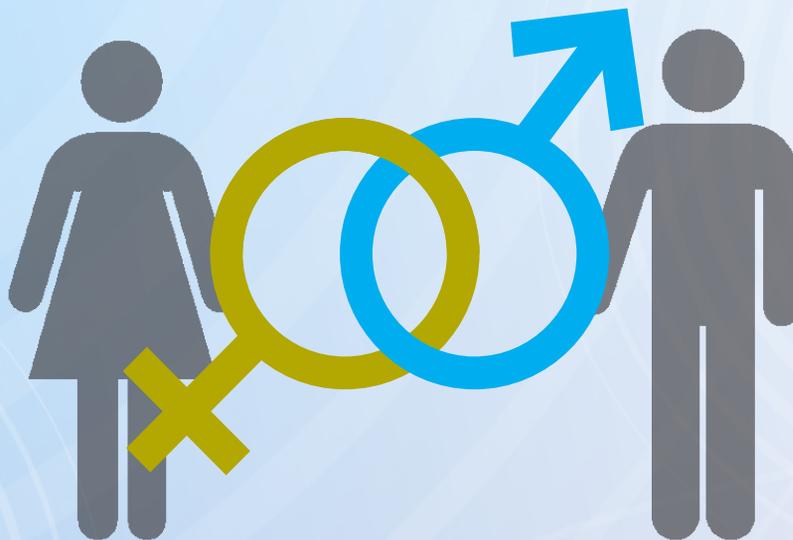




# A TRAINING MANUAL

Introduction to Basic Concepts, Methods and Tools  
for Gender Mainstreaming



**National Commission for Women and Children (NCWC)**

**Royal Government of Bhutan**



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(First Edition 2020)

## ACRONYMS

APA	Annual Performance Agreement
BPFA	Beijing Declaration and Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination Against women
CSOs	Civil Society Organizations
DVPA	Domestic Violence Prevention Act of Bhutan 2013
FYP	Five Year Plan
GFPs	Gender Focal Persons
GR	General Recommendation
GRB	Gender Responsive Budgeting
GRP	Gender Responsive Planning and Budgeting
M&E	Monitoring and Evaluation
MoF	Ministry of Finance
MoLHR	Ministry of Labour and Human Resources
MoIC	Ministry of Information and Communication
NCWC	National Commission for Women and Children
NGEP	National Gender Equality Policy
NKRA	National Key Results Area
OECD	Organisation for Economic Cooperation and Development
PCM	Project Cycle Management
PDM	Project Design Matrix
RCSC	Royal Civil Service Commission
RUB	Royal University of Bhutan
UNDP	United Nations Development Program
UN Women	United Nations Fund for Gender Equality

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## FOREWORD

The Royal Government of Bhutan recognizes gender as one of the cross-cutting areas and accords high priority in integrating gender issues in the sectoral plans, policies and programs. Gender mainstreaming is considered as one of the key strategies in achieving the goal of gender equality. The National Commission for Women and Children (NCWC) was established in 2004 as the nodal agency in the government to promote and protect the rights of women and children. To support the NCWC in mainstreaming and implementing gender interventions in their respective sectors, the network of Gender Focal Persons (GFPs) was established in 2002 at the national level. This network was expanded to the local level in 2010.

While the GFPs are mandated to mainstream gender into their respective sectoral plans, policies and programs and implement gender interventions in their sectors including carrying out awareness and advocacies on gender, the limited capacity of these focal persons is recognized as one of the main challenges in carrying out their responsibilities. Therefore, the gender training manual has been developed to address the capacity gaps of the GFPs and other relevant officials in a sustainable manner. The manual is the first of its kind in the country and is aimed at institutionalizing capacity building programs on gender and gender mainstreaming. The manual is based on the knowledge and practical experiences of the Gender Expert Group (GEG) and was developed through a consultative process.

This training manual will prove to be a useful resource for the NCWC, GFPs and all other sectors, institutions and individuals in carrying out capacity building programs on basic gender concepts, gender analysis and mainstreaming tools.



(Kunzang Lhamu)

**Director**

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The development of the manual was facilitated by the Women Division, NCWC and edited by Ms. Sonam Lhamo, Project Coordinator, NCWC. The NCWC would also like to acknowledge inputs provided by the Gender Focal Persons (GFPs) who participated in the pilot testing of this manual. Finally, the support provided by the United Nations Fund for Gender Equality (UN Women), United Nations Development Program (UNDP) and Japan International Cooperation Agency (JICA) enabled us to conduct consultations and pilot testing of the manual.

# INTRODUCTION

This Training Manual on “Introduction to Gender Concepts and Tools for Gender Mainstreaming” is developed to provide basic training/workshops on gender concepts, gender analysis and mainstreaming tools, policy frameworks, etc.

This manual is designed for Gender Focal Persons (GFPs) to conduct basic gender training/workshops/sensitization within their sectors. It can also be used to train new GFPs and conduct refresher courses for the existing GFPs.

It is a compilation of knowledge gained from various in-country and ex-country training and meetings attended by the GEG, and also based on practical experiences in the area of gender within their sectors.

Although the definitions and understanding of gender concepts are drawn from the standard international definitions, the manual has tried to, wherever possible, contextualize the Bhutanese setting through the use of local case studies, group exercises, and audiovisual materials. The use of local case studies, examples and audiovisual materials is also intended to create awareness on the gender issues at hand within the country.

This manual consists of nine modules. Each module is accompanied by facilitator notes, powerpoint presentations, case studies and instruction for group work including the approximate time duration to conduct every module.

The modules are also arranged sequentially; however, the users of this manual may choose to pick relevant modules for their own sector or target audience depending on time available. The facilitators may also use case studies that may be more relevant for their sector or target audience than those given in the manual, and could have the flexibility to improve and adjust the group activities as may be deemed most effective.

This manual may not be as comprehensive as manuals developed by international training organizations/centers, but it is expected that this would create a spark and encourage users to delve deeper into the field of gender studies. The manual will be a living document, which will be periodically updated depending on the need. Hence, any feedback or suggestions are encouraged from users of this manual.

The training manual is divided into seven modules based on the following framework:

# FRAMEWORK: INTRODUCTION TO BASIC CONCEPTS, METHODS AND TOOLS FOR GENDER MAINSTREAMING

SESSIONS	Day 1 Workshop introduction & Concepts	Day 2 Strategies and tools (using practical project examples)	Day 3 Gender and the planning cycle	Day 4 Institutionalising	Day 5 Roadmap
<b>Session I</b>	Introduction to the workshop, expectations, and pre-assessment questionnaire	SDGs policy frameworks	Tools for Gender Analysis	Applying Gender Responsive Project/program cycle Management (PCM)	Gender Responsive Planning and Budgeting
<b>Tea Break</b>					
<b>Session II</b>	Introduction to Basic concepts and terminologies on Gender	Introduction to Gender mainstreaming	Gender Responsive Project/program cycle Management (PCM)	Gender Responsive Monitoