportunities for men and women in societies, at work and in the home.<sup>6</sup> Gender equality does not mean that men and women are or must be equal in all what they do, think or feel. It refers to the process of balancing unequal relations between men and women, which are unequal due to societal norms and values. Addressing inequalities between men and women implies questioning the inequalities in society - concerning roles, division of labour, valuation, access and control of resources and decision making, rights, power relations as they are present in codes of conduct, in regulations and norms, in rules and laws. Next, it involves taking actions for change by men as well as women since it is concerns balancing relations between the two. It is a process of change at the level of personal norms, behaviours and beliefs as well as at all other levels of society, from the national society to the family.

In table 1 you find a number of inequalities between Egyptian men and women or gender gaps. Numerical gender gaps show the contribution or share of women as percentage of male involvement. For instance, a female – male gap in participation of the labour force of 28.0 refers to women's participation in the labour force expressed as percentage of men's participation in the total labour force. The higher the figure the more equal the situation of women and men.

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<sup>5</sup> Source: [www.un.org/womenwatch/daw/cedaw](http://www.un.org/womenwatch/daw/cedaw). See for more information on human rights for women as referred to in official UN documents [www.escwa.org.lb/gsp/](http://www.escwa.org.lb/gsp/) and go to resources.

<sup>6</sup> The concept gender equality and gender equity are inter-related but are interpreted differently by various schools in the development debate. It creates so much confusion that we prefer to talk about gender equality only.

Table 1: Female – male gender gaps (in terms of females as percentage of males or as percentage of the total (%)) and changes over the years

The higher the figure the more equal the situation of women and men.

	2002 or otherwise indicated	19...
Life expectancy at birth (women 71 years, men 66,7 years)	106.5	103.0 (1991)
Education		
Literacy	67.0	57.0 (1992) - 30.0 (1960)
Female youth literacy rate as % of male rate	85	
Female literacy rate (15 –24 years)	64.8 %	57.0 % (1995)
% literacy rate (15+) of women	57.3 %	
Enrolment primary school	107.1 (2001/2002)	80.4 (1992) - 63.2 (1960)
Enrolment preparatory school	93.3 (2001/2002)	79.0 (1992)
Enrolment secondary school	95.4 (2001/2002)	86.0 (1992)
Enrolment tertiary school	90.0 (2001/2002)	57.2 (1992)
% women 15+ with secondary or higher education	23.5 % (2001)	
Economic activity		
Participation in the labour force	28.0	18.0 (1996 – 16% in early 80s)
% women in the labour force (15+)	21.8 %	20.5 % (1998)
% women of legislative and managerial staff	16.1 % (2001)	9.3 % (1998 – men: 90.7%)
% women of professional and technical staff	30.4 %	28.5 % - men: 71.5%
Female unemployment rate	23.9 %	19.9 (1998 – men: 5.1)
Female employment in agriculture	144	
% women of total population employed (15+) agriculture	20.3 % (2001 – men: 79.7)	20.3 (1998)
Female employment in industry	28	
% women of total population employed (15+) industry	8.6 % (2001 – men: 91.4)	
Female employment in services	112	
% women of total population employed (15+) services	21.0 % (2001 – men: 79.0)	14.0 (1998)
Women contributing family members (% of total)	33 (men contributing: 67)	
Decision making		

Parliamentary seats of women (% of total)	2.4 % (2004)	4 (1990)
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Sources: UNDP. Human Development Report 2004 Egypt - <http://hdr.undp.org/statistics/data/>; ESCWA Social Statistics Information System Egypt [www.escwa.org.lb/gsp](http://www.escwa.org.lb/gsp); UNIFEM. Progress of the World's Women 2002. Gender Equality and Millennium Development Goals [www.unifem.org](http://www.unifem.org)-> resources.

Ø To increase understanding about gender gaps and gender equality – go to assignment 7

## 1.6 Gender, development and empowerment

Societies are never static and always subject to change. Nowadays, every community even the remotest one is in one way or the other influenced by regional, national and global developments. Think, for instance, of market prices which have an impact on men's and women's standard of living. Or, think of programmes and films on television, which may affect aspirations of men, boys, women and girls and their views on the way they are living. Development programmes of government or NGOs purposely affect the way men and women live their lives, for example, by providing inputs or to set up new decision making bodies such as water boards.

The question is who has access to development of any nature and who is excluded to taking part and thus, who can benefit. As we have seen above men and women have different opportunities to contribute to and benefit from development due to their different tasks, responsibilities, the valuation of these and their rights. In other words, development is not gender neutral and can work out differently for men and women. If we want men and women to benefit equally it is important to consider the implications of development trends and development interventions on men and on women – for the sake of societal progress and reduction of poverty, and also for the sake of women's rights.

Over the years we have learnt how important it is when designing development programmes to differentiate between needs and opportunities of men and those of women. We know now that different activities or programmes for men and for women may need to be formulated to ensure that both benefit. Some programmes follow a so-called Women-in-Development (WID) approach, others a Gender-and-Development (GAD) approach. The WID approach aims at integrating women into the existing development process to counteract the exclusion of women in this process. It focuses on women and, therefore, suggests women's projects or women's components in integrated projects to increase women's productivity or income or to ameliorate their household tasks and responsibilities. The GAD approach focuses on the relations between men and women. It wants to re-address the unequal relations of power that prevents equitable development and women's full participation. It aims at equitable and sustainable development in which both women and men are decision makers.

The GAD approach requires empowered women, i.e. women who are able to living their lives in the fullness of their capabilities and their own choices in respect of their rights as human being. Empowerment refers to the process in which men and/or women reflect upon their reality and question the reasons for their situation in society, and next, develop alternative options and take opportunities to address existing inequalities. Box 4 gives a case study about changes in gender roles and empowerment due to a development project, in which a GAD approach is used.

#### BOX 4: Changing gender roles and empowerment due to a project intervention<sup>7</sup>

In two small towns at the eastern banks of the Nile CEOSS has been implementing a project. It aimed at improving the living conditions of the population and increasing the ability of farmers to develop solutions to the problems they face in their daily life. Families live in two or three story houses, densely packed in narrow streets. At the start of the project a needs assessment was carried out in which both men and women actively participated. The most important problem women faced was the disposal of the household waste and garbage, while men farmers gave priority to reducing the cost of chemical fertiliser. In these towns cattle are kept inside the home and there is little or none organised collection or disposal of manure, stable or household waste. Each day women bring soil from the fields to dry the stable. The manure produced – which is of low quality - is brought to the fields by the men. Daily women dump their household waste beside the river or along the irrigation and drainage canals.

Men's groups and women's groups were set up to discuss how to address the problems and how to take action. The women's groups decided to collect manure, straw and urine from the stable and to combine it with organic waste and kitchen ash in a pit prepared in the stable itself. This innovation proved highly successful in different respects. For the women, it saved them a lot of time in going to the fields, making the manure and dumping the household waste outside. They were relieved of their daily task to clean the animals in the river because the stables were cleaner. Additionally, cleaner stables and animals made it possible to collect much cleaner milk which benefited both animal and human health. Men profited because they did not have to carry manure to their fields everyday anymore. Also, less weeding work was required. The richer manure increased the yields slightly, but very importantly, costs of chemical fertiliser were reduced. Apart from these benefits there were environmental benefits: streets, canals and other waterways are less polluted.

In other words, these changes in the age-old system of cattle, waste and manure had important gender implications. The existing division of labour in the household did not change. However, women engaged in a new activity: the building of the improved stable with a pit to collect garbage and manure with the help of their husbands. Women also started to play an important role in discussions and decision making. Many women developed skills in dialogue, analysis and problem solving, while a number of them developed leadership and management skills. This all certainly had an impact on their position in the community. Not only women's self-esteem increased. The women's groups were also recognised in the community as focal points for other developmental activities, such as related to health issues. Over time, more and more women joined the groups. In some groups discussions started about issues and roles of the women in the community, the sharing of decision making at home and in the communities. Women were more empowered, but the men farmers too felt they had learnt new skills and abilities to act themselves and to cooperate in well-functioning groups.

Ø To increase understanding about empowerment and gender and development – go to assignment 8

### 1.7 Gender sensitivity or a gender perspective

Reducing gender gaps and working towards gender equality is a complex and slow process. It requires people who are gender sensitive or, to say it with other words, who use a gender perspective. It means that they:

- differentiate between the needs and priorities of men and women,
- take the views and ideas of men and women serious,

<sup>7</sup> Sources: Ashraf Naseh and Semeh Seif. 2001. Case study on Agro-Environmental Pilot Project 1996–1998. CEOSS. Cairo

- consider the implications of decisions on the situation of women relative to men: who will gain and who will lose,
- take action to address inequalities or imbalance between men and women.

The issues discussed in the previous sub-sections can help people to become gender sensitive or able to use a gender perspective. The different elements of the concept gender and their inter-relations visualised in the gender wheel promote understanding of the situation of women relative to men. It is a good start to analyse their situation, to identify inequalities and to question them: do we find these inequalities acceptable or not and what can be done about undesirable inequalities.

These points are of special importance when it comes to acquiring equal rights, voice, responsibilities and opportunities for men and women in society, at work and in the home (gender equality). Much will depend on how decision making processes are shaped. In the next session we elaborate on these processes in the context of good governance.

## Table 2: Beijing Platform of Action: Strategic Objectives

### Women and Poverty

- ▶ Review, adopt and maintain macroeconomic policies and development strategies that address the needs and efforts of women in poverty;
- ▶ Revise laws and administrative practices to ensure women's equal rights and access to economic resources;
- ▶ Provide women with access to savings and credit mechanisms and institutions;
- ▶ Develop gender-based methodologies and conduct research to address the feminization of poverty.

### Education and Training of Women

- ▶ Ensure equal access to education;
- ▶ Eradicate illiteracy among women;
- ▶ Improve women's access to vocational training, science, and technology and continuing education;
- ▶ Develop non-discriminatory education and training;
- ▶ Allocate sufficient resources for and monitor the implementation of educational reforms;
- ▶ Promote lifelong education and training for girls and women.

### Women and Health

- ▶ Increase women's access throughout the life cycle to appropriate affordable and quality health care, information and related services;
- ▶ Strengthen preventive programmes that promote women's health;
- ▶ Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS, and sexual and reproductive health issues;
- ▶ Promote research and disseminate information on women's health;
- ▶ Increase resources and monitor follow-up for women's health.

### Violence Against Women

- ▶ Take integrated measures to prevent and eliminate violence against women;
- ▶ Study the causes and consequences of violence against women and the effectiveness of preventive measures;
- ▶ Eliminate trafficking in women and assist victims of violence due to prostitution and trafficking.

### Women and Armed Conflict

- ▶ Increase the participation of women in conflict resolution at decision-making levels and protect women living in situation of armed conflicts or under foreign occupation;
- ▶ Reduce excessive military expenditures and control the availability of armaments;

- ▶ Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations;
- ▶ Promote women's contributions to fostering a culture of peace;
- ▶ Provide protection, assistance and training to refugee women in need of international protection and internally displaced women;
- ▶ Provide assistance to the women of the colonies and non-self-governing territories.

### Women and the Economy

- ▶ Promote women's economic rights and independence, including access to employment and appropriate working conditions and control over economic resources;
- ▶ Facilitate women's equal access to resources, employment, markets and trade;
- ▶ Provide business services, training and access to markets, information and technology, particularly to low-income women;
- ▶ Strengthen women's economic capacity and commercial networks;
- ▶ Eliminate occupational and all forms of employment discrimination;
- ▶ Promote harmonization of work and family responsibilities for women and men.

### Women in Power and Decision-Making

- ▶ Take measures to ensure women's equal access to and full participation in power structures and decision-making;
- ▶ Increase women's capacity to participate in decision-making and leadership.

### Institutional Mechanism for the Advancement of Women

- ▶ Create or strengthen national machineries and other government bodies;
- ▶ Integrate gender perspectives in legislation, public policies, programmes and projects;
- ▶ Generate and disseminate gender-disaggregated data and information for planning and evaluation.

### Human Rights of Women

- ▶ Promote and protect the human rights of women, through the full implementation of all human rights instruments, especially the Convention on the Elimination of All Forms of Discrimination Against Women;
- ▶ Ensure equality and non-discrimination under the law and in practice;
- ▶ Achieve legal literacy.

### Women and the Media

- ▶ Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication;
- ▶ Promote a balanced and non-stereotypes portrayal of women in the media.

### Women and the Environment

- ▶ Involve women actively in environmental decision-making at all levels;
- ▶ Integrate gender concerns and perspectives in policies and programmes for sustainable development;
- ▶ Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of development and environmental policies on women.

### The Girl Child

- ▶ Eliminate all forms of discrimination against the girl child;
- ▶ Eliminate negative, cultural attitudes and practices against girls;
- ▶ Promote and protect the rights of the girl child and increase awareness of her needs and potential;
- ▶ Eliminate discrimination against girls in education, skills development and training;
- ▶ Eliminate discrimination against girls in health and nutrition;
- ▶ Eliminate the economic exploitation of child labour and protect young girls at work;
- ▶ Eradicate violence against the girl child;
- ▶ Promote the girl child's awareness of and participation in social, economic and political life;
- ▶ Strengthen the role of the family in improving status of the girl child.

## Further reading on Gender Equality and related concepts

- Canadian Council for International Cooperation, MATCH International Centre, Association québécoise de organismes de coopération internationale Two halves Make a Whole, Balancing Gender Relations in Development, Ottawa, 1991  
Also available in French: Un autre genre de développement. Un guide pratique sur les rapports femmes-hommes dans le développement.
- Parker, R., I.A.Lozano, L.A. Messner (1995) Gender Relations Analysis: a Guide for trainers. Save the Children. New York: Women Ink.
- More resources can be found at the web-site of UNDP [www.undp.org](http://www.undp.org) and its gender site [www.sdn.undp.org/gender/resources](http://www.sdn.undp.org/gender/resources) in Arabic and English.  
And mostly in English at:  
[www.siyanda.org](http://www.siyanda.org)  
[www.bridge.ids.ac.uk](http://www.bridge.ids.ac.uk)  
[www.eldis.org/gender](http://www.eldis.org/gender)

## Dictionary Gender Equality and related concepts

The Gender-and-Development (GAD) approach focuses on the relations between men and women. It wants to re-address the unequal relations of power that prevents equitable development and women's full participation. It aims at equitable and sustainable development in which both women and men are decision makers.

Gender refers to roles, responsibilities, rights, relationships and identities of men and women that are defined or ascribed to them within a given society and context. In other words: roles, etc. are 'constructed' in a certain society. Gender is about how these roles, responsibilities and rights and identities of men and women affect and influence each other. These roles, etc. are changeable over time, between places and within places.

Gender division of labour concerns the allocation of the tasks and responsibilities of men and women at home, at work and in society according to patterns of work which are felt acceptable in a particular place and time.

Gender equality refers to equal rights, voice, responsibilities and opportunities for men and women in societies, at work and in the home.

Gender gaps refers to societal differences between men and women which are felt undesirable.

Gender roles refer to how men and women should act, think and feel according to norms and traditions in a particular place and time.

Gender valuation of work refers to the social and economic values attached to different tasks and responsibilities of men and women.

Gendered access to resources, facilities, services, funds, etc. , to benefits and to decision making refers to differences between men's and women's rights and opportunities to make use of these resources, etc. and to take part in decision making due to norms and values existing in a particular place and time. .

Gendered control over resources and decision making processes refers to differences between women's and men's rights and power to decide on the use of resources, benefits, etc. and on who can take part in decision making processes due to norms and values existing in society.

Gender sensitivity or using a gender perspective means that:

- a differentiation is made between the needs and priorities of men and women,
- the views and ideas of men and women are taken serious,
- the implications of decisions on the situation of women relative to men are considered: who will gain and who will loose,
- action is taken to address inequalities or unbalance between men and women.

Sex refers to the biological nature of being male or female. Evidently, it is not constructed by society nor (generally) changeable. The biological characteristics of men and women are universal and obvious. Sex roles are those which are bound to one particular sex due to biological factors, for instance, giving birth.

Women's empowerment refers to the process in which women reflect upon their reality and question the reasons for their situation in society. It includes developing alternative options and



taking opportunities to address existing inequalities. It enables them to live their lives in the fullness of their capabilities and their own choices in respect of their rights as human being.

The Women-in-Development (WID) approach aims at integrating women into the existing development process to counteract the exclusion of women in this process. It focuses on women and, therefore, suggests women's projects or women's components in integrated projects to increase women's productivity or income or to ameliorate their household tasks and responsibilities.

## Guidance to the Trainer – Part 2

In this section a selection of basic gender concepts have been discussed. Insight in these concepts is necessary to understand the relation between gender equality and good governance (section 2) and how to promote gender sensitive governance (section 3).

The trainer should start reading the section thoroughly. If required, sources mentioned in 'Further reading' should be studied.

The trainer should assess the level of participants' knowledge and understanding about gender issues. Based on this assessment assignments can be chosen to further increase insight in gender concepts. The assignments should be seen as tools to enhance critical thinking and to reflect on issues which are usually taken for granted. The questions why a situation exists and whether it is desirable to change this situation, are important for deeper reflection.

Each assignment refers to (a) certain sub-section(s), which can be used as handouts for the participants.

Assignment 1, 2, 3 and 4 are suitable for participants who do not know much about gender. They deal with basic gender concepts. Participants could be staff of local level organisations and also men and women in communities (members of NGO/CBO).

Assignment 4 as well as 5 addresses some of the underlying factors influencing roles and relations of women and men.

Assignment 3 and, more specifically, assignment 5 deals with basic gender concepts and refers to the gender relations at work. Assignment 5 is only meant for staff of an organisation.

Assignment 6, 7 and 8 are relevant for participants with a higher level of knowledge and understanding about gender concepts and have some experience addressing gender issues. They focus on gender gaps, gender equality and empowerment from a practical point of view. These assignments are also suitable for women leaders.

Assignment 7 and 8 are key assignments. They must be included in the training to be well-prepared for section 2.

For methods: see Guidance to the Trainer part 1.

## Assignments Gender equality and related concepts

### Assignment 1: The concept gender

Aims of the assignment: at the end of the assignment the participants know that

- a) The concept gender is a term to indicate differences between men and women based on societal norms and values
- b) These differences vary over time, between places and within places.

And they understand that

- c) Gender is a descriptive term about what men and women are supposed to do, how to behave and what rights they have and as such does not give a judgement about activities and behaviour.

Target group: NGOs/CBOs, local (semi-)government organisations, men and women in the communities.

Time needed: about 90 minutes (among others depending on the number of working groups formed)

Method: individual reflection, exchange in small groups, sharing and discussion in the plenary

Materials required: notebooks, pens, whiteboard or flipchart, marker; Copies of the text of section 1.1

Steps for the trainer/facilitator:

1. Preparation: Read the text of section 1. Pay special attention to the sub-sections 1.1 and 1.2. The assignment refers to the concept gender discussed in sub-section 1.1 but the discussion in the plenary may also touch on issues elaborated in sub-section 1.2.
2. Explain that the assignment is meant to demystify the concept gender. It often creates a lot of confusion, because it is a 'foreign' term and also because of the various associations attached to the term.
3. Start by asking the participants what they understand by the term gender or what they think of when they hear the concept gender. Invent arise their perceptions on the whiteboard or a flipchart. Do not try to come to a definition yet, but continue with the next steps to increase understanding about the concept.
4. Invite participants to individual reflect on his or her main tasks and responsibilities in his/her daily life. Ask them to list four or five in their notebook.
5. Next, ask the participants to go back in time. The male participants are asked to think about the time their grandfather or grand-grandfather was young. Let them list in their notebook four or five of his main tasks and responsibilities when he was their age. The female participants are asked to think about the time their grandmother or grand-grandmother was young. Let them list in their notebook four or five of her main tasks and responsibilities when she was their age.
6. Form small mixed groups of male and female participants .Let them exchange their findings and discuss what may have been reasons for differences and similarities between

the time of their grand(grand)parents and today. Ask each group to prepare four or five main observations and views for sharing at the plenary.

7. In the plenary, discuss the observations and views related to the concept gender. Use the text in sub-section 1.1 if relevant. Depending on the issues participants bring forward refer to sub-section 1.2. End the session with a definition of the concept gender .
8. At the end hand out copies of the text of sub-section 1.1. Pay attention to the examples given in box 1. You can ask the participants' views about the examples.
9. To finalise, ask the participants what they have learnt from doing the assignment.

## Assignments Gender equality and related concepts

### Assignment 2: The difference between gender and sex

Aim of the assignment: at the end of the assignment the participants know that gender refers to characteristics of men and of women ascribed by society and sex to biological characteristics of men and of women.

Target group: NGOs/CBOs, local (semi-)government organisations, men and women in the communities.

Time needed: about 45 minutes (among others depending on the number of participants)

Method: statement game<sup>8</sup>, individual or group work with plenary session

Materials required: whiteboard or flipchart, marker, pens. Optional: copies of list of statements (the list below without the answers)

Steps for the trainer/facilitator:

1. Preparation: read the definitions of gender and sex in the Dictionary of section 1. Go through the statements below to anticipate the answers and reactions of the participants. Some statements will create discussion and difference in views.
2. Ask the participants what is meant by gender and sex and what the differences between the two are. Write the characteristics or definitions of both on a flipchart or whiteboard and clarify the differences.
3. Explain that a statement game will be done to fully understand gender and sex and their difference.
4. Option 1: Read the statements one by one and ask them to indicate of each statement whether it refers to sex or gender. Discuss the answers in the plenary
5. Option 2: You can also write the statements on a flipchart or hand them out to the participants and ask the participants to first write their views before you discuss the answers in the plenary.
6. At the end the section reflect again on the definition of sex and gender written on the flipchart/ whiteboard at the start of the session. To finalise, ask the participants what they have learnt from the assignment.

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<sup>8</sup> This method and the statements are based on Williams, S; J. Seed and A. Mwan. 1994. The Oxfam Gender Training Manual. Oxford.

## List of statements – including answers

1. Women can breastfeed babies, men can not. (S)
2. In Ancient Egypt men stayed at home and did the weaving. Women handled family business. Women inherited property and men did not. (G)
3. In most companies men are directors, while women work at lower levels. (G)
4. According to UN statistics in a certain year, women do 70 percent of the world's work but their earnings for it amount to only 10 percent of the world's income. (G)
5. Women usually bathe a 1 year old child and men do not. (G)
6. Women are better at fine work, while men do the heavy work. (G)
7. From a certain age boys can grow a beard, girls can not. (S)
8. Men are better with numbers and technology, while women have difficulty in working with numbers. (G)
9. Women are emotional, men are rational. (there is debate about S and/or G)
10. Men mostly take the major decisions in the family, women play a less important role in family decision making. (G)

## Assignments Gender equality and related concepts

### Assignment 3: Gender division of labour

Aims of the assignment: at the end of the assignment the participants know that

- a) The division of labour and responsibilities between men and women at home and at work or in community groups is based on societal norms and beliefs about capacities and abilities of men and women
- b) Three categories of activities are usually distinguished (productive, reproductive and social/community related)
- c) This division of labour creates different opportunities for men and women to shape their lives.

Target group: men and women members and staff of CBOs/NGOs and local (semi-) government organisations.

Time needed: about 3 ½ hours

Method: individual reflection, role play, discussion in the plenary

Materials required: notebooks, pens, whiteboard or flipchart, marker. Optional: copies of text section 1.2

Steps for the trainer/facilitator:

1. Preparation: Read sub-section 1.2. Read the assignment thoroughly to know what preparations you have to make and to anticipate on the possible answers and reactions of participants. Think of the type of activities and responsibilities of the men and women participating in the assignment. Prepare yourself on what can happen in the role play and how you want to facilitate the discussion about the play to achieve the aims of the assignment. Prepare the room for the role play.
2. Explain that the assignment focuses on the different activities and responsibilities of men and women at the home and in the organisation they are engaged in. It can concern domestic tasks, generating income (home), vaccination programmes, games with youth, planning programmes, main decision maker in the organisation (organisation), etc. Through the assignment we like to get a deeper insight in what men do and what women do and reflect on similarities and differences.
3. Ask each participant to write down
  - three of his or her main activities or responsibilities in the household
  - three of the main activities or responsibilities of the opposite sex in the household
  - three of his or her main activities or responsibilities in the organisation they work for or in which he/she is actively engaged.
  - three of the main responsibilities of the opposite sex in the organisation they work for or in which he/she is actively engaged.
4. Form groups of 5 or 6 persons each, of women only and of men only. Let them exchange about their responsibilities. Ask one group to prepare a role play in which they perform the tasks of the opposite sex at home. Ask another group to prepare a role play in which they perform the tasks of the opposite sex for the work situation (organisation). The remaining participants will be observers.

5. Let the group show the role play about the home situation. Discuss afterwards how the players felt about the tasks they performed: what did they like, what not, would they like to change responsibilities with the person of the other sex, why (not). Ask the observations and views of the observers. Distinguish between the three categories of activities (production, reproduction, social/community related).
6. Let the group show the role play about the work situation. Discuss afterwards how the players felt about the tasks they performed: what did they like, what not, would they like to change responsibilities with the person of the other sex, why (not). Ask the observations and views of the observers. Distinguish between the three categories of activities (production, 'reproduction', management).
7. Relate the role plays and the views expressed with the 'theory': the gender division of labour. Discuss why differences between men's and women's tasks and responsibilities at home and in the work situation exist. Point at the consequences of these differences: the different opportunities open to men and women due to the division of labour and responsibilities between men and women. Ask the participants' opinion about the inequalities in opportunities.
8. To finalise, ask the participants what they have learnt from the assignment. Hand out copies of text of sub-section 1.2 or do this after you have done assignment 4 and 5.



## Assignments Gender equality and related concepts

### Assignment 4: How women's and men's tasks and responsibilities in society are valued

Aims of the assignment: at the end of the session the participants understand that

- a) Different values are attached to activities of men and of women in society
- b) These different values attached to men's and women's activities affect their opportunities to develop themselves and to contribute to community and societal welfare.

Target group: NGOs/CBOs, local (semi-)government organisations, men and women in the communities

Time needed: about 60 minutes

Method: discussion in small groups, sharing and discussion in the plenary

Materials required: whiteboard or flipchart, marker; notebooks, pens. Copies of text section 1.2 if they have not been handed out yet. Copies of the handout 1

Steps for the trainer/facilitator:

1. Preparation: Read sub-section 1.2 especially the part on valuation of men's and women's activities and behaviour. Think about possible consequences of the differences in valuation of women's and men's behaviour to properly facilitate the discussion at the end.
2. Explain that the assignment builds on the previous assignment about activities and responsibilities performed by men and women in society. It promotes discussion about why women and men are involved in certain activities and do not carry out others.
3. Form small groups. You can choose to form women and men only groups or mixed groups. If the participants feel free to express their views regardless their sex and all take views of others serious form mixed groups. Give the hand out and ask them to fill in which activities are done by men, by women, or both – the discussion should not exceed 20 minutes.
4. In the plenary ask at random the opinions about each activity. Discuss why the situation is as it is and if the participants feel it is desirable. Note that men and women are not homogenous. In socio-economic or ethnic groups women perform work which is not done in other groups. For example, women heading households often perform agricultural tasks which are common to men; women of lower socio-economic classes work in the field or factories while women of higher socio-economic classes do not.
5. To finalise, ask the participants what they have learnt from the discussions. Hand out text section 1.2 if they do not have it yet.

## Assignment 4

### Handout 1: List of activities performed by men and/or women

Assignment: Indicate which activities are performed by men, women or both in the table below

Activities	Men	Women	Both
Construction work			
Household activities			
Supervising nurseries			
Cooking			
Working in the mines			
Working in oil fields			
Repairing cars			
Agriculture			
Sewing			
Driving heavy trucks			
Driving a taxi or microbus			
Maintenance of electrical devices			
Irrigation			
Carpentry			
Plumbing			

## Assignments Gender equality and related concepts

### Assignment 5: How women's and men's tasks and responsibilities in the work situation are valued

Aims of the assignment: at the end of the assignment the participants understand that

- a) Different values are attached to behaviour of men and of women in the work situation
- b) These different ways of attaching values to men's and women's behaviour affect the opportunities to develop oneself and to contribute to community and society welfare.

Target group: men and women staff of NGOs/CBOs, local (semi-)government organisations

Time needed: about 80 minutes

Method: statement game; reflection in small groups, sharing and discussion in the plenary

Materials required: whiteboard or flipchart, marker; notebooks, pens. Copies of the handout 2. Copies of text section 1.2 if they have not been handed out yet.

Steps for the trainer/facilitator:

1. Preparation: Read the statements thoroughly and anticipate how the participants could react on the statements. Think about possible consequences of the differences in valuation of women's and men's behaviour to properly facilitate the discussion at the end.
2. Explain that the discussion will focus on behaviour of men and women in an organisation, how people tend to look at behaviour and the consequences of people's perceptions. Use will be made of statements to encourage sharing of experiences and discussion Form small groups, preferably men only and women only.
3. Give each group the handout with statements and ask them to discuss
  - Whether or not the statements (could) reflect the reality of their own work environment.
  - What the consequences are or could be of those situations that they recognise in their own work environment.
4. In the plenary discuss the most striking observations of the groups. Pay attention to the reasons behind the stereotyping, the impact on opportunities to develop oneself and to contribute to community and society welfare. Discuss what could be done to change values and beliefs. End with a definition of gendered valuation of tasks and responsibilities.
5. To finalise, ask the participants what they have learnt from the assignment. Hand out copies of text section 1.2.

## Assignment 5

Handout 2: He works, she works, but what different impressions they make <sup>9</sup>

The family picture on HIS desk: Ah, a solid responsible family man	The family picture on HER desk: Hmm, her family will come before her career.
HIS desk is cluttered: He is obviously a hard worker and a busy man	HER desk is cluttered: She is obviously a disorganised scatter-brain.
HE is talking with colleagues: He must be discussing the latest deal/ policy guideline.	SHE is talking with colleagues: She must be gossiping.
HE is not at his desk: He must be at a meeting.	SHE is not at her desk: She must be in the ladies room.
HE is not in the office: He is meeting customers/clients	SHE is not in the office: She must be busy with women's things.
HE is having lunch with the boss: He is on his way up.	SHE is having lunch with the boss: She must be flattering him.
The boss criticised HIM: He will improve his way up.	The boss criticised HER: She will be very upset.
HE got an unfair deal: Did he get angry?	SHE got an unfair deal: Did she cry?
HE is getting married: He will get more settled.	SHE is getting married: She will get pregnant and leave.
HE is having a baby: He shall need a raise.	SHE is having a baby: She will cost the organisation money in maternity benefits.
HE is going on a business trip: It is good for his career.	SHE is going on a business trip: What does her husband say?
HE is leaving for a better job: He recognises a good opportunity.	SHE is leaving for a better job: Women are unreliable.

<sup>9</sup> Based on Lowitz, 1980, further details unknown.

## Assignments Gender equality and related concepts

### Assignment 6: Men's and women's needs and interests

Aims of the assignment: at the end of the assignment participants understand that

- a) Men and women have different needs and interests due to their specific gender roles and responsibilities
- b) Balancing gender roles and relations is a complex process that requires the involvement of both men and women
- c) Gender does not refer to women but to men and women and concerns their roles and relations.

Target group: NGOs/CBOs, local (semi-)government organisations, men and women in the communities, women leaders.

Time needed: about 3 hours

Method: discussion in small groups, sharing and discussion in the plenary

Materials required: notebooks, pens, whiteboard or flipchart, markers; Copies of Handout 3 and 4. Copies of text sub-section 1.3 and 1.4.

Steps for the trainer/facilitator:

1. Preparation: Read section 1.3 and 1.4 and handout 2 thoroughly. Relate the text to the issues mentioned in the handout to prepare yourself for proper facilitation. The gender wheel will be used at the end of the assignment to link all the elements of the gender concept to each other – therefore, draw the wheel on a flipchart and write each element on a coloured card. Put the flipchart aside till the end of the session. Think about examples fitting the background of the participants to further clarify the elements in the wheel and their inter-relation.
2. Explain to the participants that the assignment will show that gender does not refer to women and women's concerns only. It includes men and both their concerns. The assignment is based on a discussion among Pakistani men. They listed their burdens and privileges as they perceived it. The outcome of their discussion is reflected in the figure in handout 2. Then they discussed how to improve the gender roles and relations for the benefit of the community and society as a whole – two suggestions can be found in the open box at the right side in the figure.
3. Form small groups of men only and women only. Give each group the proper exercise related to this assignment 6 and handout 2. Explain clearly what is expected from them and clarify the issues in the handout if needed. Give them ample time to do the exercise (at least one hour).
4. Back in the plenary let the groups present their results. Facilitate the discussion: pay attention to similarities and differences, discuss how the privileges and burdens of men and of women can hamper development but also can create opportunities for development.

5. By way of summarising present the gender wheel, relating all of the gender elements. Give examples. Make sure that the participants fully understand the different concepts and their inter-relation. Hand out copies of the sub-sections 1.3 and 1.4.
6. To finalise, ask each participant what he/she has learnt from this assignment.

## Assignment 6

### Handout 3: Exercises related to men's burdens and privileges

#### Assignment for the men group:

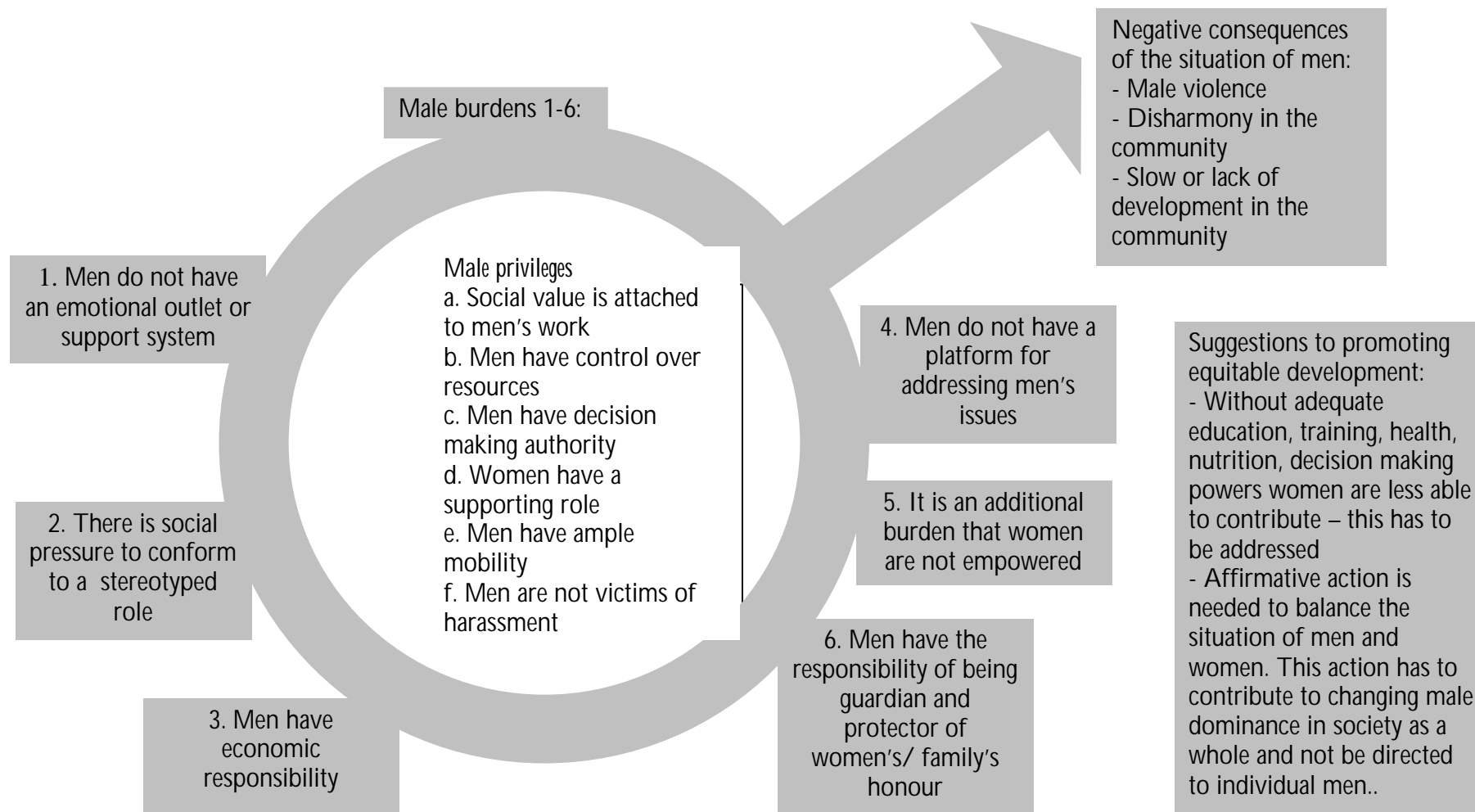
1. Do you recognise the privileges and burdens mentioned by the Pakistani men from experiences in your life?
2. Do you agree with the privileges and burdens – why yes and why no?
3. What more privileges and burdens would you add from your own experiences?
4. Draw the proposed changes and additions of the men's situation on a flipchart.
5. Make a similar figure presenting the burdens and privileges of women in your community
6. What would you suggest to improving the situation of women?
7. Draw the figure of the privileges and burdens of women on a flipchart.
8. Suggest four major points to improve the situation for both men and women (in the box at the right side of the figure you find two suggestions). Write them on a flipchart.
9. Present the main outcomes of the discussion in your group in the plenary.

#### Assignment for the women group:

1. Do you feel that the privileges and burdens of the men correspond with the situation you are familiar with? Why yes, why no?
2. Could more privileges and burdens of men be added based on your experiences?
3. Write the proposed changes and additions of the men's situation on a flipchart.
4. Make a similar figure presenting the burdens and privileges of yourself as women.
5. Draw the figure of the privileges and burdens of women on a flipchart.
6. Suggest four major points to improve the situation for both men and women (in the box at the right side of the figure you find two suggestions). Write them on a flipchart.
7. Present the main outcomes of the discussion in your group in the plenary.

## Assignment 6 - Handout 4: Men's burdens and privileges: an example

The figure below is the outcome of a discussion among Pakistani men. It reflects what they perceive their privileges and burdens. It also indicates what they consider negative consequences for their community. It includes some of their suggestions to improve the situation.





## Assignments Gender equality and related concepts

### Assignment 7: Gender gaps and gender equality

Aims of the assignment: at the end of the assignment the participants

- a) Know what is meant by gender gaps
- b) Understand about ways to reduce the female-male gaps
- c) Know what is meant by gender equality
- d) Have defined what gender equality means in the situation of their own community and organisation

Target group: NGOs/CBOs, local (semi-)government organisations, men and women in the communities, women leaders.

Time needed: about 3 hours

Method: discussion in the plenary, panel discussion

Materials required: notebooks, pens, whiteboard or flipchart, marker; Copies of text section 1.5. Copies of handout 5.

Steps for the trainer/facilitator:

1. Preparation: read sub-section 1.5. Prepare the panel discussion: check if the proposed statements in handout 4 fit the level of understanding of the target groups – if not adjust them, make new statements, select a few in case of time constraints, etc.; anticipate the possible arguments to properly facilitate the panel discussion; prepare the room. Decide if you want to write the questions about gender equality (point 7) on a flipchart or if you want to make a handout – if so prepare the handout and make copies.
2. Explain that the assignment is meant to increase understanding about a key concept: gender equality. It relates to gender gaps. Both will be discussed in this session in the plenary and through a panel discussion.
3. Discuss the concept gender gap involving the participants and illustrate with table 1 in sub-section 1.5. Hand out copies of the text section 1.4 to the participants.
4. Ask four or five volunteers among the participants for a panel discussion about a few statements on gender gaps. Each panel member chooses a few other participants to assist in the preparation – give 20 minutes preparation time. Hand out the statements.
5. Facilitate the panel discussion (20 - 25 minutes) and ask inputs of the other participants at certain instances during the discussion. Afterwards give your own views.
6. Next discuss the concept gender equality in a participatory way. Write a definition on a flipchart which covers the comments of the participants (see also the dictionary in section 1).
7. Explain that the meaning of gender equality has to be made specific to a certain situation and group. Only then is it possible to try to realise gender equality. Form small groups to discuss the following questions. You can write them on a flipchart or make copies to hand out:

- I. What does gender equality mean in concrete terms related to the situation in your community:
  - Changing the division of labour or/and
  - Changing values about men and women and the tasks and work they do or/and
  - Changing the access men and women have to resources, etc. or/and
  - Changing power relations or ....
  - Fill in yourself: ...
  - Give a concrete example or examples!
  
- II. What does gender equality mean in concrete terms related to the situation in the organisation in which you are engaged:
  - Changing the division of labour or/and
  - Changing values about men and women and the tasks and work they do or/and
  - Changing the access men and women have to resources, etc. or/and
  - Changing power relations or ....
  - Fill in yourself: ....
  - Give a concrete example or examples!
  
8. Discuss in the plenary the outcomes of the group discussion. Make sure that the participant come with concrete suggestions on gender equality. Check if they have well understood gender gaps and gender equality. Ask the participants what they have learnt from the assignment.

## Assignment 7

### Handout 5: Statements for discussion

1. It is a good development that the percentage of women professional and technical staff is increasing, but there is no need to promote them to decision making positions.
2. In decision making processes in CBOs/NGOs or government organisations women (staff) should deal with social issues such as health and care, men with technical and financial issues.
3. The existing gender gap concerning labour force participation in Egypt should be reduced as fast as possible: consistent actions at all levels should be made to allow women to undertake paid labour.
4. In decision making bodies from community to national level a fixed quota for women representation should be set to ensure that women's issues are brought forward.
5. Every organisation should remove barriers for women to work in their organisation such as providing child care facilities, adjusting the length and timing of meetings to allow women to attend to domestic tasks after work, using women-friendly language, appreciating women's efforts, and the like.

## Assignments Gender equality and related concepts

### Assignment 8: Empowerment and Gender and Development

Aims of the assignment: at the end of the assignment the participants understand

- a) what is meant by empowerment, more particularly women's empowerment
- b) the importance of women's empowerment
- c) the difference between a WID and GAD approach
- d) several ways how empowerment of women and men can be promoted
- e) several ways how gender equality can be promoted
- f) what is meant by gender perspective and gender sensitivity

Target group: NGOs/CBOs, local (semi-)government organisations, women leaders. (optional: men and women in the communities).

Time needed: about 6 - 7 hours

Method: discussion in small groups, case study, sharing and discussion in the plenary

Materials required: notebooks, pens, whiteboard or flipchart, markers. Copies of handout 6 and 7. Copies of text section 1.6 and 1.7.

Steps for the trainer/facilitator:

1. Preparation: read the text of sub-section 1.6 and 1.7 and the handout well. Prepare yourself on how to facilitate the discussion on the concepts central in the assignment: empowerment, gender equality and gender perspective and gender sensitivity as well as the WID and GAD approach. Prepare some energisers to do in between the steps of this long assignment!
2. Explain that the Egyptian government and Developmental NGOs undertake many efforts to enhance development and to reduce poverty. This assignment is meant to increase insight into development interventions contributing to empowerment and gender equality. Check if the participants still understand what gender equality is (assignment 7). Inventorise briefly some meanings of empowerment and then refer further to the assignment which is done in small groups.
3. Form small groups and ask the participants to discuss the following questions about empowerment (they can be written on a flipchart or copies can be handed out) – take maximum 40 minutes for this group work:
  - What does empowerment mean?
  - Is there a difference between men's empowerment and women's empowerment?
  - What are arguments in favour of and against aiming at women's empowerment?Let them write the answers in a notebook for exchange in the plenary.
4. Discuss in the plenary the outcomes of the group discussions. Write down a definition of empowerment on a flipchart which is understood by all participants (see also the dictionary). Explain that empowerment is part of the GAD approach - explain what is meant by this approach and how it differs from the WID approach. Hand out copies of text section 1.6.

5. Do an energiser and/or give a break.
6. Next, explain that a case study will be used to further increase understanding about gender equality and empowerment. In the same small groups the participants are asked to discuss the questions:
  - What examples of empowerment do you find in the case study?
  - To what extent do you feel that gender equality has been realised in the case study?
  - From your experiences what could you suggest to promote empowerment and gender equality to the NGO implementing the programme of the case study?Hand out the copies of handout 5: case study.
7. Do an energiser after the group work and/or give a break.
8. Discuss the outcomes of the groups in the plenary. Make sure that the concept empowerment and gender equality are well understood.
9. Do an energiser and/or give a break
10. Summarise the knowledge and understanding gained in the different assignments which the participants have done in the training. Refer again to the gender wheel and relate gender equality to the wheel. Explain what is described in sub-section 1.7 about gender perspective and gender sensitivity. Write the definitions on a flipchart.
11. By way of evaluation, ask each participant what has been most important to him or her in the training, for instance, proper understanding of a certain concept, an eye opener, relations between concepts, or whatever they feel is important to them, etc. Do not allow anybody to give judgements about the views of others, but to respect what is being said.

## Assignment 8

### Handout 6: Questions for group discussion on empowerment and gender & development

#### PART I

Answer in your small group the following questions:

- A. On empowerment:
  - a) What does empowerment mean
  - b) Is there a difference between men's empowerment and women's empowerment
  - c) What are arguments in favour of and against aiming at women's empowerment?

#### PART II

1. Read the case study.
2. Discuss in your small group the following questions. Write the answers on a flipchart to be presented in the plenary.
  - a) What examples of empowerment do you find in the case study?
  - b) To what extent do you feel that gender equality has been realised in the case study?
  - c) From your experiences what could you suggest to promote empowerment and gender equality to the NGO implementing the programme of the case study?

## Assignment 8

### Handout 7: Case study on Changing gender roles and empowerment due to a project intervention<sup>10</sup>

In two small towns at the eastern banks of the Nile CEOSS has been implementing a project. It aimed at improving the living conditions of the population and increasing the ability of farmers to develop solutions to the problems they face in their daily life. Families live in two or three story houses, densely packed in narrow streets.

At the start of the project a needs assessment was carried out in which both men and women actively participated. The most important problem women faced was the disposal of the household waste and garbage, while men farmers gave priority to reducing the cost of chemical fertiliser. In these towns cattle are kept inside the home and there is little or none organised collection or disposal of manure, stable or household waste. Each day women bring soil from the fields to dry the stable. The manure produced – which is of low quality - is brought to the fields by the men. Daily women dump their household waste beside the river or along the irrigation and drainage canals.

Men's groups and women's groups were set up to discuss how to address the problems and how to take action. The women's groups decided to collect manure, straw and urine from the stable and to combine it with organic waste and kitchen ash in a pit prepared in the stable itself. This innovation proved highly successful in different respects. For the women, it saved them a lot of time in going to the fields, making the manure and dumping the household waste outside. They were relieved of their daily task to clean the animals in the river because the stables were cleaner. Additionally, cleaner stables and animals made it possible to collect much cleaner milk which benefited both animal and human health.

Men profited because they did not have to carry manure to their fields everyday anymore. Also, less weeding work was required. The richer manure increased the yields slightly, but very importantly, costs of chemical fertiliser were reduced. Apart from these benefits there were environmental benefits: streets, canals and other waterways are less polluted.

In other words, these changes in the age-old system of cattle, waste and manure had important gender implications. The existing division of labour in the household did not change. However, women engaged in a new activity: the building of the improved stable with a pit to collect garbage and manure with the help of their husbands.

Women also started to play an important role in discussions and decision making. Many women developed skills in dialogue, analysis and problem solving, while a number of them developed leadership and management skills.

This all certainly had an impact on their position in the community. Not only women's self-esteem increased. The women's groups were also recognised in the community as focal points for other developmental activities, such as related to health issues. Over time, more and more women joined the groups. In some groups discussions started about issues and roles of the women in the community, the sharing of decision making at home and in the communities.

Women were more empowered, but the men farmers too felt they had learnt new skills and abilities to act themselves and to cooperate in well-functioning groups.

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10 Sources: Ashraf Naseh and Semeh Seif. 2001. Case study on Agro-Environmental Pilot Project 1996 – 1998. CEOSS.

## Section 2: Gender Sensitive Good Governance

In this section the concepts governance and good governance are discussed: what do they mean and why is it felt important to pay attention to them. We 'unpack' the concept good governance and discuss its different key characteristics: participation, consensus orientation, transparency, rule of law, accountability, responsiveness, effectiveness and efficiency, equity and inclusiveness. Each characteristics is examined from a gender perspective to understand the full meaning of good governance.

A dictionary with short definitions of the concepts and a list of literature for further reading are attached at the end of the text section. In the text reference is made to assignments to increase understanding of the concepts discussed. The assignments can be found in the second part of the section preceded by guidance to the trainer.

### 2.1 The concept governance

There is a number of definitions of governance all pointing to certain features.<sup>11</sup> Let us 'unpack' the concept in smaller pieces:

- A focus on decision making processes and the processes by which decisions are implemented.
- Decision making concerns the management of a country's economic and social resources. In other words: the allocation, delivery and use of services and public utilities to groups in society – from water and electricity to education and employment opportunities.
- A large variety of organisations at different levels deals with this allocation, delivery and use – from ministry level to CBOs. Three major stakeholders can be distinguished: the state institutions (central ministries and local government), private sector and civil society organisations.
- Governance includes policy making, planning and development of programmes. The allocation, delivery and use of public utilities and services to citizens is based on these policies, plans and programmes.
- "Management of a country's economic and social resources" concerns various aspects: from political, administrative and legal aspects to economic and social aspects.
- Governance comprises institutions<sup>12</sup>, mechanisms and processes to arrive at decision making and to implement the decisions made. Examples are legal systems, procedures, rules and regulations, bylaws, to mention a few.
- Additionally, governance includes mechanisms, processes and institutions to allow citizens to influencing decision making. For instance, consultations, elections, etc.

In this manual we follow UNDP's definition of governance 'the manner in which power is exercised in the management of a country's economic and social resources for development'. Governance applies to all organisations, government and non-government, public and private.

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<sup>11</sup> For sources: see 'Further reading' at the end of the text session.

<sup>12</sup> In most cases we use the term institution when referring to long established and widely accepted laws, customs, norms and values which shape the way a society or an organisation operates. Examples are Common Law, taxation, land tenure, the Supreme Court, the family, marriage, etc. To avoid confusion we use the term organisation as much as possible to indicate structures of recognised and accepted roles.



Each of them makes decisions about resources within their specific mandate and area of operation, but influenced by other organisations.

The power or decision making processes take place at different but interdependent levels: international, regional, national, local, community level. Even the household or family level should be included since resources are allocated between men and women, young and old. This allocation is influenced by local or national policies, such as social policies, tax systems. The intra household allocation does not always take place on equitable terms, for instance, when men are reluctant to financially contribute to household and child maintenance. Governance does not only refer to financial issues, but also to women's and children's well-being. This concerns, for example, adequate nutrition, rest and freedom from violence and abuse.

## 2.2. The concept good governance

Governance does not guarantee that all citizens or all clients of an organisation equitably benefit or that resources are managed in a sustainable way nor that the human condition improves. It requires 'good' governance to ensure equitable and sustainable human development. Good governance means that management of a country's economic and social resources takes place in such a way that the needs and concerns of the different stakeholders (and society as a whole) are met, while making the best use of resources. Human development places people – men and women – at the centre of the development process. Apart from sustainable use of resources good governance, therefore, includes attention to human, i.e. men's and women's rights.

Good governance calls for careful balancing between the interests of different stakeholders. The broader the consensus about priorities the better economic and social resources are managed to the benefit of all concerned. This applies to a specific organisation and to a country as a whole.

At the national level the three major stakeholders, the state, private sector and civil society have their different interests and priorities. Evidently, each has in mutual interaction a role to play towards good governance. As the Economic Commission for Africa (ECA) puts it: "Governments have a role promoting economic efficiency by improving governance and making markets work. They have to put in place solid strategies for development, providing information to engage the widespread involvement of the people at all levels, devising incentive structures that work for most people, not just a few. (...) Governments also have to pay attention to a broad social agenda, providing free basic education for all, developing agriculture, protecting the environment, formulating appropriate population policies." The effectiveness of government policies and measures depends on the support and cooperation of the private sector and civil society organisations. Civil society organisations such as NGOs and CBOs can be seen as alleys of citizen's participation. They contribute to good governance by bringing the views, interests and needs of people to the fore, by mobilising public opinion and by organising action.

Decision making processes have to be participatory in order to identify the needs and concerns of different stakeholders. More especially, the voices of the poorest and the most vulnerable men and women have to be heard. Citizen's participation in decision making processes is seen as a critical element in good governance. Nowadays, it is more and more considered a right of citizens to play a role in decision making about issues which affect their lives. Citizens are not only seen as 'users or choosers' of services but as 'makers and shapers' being active agents with agency.<sup>13</sup> People, therefore, need to have access to the institutions and processes to articulate their interests

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<sup>13</sup> This terminology is adopted from Andrea Cornwall and John Gaventa. 2000. "From users and choosers to makers and shapers: repositioning participation in social policy" in: IDS Bulletin 31 (4): p.50-62

and concerns. From government organisations it requires flexibility and commitment to offer citizens the opportunity to improve the design and implementation of public programmes and policies. Evidently, it will contribute to better delivery of services, and, moreover, to increased ownership.

Nowadays, good governance figures high on the agenda of most governments, the international organisations and many private and civil society development organisations. It should be noted that good governance is an ideal situation. Due to its complexity and its multi-faceted nature it is difficult to realise it. Moreover, good governance is not a static, fixed situation of how an organisation or government exercises power – it is part of a dynamic environment. Good governance could best be perceived as a continuum with increasing degrees of participation, transparency, and other core characteristics, which we will discuss later in this section.

### 2.3 Why emphasis is put on good governance

Since the end of last century governance has been widely discussed. At different levels – internationally, nationally, locally – people expressed concern about the slow and at times disappointing effects of interventions to reduce poverty and to realise sustainable and equitable human development. Critical comments were made about the relation between the public and the public administration. The limited participation of the public, especially the poor and marginalised, on the one hand and the lack of accountability of the administration to the public on the other hand were criticised. Civil society organisations were questioned about who they represented, their accountability towards their ‘constituency’ and the extent to which they involved their constituency in their management. Private sector organisations were pressured to become more transparent and to better inform their stakeholders.

The term ‘good governance’ came into use to indicate that other ways of steering and controlling had to be pursued to ensure that people socially and economically benefit. Efforts were being made to reform the public administration and the government institutions. It included reform of legal, electoral, political and other systems. Additionally, decentralisation and citizen’s participation were being promoted. Capacity building was encouraged in order to improve the internal governance of government organisations. Private and civil society organisations also became more concerned about their internal governance and developed mechanisms and processes to increase their accountability, transparency, and the like.

As Box 5 illustrates good governance appears high on the agenda of the Egyptian government with its focus on decentralisation.

### BOX 5: The Egyptian government and good governance<sup>14</sup>

The Egyptian Government gives high priority to governance improvements as one of the key mechanism to reduce poverty and promote equitable development. Reduction of poverty and increasing income-distribution-justice is one of the six goals of the Socio-Economic Five-Years National Development Plan 2002 -2007. Although figures show clear reductions in the levels of poverty (23% of the Egyptian population in 1996 to less than 17% in 2001<sup>15</sup>) there is still much to gain, both in the income and non-income dimensions of poverty (such as literacy, health, etc.) and in terms of equity.

Section 1.4 in this manual pointed to the gender gap with regard to development and growth: men and women do not equally take part and benefit. The Government makes concerted efforts to narrow the gender gap in education through increasing the educational opportunities for women.

The commitment to good governance is evident in the Fifth National Five-Year Plan for 2002-2007, which promotes decentralisation in decision making and community participation. One of its objectives is a higher degree of decentralisation in decision making processes with effective civil society participation. Another objective refers to developing participatory planning methods. The Egypt Human Development Report 2004, a joint effort by the Institute of National Planning, Egypt and the UNDP, titled 'Choosing Decentralisation for Good Governance' illustrates the high priority given to the issue of good governance.

Ø To increase understanding about the importance of good governance go to assignment 9 and 10

## 2.4 Why good governance includes gender equality principles

As we have discussed above good governance includes citizen's participation in decision making. Generally, women have less opportunity than men to take part in decision making processes due the existing norms and values in societies. Therefore, special efforts have to be made to allow women to participate on equal terms with men. But why is women's voice and participation in decision making processes at national, local, community or household level requisite? We have selected four major arguments.

- Women's participation is essential to achieve development for all: Women are not concerned about women's issues only but about development in general. Women's issues are essential human concerns to the same extent as men's issues are critical human concerns. It needs women and men together to bring about development from the household to the national level. Policy and programmes development and implementation will miss the key issues to address and can even become a failure if the different priorities and experiences of women and men are not taken into account.
- Justice: Women constitute half of the population of any country. It is unjust when their voice is not heard and when they are not part of the decision making bodies. Organisations who claim to represent the population or a community are only legitimate if they involve women

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<sup>14</sup> See [www.egypt.gov.eg](http://www.egypt.gov.eg) for information about government programmes, plans and reports. On the site (link) [www.mop.gov.eg](http://www.mop.gov.eg) : The Follow-up report of the Socio-Economic Development Plan for the Year 2003/2004. October 2004, of the Ministry of Planning gives recent details of progress made. Handoussa, Heba. e.a.. 2004. Egypt Human Development Report. Choosing Decentralization for Good Governance. UNDP and The Institute of National Planning, Egypt.

<sup>15</sup> The Ministry of Planning/WorldBank Poverty Reduction Report. June 2002.

and include their concerns in decision making processes. Box 6 refers to women's participation in the political domain in Egypt.

#### BOX 6: Gender inequalities in political power in Egypt

Statistics show that formal political power lies in the hands of men. Since 1956 Egyptian women received the right to vote and to stand for election. For the October 2000 Parliamentary elections the NDP placed 11 women on the party list of 444 candidates. While the first woman was elected in 1957, women occupy only 2,4% of the seats in the parliament (11 women, most of them appointed) and 5.7 % in the senate (2004) and women in government at ministerial level form 6.1% of the total (2001). In the 2002 local elections, 774 women won seats for local government councils, 750 of them were NDP candidates.

- Equality: When power is shared unequally resources and services tend to be shared unequally, a situation which is felt as not desirable. The consequences of this maldistribution are, for example, evident in the high numbers of women illiterates and high number of women living in poverty. Many more of these gender gaps exist, which are felt unacceptable. Women and men should have equal rights, voice, responsibilities and opportunities in societies, at work and in the home - what is called gender equality, see section 1.5. We also mentioned there that Egypt, as most other countries, has ratified international frameworks for promoting women's rights.
- Change of political agenda: Women themselves want to participate in decision making processes that affect them, their families, their communities and their country. Women are active in women's groups and women's organisations and support each other to realise a better society. There are numbers of examples which show the importance of women's involvement in national decision making in achieving good governance. Box 7 gives illustrations.

#### BOX 7: Examples of how women changed the political agenda

- In some countries women succeeded in changing the political agenda by putting women's issues on it such as social services, child care, reproductive rights, women's land rights, violence against women. They managed to get targeted or earmarked budget allocations for women.
- Due to women's involvement gender terminology is now generally used in policies, legislation, in the media and so on. Also the perception of what is public and what is private has changed. Domestic violence is not anymore a private matter, rape is not a problem of women only but considered a gender issue.
- Women who participate politically and lead public lives have, in some countries, managed to impact on the way that women in general can and should be referred to. This, in part by becoming involved in areas which were traditionally seen as 'men's affairs', or 'hard politics' (e.g. defence, finance, foreign policy), as well as insisting on redefining and prioritising 'soft' issues such as welfare, maternity leave, and education.
- Research about corruption shows that women are less likely than men to behave opportunistically, thus bringing more women into government may have significant benefits for society in general. (Dollar, 1999).
- A survey of the Inter-Parliamentary Union showed that politics became more responsive to the people's needs in general and to women's needs in particular, and showed a move towards true gender equality. It led to better democracy, increased transparency and improved governance. With a more human and gender-sensitive political approach citizens got more confidence in politics. Women also noticed a change in political and parliamentary language and mores. (IPU, 2000).

- The creation of specialised organisations, or setting up departments or groups within institutions which develop, monitor and implement gender-equality. The Egyptian National Council for Women is an example of such an institute.

These examples are taken from: Evertzen, A. 2001 and UNDP. 2000.<sup>16</sup>

Ø To better understand the relation between good governance and gender equality go to assignment 11

## 2.5 Gender sensitive good governance

Efforts have to be made to balance inequalities between women and men in order to realise good governance. The following questions are important to ask when promoting good governance:

- Ø Do men and women have the same access to decision making process
- Ø Do men and women have the same opportunities to take part in these processes
- Ø Are men's issues and women's issues getting the same attention in decision making processes
- Ø What are the implications of any unequal participation and unequal attention to critical issues expressed by men and women
- Ø What are obstacles and opportunities for changing inequalities
- Ø How can inequalities between men and women with regard to participation and sharing of benefits be overcome.

We have called this way of looking at good governance a gender perspective, leading to gender sensitive good governance. We have seen in section 1 that such a gender perspective is important, because it helps to enhance gender equality. Box 8 gives characteristics of gender sensitive good governance as developed by UNIFEM Pacific.

### BOX 8: Characteristics of Gender Sensitive Good Governance

The characteristics listed are inter-related and mutually reinforcing, so cannot stand alone. They represent the goals of all societies where good governance is desired.<sup>17</sup>

- Participatory, with all men and women having a voice in decision-making. Broad participation is built on freedoms of association and speech, as well as capacities to participate constructively and effectively.
- Legitimate and acceptable to all men and women.
- Promotes equality: all men and women have opportunities to improve their well-being.
- Promotes gender balance.
- Tolerates and accepts diverse perspectives.
- Able to develop the resources and methods of governance.
- Able to mobilise resources for social purposes.

<sup>16</sup> Referred sources: Dollar, David, Raymond Fisman & Roberta Gatti. 1997. Are women really the 'fairer' sex? Corruption and women in government. Policy research report on gender and development, working paper series, no. 4. World Bank. <http://www.worldbank.org/gender.prr/workingp.html> ; Inter Parliamentary Union. 2000. Politics. Women's insight. IPU Reports and documents, no. 36. Geneva

<sup>17</sup> Source: UNIFEM, 2000. Women and Political Empowerment Manual. UNIFEM Pacific. [www.unifempacific.com/resources/publications/pol\\_empower/good\\_gov2.htm](http://www.unifempacific.com/resources/publications/pol_empower/good_gov2.htm)

- Efficient and effective use of resources so that processes and institutions produce results that meet the needs while making the best use of resources.
- Able to define and take ownership of national solutions.
- Strengthens indigenous mechanisms.
- Sustainable.
- Engenders and commands respect and trust.
- Ensures accountability so decision makers in government, the private sector and civil society organisations are accountable to the public as well as the institutional interests.
- Transparency, which is built on the free flow of information.
- Ensures honesty and integrity.
- Enabling and facilitative and responsive so that institutions and processes try to serve all sections of society.
- Regulatory rather than controlling.
- Able to deal with real life issues.
- Service oriented.
- Consensus oriented.
- Able to deal with ethical and moral issues.
- Removes all structural impediments to full participation by all.

Ø To improve understanding of the gender sensitive good governance go to assignment 12

## 2.6 The key characteristics of good governance

Good governance is often characterised by eight core characteristics:<sup>18</sup>

- a) Participation
- b) Consensus orientation
- c) Transparency
- d) Rule of law
- e) Accountability
- f) Responsiveness
- g) Effectiveness and efficiency
- h) Equity and inclusiveness

Below we discuss each characteristic one by one, although they are closely inter-linked. We pay special attention to the gender perspective to highlight the inter-relation between good governance and gender equality.<sup>19</sup> We remind the reader that this section focus on 'what is' and does not discuss 'how' to promote good governance with its different characteristics – that is the topic of section 3.

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<sup>18</sup> For sources: see 'Further reading' at the end of the text section

<sup>19</sup> For sources: see 'Further reading' at the end of the text section

## 2.7 Participation with regard to good governance

Participation with regard to governance refers to involvement of stakeholders in decision making processes about how economic and social resources are being allocated, delivered, used and maintained.

In decision making processes in organisations different stakeholders are involved – from within and outside the organisation. Some play a formal role, others an informal role or influence decision making behind the scenes. We can think of the Board of Directors, executive directors, managers at middle and other levels, staff at different levels, to mention the most common groups connected with an organisation. People from outside, such as clients, the constituency of the organisation or village elders, may have a formal role in decision making – as is the case in some NGOs/CBOs - or they can indirectly play a role. Customers can influence decision making through their purchasing behaviour: if they do not like a product and another product is available, they may go for the alternative option.

In a situation of good governance efforts are made to involve different categories of stakeholders in decision making. Important questions of participation with regard to good governance are

- who have access to decision making processes and who not
- who can and who cannot influence decision making
- who take final decisions.

Not only the question about ‘who’ is important, also the extent to which these people are involved in decision making processes matters. Table 3 lists five degrees of participation commonly distinguished in decision making processes.

Table 3: Degrees of participation in decision making processes

1. Passive participation:	Stakeholders listen and are being told what is going to happen by those who take decisions or by people delegated by decision makers. This happens, for instance, in gatherings organised for information sharing or during demonstrations of certain technologies.
2. Participation in information giving:	Stakeholders answer questions. Decision makers use the answers for decision making. Surveys, questionnaires or interviews are examples of such participation.
3. Participation by consultation:	Stakeholders are asked to express their opinions and views on certain issues in the presence of decision makers or people delegated by them. It can lead to changes or modifications of draft policies, plans, programmes, regulations, etc.
4. Participation by taking part in analysis and agenda setting, also called “interactive participation”:	Stakeholders are actively involved in analysing problems and situations which leads to an agenda for further discussion and action.
5. Participation in decision taking:	Stakeholders take final decisions. They may be involved in planning, monitoring or evaluation as well.

Why certain people or groups have more influence than others in decision making depends on the type of organisation and on the process of decision making itself: to what extent is it participatory? It also has to do with characteristics of the people involved in the process: to what extent are they interested or able to participate? In Box 9 we provide more details.

## BOX 9: Factors influencing the extent of stakeholders' participation in decision making

### Ø Factors related to the type of organisation

- Its mandate: does it make sense that outsiders take part in decisions, for example
- Its traditions of involving different groups of people in decision making
- Its norms about who could play a serious role in decision making processes: only leaders or (also) men and women of the community
- Its mechanism and procedures to allow people to take part
- Its capacities to involve groups within or outside the organisation
- The dominant leadership style: directive, participatory, and the like.

Organisations adhering to good governance have mechanisms and procedures to encourage different groups of stakeholders to express their views. Their leaders invite staff to bring their views forward.

### Ø Factors related to the process of decision making

- The manageability and feasibility to involve different groups in such processes
- The human, financial and material resources involved. Participation costs time and money!
- The capacities to guide participatory decision making
- The room which exist or which can be created to express different views
- The extent to which different opinions are being taken serious
- The extent to which organisations allow rotation of power, and the like.

Organisations with good internal governance have certain democratic and participatory standards and procedures to increase influence of their staff, members or clients. Moreover, other organisations can influence the space for participation in a particular organisation. Over time, influenced by the overall debate on good governance many government organisations have adjusted their mechanisms to allow more public's say in their matters.

### Ø Factors related to the stakeholders concerned

People will have different motivations to participate:

- An interest/stake in the issues on which decisions are being made
- Willingness to take part or to take action: some people are more willing than others to become active
- Possible benefits or rewards: material, social status, influence or claim making power.

Opportunities to take part will vary depending on :

- Stakeholders' skills, capacities and time available to be/become involved
- Their extent of power to access the process and/or to act and to take effective responsibility
- Their gender, and the like.

## Participation, representation and legitimacy

Participation in decision making processes is related to the issues of representation and legitimacy. Representation means that certain individuals or groups (representatives) act or speak on behalf of others. Key questions are how accessible representative bodies are for all categories of the public and, if they are 'closed' to certain groups, to what extent these bodies can become more open and democratic.



In the context of good governance representatives:

- will be elected or appointed based on clear criteria and following agreed upon procedures
- should bring forward and defend the concerns and interests of their constituency, but at the same time work towards consensus building (see below)
- account for their actions to their constituency.

The more open decision making bodies are and the better they represent the needs and concerns of their constituency the more authority they will have.

Participation and representation with regard to gender sensitive good governance means that:

- ∅ Women staff or members of the constituency have equal access as men to information meetings, consultations, workings groups, decision making bodies, advisory groups, and the like,
- ∅ Women have equal opportunity as men to take part in decision making processes.

A closer look at the participants actively involved in decision making processes learns us that women often take less than men part in influencing decision making or decision taking. Women face obstacles related to societal norms and values about appropriate women's behaviour and about their responsibilities. Box 10 summarises barriers and disincentives from all over the world.

#### BOX 10: Barriers and disincentives for women's participation in decision making processes

- Image of roles of men and women: men contrary to women are supposed to be in control of the public and (mostly) of the private sphere, thereby disqualifying women. Politics and leadership are seen as a men's affair.
- Due to this image of women, women in decision making bodies or committees have to prove themselves twice as much as their male counterparts
- Women in decision making positions are often attacked, because they are seen as too assertive and showing 'inappropriate behaviour'
- Self-image of women: many women do not feel that they have the capacities and the courage to play a role in decision making
- Fear: the public and private forms of violence exercised by men against women operate as threats.
- Women's different roles, working and care taking with their many responsibilities, are often conflicting and prevent women from taking an active role in decision making processes
- Women's lower level of education, professional experience, income and time available disadvantage women as compared to men.
- Lack of female role models and mentors does not encourage women to enter decision making bodies
- The difficulty to transfer experiences of women to other women because of their small number active in decision making processes, especially at higher levels
- The culture of politics: the masculinity of political parties, the timing of meetings and sessions, the distance of politics from daily realities
- The inaccessibility of men's networks or informal gatherings, which are often important spaces where decision making is prepared. It prevents women to get necessary information and to take part in negotiation
- The culture of bureaucracy, in which men form the majority is felt a not-women-friendly and even intimidating environment for women to work or to make their opinions heard
- Lack of support from women's issues and the lack of understanding about gender issues in male-dominated organisations hinder women's initiatives and involvement.

- Use of masculine terminology in speeches and written material, such as policies, laws, plans, etc. makes women invisible and presupposes that women are included and represented. For instance, 'he' and 'men' could mean 'he and she' and 'men and women'. It can even alienate women.
- The absence from media and opinion polls of women's political voices, views, demands and leadership.

Organisations often place one or a few women in decision making bodies while not giving serious attention to their proposals or issues brought forward. They are not more than a 'token' to show the organisation's gender sensitivity. It is, therefore, essential to have a what is called 'critical mass' of women to give more 'power' to women's voices: a percentage of 30 women or more is needed to make real changes in governance. Even when critical mass is attained, it is important to seek and cement alliances. Many women politicians work together in women teams across political parties, become members of committees or regularly consult women's organisations.

**Representation with regard to gender sensitive good governance** means that certain individuals or groups who act or speak on behalf of others, include the concerns and interests of men and of women. It also requires that women have equal opportunity to become representatives as men.

When sufficient women take part in decision making, it is likely that women's concerns besides men's concerns become part of the agenda. However, there are three critical conditions:

- a) Women need the confidence and capacities to speak out,
- b) Men need to have a positive attitude towards women's participation and inputs
- c) Both need to be critical about the implications of decisions on men and on women and need to be committed to ensure equal benefits for men and women.

Good governance, therefore, requires specific measures from the side of women as well as men to promote women's participation. When it comes to balancing inequalities, it requires two to take action: women cannot move without men and men not without women to creating sustainable and equitable development. More about how to promote participation in section 3.

Ø To increase insight in participation with regard to good governance go to assignment 13

## 2.8 Consensus orientation with regard to good governance

In decision making processes many different stakeholders with as many views and interests are involved. Good governance calls for mediation of these different interests and views to reach a broad consensus on what is in the best interest of the society, the community, or the organisation and on how this can be achieved. We call this an orientation on consensus building with regard to good governance. We can distinguish different levels of consensus.<sup>20</sup>

1. Fully agreeing with the decision
2. Finding the decision acceptable
3. Can live with the decision, but not especially enthusiastic about it

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<sup>20</sup> Based on D. Kelsey and P. Plumb. 1999. Great Meetings: How to Facilitate Like a Pro, in: Veneklasen and Miller.2002. p.314.

4. Not fully agreeing with the decision, but choosing not to block it.

In consensus building people involved should accept that differences in views and perceptions exist. They should work towards settling differences of opinion (reconciliation) or a win-win situation.

Such mediation requires specific mechanisms and procedures. To mention two examples: procedures to allow consultation of organisations representing community interests, and issue-based discussions among senior municipal officials before major council debates take place.

For building consensus a clear and longer-term perspective should exist on what the organisation(s) want to achieve or contribute to and its/their role to be played. Such a perspective is often described in the organisation's mission and vision. It could also be a more issue-based vision: the local government's vision for city development or a strategic vision in women's participation.

**Consensus orientation with regard to gender sensitive good governance** means that

- Ø Women and men have access and opportunities to take part in consensus building efforts. They could be individuals or women's organisations or women's groups.
- Ø Women's issues are addressed to the same degree as men's issues in consensus orientation.
- Ø The implications of decisions on men and on women are considered and efforts made to ensure equal benefits for men and women.

"Good and equitable" consensus orientation requires women representation in the different bodies concerned to bring their interests and views to the fore. Another option is consultation of women. It further needs gender sensitive men and women directly involved in consensus orientation to ensure that women's needs and interests are taken care of.

Concerning a longer-term perspective we can add that such a perspective should include a vision on gender equality in the specific context and a strategy to reach equal voices, rights and responsibilities.

The social and practical obstacles for women's participation and critical conditions mentioned under 'participation' can be repeated for achieving a consensus orientation in which women and women's issues are part and parcel. Additionally, developing a vision on gender equality requires a good understanding of what gender equality means in the specific context of the organisation (see section 1).

## 2.9 Transparency with regard to good governance

Good governance without transparency can never be 'good'. Transparency refers to openness and clarity about what an organisation is doing, how and what it achieves. It concerns all aspects of governance, from the choices made about finances, target groups, etc. to the systems and procedures for implementation and the achievements. Transparency requires that

- Decisions are taken and enforced in a manner that follows rules and regulations set
- Information is freely available and directly accessible to those who will be affected. It helps them understand and monitor the decisions taken and how they are being enforced.
- Information is sufficient and clear in wording.

Many organisations produce annual reports or audit reports to inform the public about what has been done and achieved.

An interesting example of transparency is the report “Striving for Good Governance in Africa. Synopsis of the 2005 Africa Governance Report” of the Economic Commission for Africa (ECA). It measures and monitors the progress towards good governance in Africa, including Egypt. The report includes attention to gender, women’s status and women’s participation as illustrated in box 11.

**BOX 11: Transparency: monitoring progress towards good governance with respect to women’s status and rights**

“Over the past decade, African governments have made concerted efforts to raise awareness of the importance of women’s involvement in democratic and accountable systems of governance to end women’s systematic under-representation. And many countries have undertaken affirmative action in support of women. This includes creating women’s commissions, gender neutral machineries, reserving special seats for women in parliament and appointing women to such public positions as ministers and ambassadors. The new policies have yielded some results. (...) Despite these successes, much remains to be done in women’s representation in legislatures and especially in decision making positions. There are marked discrepancies in the representation of women in cabinet for example. (...)

A large number of African governments have adopted, ratified and acceded to important frameworks for promoting women’s rights. This includes the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) which is one of the main conventions protecting women’s rights. However, the non-binding nature of all the regional and subregional declarations adopted by states and their non-domestication at country level, places limitations on the extent to which the region’s female citizens can formally claim protection for their rights. The constitutions of many African countries prohibit discrimination on the basis of sex.”

Source: Economic Commission for Africa. 2004. Striving for Good Governance in Africa. Synopsis of the 2005 Africa Governance Report, p. 9, 10.

Transparency with regard to gender sensitive good governance refers to

- Ø The provision of information: equitable information provision among men and women about decisions which (may) affect them and their enforcement.
- Ø The nature of the information: gender sensitive information, indicating how decisions and their enforcement work out for men and for women.

Information concerns all aspects of managing economic and social resources. Organisations adhering to good governance, for instance, have transparent criteria and follow clear procedures for staff recruitment and promotion and do not discriminate against any gender. Their budgets are gender sensitive, indicating who in terms of men and/or women, benefit from allocations.

Gender-sensitive monitoring and evaluation systems are important to find out if decisions lead to the intended change and if not, what actions are needed. An example from police records: differentiation between victims of violence showed the high incidence of rape of women in certain places. Based on this information local government organisations decided to improve the safety by installing street lighting.

Since men and women often use different channels of information and use different wording or language, information has to be ‘packed and sent’ in adjusted ways to appeal to women and to

reach women as well as men. Women's groups, for instance, can be effective channels to inform women about decisions of local government on waste disposal or health issues.

Increasing transparency itself is a sensitive issue since it gives outsiders a 'glance in the organisation's kitchen'. Gender sensitive transparency is even more sensitive, because it asks the organisation to clearly explain how it perceives and addresses gender inequalities.

## 2.10 Rule of law with regard to good governance

Rule of law refers to legal frameworks: laws, regulations or policies. For good governance fair legal frameworks are essential, which incorporates

- well-defined rights and duties
- mechanism for their enforcement
- impartial settlement of disputes by an independent and incorruptible judiciary, police force, and like-wise organisations
- laws on human rights, which encompass women's and children's rights.

Legal frameworks cover statutory law, customary or traditional law, international law and religious law. The legal status of women could be governed by a combination of these types of laws. They are not always congruous with or acknowledged by each other. In Egypt, the personal status of women is derived from Islamic law, which dictates the rules of marriage, divorce, inheritance and employment. This legal structure is distinct from the rest of the Egyptian legal system, which is based on French civil law. The new Personal Status Law of 2000 gives women more rights and privileges. It states that women have the legal right to demand divorce, for example. Egypt ratified the International Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) with reservations as to conflicts with Islamic law.

**Rule of law with regard to gender sensitive good governance** concerns the content of legal frameworks and access to justice. Legal frameworks have to be gender sensitive. Laws and regulations should be based on the principle of equity and meaningful to women's lives and address their concerns. By way of example, entitlement to land or bank accounts in their own name are important for women as it is for men. In box 12 gives other examples of issues of special concern of women. Moreover, special laws and regulations have to be put in place to reduce inequalities, such as affirmative action measures (more in section 3).

### BOX 12: Rule of Law: legal issues of special concern of women

"A large number of African states are making commendable efforts in enacting empowering gender sensitive laws. These important inroads in the area of legislation have included women's equality in marriage including protection from marital rape; women's equality in the acquisition of movable and immovable property rights; women's labour rights with respect to equal pay for work of equal value, maternity benefits, as well as affirmative action and protection from sexual harassment in the work place. Notwithstanding the legislation that has been put in place to protect women, they still suffer various indignities and rights violations. Women are also subjected to gender-based violence. They suffer societal discrimination on issues of land and inheritance, burdensome labour conditions and traditional male patriarchy. (...) African governments have failed to provide easily accessible legal facilities; the responsibility has largely been carried by NGOs."

Source: Economic Commission for Africa. 2004. Striving for Good Governance in Africa. Synopsis of the 2005 Africa Governance Report, p.24, 25

Concerning access to justice, good governance means that women have opportunity to bringing cases of domestic violence, safety and other women's concerns to the court, police and other authorities concerned. Evidently, they are supposed to seriously and impartially consider these cases.

## 2.11 Accountability and responsiveness with regard to good governance

Accountability and responsiveness can be considered two sides of the same 'good governance coin'. Accountability refers to the responsibility of an organisation to explain its decisions and actions taken to the public, clients, communities, members or staff in light of agreed upon expectations. The organisation accepts that it is answerable to outcomes, including problems created or not corrected. It provides detailed information showing how tasks have been carried out and what outcomes have been achieved.<sup>21</sup>

Responsiveness means that organisations – government, non-government – respond to needs, priorities and opinions of their 'constituency' and try to serve all stakeholders.

Contrary to transparency and the rule of law accountability and responsiveness can not be enforced but depends, among others, on traditions and value systems in a country or organisation. Organisations need capacities, systems and procedures, and, most importantly, commitment to account for the decisions and actions they take and to respond to the needs and priorities of their constituency. Examples of mechanisms to promote accountability are audit covenants, elected legislatures, consultative committees, professional standards, accreditation, codes of ethical conduct, outcome-based assessments of programmes, procedures to redress incompetence, etc. Some are applied by external regulatory agencies, while others constitute internal self-regulating measures. Systems set up to address public grievances will enhance responsiveness.

The public can play an important role in promoting accountability and responsiveness by demanding essential information or by mobilising the media, to mention a few options.

**Accountability and responsiveness with regard to gender sensitive good governance** points at the requirement to account to women, inform them, and respond to their needs and concerns on equal terms as men. Good governance implies that concerted efforts are undertaken to make women's issues and women's views visible and audible. Only then can policies, programmes and procedures be developed to achieving equal benefits for men and women. Examples of ways to enhance accountability and responsiveness are women's participation in representative bodies or boards, friendliness of municipal services towards women, and gender sensitive codes of ethical conduct. Box 13 illustrates such a code.

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<sup>21</sup> Based on: Panel on Accountability and Governance in the Voluntary Sector. 1999. Building On Strength: Improving Governance and Accountability in Canada's Voluntary Sector. Final report

BOX 13: Example of a Code of Ethics to promoting gender equality in local government and non-government organisations, developed by CEOSS and its partners<sup>22</sup>

"We are committed to the following and will promote these principles in our partner organisations:

- Any of the working groups has a women's representation of at least 25%
- Creating working groups addressing women issues which held regularly meetings
- The reports include results differentiated according to gender
- A gender-awareness programme is designed and implemented
- Women comprise at least 25% of the beneficiaries
- One or more programmes serving women only are implemented
- At least 25% of the participants in the external activities (training, conferences and public events) are women
- Women are (acting) chairperson at least in two sub-working groups or in the board
- Creating a committee that represent the community members concerned, which can advise the organisation and monitor its work
- Producing printed reports periodically for presentation and discussion with the constituencies
- Introducing a complaints and suggestions box regularly examined by a specific committee which periodically produces a report
- Conducting annually a public conference in which the achievements are presented to the constituencies
- Presenting the annual plan to the local council to get feedback and presenting the annual report to this council
- Developing a clearly written mission statement and bylaws agreed upon by the general assembly."

## 2.12 Effectiveness and efficiency with regard to good governance

Good governance requires that economic and social resources are managed effectively and efficiently. Such management calls for

- Proper needs assessment of the citizens concerned
- Analysis of the contextual opportunities and limitations before policies, plans and programmes can be developed.
- Provision of information to guide decision making. We do not only refer to the conventional statistics. Uncounted women's work such as subsistence production, informal sector employment, domestic or voluntary work is usually not measured in economic systems. It may hamper informed decision making.
- Allocation of resources in such a way that one group does not use them at the expense of others
- A well-designed and operational monitoring and evaluation systems to find out if allocation, delivery and use of resources takes place according the objectives set and contributes to equitable and sustainable use.

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<sup>22</sup> CEOSS and its partners firstly assessed the extent to which they adhered to gender equality principles in their governance. Based on the results they developed this Code of Ethics.

**Effectiveness and efficiency with regard to gender sensitive good governance** means that policies, laws and plans differentiate between the needs and concerns of men and women. Accordingly, resources are being allocated based on the notion that policies, laws and programmes cannot be effective and resources cannot be used efficiently when half of the population is neglected. Those who make laws, policies, rules, etc. look at the implications of decisions on men and on women to ensure equal sharing of benefits between men and women. The Egyptian government, for instance, has put education for women high on the agenda. It is not only considered an important means to reduce poverty, but also higher educational levels of women contribute to a slower population growth. The latter is important in view of sustainable and equitable use of resources.

## 2.13 Equity and inclusiveness with regard to good governance

Good governance with its emphasis on participation and attention to voices of the poor and marginalised inherently refers to the principles of equity (fairness) and inclusiveness in decision making processes. It requires that opportunities are being created for all groups, including the poor and most vulnerable, to participate and benefit on equal terms. Equity and inclusiveness relate closely to the concept democracy. In a situation of democracy all people without fear have the opportunity to actively take part in decision making.

**Equity and inclusiveness with regard to gender sensitive good governance:** Maybe this core characteristic of good governance most clearly points at gender equality. Equity and inclusiveness mean that women as well as men play their own important role in decision making for development. Institutions and processes are needed to ensure

- Equal access to resources such as health and education facilities, employment opportunities, information technology, on-the-job-training at organisation level, to mention a few examples
- Space for women to voice their own concerns and ideas. It is difficult for somebody who does not have experience with certain activities and responsibilities to express concerns and ideas for change for those who have.
- Equal access to decision making processes. For women who do not deal with distribution of irrigation water to the fields, for instance, it is difficult to represent men on this issue in local council discussions. Women as well as men, therefore, should take part in all kinds of bodies involved in decision making such as local councils, community committees, advisory bodies at organisations, etc.

Ø To increase understanding about the core characteristics of good governance including a gender perspective to assignment 13 and 14



## Further reading on Gender Sensitive Good Governance

Most sources we have chosen are easily accessible through the internet. Through internet materials are available which help to remain updated about the discussions and experiences concerning good governance. Our understanding about this complex and multi -faceted concept is increasing but still a lot more can be learnt. An easy entry is [www.google.com](http://www.google.com)

### Websites

Via [www.gdrc.org/gender/governance/gender-gov.html](http://www.gdrc.org/gender/governance/gender-gov.html) various sources on gender and good governance which we used are accessible:

[www.tugi.org/reportcards/genderdevelopment.pdf](http://www.tugi.org/reportcards/genderdevelopment.pdf) : UNDP-TUGI – Good Governance Scorecard for Gender and Development

[http://magnet.undp.org/new/pdf/gender/wpp/women\\_book.pdf](http://magnet.undp.org/new/pdf/gender/wpp/women_book.pdf): Women's Political Participation and Good Governance: 21st Century Challenges. 2000. UNDP

[www.ids.ac.uk/bridge/reports/bb11.pdf](http://www.ids.ac.uk/bridge/reports/bb11.pdf) : Gender and Governance – A Bibliography by Bell, Emma. 2001.

[www.gdrc.org/gender/wb.pdf](http://www.gdrc.org/gender/wb.pdf);

[www.adb.org/gender/practices/governance/default.asp](http://www.adb.org/gender/practices/governance/default.asp) : ADB – Gender and Governance

[www.undp.org/gender/resources/mono1/html](http://www.undp.org/gender/resources/mono1/html) : Urban governance – Why gender matters

UNIFEM, 2000. Women and Political Empowerment Manual. UNIFEM Pacific:

[www.unifempacific.com/resources/publications/pol\\_empower/good\\_gov2.htm](http://www.unifempacific.com/resources/publications/pol_empower/good_gov2.htm)

On governance/good governance:

[www.gdrc.org](http://www.gdrc.org) (the website of the Global Development Resource Centre)

[www.unescap.org/huset/gg/governance.htm](http://www.unescap.org/huset/gg/governance.htm) : What is good governance

[www.unhchr.ch/development/governance.html](http://www.unhchr.ch/development/governance.html)

UNDP's Programme on Governance in the Arab Region, Egypt.

[www.pogar.org/countries/gender](http://www.pogar.org/countries/gender)

[www.grc-exchange.org](http://www.grc-exchange.org) (Governance Resource Centre (GRC) hosted by the UK Department for International Development (DFID))

[www.ids.ac.uk/logolink](http://www.ids.ac.uk/logolink) (Learning initiative on citizen participation and local governance)

[www.ids.ac.uk/drcitizen](http://www.ids.ac.uk/drcitizen) (Development Research Centre on Citizenship, Participation and Accountability)

### Articles and papers

Ashworth, Georgina. 1996. Gendered Governance: an agenda for change, Gender in development Programme (GIDP). UNDP accessible via UNDP site:

[www.undp.org/gender/resources/](http://www.undp.org/gender/resources/)

Baden, Sally. 1992. The position of women in Islamic countries: possibilities, constraints and strategies for change. Report prepared for the Special Programme WID, Netherlands Ministry of Foreign Affairs.

Economic Commission for Africa (ECA). 2004. Striving for Good Governance in Africa. Synopsis of the 2005 Africa Governance Report. Accessible via [www.uneca.org/agr](http://www.uneca.org/agr)

Evertzen, Annette. 2001. Gender And Local Governance. SNV - Netherlands Development Organisation

Gaventa, John. 2003. Towards Participatory Local Governance: Assessing the Transformative Possibilities. Paper prepared for the Conference on Participation: From Tyranny to Transformation. Manchester, 27 – 28 February 2003.

Gaventa, John. 2004. "Participatory development or participatory democracy? Linking participatory approaches to policy and governance" in: Participatory Learning and Action, issue 50, October 2004. IIED. See: [www.planotes.org](http://www.planotes.org)

UNDP.1997. Governance for Sustainable Human Development

VeneKlasen, Lisa and Valerie Miller. 2002. A New Weave of Power, People and Politics. The Action Guide for Advocacy and Citizen Participation. World Neighbors. [www.wn.org](http://www.wn.org)

## Dictionary Good Governance and related concepts

Accountability with regard to gender sensitive good governance refers to the accepted responsibility of an organisation to explain its decisions and actions taken to public, i.e. to men and women, in light of agreed upon expectations.

Consensus orientation with regard to gender sensitive good governance means that purposely mediation of the different interests and views of both men and women is pursued to reach a broad consensus on what is in the best interest of the society, the community, or the organisation and how this can be achieved.

Democracy is understood as a situation, in which all people without fear have the opportunity to actively take part in decision making.

Gender sensitive good governance refers to decision making related to the management of economic and social resources, in which male and female citizens and other stakeholders play an active role. This decision making contributes to sustainable use of resources and equal benefits for men and women regardless their socio-economic, ethnic or religious background or age.

Good governance refers to the manner of power exercise concerning the management of a country's economic and social resources, in which the needs and concerns of the different stakeholders (and society as a whole) are met, while making the best use of resources.

Governance refers to the manner in which power is exercised in the management of a country's economic and social resources for development

Participation with regard to gender sensitive good governance refers to the involvement of male and female stakeholders in decision making processes about how economic and social resources are being allocated, delivered, used and maintained.

Reconciliation means that the people involved in decision making processes work towards settling differences of opinion. For building consensus, one of the core characteristics of good governance, people need to accept that differences in views and perceptions between them exist.

Representation with regard to gender sensitive good governance means that certain individuals or groups who act or speak on behalf of others include the concerns and interests of men and of women. It also requires that women have equal opportunity to become representatives as men.

Responsiveness with regard to gender sensitive good governance means that government and non-government organisations respond to needs, priorities and opinions of the men and women in their 'constituency' and try to serve all stakeholders regardless their gender.

Rule of law with regard to gender sensitive good governance refers to 1) legal frameworks which are based on the principle of equity, are meaningful to women's lives and address their concerns and 2) equal access to justice without any discrimination based on gender, age, etc.

Transparency with regard to gender sensitive good governance means that men and women are provided with information about decisions which (may) affect them and their enforcement and that information is gender sensitive, indicating how decisions and their enforcement work out for men and for women.

## Guidance to the Trainer – Part 3

This section about gender equality and good governance is quite theoretical. The examples and illustrations are added to make the issues described more understandable and applicable to the reality of potential participants. The section is primarily meant as background information for the trainer to better discuss these issues in the training sessions. The trainer should read the full text of section 2 before preparing any assignment. If required, sources mentioned under 'Further reading' should be studied.

The assignments are designed to increase participants' knowledge and understanding about the concepts and to relate them to their own working situation.

The trainer should carefully assess whether the text of the sub-sections, especially that of 2.7 – 2.13, is suitable to hand out to the participants. It is advised to prepare notes (to be written on a flipchart or whiteboard for participants to copy) or handouts for the specific level of understanding of the participants rather than using the text of 2.7 – 2.13.

Assignments 9 and 14 deal with the concepts governance and good governance. Assignment 9 is meant as introduction and can be used for participants with lower and higher levels of understanding and experience. Assignment 14 goes more into detail and better fits participants with a higher level of understanding who (wish to) work on good governance and gender equality issues. The same applies to assignment 13, which deals with one core characteristic of good governance (participation).

Assignment 13 and 14 require participants who understand what is meant by a gender perspective and gender sensitive good governance. Assignment 11 and 12 help to increase their knowledge and insight into these issues. For these assignments a high level of understanding is not required.

Assignment 10 certainly requires a higher level of understanding and, moreover, interest in the role of government and civil society actors in good governance.

Assignment 13 and 15 are meant for staff of local level government and non-government organisations only (which can include women leaders). In assignment 15 participants assess the extent to which their organisation works towards gender sensitive good governance. It forms the bridge between section 2 and 3.

For methods: see Guidance to the Trainer part 1.

## Assignments Gender Sensitive Good Governance

### Assignment 9: The concept governance and good governance: what does it mean and why is it important

Aims of the assignment: at the end of the assignment the participants understand that

- a) governance refers to manners of exercising power and can be 'unpacked' in about seven aspects, mentioned in section 2.1
- b) good governance refers to manners of exercising power with key elements: participatory decision making processes, citizens' participation, balancing different priorities and interests, equitable and sustainable use of economic and social resources
- c) good governance has been high on the agenda since 10 – 15 years and can mention at least two reasons.

Target group: staff and members of NGOs/CBOs and local (semi-)government organisations, women leaders

Time needed: about 90 minutes

Method: participatory discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, optional: coloured cards, tape.  
Copies of the text of sub-section 2.1, 2.2 and 2.3.

Steps for the trainer/facilitator:

1. Preparation: Read the text of section 2. Pay special attention to the sub-sections 2.1, 2.2 and 2.3, which are the focus of this assignment. If required read more of the literature recommended in 'Further reading'. Make sure that you can facilitate the discussion in such a way that the aims of the assignment will be achieved. Considering the level of understanding of the participants decide to hand out copies of the text of the sub-sections or to make clear overviews (in your own words or those of the participants) on a flipchart.
2. Explain to the participants that this session is meant as an introduction to understanding what governance and good governance mean and why good governance is nowadays considered an important issue to address. Other assignments will follow to deepen understanding. Explain the way of working: participants are invited to give their views on both concepts in the plenary and to react on ideas of others in a respectful way. The intention is to jointly come to a proper understanding of the two concepts.
3. Give the participants 5 minutes to think about two words or two short sentences which symbolise the core meaning of the concept governance. Optional: let them write the words/sentences on coloured cards (one per card).
4. Write the answers of the participants on the whiteboard or plaster the coloured cards on the wall/whiteboard while clustering them. Discuss the answers in a participatory way and try to come to a definition which is understood by all of the participants. Make use of the content of sub-section 2.1. Note, that it is more important that they understand the key components than to produce an all-embracing but difficult-to-grasp definition..

5. Give the participants again 5 minutes to think about two words or two short sentences which symbolise the core meaning of the concept good governance. Optional: let them write the words/sentences on coloured cards (one per card). Discuss the answers in a participatory way Invite them to give examples from their own experience to come to a proper understanding. Try to make a definition which is understood by all of the participants. Make use of the content of sub-section 2.2.
6. Discuss why the concept good governance has become a key concept in promoting equitable and sustainable development at different levels: national, local and is important for government as well as non-government organisations.
7. You can hand out copies of the sub-sections 2.1, 2.2 and 2.3 if you feel that the text is understandable enough for the participants.

## Assignments Gender Sensitive Good Governance

### Assignment 10: Roles of different stakeholders in promoting good governance

Aim of the assignment: at the end of the assignment the participants understand that both government institutions and civil society organisations can play and have to play a role in realising good governance.

Target group: more senior staff of NGOs/CBOs and local (semi-)government organisations, women leaders

Time needed: about 75 minutes

Method: discussion in small groups, discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of Handout 8.

Steps for the trainer/facilitator:

1. Preparation: Reflect yourself on the different roles of two of the three major stakeholders in good governance: government and non-government organisations. Use the text in 2.2 and if you need use sources recommended in 'Further reading'.
2. Explain that this session focuses on the roles government and non-government organisations should play in efforts to achieve good governance at the national level and local level. Use the statements in the handout 5 as a starting point for discussion. Emphasise that they do not have to follow the suggested roles but can come with their own ideas.
3. Form small groups of government staff only and non-government staff only (and women leaders if applicable). Give them handout 5 as a point of reference for discussion. Ask them a) to discuss about roles of each stakeholder group, b) to write three major roles on a flipchart for presentation in the plenary and c) to discuss and write down two requirements or conditions to make these roles possible. Emphasise again that they do not have to follow the roles suggested in the handout but can come with their own ideas.
4. In the plenary ask each group to present their outcomes and ask another group to comment on the outcomes (government group to comment on non-government group and vice versa). Add your views and possibly those of others you found in literature. To finalise: ask the participants what they have learnt from the discussion concerning the role their own organisation could play in promoting good governance at national or local level and the requirements or conditions to play such a role.

## Assignment 10

### Handout 8: Roles of local government institutions and civil society organisations in promoting good governance

Role of national and local government institutions in promoting good governance, i.e. achieving that Egypt's economic and social resources are managed in such a way that the needs and concerns of the different stakeholders (and society as a whole) are met, while making the best use of resources.

The Economic Commission for Africa (ECA) points at the following roles of national and local government institutions:

- promoting economic efficiency by improving economic systems and making markets work.
- putting in place solid strategies for development
- providing information to involve the people at all levels,
- devising incentive structures that work for most people, not just a few.
- paying attention to a broad scala of social issues
- providing free basic education for all,
- developing agriculture,
- protecting the environment,
- formulating appropriate population policies.

Role of NGOs/CBOs in realising good governance, i.e. achieving that Egypt's economic and social resources are managed in such a way that the needs and concerns of the different stakeholders (and society as a whole) are met, while making the best use of resources.

- providing opportunities for citizens to participate in decision making processes
- bringing the views, interests and needs of people to the fore,
- mobilising public opinion
- organising action.

Assignment:

- a) Discuss in your group about the possible roles of government and non-government organisations in promoting good governance at national and local level.
- b) Write three major roles of each stakeholder on a flipchart for presentation in the plenary.
- c) Discuss and write down two requirements or conditions to make these roles possible.



## Assignments Gender Sensitive Good Governance

### Assignment 11: The importance to address gender inequalities in the context of good governance

Aim of the assignment: at the end of the assignment the participants' understand that gender inequalities have to be considered and addressed to truly promoting good governance.

Target group: staff (and members) of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: 75 minutes

Method: panel discussion

Materials required: notebooks, pens. Copies of text section 2.4

Steps for the trainer/facilitator:

1. Preparation: read section 2.4 and if necessary reread 1.5 in section 1. Read the statements below and select those that are relevant and interesting to the participants. If required adjust the wording and/or add statements to fit the background and the level of understanding of the participants. Anticipate the reactions during the panel discussion for proper facilitation. Write the statements on a flipchart and prepare the room for the panel discussion.
2. Explain to the participants that the assignment is meant to better understand the relation between gender equality and good governance. It is an introduction to the topic of gender sensitive good governance. In other assignments more details will be discussed. A panel discussion will be held about pros and cons of women's participation in decision making processes in the context of good governance to achieve the aim of the assignment.
3. Ask participants to select 4 or 5 panel members to discuss arguments. Each panel member chooses a few participants to prepare the discussion (about 20 minutes). Give a copy of text section 2.4 to help them in the preparation.
4. Facilitate the panel discussion. Challenge the non-panel members to give their views when appropriate. If applicable point to the different types and nature of NGOs/CBOs' and government organisations' decision making bodies, which affect the scope for women's participation and addressing gender issues.
5. At the end of the session conclude with a summary of the importance of considering and addressing gender equality issues as an inherent component of good governance efforts. Repeat the concepts gender equality and gender gaps if necessary.

## Possible statements

- The fact that women constitute half of the population does not mean that they should be part of decision making bodies. Without any doubt men can represent their concerns: men and women share the same interests, not so?!
- Women and men should both participate in decision making bodies but each must talk about the areas they know about: women about social, health and related issues, men about economics, finances, infrastructure, politics and other related issues.
- Women are not interesting to take part in decision making. That is evident from what we see around us: they do not attend meetings and if they do they do not say anything, they do not want to be member of organisations, if a woman gets a leadership position she is unreliable: she does not come or leaves all of the sudden, etc.
- Systematic integration of women enlarges the democratic basis, the efficiency and the quality of the activities of local government. If local government is to meet the needs of both women and men, it must build on the experiences of both men and women, through an equal representation at all levels and in all field of decision making, covering the wide range of responsibilities of local governments.\*
- Inequalities between men and women exist – there is no doubt about it. But that is because women themselves do not bring their concerns forward and do not take action. Men cannot be blamed about that.

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\* Taken from the Worldwide Declaration on Women in Local Government - International Union of Local Authorities (IULA) Harare, 1998. See <http://www.iula.org>

## Assignments Gender Sensitive Good Governance

### Assignment 12: Gender sensitive good governance

Aim of the assignment: at the end of the assignment the participants know and understand at least 10 characteristics of gender sensitive good governance.

Target group: staff (and members) of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 60 – 80 minutes

Method: discussion in small groups, discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of Handout 9.

Steps for the trainer/facilitator:

1. Preparation: Read text section 2.5 and the handout. Compare the list in the handout and the list in Box 9 and make changes to the handout wherever relevant. Prepare yourself for the discussion with the participants.
2. Explain that the assignment is meant to find out what gender sensitive good governance means. It is meant as an introduction to understand gender sensitive good governance; other assignments will promote more detailed discussion. An example of a description of gender sensitive good governance developed by UNIFEM Pacific will be used to stimulate the discussion.
3. Form small groups and give handout 6 to them. Ask them to discuss a) Which statements they agree about, b) Which statements they do not agree about and c) What other statements they would like to add. Ask them write to answer c on a flipchart.
4. In the plenary discuss the outcomes of the group discussions, paying special attention to the participants' arguments of (non)agreement and to question c. Ask them to what extent they feel that their organisation fits the label 'good governance'. By way of concluding write the six guiding questions to promoting gender sensitive good governance (section 2.5) on a flipchart or whiteboard and discuss briefly.

## Assignment 12

### Handout 9: Characteristics of gender sensitive Good Governance

#### Characteristics of Gender Sensitive Good Governance

The characteristics listed are inter-related and mutually reinforcing, so cannot stand alone. They represent the goals of all societies where good governance is desired.<sup>23</sup>

1. Participatory, with all men and women having a voice in decision-making. Broad participation is built on freedoms of association and speech, as well as capacities to participate constructively and effectively.
2. Promotes equality: all men and women have opportunities to improve their well-being.
3. Promotes gender balance.
4. Tolerates and accepts diverse perspectives.
5. Efficient and effective use of resources so that processes and institutions produce results that meet the needs while making the best use of resources.
6. Able to define and take ownership of national solutions.
7. Ensures accountability so decision makers in government, the private sector and civil society organisations are accountable to the public as well as the institutional interests.
8. Transparency, which is built on the free flow of information.
9. Ensures honesty and integrity.
10. Enabling and facilitative and responsive so that institutions and processes try to serve all sections of society.
11. Able to deal with real life issues.
12. Service oriented.
13. Consensus oriented.
14. Able to deal with ethical and moral issues.
15. Removes all structural impediments to full participation by all.

#### Assignment:

In your group discuss the following questions:

- a) Which statements you agree about
- b) Which statements you do not agree about
- c) What other statements you would like to add.

Write answer c on a flipchart for discussion in the plenary.

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<sup>23</sup> Source: UNIFEM, 2000. Women and Political Empowerment Manual. UNIFEM Pacific. [www.unifempacific.com/resources/publications/pol\\_empower/good\\_gov2.htm](http://www.unifempacific.com/resources/publications/pol_empower/good_gov2.htm)

## Assignments Gender Sensitive Good Governance

### Assignment 13: Participation concerning good governance

Aim of the assignment: at the end of the assignment the participants know and understand that

- a) Five degrees of participation in decision making processes can be distinguished
- b) Different degrees of participation in such processes exist for different categories of staff and the organisation's constituency
- c) Special efforts have to be made to balance women's and men's participation

Target group: staff of NGOs/CBOs and local (semi-)government organisations, women leaders belonging to an organisation.

Time needed: about 3 hours

Method: discussion in small group, (participatory) discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of Handout 10.

Steps for the trainer/facilitator:

1. Preparation: Read text section 2.6 – 2.13 and more in particular section 2.7 about participation. Write the degrees of participation (table 3) on the whiteboard or a flipchart. Think about appropriate examples to clarify these degrees to the participants. Study handout 8 to be able to explain the table to the participants. The participants are asked to identify who participate to which degree in decisions which are important for the functioning of the organisation as a whole.  
How to understand the table in the handout: The table states six areas, but depending on the organisation they may need adjustment or selection: annual planning of programmes, selection of target groups, allocation of funds, human resource development, information sharing within the organisation, building of alliances/networks with other organisations. These are listed in column 1. The participants are asked to identify which insiders (staff – column 2, 4) and outsiders (constituency/ target group – column 7, 9) are involved in important decision making. A differentiation is made between men and women staff and target group/constituency. In column 3, 5, 8 and 10 the participants fill in which degrees of participation apply to the people in a certain decision making. Evidently, there can be different degrees: for example, lower level staff degree 1 and managers degree 5. When they have done that, the participants are asked to assess to what extent they are happy about the degree to which different groups of staff and outsiders participate in decision making. Based on this assessment they are asked to formulate three recommendations to promote decision making (good governance) from a gender perspective. Remind them that the six guiding questions discussed in assignment 2.5 (section 2.4) help them to formulate such recommendations.  
Prepare an energiser to break this long assignment.
2. Explain that the assignment is meant to assess the degree of participation in the own organisation from a gender perspective and to identify ways to work towards gender sensitive good governance through changing degrees of participation. Discuss about participation in decision making and degrees of participation involving the participants in the discussion (participatory discussion). Relate this to good governance and more especially gender sensitive good governance. Also remind them about the six guiding questions to promote such governance.

3. Do an energiser and give a short break.
4. Give handout 8 and explain the table, as mentioned under step 1. Form groups of participants belonging to the same organisation. They will fill in the table together and formulate conclusions and recommendations.
5. Give a short break
6. In the plenary ask the participants to present their conclusions and recommendations. Ask why they feel that the recommendations will improve the functioning of the organisation and discuss the answers with the whole group . To conclude summarise the main issues discussed and give them a handout on participation based on section 2.7 or let them copy your notes on the flipchart..
7. To finalise, ask each participant what he/she learnt from doing the exercise.

## Assignment 13

### Handout 10 - Part A: Degrees of participation in decision making concerning the participants' organisation

Column 1 Main decision	Column 2 Specification of male staff involved in decision making process	Column 3 Degree to which these male staff are involved (one of the five degrees)	Column 4 Specification of female staff involved in decision making process	Column 5 Degree to which these female staff are involved (one of the five degrees)	Column 6 Assessment: Are you *Happy *Not happy *Indifferent about the involvement of men and women in terms of gender equality
1. Annual planning of programmes					
2. Selection of target groups					
3. Allocation of funds					
4. Human resource development					
5. Information sharing within the organisation					
6. Building of alliances/ networks with other organisations					

## Assignment 13

### Handout 10 - Part B: Degrees of participation in decision making concerning the participants' organisation

Column 1 Main decision	Column 7 Specification of the male constituency or (potential) target group involved in the decision making process	Column 8 Degree to which male constituency are involved (one of the five degrees)	Column 9 Specification of the female constituency or (potential) target group involved in the decision making process	Column 10 Degree to which female constituency are involved (one of the five degrees)	Column 11 Assessment: Are you *Happy *Not happy *Indifferent about the involvement of men and women in terms of gender equality
1. Annual planning of programmes					
2. Selection of target groups					
3. Allocation of funds					
4. Human resource development					
5. Information sharing within the organisation					
6. Building of alliances/ networks with other organisations					

#### Assignment:

- a) Fill in the different columns of the table as a group.
- b) Based on your assessments (see columns concerned) draw three main conclusions and three recommendations to achieve gender sensitive good governance.
- c) Write the conclusions and recommendations on a flipchart and present them in the plenary.



## Assignments Gender Sensitive Good Governance

### Assignment 14: Core characteristics of good governance

Aims of the assignment: at the end of the assignment the participants

- a) know and understand that good governance can be characterised by eight core features.
- b) can summarise the content of at least five core characteristics and can give an example from their (working) experience
- c) can mention at least two critical elements to make the core characteristic of good governance discussed gender sensitive.

Target group: staff (and members) of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: 3 hours

Method: participatory discussion in the plenary using cards, discussion in small groups.

Materials required: whiteboard, markers, notebooks, pens, flipcharts, coloured cards, markers. Copies of the handout prepared by the trainer.

Steps for the trainer/facilitator:

1. Preparation: read the sub-sections 2.7 – 2.13 thoroughly. Make a handout suitable for the specific group of participants you deal with. Write the eight core characteristics on coloured cards, one per card. Write as many cards as the number of participants (for example: for 15 participants write 2 x the same characteristic minus one). You can also decide to select 5 or 6 characteristics to write on coloured cards when you expect that some of them take too much time to fully understand. Then you briefly explain the ones you left out at the end of the session. Prepare an energiser.
2. Discuss the eight core characteristics of good governance as follows. Give each participant one card with (one) core characteristic. Choose a characteristic and ask the participant(s) with the concept on his/her card to explain what it means. Ask an example from his/her own experience. Use the whiteboard or flipchart to make notes. Tell them they will get a handout afterwards. Involve the other participants in the discussion. Correct, adjust, add and give more examples for easy reference to the own situation. Write a working definition of the core concept understandable to all of the participants on the whiteboard or flipchart.
3. Discuss each characteristic in this way. Use an energiser when the discussion becomes too tiring.
4. When all the characteristics are discussed summarise the main points. If you did not include all characteristics explain those you left out briefly.
5. Do an energiser and/or give a break
6. Ask the participants what five characteristics are most important or relevant to them. Form five small groups and ask them to discuss what extra requirements are needed to make their characteristic gender sensitive. Give them not more than 25 minutes.

7. In the plenary let them report about their findings. Add your own views and knowledge. Summarise and give the handout prepared by you. Compare the working definitions on the flipchart or whiteboard with your handout to avoid confusion.
8. To finalise, ask each participant what he/she has learnt from doing the assignment.

## Assignments Gender Sensitive Good Governance

### Assignment 15: Core characteristics of good governance in the own organisation

Aims of the assignment: at the end of the assignment the participants have

- a) Insight in the extent of gender sensitive good governance in their own organisation
- b) Deeper understanding about the core characteristics of good governance
- c) Enhanced their assessment skills.

Target group: staff of NGOs/CBOs and local (semi-)government organisations, women leaders belonging to an organisation.

Time needed: 3 - 4 hours

Method: participatory discussion in the plenary, discussion in small groups, guided assessment

Materials required: whiteboard, markers, notebooks, pens, flipcharts, coloured cards. Copies of Handout 11 and 12.

Steps for the trainer/facilitator:

1. Preparation: make sure you fully understand the eight core characteristics. Go through the assessment tool in the handouts to prepare yourself on the discussion.
2. Explain that the participants are asked to assess their own organisation in terms of gender sensitive good governance using assessment tools development by CEOSS.
3. Form small groups of staff of the same organisation. Hand out the assessment tool with the following assignment (write on a flipchart):
  - fill in the assessment tool as a group
  - draw three recommendations to enhance gender sensitive good governance.
  - write each recommendations on a separate coloured card.Explain the assessment tool.
4. In the plenary collect the coloured cards and cluster them in the whiteboard together with the participants. Discuss the recommendations and jointly make a prioritisation of main recommendations for each organisation. Ensure that gender issues are addressed.
5. To finalise, ask each participant what he/she learnt from doing the assignment. Check if the concept gender sensitive good governance has been understood well (you can use any evaluation tool).

## Assignment 15

### Handout 11: Assessment tool for NGOs/CBOs based on Organisational Assessment Tools developed by CEOSS

Please note that this tool is not exhaustively addressing all core characteristics, but presents a selection of key issues.

#### I. Clarity of the goal and internal functioning of the NGO/CBO:

Clarity of the goal is expressed in the mission statement. This is a document that introduces the NGO/CBO and answer the following questions: What is its view or vision on the future? What are the main roles to play to reach this vision? What are the concerns which justify the establishment of the NGO/CBO? What are its main concepts and philosophy and what characterises its work? What are the stakeholders expectations, needs and how can the NGO/CBO address those?

Clarity also concerns the internal functioning of NGO/CBO through its bylaw. It contains the additional conditions of membership, organisational structure, responsibilities, the committees with their different types, structures, roles and responsibilities and also the working regulations of the NGO/CBO.

	Yes	No	Partly
The NGO/CBO has a mission statement written in its in official papers?			
The mission statement contains a paragraph which indicates what it wants to achieve to reduce gender gaps and why it feels it is urgent to do so			
The mission statement is registered in publications issued by the NGO/CBO such as brochures, administrative documents and annual reports			
The NGO/CBO has a written bylaw that is distributed among board members and the General Assembly.			
The NGO/CBO holds an annual meeting to inform new male and female members about the mission statement and the bylaw.			
The NGO/CBO regularly highlights the important role played by the men and women in the General Assembly and the Board of Directors (BOD) during the past two years.			
In decision making the BOD considers the implications for men and for women.			

#### II. Accountability:

	Yes	No	Partly
The NGO/CBO produces periodical reports about its activities and distributes them to the general assembly members, as well as the concerned governmental authorities and community members			
The reports including its tables differentiate between men and women in description of activities, outputs and results, etc.			
The NGO/CBO conducts an annual survey on the members' or clients satisfaction (men and women) and submit its results to the members'/clients			

### III. Rules and procedures

	Yes	No	Partly
The NGO/CBO has a guidebook, which includes the responsibilities and roles of the board and job descriptions for the different tasks of BOD and makes the new members familiar with such responsibilities.			
The NGO/CBO provides maternity leave and nursing hours to female employees			
The NGO/CBO makes employment contracts for each member, male and female			
The NGO/CBO has categories for salaries for all the tasks which does not discriminate against women or men			
The NGO/CBO has a human development strategy for male and female volunteers			
The NGO/CBO organises events to celebrate and honour male and female volunteers			

### IV. Transparency:

	Yes	No	Partly
The board minutes are regularly prepared, and made available to the General Assembly only			
The board minutes are regularly prepared, and made available to both the General Assembly and male and female NGO/CBO's members.			
The NGO/CBO publishes annual reports in which information is differentiated according to gender			

### V. Effectiveness and efficiency

	Yes	No	Partly
The NGO/CBO assesses the needs of men and women to design the working programmes			
The NGO/CBO collects data about activities and prepares relevant reports about its achievements categorised according to gender for monitoring and evaluation purposes			
The NGO/CBO has database system that includes a list with the consultants' names and specified experienced persons from males or females who have a relationship with the NGO/CBO.			
The NGO/CBO's working schedule is designed, implemented and evaluated from a gender perspective.			
The NGO/CBO uses the public mass media to advocate for gender issues it addresses			
The NGO/CBO implements jointly with other NGOs/CBOs one of the activities or programmes that addresses gender issues			
The NGO/CBO implements public activities about gender issues with the different private sector organisations.			

## VI. Participation and representation

	Yes	No	Partly
Board members are chosen by periodic elections			
The NGO/CBO adheres to the principle of rotating leadership for board members and directors			
One or more women are member of the BOD, which is composed of at least 7 members.			
A board-of-directors' (BOD) meeting is convened once every 3 months.			
The board-of-directors' decisions are taken by voting, and the individual voting results are listed in the minutes of the meeting.			
The important decisions taken by the board are referred to the General Assembly for ratification by voting.			
The agenda of the board-of-directors meetings' is prepared and distributed to the general assembly and staff before they convene.			
Male and female members of the NGO/CBO have the right to express their opinion on the issues put forward in the BOD meetings – a right which is acknowledged by the BOD, and the members make actively use of this right			
The NGO has an active committee with the task of raising public awareness about gender issues through educational and developmental programmes			
Two or more members of the BOD have attended training courses on how to address gender issues in decision-making processes.			
The number of General Assembly members increases regularly with at least 10 % per year			
The NGO/CBO actively promotes women's participation in the General Assembly			
The NGO/CBO has one or more committees which convene regularly and make minutes for distribution			
The NGO/CBO has one or more committees chaired by a woman.			
The target groups or constituency are represented in the BOD			
The grassroots representation in the BOD consist of one or more women			
All the committees pay attention to gender issues related to their specific tasks			
The NGO/CBO creates and builds cooperative relations with mass media, private sector and the civil society organisations which includes addressing gender issues and good governance			

## Assignment 15

### Handout 12: Assessment tool for Local (semi-)Government Organisations (LGO) based on Organisational Assessment Tools developed by CEOSS

Please note that this tool is not exhaustively addressing all core characteristics, but presents a selection of key issues.

#### I. Clarity of the mandate of the local government organisation (LGO):

	Yes	No	Partly
The LGO has a mandate written in its official papers			
The mandate contains a paragraph which indicates what it wants to achieve to reduce gender gaps and why it feels it is urgent to do so			
The mandate is included in publications issued by the LGO such as brochures, administrative documents and annual reports			

#### II. Accountability:

	Yes	No	Partly
The LGO produces periodical reports about its activities and distributes them to relevant partners			
The LGO's reports including the tables differentiate between men and women in description of activities, outputs and results, etc.			
The LGO conducts an annual survey on the clients' satisfaction (men and women) and submit its results to its clients			

#### III. Rules and procedures

	Yes	No	Partly
The LGO has a guidebook, which includes the job descriptions for its staff at different levels.			
The LGO provides maternity leave and nursing hours to female employees			
The LGO has categories for salaries for all the tasks which does not discriminate against women or men			
The LGO has a human development strategy for male and female volunteers			

#### IV. Transparency:

	Yes	No	Partly
The LGO regularly prepares financial including narrative reports and makes them available to relevant partners.			
The LGO publishes annual reports including achievements and closing accounts, in which information is differentiated according to gender			

## V. Effectiveness and efficiency

	Yes	No	Partly
The LGO assesses the needs of men and women to design the working programmes			
The LGO collects data about activities and prepares relevant reports about its achievements categorised according to gender for monitoring and evaluation purposes			
The LGO has a database system that includes a list with the consultants' names and specified experienced persons from males or females who have a relationship with the LGO.			
The LGO's working schedule is designed, implemented and evaluated from a gender perspective.			
The LGO uses the public mass media to advocate for gender issues it addresses			
The LGO implements jointly with other LGOs or NGOs/CBOs one of the activities or programmes that addresses gender issues			
The LGO implements public activities about gender issues with different private sector organisations.			

## VI. Participation and representation

	Yes	No	Partly
LGO leaders are chosen by periodic elections			
The LGO adheres to the principle of rotating leadership			
One or more women are member of the managerial bodies			
The management decisions are taken by voting, and the voting results are listed in the minutes of the meeting.			
Male and female members of the LGO have the right to express their opinion on the issues put forward in the management meetings and they make use of this right			
The management organises a meeting with all staff on regular basis			
The agenda of the management-staff meeting is prepared and distributed to the staff before they convene.			
The management gives the male and female employees regularly the opportunity to express their opinion about decisions taken.			
The LGO has an active working group with the task of raising public awareness about gender issues through educational and developmental programmes			
Two or more members of the management have attended training courses on how to address gender issues in decision-making processes.			
LGO actively promotes women's participation in all its activities			
The LGO has one or more working groups which convene regularly and make minutes for distribution			
The LGO has one or more working groups chaired by a woman.			
All the working groups pay attention to gender issues related to their specific tasks			
The LGO creates and builds cooperative relations with mass media, private sector and the civil society organisations which includes addressing gender issues and good governance			



## Section 3: Moving towards Gender Sensitive Good Governance

Understanding of gender and good governance concepts is necessary for achieving gender sensitive good governance, but it is only a first step. Insight in what should be done and can be done to realise such governance is also needed. In other words: it needs analysis of the situation. In this section we make a step from general concepts to the concrete situation in which an organisation operates. Good governance though is multi-faceted and involves many levels and stakeholders. In this manual we limit ourselves to three aspects of gender sensitive good governance:

- Participation in decision making processes. Participation in decision making processes is the core characteristic underlying all others: consensus orientation, transparency, accountability, rule of law (the issue of access to), responsiveness, effectiveness and efficiency, equity and inclusiveness
- Policies, budgets, laws and regulations
- The delivery system of services, goods and utilities.

Our starting point is the organisation. We focus on actions that can be taken by Egyptian local level (semi-)government and non-government organisations, such as local councils, cooperatives, schools, youth centres, social units, health centres, and community-based organisations. We distinguish between two types of actions:

- Actions to enhance gender sensitive good governance in the own organisation based on the principle: 'practise what you preach'.
- Actions to contribute to gender sensitive good governance at other organisations at local and national level.

The first (3.1) and the last section (3.5) discuss about the approach and steps towards gender sensitive good governance. The sections 3.2, 3.3, and 3.4 deal with one of the three aspects of gender sensitive good governance mentioned above. Attention is paid to analysis and next, to possible actions.

Section 3 is set up in the same way as the previous sections. It starts with explanations about key issues with examples and illustrations building on existing experiences. Since a few years several efforts are being undertaken to better understand the relation between gender equality and good governance and to identify ways and strategies to ensure gender sensitive good governance. Suggestions for further reading and a dictionary can be found at the end of the text section. The last part presents assignments to increase understanding and skills preceded by guidance to the trainer.

### 3.1. A step by step approach towards gender sensitive good governance

We want to emphasise that gender sensitive good governance is an ideal situation, which can only be reached step by step in an ongoing process. A simple recipe does not exist for achieving good governance and even less for gender sensitive good governance due to its complexity and multi-faceted nature.

A first step in working towards gender sensitive good governance is to get clear what a specific organisation wants to see improved in its own governance or in the governance of other institutions (at other levels). We call this a vision or long term goal.

A second important step is making an analysis of the present situation in terms of gender sensitive good governance to find out what has to be done to bridge the gap between the desired situation (vision) and the existing situation. The outcome of the analysis together with the vision help the organisation to formulate clear goals on gender sensitive good governance – in Box 14 some examples are given.

#### BOX 14: Examples of visions and goals towards gender sensitive good governance

An example of promoting internal good governance: A CBO working in the area of education understands gender sensitive good governance as a) active participation of the male and female community members in the planning and design of its programmes, b) transparency about its financial affairs, and c) openly accounting to the community about its actions. Its goals in terms of gender sensitive good governance are: 25% representation of the community in their board with equal number of men and women; availability of income and expenditures figures indicating the amount spent on activities for women, men, girls and boys; annual accountability to the community and local council by producing an annual report about their activities and beneficiaries differentiated according to gender.

Another example of promoting internal good governance: A local council understands gender sensitive good governance as a) transparency about financial affairs differentiated according to gender and b) accountability about its way of operation. Its goals are to provide overviews of requests received for funding and funds actually allocated and to publish annually the actions undertaken to address grievances and complaints from the public.

An example of promoting good governance at another organisation: A NGO/CBO active in the field of violence against women understands gender sensitive good governance as increased responsiveness of local court and police forces to the needs and concerns of female victims of violence. Its goal is to achieve in 5 years 80% local police men and court members sensitive to complaints and cases of women victims of violence. They also want to promote active prosecution of perpetrators and interpretations of laws beneficial to women victims.

Another example of promoting good governance at another organisation: A NGO/CBO active in the field of Female Genital Mutilation (FGM) understands gender sensitive good governance as increased effectiveness and efficiency of the Health Directorate's programmes. Its goal is to get FGM on the agenda of the Directorate's next planning cycle to developing a programme focused on FGM.

A few assessment tools for internal governance exist focusing on the core characteristics of gender sensitive good governance. CEOSS has developed such tools for local non-government and government organisations, The Urban Governance Initiative (TUGI) for local urban government<sup>24</sup>. The tools measure the performance of the organisation and give directions for improvement.

Ø To develop a vision and to assess the degree of gender sensitive good governance in your organisation go to assignment 16 (and section 2 assignment 15)

<sup>24</sup> The tool developed by TUGI can be downloaded via [www.gdrc.org/gender/governance/gender-gov.html](http://www.gdrc.org/gender/governance/gender-gov.html) : [www.tugi.org/reportcards/genderdevelopment.pdf](http://www.tugi.org/reportcards/genderdevelopment.pdf) : UNDP-TUGI – Good Governance Scorecard for Gender and Development

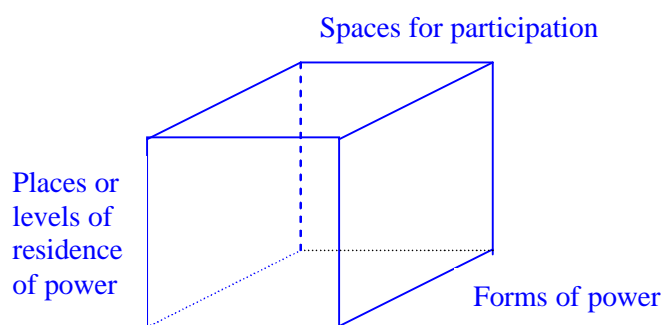
## 3.2 Promoting equal participation in decision making processes

We have seen in previous sections that women and men do not have equal access to decision making processes due to various obstacles. Moreover, the level of participation in decision making bodies of women compared with men is low. Women's participation in decision making is considered an urgent matter. The Beijing Platform of Action's section on Women in Power and Decision-Making starts with the statement "Women's equal participation in political life plays a pivotal role in the general process of the advancement of women. Women's equal participation in decision-making is not only a demand for simple justice or democracy but can also be seen as a necessary condition for women's interests to be taken into account. Without the active participation of women and the incorporation of women's perspectives at all levels of decision-making, the goals of equality, development and peace cannot be achieved." In section 3.2.2 we suggest measures and actions to promote equal access to decision making processes. Their appropriateness and effectiveness depends on the situation of a specific organisation and the context in which it operates. It is, therefore, important to make a proper analysis of both organisation and context – the topic of the section 3.2.1.

### 3.2.1 Analysing participation and power in decision making processes

The model of John Gaventa can be used as the basis for understanding and analysing the power exercise or power play.<sup>25</sup> This model, which focuses on power and participation, is interesting because it includes different levels of governance. It can help a particular organisation to understand its relations with other levels where power is exercised, from household to national (and even international) level. Thus, it can help to identify entry points or issues for action in order to contribute to gender sensitive good governance at different levels. Gaventa visualises power exercise in a 'power cube' as drawn in figure 2, each side of which we explain below.

Figure 2: Gaventa's power cube visualising power and participation



#### Places, arenas or levels of residence of power

The decision making or power processes concerning resources take place at different but interdependent levels: international, regional, national, local, community and the household or family level. Gaventa speaks of different places or arenas where critical social, political and economic power resides. At each level or arena power is exercised to make policies, to allocate resources, etc. through interactions by people. The key formal political institutions are the following:

- The Legislature - such as parliament
- The Executive - such as President and Prime Minister

<sup>25</sup> This part is based on ideas of John Gaventa (2003) of the Institute of Development Studies, Sussex.

- The Judiciary - the courts
- Bureaucracy or Administration – appointed leadership and staff in government offices
- Political parties
- Police and military

Organisations operating at the same level influence each other, but their decision making process is also influenced by other levels. At the national level, for instance, the Ministry of Economy makes decisions about the allocation of economic resources in which private sector organisations could have a stake. Moreover, global or regional institutions may influence its decision making, such as the World Trade Organisation, to which Egypt's has made commitments, or the Euro-Mediterranean Trade Association, of which Egypt is a member.

### Spaces for Participation

We have discussed about participation in section 2.7. In this section we add a few more details fitting Gaventa's model. Every organisation has mechanism, sometimes hidden sometimes open, which allow staff and/or outsiders such as clients, constituency, consumers, to have a voice in decision making. Some mechanism also exclude staff and/or outsiders from participation..

Following Gaventa and Cornwall<sup>26</sup> we can speak of three categories of spaces for participation:

- **Provided or closed space:** decisions are made by a group of people behind closed doors. Provided means that elites, for instance, elected representatives or bureaucrats, make decisions and provide services without broader consultation or involvement of the people concerned.
- **Invited space:** people as users, citizens or beneficiaries are invited to participate by various kinds of authorities, such as government or a NGO'. Invited space relates to participation by consultation or "interactive participation" (see section 2.7).
- **Claimed or created space:** 'claimed by less powerful actors from or against the power holders or created autonomously by them, often out of common or issue-based concerns'.

Women encounter a number of obstacles to enter invited or provided spaces of participation or even more, to claim or create space. We like to refer to box 10 in section 2.

The three spaces are dynamic: they are opening and closing due to more or less conscious actions of people. An example of invited space is the set up of the Egyptian National Council for Women by Presidential Decree in 2000 with the mandate to, amongst others, 'advise on laws and decrees pertaining to women before they are represented to the concerned authorities and recommend draft laws and decrees deemed necessary to improve women's conditions.'<sup>27</sup> An example of creating space is the strong women's lobby in passing a (reformulated) Personal Status Law in 1985 just before the start of the UN Women's Conference in Nairobi. The preparations for the United Nations International Conference on Population and Development (ICPD) in Cairo and the Conference itself in September 1994 created space for many women activists in Egypt to address previously taboo topics (abortion, violence, reproductive rights). It created space for discussion about issues of common concern (equality before the law, political participation, structural adjustment, the Personal Status and nationality laws) with women from different political orientations and backgrounds.<sup>28</sup>

<sup>26</sup> Gaventa refers in his paper (previous footnote) to Andrea Cornwall's article 'Making Spaces, Changing Places: Situating Participation' in Development, IDS Working Paper 170, 2002.

<sup>27</sup> The National Council for Women. The Arab Republic of Egypt. Brochure.

<sup>28</sup> Nadje S. Al-Ali. April 2002. The Women's Movement in Egypt, with Selected References to Turkey Civil Society and Social Movements. Programme Paper Number 5. United Nations Research Institute for Social Development

## Power

Power exercising is a key concept in (good) governance. Power refers to capacities of people to influence behaviour of others. Usually, four forms of power are distinguished: power over, power to, power with and power within. Control over decision making can be seen as 'power over'. We recognise three types of power over: visible power, hidden power and invisible power. In Box 15 the concept power is explained in more detail.

People or organisations do not exercise one form of power or always exercise the same form of power. Power is relative: it depends on the place, space and moment to what extent a person or group is powerful. A member of the Board of Directors, for instance, has authority to take certain decisions: his power is visible and legitimate. He is powerful in the organisation concerned, but does not necessarily have influence on the behaviour of members of the agricultural cooperative in the same locality. Maybe this member of the Board is an influential community member and uses hidden power to safeguard his land rights at the council level after a relative passed away. His points of view may –unconsciously – be based on the traditional or Islamic inheritance norms entitling land to men (more than women are entitled to).

The three elements of Gaventa's model can help us to understand gender sensitive good governance at the local level and how to promote it at this and other levels. Summarising, it is important to look at:

- The places where power is exercised – at a particular organisation, between organisations at the same level and between organisations of different levels,
- The extent to which people can participate in decision making processes (the spaces)
- The forms of power used in these processes, and
- The dynamic relationships within and between these three elements.

Ø To understand more about participation and power and to assess participation and power relations go to assignment 17 and 18

### BOX 15: Power, sources of power and forms of power

Power is the capacity to influence behaviour of other people. The outcome of this influencing process can be:

- that others agree, accept, do what you want him/her to do or believe
- that others resist, do not agree or accept or do what you want him/her to do or believe
- that other comply: say or pretend 'yes' but do not do it.

<p>Sources of individual power are:</p> <ul style="list-style-type: none"> <li>• Experiences, expertise, skills</li> <li>• Intellectual knowledge</li> <li>• Resources (money, materials, information)</li> <li>• Control over resources</li> <li>• Personal qualities or attributes: charisma, friendliness, humility, vision, helpful, inspiring, commitment, etc.</li> <li>• Physical strength or body language</li> <li>• Relationships: networks, connections, links with others</li> <li>• Formal authority: position, giving ability to reward or punish</li> <li>• Ability to articulate, verbal skills</li> <li>• Emotional power</li> </ul>	<p>Sources of organisation's power:</p> <ul style="list-style-type: none"> <li>• Official registration</li> <li>• Authority or mandate to enforce laws and regulations for instance by punishment</li> <li>• Charismatic leadership</li> <li>• Control over resources</li> <li>• Recognised knowledge and experiences</li> <li>• Relationships: networks, connections, links with other (powerful) institutions or individuals (spider in a web)</li> <li>• Appreciated and acknowledged culture of solidarity.</li> </ul>
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Power exists in every relationship due to the sources of power of the men and/or women involved. Therefore, all interactions include a 'power game', which can work out positively as well as negatively. The basic units in which interactions take place are: households, work and community. In these units activities are undertaken, products are distributed, information is shared and consultation and decision making take place. Men and women can be included or excluded in the interactions due to existing traditions, norms and values.

Forms of power are: (Note: positive or negative use depends on the perspective of the user or the recipient.)

1. Power over: force to make somebody or a group of people do something because they have less power. It refers to individuals and organisations.

Positive use (according to the perspective of the user!) struggle of farmers against landlords, women's organisation acting against wife beaters.

Negative use: repression, rape

Power over has three distinctive forms:<sup>29</sup>

1a. Visible power: Observable decision making with observable influence of participants: the Formal rules (such as (by)laws), authorities (such as political parties, parliament), institutions (such as legislatures) and procedures (such as elections) of decision making give visible power to people.

1b. Hidden power: Certain powerful people and organisations set the political agenda behind-the-scenes. They influence decision making by controlling who gets to the decision making table and what gets on the decision making table. An example is powerful farmers who influence local council members to take land rights from the political agenda. During the discussions about the new Personal Status Law in Egypt hidden power was 'used' by groups against and in favour of the law.

1c. Invisible power: The influence of norms and traditions on how people think and belief about what they are, can and can not and about what others are, can and can not, at an invisible and unconscious level. Influential forces, such as schools, media, political or religious leaders, but also (grand)parents shape values and norms about what is normal, acceptable and important. School books or films reflect accepted roles and behaviour and, thus, reinforce them. People do not tend to question these beliefs and ideologies, which are mostly internalised, nor envision any possibility for change. Invisible power has a clear gender dimension: it includes norms and values about how women and men should behave in society or at work.

<sup>29</sup> Based on VeneKlasen, Lisa and Valerie Miller.2002. A New Weave of Power, People and Politics. The Action Guide for Advocacy and Citizen Participation.

2. Power to: enabling an individual or a group of people to do something due to a person's potential to shape his/her life and world. It also refers to organisation's potential to shape the world.

Positive use: capacity building, providing resources, forming groups, helping people help themselves

Negative use: manipulation, corruption.

3. Power with: strength due to collective action, mass based on mutual support, solidarity and collaboration. It also refers to organisations forming networks or alliances.

Positive use: group of parliamentarians acting for a common cause

Negative use: gangs, hooligans

4. Power within: individual strength based on a sense of self-worth and self-knowledge. It also refer to organisations showing a high degree of self-worth and vision.

Positive use: speaking on behalf of others to bring common interests forward;

Negative use: dominant behaviour not giving space to others.

### 3.2.2 Actions to promote equal participation of men and women in decision making processes

Experiences world-wide point at a number of measures which can be taken to increase women's participation in different 'spaces for participation', thus bridging gender inequalities. They are listed in the table below. The measures refer to accessing decision making processes, such as consultation, as well as promoting membership of decision making bodies. A particular organisation can apply these measures in the own organisation or take action to promote them in another organisation. A NGO/CBO can, for instance, take action to get women elected in the local council.

It can not be stressed enough that men's involvement and commitment in making changes is critical. When it comes to balancing inequalities it requires both women and men. In certain situations men's involvement in decision making should be pursued to bring balance. Usually men's involvement in health and nutrition issues is much less than that of women.

Ø To increase understanding about ways to promote equal participation in decision making processes for women and men go to assignment 19 and 20

### Table 4: Possible measures to increase women's participation in decision making

#### Creating opportunities for women's participation

- ▶1. Schedule meetings during women's free(est) time or break them into smaller sessions (staff: during working hours; constituency: day or evening).
- ▶2. Make sure that women are informed about meetings by choosing the appropriate communication channels and language to attract women's attention and interest.
- ▶3. Locate meetings at places convenient for women.
- ▶4. Provide (safe) transport for women to meeting places.
- ▶5. Make sure that separate residences for women are available in case meetings take place outside the office or community.
- ▶6. If relevant provide child care facilities or encourage cooperative child care.
- ▶7. Ensure that the content of a meeting and the agenda is appealing to women. Include issues of relative importance to women.

- ▶8. Consider if a mixed or separate meeting for women and men is more effective to enhance women's involvement.
- ▶9. Use approaches and methods in meetings to encourage women to express their views.
- ▶10. Affirmative action: a temporary measure to accelerate women's participation, membership and leadership positions from legislative bodies and political parties to private and (non) government organisations. It can be discontinued when the objectives of equality of opportunity and treatment have been achieved (stated in Article 4 of the CEDAW). In other words, it does not only mean placing women in positions of responsibilities. More importantly, it includes the removal of direct and indirect discriminatory procedures, practices, customs, by-laws with regard to selection and promotion. This to avoid that women's participation and their inputs are not here today and gone tomorrow.
- ▶11. Target or quota setting: reserving a fixed number or percentage of seats for women in leadership positions, committees, parties, board of directors, etc. One of the recommendations of the Beijing Platform of Action is 'Initiating specific measures targeted to acquiring a short-term threshold of 30 per cent for women in national decision-making positions, with a long-term aim of 50 per cent.'
- ▶12. Set up a women's budget to provide funds to secure measures to promote women's participation and assist women in their (political) career.
- ▶13. Promote exchange between women of government and non-governmental organisations to discuss about gender issues and how to promote women's participation for gender equality.
- ▶14. Promote exchange or joint training between women and men committed to work towards gender sensitive good governance.
- ▶15. Provide access to internet to network with others and to access information.

#### Creating opportunities for women to take part in (political) decision making

- ▶16. In a mixed meeting: encourage men to give women opportunity to speak out and to take their views seriously.
- ▶17. Clarify the implications of decisions on issues placed on the agenda for women as compared to men.
- ▶18. Discuss the role of both men and women related to the issues concerned and how they both can play an active role in decision making and/or implementation
- ▶19. Changing registration and voting procedures to allow women to take part
- ▶20. Encourage women to stand for election for leadership positions and committees
- ▶21. Adjust selection criteria to allow women to stand for election
- ▶22. Inform women about their voting right and how to exercise these rights – develop special leaflets and posters adjusted to the level of education and understanding
- ▶23. Raise awareness of women and men about women's rights to vote and the importance of women's and men's participation in political decision making.
- ▶24. Use role models to show women that women can speak out and take part in decision making (bodies)
- ▶25. Include men in discussions about women's participation and consider men's needs, fears, experiences and lessons learnt.

#### Increasing women's capacities to promote their participation in decision making processes and bodies

- ▶26. Train women to gain confidence and to obtain skills needed to carry out duties in a committee and/or as leaders.
- ▶27. Involve especially young women in confidence and skill training.
- ▶28. Organise training in leadership to learn to speak in public, debating, negotiating and to defend their interests and to build a support network .
- ▶29. Organise training courses for women interested in politics to learn skills and knowledge for campaigning, presentation, negotiation, handling with the media, budget analysis.
- ▶30. Organise conferences and seminars to discuss the importance of equal participation of men and women in politics and strategies to achieve this.
- ▶31. Form networks of women in decision making bodies to exchange experiences and give moral support.
- ▶32. Organise training in communication and information technology.



Increasing involvement of men to work towards equal participation in decision making

- ▶ 33. Organise training for men and boys to increase awareness about gender and the importance to address gender issues as men's issues and women's issues.
- ▶ 34. Organise training for men and boys to actively work towards addressing gender issues.
- ▶ 35. Emphasise sharing of responsibilities between men and women rather than taking over power.
- ▶ 36. Involve men as well as women in the monitoring and evaluation of decisions taken.
- ▶ 37. Inform and involve men and women of the constituency about the decision making process and its outcomes.

### 3.3 Promoting gender sensitive policies, budgets, laws and regulations

Policies guide priority setting in decision making processes: which issues are set on the agenda and what aims to pursue. A NGO/CBO, which has a policy aiming at the integration of female disabled in community activities, has to put proposals on this issue high on the agenda about allocation of human and financial resources. Policies, also, give guidance to the process itself: who to involve and how decision making has to take place. This NGO/CBO, for instance, having a policy promoting beneficiaries' participation, has to design a consultation process about decisions in which the female disabled take part. In other words, policies are essential in promoting gender sensitive good governance. Policies need to address critical gender issues and gender gaps and pursue equal opportunities of men and women to access all kinds of resources and benefits.

Budgets belong to the most important areas of decision making about how to manage economic and social resources: who gets how much of the cake. Although budgets look gender neutral, when the allocations are translated in deliveries the different impacts on men and women become clear. Gender sensitive good governance requires budgets, which allocate funds to activities aiming at reducing gender inequalities and addressing critical gender issues. Examples are budgets for women education programmes to reduce the gender gap in literacy, for programmes to eradicate FGM, for programmes to involve men in health and nutrition issues, and the like. In other words, the items in budgets need to be gender sensitive and budgets need to contribute to gender equality and equal sharing of benefits between men and women.

In section 2 we touched on the importance of rule of law related to gender sensitive good governance. Laws and regulations play a key role in the implementation and enforcement of policies, decisions and budget allocations. Gender sensitivity of laws and regulations is required to ensure gender equality and to promote and protect women's rights, while special laws are needed to this end.

#### Actions to ensure gender sensitivity of policies, budget and laws and regulations

The question how to ensure gender sensitivity of policies, budget and laws and regulations can be approached from two angles. A first approach is analysis and review of existing laws, budgets and policies from a gender perspective. Participants in regional workshops organised in the context of the Development of National Gender Statistics Programmes in the Arab countries (GSP)<sup>30</sup>, for

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<sup>30</sup> The Development of National Gender Statistics Programmes in the Arab countries (GSP) was conceived and implemented in light of the Beijing Platform for Action of the Fourth World Conference on Women which recognised the importance of incorporating a gender perspective in policies related to all areas of society. GSP is a regional project being executed by the Economic and Social Commission for Western Asia (ESCWA) Statistics Division.

instance, identified priority gender issues for incorporating in national policies related to current gender policy goals as well as objectives that future national programmes may assume. The issues are presented in box 16.

#### BOX 16: Gender issues in the Arab countries

The following gender issues have been identified by countries participating in regional workshops of the Development of National Gender Statistics Programmes in the Arab countries (GSP).

##### Economic life

- Unfavourable labour market conditions due to low economic activity and cultural stereotypes that preference males
- Limited opportunities for career promotions
- Wage discrimination
- Sexual division of labour within the home and market place (women segregation and job feminisation)
- Prevalence of women working in the informal sector and extent of under-counting of women's work by conventional measures

##### Education

- Socio-cultural heritage that reinforces gender discrimination within the home
- Female drop-out rate from the educational system and its augmentation among women
- Priority for men in training and acquiring experience

##### Health

- Domestic violence, violence against women and female circumcision, and the need to eradicate them through education and enforceable legislation

##### Law

- Prevalence of discriminatory legislation concerned with inheritance, marriage divorce and pension collection
- Inadequate implementation of existing legislation due to lack of enforcement mechanisms or bureaucratic inefficiencies
- Absence of measures and procedures conferring financial benefits or social security for the least fortunate groups in society, often girls and women
- Absence of measures curtailing child labour
- Existence of legislation inhibiting men/children to acquire the nationality of the wife/mother

##### Media representation

- Limited participation of women in radio and TV productions, possibly leading to biased messages being transmitted to the public.

Based on the outcome of analysis and review suggestions can be made and brought to the right fora to make revisions and adjustments. Box 17 gives suggestions of actions. A quiet recent trend is gender analysis of budgets at national and ministerial level, which is becoming more and more popular. Box 18 explains the key issues of budget analysis.

#### BOX 17: Actions to promote gender sensitive policies, budgets, laws and regulations

- Critically analyse the content of existing policies, such as recruitment policies, policies on target group criteria, sexual harassment, etc. Review existing laws, bylaw and regulations to eliminate or change discriminatory laws. To what extent are concerns of both men and women and priorities included, and inequalities between men and women in terms of access and control of resources, opportunities, services, etc. addressed? It may lead to recommendations for improvement and actions for implementation.
- Collect data about the way policies, laws and regulations are implemented and budgets are allocated differentiated according to gender. Monitor decisions related to gender, such as target setting in budget allocations to literacy programmes for women or for involvement of men in family planning programmes. Document discrimination.
- Analyse budgets: make visible what resources and services are allocated to what sectors and who benefits differentiating between women and men, girls and boys (see box 18). Recommend measures for improvement.
- Encourage organisations to account to the public or their members about what they promised to do.
- Monitor and evaluate policies to find out to what extent they contributed to bridging gender gaps and addressing concerns of men and women. Monitor enforcement of laws at administrative levels and policies in the courts.
- Train government officials and NGO/CBO staff, especially men, to increase their awareness about gender issues, gender gaps and ways to bridge the gaps.
- Lobby for changes in laws, policies and budget allocations, possibly together with other organisations through building alliances.

#### BOX 18: Gender budget analysis

Gender budget analysis looks at the following items from a gender perspective<sup>31</sup>:

- Inputs – the money appropriated (tax and other revenues) and spent
- Activities – the services planned and delivered (for example, health services, agricultural technologies, information technology, etc.)
- Outputs – the planned and delivered take-up of activities (number of men/women /female patients, men/women using technologies, etc.)
- Impacts – planned and actual achievements in relation to the broader objectives (for example, healthy people, higher yields/income, increased exposure to (inter)national knowledge

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<sup>31</sup> Based on Diane Elson, Gender Budget Initiatives as an Aid to Gender Mainstreaming. OECD Conference on Gender Mainstreaming, Competitiveness and Growth, November 2000 in: Veneklasen and Miller. 2002.

A second approach is proposing new policies, laws and regulations and other budget allocations to realise equal access to resources and benefit and to promote and protect women's rights. This approach is complex because it requires good insight in existing decision making processes and procedures. It often needs lobbying, a complex activity requiring specific skills and capacities, which we do not further discuss in this manual.<sup>32</sup> Reference can be made to international conventions such as CEDAW (1979) or the Beijing Platform for Action (1995), which often makes the issues brought forward stronger. The Beijing Platform of Action, for instance, recommends:

- Setting a firm timetable to end all manner of legal discrimination against women (along the lines of CEDAW), as well as establishing a framework to promote legal equality;
- Mobilising national and international efforts to facilitate for everyone—and for women in particular—greater access to economic and political opportunities.

Other important international frameworks are<sup>33</sup>:

- Convention on the Elimination of All Form of Discrimination against Women (1981)
- Declaration on the Elimination of Violence against Women (1993)
- Convention on the Political Rights of Women (1954)
- Optional Protocol to the Convention on the Elimination of Discrimination against Women (2000)
- Vienna Declaration and Programme of Action (1993)

Box 19 lists possible actions concerning rule of law.

#### BOX 19: Possible actions to promote gender sensitive rule of law<sup>34</sup>

- Design new laws or bylaws
- Make sure that both men and women know about the laws and bylaws
- Make legal services available to women, especially women with less resources
- Train and use paralegals, social workers in advocacy skills
- Provide legal education en legal literacy programmes to make women and men aware about rights and the law and to increase their capability to assert law.
- Establish legal information and documentation centres
- Design and distribute booklets for literate women and visual material for illiterate women
- Set up mass media campaigns
- Train politicians, lawyers, staff of judicial services and security forces in gender awareness, gender issues and women's rights
- Train police forces how to handle cases of violated women
- Organise seminars and conferences and workshops to discuss gender issues and women's issues with regard to legislation

<sup>32</sup> An excellent guide on lobby and advocacy is developed by World Neighbors: VeneKlasen, Lisa and Valerie Miller. 2002. *A New Weave of Power, People and Politics. The Action Guide for Advocacy and Citizen Participation.* They suggest steps for lobbying (= getting to and being persuasive at the decision making table) which should be followed by negotiating (= advancing your issues). The steps for lobbying include: familiarisation with the corridors of power; classification of the players; informing yourself and build relationships; getting attention and showing your power (p. 277-298).

<sup>33</sup> The contents can be easily accessed via [www.gdrc.org/gender/governance/gender-gov.html](http://www.gdrc.org/gender/governance/gender-gov.html) and [www.unhchr.ch/development](http://www.unhchr.ch/development) -> rights-based approaches

<sup>34</sup> Based on Schuler, M. (ed.) 1986. *Empowerment and the law. Strategies of third world women.* Washington: OEF International, referred to by Evertzen. 2001.

Ø To increase understanding about ways to promote gender sensitive policies, budgets, laws and regulations go to assignment 21

### 3.4 Promoting gender equality in delivery of services and resources and in benefits of their use

Gender sensitive good governance is meant to contribute to equitable distribution of services and resources which men and women need to live a decent and healthy life. Local level organisations play an important role in gender sensitive delivery of services and resources. Since they are closest to the people it is easier for them to know and address the needs and concerns of men and women than for organisations at regional or national levels. The local level organisations have the difficult task to allocate limited resources among different stakeholders with conflicting needs and interests and with differential access to resources and opportunities. Moreover, they have the difficult task to provide services and utilities to all people to fulfil their needs and to ensure them a decent life.

Organisations can take a number of actions to promote gender equality in the delivery of services and sharing of benefits of their use. It starts with a proper gender analysis and it ends with gender sensitive monitoring and evaluation to find out if implementation is on track or adjustments need to be made to bridge gender gaps. Many development organisations have ample experiences with gender analysis as part of the formulation and planning process of programmes and projects. Several frameworks exist to assess the benefits of projects and to identify areas of gender gaps. It goes beyond the scope of this manual to present different gender analyses frameworks. Box 20 lists possible actions.

#### BOX 20: Possible actions to promote gender equality in the delivery of services and sharing of benefits of their use

- Assess the needs and priorities of men and women when programmes and projects are formulated and planned
- Identify critical gender issues in specific areas (health, education, legislation, etc.)
- Analyse obstacles and opportunities
- Take measures to ensure that services and goods reach both men and women and that both benefit on equal terms.
- Analyse budgets to identify possible gender gaps and take action to bridge gaps (see above)
- Promote men's and women's participation in the decision making process (see above).
- Monitor and evaluate regularly the results of programmes and projects to identify gender gaps in delivery and sharing of benefits
- Train government officials and NGO/CBO staff, especially men, to increase their awareness about gender issues, gender gaps and ways to bridge gaps.

Ø To increase knowledge about how to assess gender gaps in benefits of development programmes and about measures to promoting gender equality in the delivery of services and resources go to assignment 22

### 3.5 Concluding comments

In this section we have discussed about ways to promoting gender sensitive good governance in the own or other organisations. We have stressed that this is an ongoing and step by step process. First steps are formulating a vision or long term goal and making an analysis of the situation with regard to governance. Based on the outcomes an organisation should make a concrete plan on how to promote gender sensitive good governance. Planning means: who is to do what when, where and how. Several methods exist to help make a plan, such as SWOT analysis (Strength Weaknesses, Opportunities and Threats analysis) or Forcefield analysis.

The following aspects are important to include in the planning stage:

- Establish immediate, concrete objectives for change and
- Define indicators to monitor and evaluate the process and output of change.
- Include strategies on how to influence different stakeholders in the process. Box 21 gives some considerations on influencing tactics.
- Develop alternative strategies. In decision making processes a number of stakeholders are involved, each having different views and interests (and resistances). Consequently, various strategies might be appropriate to reach the objectives of change.
- Moreover: Look for potentials, do not focus on barriers; Build in flexibility; Listen to the 'silent voices' – (other) opinions (on gender roles and relations for instance) that are not heard easily.

#### BOX 21: Some considerations on influencing in decision making processes<sup>35</sup>

The process of influencing is a key characteristic of any governance and essential in achieving good governance. By influencing<sup>36</sup> we refer to the process by which one or more persons persuade others to follow their advice, suggestions or orders. The outcome or effect of influencing can be:

- Commitment: the persons agree to something and act accordingly
- Compliance: the persons merely going along with a request or demand without believing it.
- Resistance or even rejection

We use the word 'influencing' to cover various activities from convincing others to negotiation and bargaining. Influencing others can be done in many ways, categorised as follows:

- Through persuasion. Examples are using logic, facts, giving ideas, proposals, etc.
- Through reward or punishment. Examples are offering incentives, using pressure, etc.
- Through participation and trust. Examples are recognising others, involving others in activities, etc.
- Through common vision. Examples are building a group spirit or feeling of togetherness, a 'we feeling', shared identity, etc.

It is difficult to give guidelines on how to convince or negotiate, because much depends on the norms and traditions in an organisation or society as a whole. Using the formal or informal way,

<sup>35</sup> Based on: Verona Groverman and Jeannette D. Gurung. 2001. Gender and Organisational Change. Training Manual. ICIMOD. Nepal.

<sup>36</sup> Based on Kolb, D.A., J.S Osland, I.M. Rubin (1995) Organizational behavior. An experiential approach. New Jersey: Prentice Hall, Inc.

for example, will depend on the type of people involved, the setting and traditions. Influencing is often highly sensitive. Extra care may be needed to avoid that individuals lose their face, and the like.

A few important issues can be to prepare for influencing:

- Influencing has to be prepared and planned
- Objectives have to be formulated. One set of objectives is about the intention: what should the other person or 'party' do (differently) – the so called content objective. The other set of objectives should state the type of relation to be built with the other (party) (so called relationship objective).
- Identify who should be influenced. Find out to what extent they are motivated or feel resistance to discuss gender and governance issues. What would be their interest to agree with a certain point of view or action?
- Identify the own power base and the power base of the others, for example, position, knowledge, support of constituency – see box
- Diagnose the situation and identify the "entry points": use the influential people and the right moment, for example, an annual meeting or a critical decision making meeting of the management.

The road toward the identified vision on gender sensitive good governance vision will be uneven and full of obstacles, such as resistances, unexpected changes in key actors, and many other things. This manual does not deal with issues arising during implementation. It ends with the plan – we wish you success with the implementation!

Ø To plan for promoting gender sensitive good governance go to assignment 23, 24, 25 and 26

## Further reading on Moving towards Gender Sensitive Good Governance

Ashworth, Georgina. 1996. Gendered Governance: an agenda for change, Gender in development Programme (GIDP). UNDP accessible via UNDP site:  
[www.undp.org/gender/resources/](http://www.undp.org/gender/resources/)

Evertzen, Annette. April 2001. Gender And Local Governance. SNV - Netherlands Development Organisation

Gaventa, John. 2003. 'Towards Participatory Local Governance: Assessing the Transformative Possibilities. Paper prepared for the Conference on Participation: From Tyranny to Transformation. Manchester, 27 – 28 February 2003

Joseph, Carmel. August 2002. Gender and Local Government Occasional Paper No 13, Friedrich Ebert Stiftung, Johannesburg

LIFE. 1997. Participatory Local Governance. LIFE's Method and Experience 1992 – 1997. Technical Advisory Paper 1. UNDP (Local Initiative Facility for Urban Environment amongst other in Egypt)  
<http://magnet.undp.org/Docs/dec/LIFE.pdf> (via [www.undp.org](http://www.undp.org) -> local governance)

UNDP. 2000. Women's Political Participation and Good Governance: 21st Century Challenges.

UNIFEM, 2000. Women and Political Empowerment Manual. UNIFEM Pacific:  
[www.unifempacific.com/resources/publications/pol\\_empower/good\\_gov2.htm](http://www.unifempacific.com/resources/publications/pol_empower/good_gov2.htm)

Valk M., S. Cummings, H. van Dam (2004) Gender, Citizenship and Governance. A Global Sourcebook. Gender, Society & Development series. KIT (Royal Tropical Institute)

VeneKlasen, Lisa and Valerie Miller. 2002. A New Weave of Power, People and Politics. The Action Guide for Advocacy and Citizen Participation. World Neighbors. [www.wn.org](http://www.wn.org)

Web-sites:

[www.gdrc.org/gender/governance/gender-gov.html](http://www.gdrc.org/gender/governance/gender-gov.html) :

[www.tugi.org/reportcards/genderdevelopment.pdf](http://www.tugi.org/reportcards/genderdevelopment.pdf) : UNDP-TUGI – Good Governance Scorecard for Gender and Development

[www.ids.ac.uk/logolink](http://www.ids.ac.uk/logolink)

[www.ids.ac.uk/drc-citizen](http://www.ids.ac.uk/drc-citizen) .



## Guidance to the Trainer – Part 4

Section 3 presents concrete measures and actions to promote gender sensitive good governance. It also gives methods for analysis. The assignments are designed to increase participants' knowledge and understanding about ways of analysis, measures and actions. The participants are asked to reflect on experiences gained elsewhere. They also practise while relating experiences from elsewhere to their own situation and experiences. Almost all assignments refer to text sections, which can be used as handouts. Especially the boxes are important. The last assignment brings all the knowledge and insights together – the participants are asked to make a plan for their own organisation to improve its governance in terms of 'good and gender sensitive'.

The trainer should start reading section 3 to prepare him/herself properly and, if required, study sources mentioned under further reading.

The assignments are mainly written for the staff of local (semi-)government and non government organisations, and women leaders. In some assignments members of NGOs/CBOs may take part. The trainer should, however, carefully assess if the assignment fits their level of understanding and experiences. In all cases the trainer has to check if adjustments are needed in the wording of assignments and handouts.

It is advised to follow a certain sequence of assignments to assist the participants to finally make an action plan in assignment 26.

Start with assignment 16: making a vision on gender sensitive good governance (desired situation). The following assignments help the participants to get more insight in the specific aspects of governance in their organisation:

- about different stakeholders and their interactions: assignment 17, 23
- about power relations and spaces of participation: assignment 18
- about measure of promoting gender sensitive good governance: assignment 20
- about existing policies, budgets and laws and their level of gender sensitivity: assignment 21
- about results of development programmes or delivery systems in terms of equal sharing of benefits: assignment 22

Assignment 19, 24 and 25 help participants to understand more about underlying processes and values, which can hamper or favour achieving gender sensitive good governance. They are meant to better prepare the participants to make an action plan. Assignment 19 focuses on leadership of men and women and underlying values. Assignment 24 deals with resistance, an important aspect to consider when changing existing governance to 'good and gender sensitive'. Assignment 25 focuses on influencing in decision making processes: the roles of different players, tactics, verbal and non verbal behaviour, and the like.

The trainer should make specific efforts to refer the discussion to the participants' real life situation. It promotes understanding of how the participant's organisation addresses governance issues and what needs and can be done to realise gender sensitive good governance.

For specific methods: see Guidance to the Trainer Part 1.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 16: A vision on gender sensitive good governance<sup>37</sup>

Aim of the assignment: at the end of the assignment the participants have formulated a vision or long term goal on how the participant's organisation looks like in terms of gender sensitive good governance or, if they want to focus on promoting such governance in another organisation, on how this organisation looks like in terms of gender sensitive good governance.

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 3 hour

Method: small group work, gallery walk, discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Optional: copies of the text of section 3.1.

Steps for the trainer/facilitator:

1. Preparation: Read section 3 and more particularly 3.1. Read the assignment well and write it on a flipchart (see point 3). Prepare how to guide the participants during the work. Anticipate their reactions. Prepare the room to make gallery walk possible. The assignment refers to what the participants have done in assignment 15: an analysis/assessment of the own organisation. Such an analysis helps to find out what the organisation needs to change to make their governance 'good and gender sensitive'. Important is to have a point of reference, an ideal situation, to compare with and to better identify what gaps exist. In the present assignment the participants are asked to define this ideal situation (a vision) focusing on decision making. They are asked to look at roles, relationships and values in decision making at different levels. Roles refer to what certain people or groups (are supposed to) do in decision making. Relationship refer to how they interact with each others in decision making, who they include and exclude. Values refer to things they find important in decision making, such as cooperation, exchange, inclusiveness, broad information sharing, and the like. A vision is a description of an ideal situation and answers the questions: how would we like decisions to be made, who do we want to include, what kind of decision making system do we want to live in or work in? Examples of visions of decision making are:
  - In the ideal NGO/CBO: decision making is carried out in consultation with representatives from grassroots and all levels of the organisation's staff; fifty percent of the representatives are women;
  - In the ideal youth centre: there is no stereotyping of girls' roles in decision making in our centre
  - In the ideal cooperative: all men and women members are informed about their rights and about decisions taken
  - in the ideal family: both husband and wife are involved in deciding the number of children and when to have them and share responsibility for the children and the household.

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<sup>37</sup> The exercise: What is your political vision? in: Veneklasen and Miller, 2002 inspired the author in designing this assignment.

2. Explain the assignment:
  - a) Describe what decision making should look like as expressed in roles, relationships and values in ten years time at all the following levels:
    - Local government organisation, such as local council, cooperative, clinic, police, court. Choose one organisation.
    - Local NGO/CBO
    - National level institution such as parliament, legislature. Choose one organisation.
    - The family or household
  - b) Write your visions on flipcharts. You have about 1 hour for this visioning.
3. Form small groups. When they are finished, ask them to hang the flipcharts on the wall and walk around to read and discuss the visions of each other (gallery walk) in 20 – 30 minutes (depending on the number of groups formed).
4. Ask them to come back in the plenary and explain the next step. They have discussed and exchanged about visions concerning different levels. Now they should focus on one level only – the level which they find relevant for their own organisation to focus its efforts to promoting good governance on in the coming years. It could be their own or another organisation. Guide them to make a choice by considering differences and similarities, advantages and disadvantages. Participants from different organisations can, of course, make different choices.
5. Form small groups of participants of the same organisation. Ask them to reformulate a vision for that particular organisation they have chosen making use of all the ideas they have learnt from the gallery walk and discussion in the plenary. Ask them to write the vision on a flipchart.
6. In the plenary let the groups present the outcome to the groups and discuss briefly. Make sure that gender issues are addressed. Optional: hand out copies of section 3.1.
7. To finalise, ask each participant what he/she has learnt from doing the assignment.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 17: Interactions in decision making processes in the own organisation

Aims of the assignment: at the end of the assignment the participants

- a) Understand that it is important to consider interaction processes in decision making
- b) Have insight in the interaction processes related to decision making in their own organisation
- c) Have insight in obstacles and opportunities for equal participation and inclusiveness
- d) Have identified four urgent actions to promote equal participation and inclusiveness
- e) Have increased their analysis skills.

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 3 ½ hours

Method: participatory discussion, small group work, discussion in the plenary, Venn diagram, carousel.

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of the text of 3.2 and 3.2.1 or a handout prepared by the trainer. Copies handout 13.

Steps for the trainer/facilitator:

1. Preparation: Read section 3.2 and 3.2.1 thoroughly. Note that two assignments will be done to increase understanding about participation and power related to the own organisation. The present assignment is the first one. The details on power will be discussed in assignment 18.
2. This assignment is meant to get more insight in participation by looking at to the interactions between people and groups in decision making within the own organisation. People and groups within an organisation work together to ensure that it functions properly, each with his or her job description. Ideally, these interactions are based on equal participation and inclusiveness of gender issues in decision making and information sharing. The analysis focuses on who interact with whom about what and identifies obstacles and opportunities for equal participation and inclusiveness. It helps to identify priority areas to enhance equality in participation in decision making processes and information sharing in the own organisation.
3. Make a simple handout for the participants if the level of the text sections is too high for proper understanding. Prepare yourself on how to explain the assignment and the Venn diagram.
4. Introduce the topic and discuss/explain in a participatory way the model of Gaventa about participation and power at different levels. Explain the assignment and its purpose.
5. Form groups of not more than 6 persons, if possible of different levels and with different tasks in the organisation. Give flipcharts to each group to make a Venn diagram and a copy of the assignment. Explain what a Venn diagram is (see assignment 17). When the Venn diagram has been drawn each group is asked to reflect on the lines of interaction and discuss:

- a. How they assess the extent to which different stakeholders participate in decision making processes and the extent to which they are informed.
  - b. How they assess the degree of interaction of women relative to men stakeholders.
  - c. How they assess the extent to which men's and women's issues are being addressed during these interactions.
  - d. Based on the results of the previous three questions, formulate four urgent actions to enhance equality in participation and information sharing in their organisation. Examples are: make a policy on affirmative action; collect and share data about men's involvement in health programmes; identify specific channels to inform girls about youth centre's activities, etc. Write them on a flipchart.
6. Put the Venn diagrams and flipcharts with actions on the wall. Use the carousel method for presentation of the group outcomes.
  7. In the plenary ask briefly some main observations of the participants and add your own views. Ensure that the gender dimension of participation in decision making and information sharing is well addressed. Hand out copies of the text discussed or the handout prepared by you.
  8. To finalise, ask each participant what he/she has learnt from doing the assignment.

## Assignment 17

### Handout 13: Venn diagram and questions related to internal interactions

You are asked to make a Venn diagram to get insight into the interactions between individuals and groups of stakeholders within your organisation. You do that as follows:

1. Together make in your note book a list of not more than eight individuals and groups of stakeholders within your organisation who are directly or indirectly involved in decision making processes of your organisation: for example, the SG, finance manager, drivers, etc. Indicate their sex.
2. Identify the order of importance with regard to decision making of the individuals and groups you listed. It may be difficult to indicate the importance of some persons or groups, because it will depend on the type of decision, but make a rough order.
3. Take a flipchart and draw circles to represent the different individuals and groups listed in such a way that the size shows the importance: a large circle represents an important person or group, a small circle a not-very-important person or group, etc.
4. Connect those 'circles' which interact with each other in decision making. Write next to the lines on which issues they interact and how, such as exchange of information on financial issues, cooperating in credit programmes, giving advice about gender issues, etc.
5. Identify those interaction flows which deal with gender issues. Mark them by drawing a line with another colour.
6. Reflect on the lines of interaction and discuss:
  - a) How you assess the extent to which different stakeholders participate in decision making processes and the extent to which they are informed.
  - b) How you assess the degree of interaction of women stakeholders relative to men stakeholders
  - c) How you assess the extent to which men's and women's issues are being addressed during these interactions
  - d) Based on the results of the questions a – c, formulate four urgent actions to enhance equality in participation and information sharing in their organisation. Examples are: make a policy on affirmative action; collect and share data about men's involvement in health programmes; identify specific channels to inform girls about youth centre's activities, etc.
  - e) Write the four actions on a flipchart for presentation.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 18: Forms and sources of power

Aims of the assignment: at the end of the assignment the participant know and understand

- a) About different forms of power and sources of power at the personal and organisational level
- b) About the power base of the own organisation and
- c) About how power can be used to create more space for participation.

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 3½ hours

Method: small group work, discussion in the plenary, non-verbal or verbal visualisation

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of box 15. Copies handout 14. If assignment 17 is not done: copies of introduction of section 3 and 3.2.1 or a handout prepared by the trainer.

Steps for the trainer/facilitator:

1. Preparation: Read section 3.2.1, more especially the part on power (box 15). The assignment is meant to better understand what power means and what forms of power exist at the individual and organisational level. The assignment, first, addresses individual power and, next, power bases of an organisation. Prepare the room for sketches and other forms of visualisation.
2. Discuss the concept power which is a central concept in governance. Introduce the assignment.
3. To start with, ask each participant to take a few minutes to think about a situation in which they felt powerful and a situation in which they felt powerless. What feelings did they have and what situation did them make feel powerful and powerless. It could relate to the situation at home, in the family, at work, in the community, organisation of which one is a member, such as a political party, cooperative, board of directors, and the like.
4. Form small groups of men and women only or mixed depending on the atmosphere in the group and the traditions. Ask them to exchange their individual experiences in the small group. Let the group select one situation of powerfulness and one situation of powerlessness to visualise in the plenary in a non-verbal or verbal way – a statue, mime, very short sketch, etc.
5. Discuss the performances. Relate the situations shown to different levels and places where power is exercised (model of Gaventa). Discuss how they can change a situation of powerlessness into one of powerfulness (for instance, by training, confidence building, forming groups or alliances, and the like).

6. Next, move to power of organisations. Discuss the forms and sources of power and spaces of participation – model of Gaventa. Ask which forms of power the participants' organisation exercises (power over to power within) and what the sources of its power are. Write them on a whiteboard or flipchart.
7. Ask the participants to sit again in their small group and discuss the questions of the assignment. Give them a copy of the assignment 18. Use can be made of the list of organisations they have made in assignment 17.
8. Discuss the major group outcomes in the plenary. Ensure a gender perspective!
9. Use the carrousel method for presentation of the group outcomes.



## Assignment 18

### Handout 14: Questions related to assignment on power

We will take a closer look at what we can call the power play at local level decision making. A number of stakeholders can be involved from government organisations which channel funds to NGOs/CBOs or are responsible for waste collection, to individual households which may express their concerns to councillors, make use of clinics, etc.

a) Make an inventory of all the 'players' in the power play in which your organisation takes part.

To better understand the power play and bottlenecks and opportunities for equal participation in decision making processes we take a better look at the 'field' where the power play takes place.

b) We first start from your organisation:

- In which space is power mostly exercised by your organisation: provided or closed space (other stakeholders are hardly allowed to take part in decision making processes), invited space (others are allowed to take part), claimed or created space (others try to influence and take part in decision making processes)?
- Do you feel that changes have to be made in terms of space for participation towards other stakeholders to promote equal participation?
- If yes, how can that be realised?

c) Next, we look at the position of your organisation in the 'field' of the power play:

- Which space is mostly available for your organisation: invited or claimed/created? It is likely that varying spaces are available depending on the topic or type of organisation you deal with. If so, give a few answers.
- Do you feel that changes have to be made in terms of space for participation of your organisation to promote equal participation?
- If yes, how can this be realised?

Make notes in your notebook or write on a flipchart and present the major outcomes to the plenary.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 19: Perceptions about leaders and values attached to leaders

Aims of the assignment: at the end of the assignment the participants

- a) Understand that male and female leaders in organisations, committees and groups are perceived and valued in different ways
- b) Understand that these different perceptions and values can work out negatively for women's advancement
- c) Can identify several ways to promote women in leadership positions.

Target group: staff and members of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 1 ½ hour

Method: small group work guided by statements, exchange in the plenary

Materials required: whiteboard, markers, notebook, pens, flipcharts.

Steps for the trainer/facilitator:

1. Preparation: The assignment is meant to make the participants aware about the way female and male leaders are - often unconsciously - valued by others. Negative values attached to women leaders can frustrate women's efforts to take leadership positions. Go through box 10 in section 2 and review the outcomes of assignment 4 and 5 (if done by the participants) to prepare yourself for the discussion.
2. Introduce the assignment by asking the participants if they feel that women are different leaders than men and why they think so. Then explain the assignment – see next steps
3. Form three (or six or nine) groups. In each group only one of the following statements is discussed – write the statements on a flipchart and divide the statements between the groups:
  - a. If I had the choice between a male or female boss I would choose the male boss.
  - b. Young women should not be the boss of men and women beyond her age.
  - c. A masculine organisational culture favours male leadership.Ask them to write the arguments discussed in their group on a flipchart to present in the plenary.
4. In the plenary briefly discuss the arguments brought forward. Refer to box 10 and the outcomes of assignments 4 and 5. Together identify ways to increase women in leadership positions in the own and other relevant organisations. Write the suggestions on a flipchart.
5. To finalise, ask each participant what he/she has learnt from doing the assignment.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 20: Actions to promoting equal participation of men and women in decision making processes

Aims of the assignment: at the end of the assignment the participants

- a) Know at least 10 measures to promote equal participation of men and women in decision making
- b) Have identified maximum five measures to promote women's participation in decision making in the own organisation

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: 2 – 3 hours

Method: small group work, discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts, coloured cards. Copies of the text of section 3.2.2.

Steps for the trainer/facilitator:

1. Preparation: Read section 3.2.2, pay special attention to table 4. Review box 10 in section 2 (see also assignment 19). Prepare how you want to explain the assignment. Write the assignment on a flipchart.
2. Discuss about measures to promote equal participation of men and women in decision making. Refer to the obstacles mentioned in box 10 and discussed previously. Handout copies of the section.
3. Form small groups. If participants come from different organisations form groups per organisation. Ask the participants:
  - a. To go through the list of measures in section 3.2.2 and tick off the measures which will contribute to promote participation of women in decision making in the own organisation.
  - b. To prioritise maximum five measures which can be implemented the coming 12 months and write them on coloured cards.
4. In the plenary collect the cards, cluster them with the inputs of the participants and select five measures the participants' organisation can implement the coming 12 months. If the participants come from different organisations/institutions make lists per organisation.
5. To finalise, ask each participant what he/she has learnt from doing the assignment.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 21: Promoting gender sensitive policies, budgets, laws and regulations

Aims of the assignment: at the end of the assignment the participants

- a) Know and understand different ways of promoting gender sensitive policies, budgets, laws and regulations
- b) Have identified a few ways to promote gender sensitive policies, budgets, laws and regulations in their own or in another organisation

Target group: staff (and also members) of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 2 hours

Method: small group work, discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of the text of section 3.3, including the boxes.

Steps for the trainer/facilitator:

1. Preparation: Announce in advance that participants should bring one or more policies, budgets, (by)laws, rules or regulations of the own organisation or of other organisations, such as national laws or budgets of a Directorate. You could also bring a national/local policy or law. Read section 3.3 and prepare how to discuss the matter with the participants. Write the assignment on a flipchart (see point 3).
2. Explain the topic of the assignment. Discuss in a participatory way the importance of promoting gender sensitive policies section and ways to do so. Make use of the text of section 3.3. Hand out copies of the text.
3. Ask the participants to choose a policy, budget or law they have brought with them. Form small groups to discuss the same policy, budget or law. Ask them to do the following assignment:
  - a. Read the text thoroughly and discuss if the policy, budget or law
  - b. Makes a differentiation between the situation of men and women, for instance referring to different needs or problems or opportunities. Give examples you find in the text to illustrate that a differentiation was made. And/or to illustrate that a differentiation is lacking while it should have been made.
  - c. Could have different implications for men and for women. If yes, in what way.
  - d. Could be interpreted differently when it concerns a woman or when it concerns a men. Give examples.
  - e. Write your answers on a flipchart and present the outcome including examples in the plenary.
4. Let them present the outcome of the discussion in the plenary. Summarise the main points brought forward on a flipchart or whiteboard. Discuss what measures the participants' or other organisations can take to overcome inequalities between men and women.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 22: Gender gaps in sharing of benefits of development programmes

Aims of the assignment: at the end of the assignment the participants

- a) Have insight in how men and women may differently benefit from delivery of services and resources
- b) Have identified at least five areas required to be addressed to ensure equitable delivery of services and resources.

Target group: staff (and also members) of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 3 hours

Method: small group work, discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of handout 15 and the text of section 3.4.

Steps for the trainer/facilitator:

1. Preparation: Read section 3.4. The aim of gender sensitive good governance is that all people benefit in an equitable way from services and resources delivered by government institutions, NGOs, etc. and are able to improve their situation. Programmes and systems for services and resources delivery should be based on needs, problems and priorities perceived and expressed by the 'target group'. This assignment involves an analysis meant to identify inequalities between men and women in accessing benefits. The identified gender gaps will point at areas required to be addressed to ensure gender sensitive good governance.  
Prepare a case to use in the assignment – see assignment to hand out. The delivery system has to be operational and the programme ongoing or finished for quiet some years. You can also ask the participants to choose a specific programme or delivery system aiming at improving the living situation of the community to use as a case. Ask in advance or during the assignment about the details of this programme or system: aim, target group, areas concerned, and if applicable: activities or interventions, and approaches applied. Write these characteristics on the flipchart. Adjust the handout 19 if required.
2. Discuss the topic with participants in a participatory way. Use the text of section 3.4.
3. Explain the assignment. Give the participants the assignment. Explain the matrix and adjust to the specific case if required. Explain what they are supposed to do in small groups. Form the small groups.
4. Let them present the outcomes of the group work in the plenary. Facilitate the presentation of group outcomes and the discussion in the plenary. Encourage concrete suggestions, which are feasible and realistic to implement. Hand out copies of text section 3.4. Ask them what they learnt from doing the assignment.

## Assignment 22

### Handout 15: Questions related to assignment on gender gaps in sharing benefits

In the matrix below some key indicators of benefits of programmes or delivery systems are listed. They concern economic, social and personal benefits. Programmes or delivery systems often work out differently for men and women, for poor and rich, etc. You are asked to consider the benefits of poor men and poor women and better-off men and better-off women as a result of the programme or delivery system which you have chosen or handed out. Adapt the categories to fit the target groups and situation, in which the programme or system operates. For example, a youth centre will consider the benefits of boys and girls, for a credit programme different categories entrepreneurs may be relevant to consider, etc.

#### Assignment:

1. Write in the columns 1 – 4 the type of benefits men and women received in the economic, social, personal or other areas. The indicators mentioned help you to do that, but you can add others yourself. Quantify the effects if data are available. Differences in benefits are often more a matter of 'less' and 'more' than 'yes' and 'no'.
2. Based on the information you filled in, list five major inequalities and formulate suggestions about what can be done to ensure equitable sharing of benefits.
3. Write the major inequalities and your suggestions on a flipchart for presentation.

Possible benefits	1. Effects on poor men	2. Effect on poor women	3. Effects on Better-off men	4. Effects on Better-off women
Economical: Income; access to resources and services; access to jobs; level of productivity; debt situation; credit provision; control over resources; ...				
Social: Status; closeness of family ties; number of relationships outside the family; leadership position; decision making power; responsibilities in the community; responsibilities in the family; membership of organisations or group; access to water, health, food, housing, education; .....				
Personal: Confidence; skills; knowledge; awareness; satisfaction in life; security and safety inside the home; security and safety outside the home; level of mobility; health situation; consumption level; decision making power in the family; empowerment; self image; ....				

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 23: Interactions in decision making processes – external relationships

Aim of the assignment: at the end of the assignment the participants

- a) Understand that it is important to consider interaction processes with other organisations for decision making of the own organisation
- b) Have insight in these interaction processes for decision making of the own organisation
- c) Have insight in obstacles and opportunities to promote gender sensitive good governance
- d) Have identified four priority areas for lobbying towards gender sensitive good governance
- e) Have increased their analysis skills.

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: at least 2 ½ hours

Method: small group work, discussion in the plenary, Venn diagram, carousel

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of handout 16.

Steps for the trainer/facilitator:

1. Preparation: Read 3.2.1 again and assignment 17. This assignment 23 is meant to get an insight into the field of the power play or the interactions taking place and to identify obstacles and opportunities for promoting gender sensitive good governance. The analysis can help formulate priority areas for lobbying towards other organisations. Different actors are involved in decision making processes. Organisations, for instance, work with other organisations in the planning and/or implementation of their activities. It is important to know who these people or organisations are for two reasons. Firstly, a particular organisation needs to know who may influence its decision making processes. Secondly, if an organisation wishes to promote good governance at other levels it has to be aware of the other stakeholders in the 'field of the power play'.
2. Introduce the assignment to the participants. If they have done assignment 17 explain that this time external relations will be examined.
3. Form groups of not more than 6 persons. Explain the assignment and give it to the participants. Explain what a Venn diagram is if assignment 17 is not done.
4. Put the Venn diagrams and flipcharts with recommendations on the wall. Use the carousel method for presentation of the group outcomes.
5. In the plenary ask briefly some main observations of the participants and add your own views. Ensure that the gender dimension of good governance is addressed well. To finalise, ask each participant what he/she has learnt from doing the assignment.

## Assignment 23

### Handout 16: Venn diagram and questions related to external interactions

You are asked to make a Venn diagram to get insight into the interactions between your organisation and other organisations or institutions outside your organisation. You do that as follows:

1. Make a list of not more than 10 individuals, groups of stakeholders, and other organisations outside your organisation who are directly or indirectly involved in decision making processes that concern your organisation. These could be relationships with (other) government departments, NGOs/CBOs, parents committees, clinics, schools, water committees, etc.
2. Draw a circle in the middle of a flipchart representing your organisation. Draw circles around 'your' circle representing the organisations listed. Connect the circles with your circle and with other circles only when they interact with each other in decision making relating to decisions that concern your organisation. Write the issues they interact about (providing funds, exchange of information, cooperating in programmes, giving advice, etc.) next to the lines.
3. Identify those interaction flows which deal with gender issues and indicate them by drawing a line with another colour.
4. Reflect on the lines of interaction and discuss:
  - a) How you assess the extent to which different stakeholders participate in decision making processes. Do you feel that the interactions are characterised by transparency, consensus orientation, accountability, responsiveness, and inclusiveness?
  - b) How you assess the degree of interaction of women stakeholders relative to men stakeholders
  - c) How you assess the extent to which men's and women's issues are being addressed during these interactions
  - d) Based on the results of the questions a – c identify obstacles and opportunities for promoting gender sensitive good governance. You have to choose which relationship you like to focus on: it could be the relationship between your organisation and another organisation, or the relationship between two other organisations you find relevant for your work..
  - e) Next, formulate four priority areas for lobbying towards gender sensitive good governance. It can concern participation, transparency, and the like, for example, women's and men's participation in planning of health programmes, gender differentiated data in annual reports, gender sensitive budgets, enforcement of laws, funds for gender specific projects, etc.
  - f) Write the recommendations on a flipchart for presentation.



## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 24: Recognising and dealing with resistances

Aims of the assignment: at the end of the assignment the participants

- a) Recognise and understand forms of resistance in processes of change
- b) Know a few ways how to deal with resistances

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 2 ½ hours

Method: exchange in small groups, role play, discussion in the plenary

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of Handout 17 and 18.

Steps for the trainer/facilitator:

1. Preparation: this assignment is meant to better prepare the participants on obstacles they could face while changing existing governance to 'good and gender sensitive'. Every change will lead to resistance, sometimes openly, sometimes hidden. Discussion about forms of resistance and role play as well as the handouts will contribute to better understanding about resistance and how to deal with it. The handouts focus on resistance towards a very sensitive issue: gender. They help the trainer to prepare him/herself on facilitation of the discussions. Note, that resistance itself is a sensitive issue when it is discussed among colleagues or in the presence of superiors. A good atmosphere in the group is an important prerequisite for the success of the assignment. You could do an energiser or icebreaker as an introduction to the assignment.
2. Explain the background of the assignment. Ask the participants what kind of resistance they (have) come across when they wanted to change something or brought a sensitive or controversial issue forward in an organisation or another setting. Take one or two examples and ask more details: why this resistance, how was it dealt with, what was the outcome. Tell them what the assignment is about. Explain that the resistances focus on gender, but are applicable to other topics, such as good governance. Participants can discuss about gender or take another topic if they have less experience with addressing gender issues.
3. Depending on the atmosphere in the group there are two options on how to do the assignment:
  - i. Form not more than three groups and give handout 17. Ask the participants to go through the list of resistances in the handout and identify the forms they recognise. Let them discuss the situations recognised and how they dealt with the resistance. Next, let them choose one situation to perform two role plays: 1) the situation of resistance and 2) how it was dealt with
  - ii. When the topic is quiet sensitive form groups of 3 or 4 people only. Give them the same assignment. After the discussion about the forms of resistance, ask two or three groups to volunteer to perform a role play.

4. In the plenary discuss the performed role plays and list the lessons learnt on a flipchart. Ask what lesson is of special importance in relation to gender sensitive good governance. Give them handout 18.
5. To finalise, ask each participants what he/she has learnt from doing the assignment.

## Assignment 24

### Handout 17: Common forms of resistance – with a focus on gender issues

Denial	Complete rejection of the existence of the problem: gender inequalities or discrimination against women, and the like
Inversion	Putting the blame on the victim: it is women's own fault if they are participating sufficiently or not coming forward to take advantage of the opportunities already open to them.
Sabotage	Pursuing gender issues in a calculated manner to keep the situation as it is. For example: inefficiently forwarding simple decisions to a higher management level, "loosing files".
Compartmentalisation	Giving responsibility for women's or gender issues to a separate women's or gender officer or unit, which often results in sidelining and treating issues as 'separate issues'.
Shelving	Delaying decisions or actions: "the time is not ripe yet, but the goals are desirable."
Investigation	Suspending all actions pending the results of a deeper study or research into the matter.
Lip service	Verbal enthusiasm not matched by any action.
Tokenism	Having a token woman (or man) in all discussions to address gender issues and to acknowledge "the woman's (man's) point of view", not giving follow-up or serious attention.

## Assignment 24

### Handout 18: Ways of dealing with forms of resistance - with a focus on gender issues<sup>38</sup>

Denial	Present indisputable statistical evidence of actual gender gaps or of discriminatory practices. Search documents or do research if needed to obtain data.
Inversion	Present actual examples, even first-hand accounts of gender discrimination of women's access to resources and opportunities. Concentrate on examples of clear inconsistency with the principles of equality of opportunity.
Sabotage	Be alert to any tendency for lack of interest in the progress of addressing gender issues. Monitor actions. When necessary, look for alternative departments or units to implement decisions decided upon.
Compartmentalisation	Ask for overall attention to gender issues. Remind people about the cross-cutting nature of gender which demands consideration at all levels and in all areas.
Shelving	Take a shelved action to an alternative department or unit or another level in the organisation depending on interest and capacity.
Investigation	Do not deny that more needs to be learned and support the need for further research. Recount, however, all the aspects of the problem and causes that are already established and argue for action on the basis of what is already known.
Lip service	Ensure monitoring and evaluation of the actions concerned and involve different people and levels in the monitoring.
Tokenism	When you find yourself in a meeting with a 'token woman or man' join her/him in identifying and pursuing gender issues and encourage others to join the process. If you are a token bring this fact to the attention of the group and request to bring in more 'supporters' – use, for example, the 30% quota principle. Build alliances with people outside the meeting to build 'power with'.

<sup>38</sup>Based on Ferida Sher. 1996. *Ten Strategies of Bureaucratic Resistance and How to Counteract Them*. Lahore. Pakistan: Simorgh Women's Resource and Publication Centre, in: Verona Groverman and Jeannette D. Gurung. 2001. Gender and Organisational Change. Training Manual. ICIMOD. Nepal.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 25: Influencing decision making processes<sup>39</sup>

Aim of the assignment: at the end of the assignment the participants

- a) Better understand the processes, interactions and relevant factors of decision making processes
- b) Know some influencing tactics useful in decision making processes.

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 2 ½ hours

Method: small group work, discussion in the plenary, role play

Materials required: whiteboard, markers, notebooks, pens, flipcharts. Copies of Handout 19 and section 3.5..

Steps for the trainer/facilitator:

1. Preparation: Read box 21 and handout 19 to prepare yourself for the assignment. Reread about power (box 15) and resistance (assignment 24). Prepare the room for a role play.
2. Discuss about decision making processes and influencing tactics. Ask participants' experiences. Use box 21. Refer to power and resistance discussed earlier.
3. Explain the assignment to the participants and give them the handout. Choose participants to perform the role play. Give them 25 minutes preparation.
4. The remaining participants are observers. Discuss with them how to make observations. Divide observation roles between the participants: some should observe the content (arguments used by the group of four and by the management), a few should observe non-verbal behaviour, others should observe the process. Let them prepare their task.
5. Let the actors perform the role play (not exceeding 20 minutes).
6. After the performance discuss the role play. First ask how the players felt about the play and their role. Ask the observers to add their observations and views. Important questions are: What processes took place? What arguments were used? Are the players happy about the outcome? Why (not)? How did the players react towards each other? What was the influence of non verbal behaviour? What kind of resistances were shown and how were they dealt with? Was there any critical or breaking point in the discussion? Did the players think of involving other staff or outsiders (building alliances)? What could have been done better? Summarise the main observations and lessons and conclude.
7. To finalise, ask each participant what they learnt from the assignment.

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<sup>39</sup> Based on Verona Groverman and Jeannette Gurung. 2001. Gender and Organisational Change. Training Manual. ICIMOD. Nepal

## Assignment 25

### Handout 19: Description of a role play on Equal Opportunity Policy

#### Background:

In an organisation the number of male and female staff is unequal. Much less women than men occupy higher level staff positions, at the lower levels the situation is the opposite. This inequality in numbers is known by most people at higher and at lower levels. Notwithstanding, nothing is done by the management to promote equal opportunities for women staff.

The recognition of inequality is to a great extent due to the effective work of a group of four staff: three women and one man, who feel that the organisation should 'practise what it preaches'. In their activities at the community the organisation promotes equal participation of men and women. In consultations, for instance, special efforts are being undertaken to make the voice of women of the community heard. Moreover, specific programmes are being implemented to address gender inequalities.

The following views on equal opportunities for men and women are found in the organisation:

- a) About one third of the organisation's staff, especially the women, feels that the active group of four is addressing an important issue. Most of them, however, do not often voice their views or show their support afraid of being stigmatised as 'activist' and even of losing their job.
- b) About 25% of the staff, mainly men, are strongly arguing gender issues: 'At the moment there are more important issues we should be addressing', and 'women are too emotional, irrational and inconstant to take higher positions'.
- c) The rest of the staff is indifferent to the matter: 'It has always been like that, so why change'.

About three month ago the group of four has proposed to the management to develop a Equal Opportunity Policy. Last week the management has invited them for a short meeting of about 20 minutes to discuss the matter.

#### Assignment:

You are asked to perform a role play of this meeting not exceeding 20 minutes. The four group members attend the meeting as well as three members of the management.

#### Rules for preparation:

1. Four participants form the active staff group, three participants form the management group. The groups are not allowed to interact with each other in advance.
2. The participants presenting the staff group have to decide about the characteristics of each staff member: their personality, their motivation to actively pursue gender issues. It is a given fact that
  - a. One of the group has a middle level position, the others work at lower levels.
  - b. Two of the group work with the community members and two have office jobs.
3. The participants presenting the management have to decide about the characteristics of each management member: their leadership style, their personality. It is a given fact that
  - a. One of them is strongly against the issue of equal opportunity of women,
  - b. Another has his doubts about what the organisation will gain when women take leadership positions;
  - c. The third one is willing to listen but is not fully convinced about the urgency.
4. The participants of each group have to decide on the following: 1) what outcome of the meeting do they wish to pursue; 2) what strategy will they use to achieve this outcome – to properly develop such a strategy they have to anticipate the points of view, reactions and roles of the members of the other group; 3) what role will each of the group members play in the process.

## Assignments Moving towards Gender Sensitive Good Governance

### Assignment 26: Making a plan towards gender sensitive good governance

Aim of the assignment: at the end of the assignment the participants have made a feasible and realistic action plan for the coming 12 months to make the organisation's governance "good and gender sensitive"

Target group: staff of NGOs/CBOs, local (semi-)government organisations, women leaders.

Time needed: about 6 hours

Method: small group work, discussion in the plenary, Forcefield analysis

Materials required: whiteboard, markers, notebook, pens, flipcharts. Copies of Handout 20.

Steps for the trainer/facilitator:

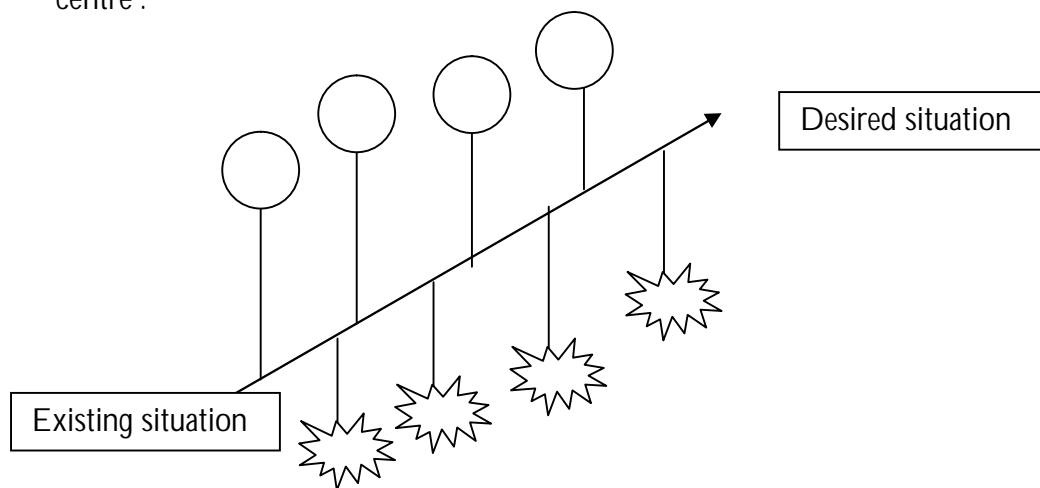
1. Preparation: In the different assignments of section 1, 2 and 3 the participants have increased insight into key aspects of gender sensitive good governance. Moreover, several analyses have been done to better understand the existing situation in terms of gender sensitive good governance. Prepare yourself by reviewing the different assignments done by the participants to see what has been concluded and learnt – you can also do this together with the participants. The insights and information will be used to make a plan with concrete actions to be undertaken by a particular organisation in the coming twelve months to make steps to make the organisation's governance "good and gender sensitive". A method called Forcefield analysis will be used to help making an action plan. Prepare how will introduce the assignment and explain the methods: Forcefield analysis, carousel, task group, consensus orientation, and follow-up.
2. Introduce the assignment and explain the Forcefield analysis – see handout 12. Do step 1 and 2 together in the plenary.
3. Form small groups of staff of the same organisation to make a plan for the coming 12 months. If women leaders are not staff members, divide them over the groups to ensure a gender perspective. Ask the groups to continue with step 3, 4 and 5 of the assignment and then formulate a plan (step 6 and 7). Let them write the plan on a flipchart for presentation.
4. Put the presentations on the wall and follow the carousel method for presentation.
5. In the plenary ask briefly some main observations of the participants and add your own views. Ensure that the gender dimension of good governance is addressed well.
6. Next, form a small group of representatives of the groups (which should include women leaders) with the task to make a draft plan based on the outcomes of the different groups. Ask them to present the plan in the plenary for final adjustment and approval (this way of working is an example of consensus orientation).
7. After final agreement discuss what steps need to be taken to get the plan approved by the relevant authorities. Agree about monitoring moments and reporting to the staff of the organisation (accountability).

## Assignment 26

### Handout 20: Forcefield analysis to make an action plan

A Forcefield analysis is an analysis of the forces which help moving towards a desired situation – they are like balloons making the efforts lighter, and forces which slow down realising such situation – they are like stones reducing the speed forward. You start from the existing situation and move to the desired situation.

1. Draw a sloping line on a whiteboard or flipchart going up to the right corner at the top (see figure). Indicate the existing situation in terms of good governance in the own organisation in the corner down on the left. You can use the outcome of assignments 15. The assignment 17, 21 and 22 can also help you to get the situation more clear. Let's take one example: the existing situation is '5 % women's participation in the decision making body of the youth centre'.



2. Indicate the desired situation in terms of good governance in the right corner at the top – this is the vision, the outcome of assignment 16. Let's use the example: the desired situation is '50% women's participation in the decision making body of the youth centre'
3. To go from the existing situation to the desired situation a number of factors will help moving up. Examples of factors are commitment of men at the senior level to address gender issues, available expertise to make a gender analysis of human resources policies, National Council for Women supporting, national commitments made to international conventions (CEDAW, Beijing Platform of Action), etc. You could use the assignments 13, 15, 17, 18, 19, 21, 22, 23. List them on the left side of the line: the balloons.
4. Evidently, there will be factors which are expected to slow you down while working towards the desired change. Discussions have taken place about such factors in the assignment 15, 17, 18, 19, 21, 22, 23. To give some examples: resistance from the side of most of the male middle management, lack of self-confidence at the side of women staff, lack of funds to train women and to raise awareness of the male staff, lack of feeling of urgency from external institutions which could provide funds, etc. Write these issues on the right side of the line: the stones.
5. Next, looking at the helping and hindering forces formulate a concrete goal you can achieve in twelve months time, in our example: "15 % women's participation".



6. The next step is to make a concrete plan: who is going to do what, when, where, how to realise this goal. The recommendations of assignment 17 – 23 can help to make such a plan. The actions should be feasible, realistic and lead to a sustainable change. You can propose the following matrix to make such a plan.

Activities	By whom	Target group	When	Where	Expected output	Indicators to measure result

7. Formulate indicators which help to regularly monitor the progress made and to adjust the actions in case of setback or fast progress.
8. Write the outcomes of point 5 – 7 on a flipchart. Present the drawing of the forcefield analysis and your plan to the other participants.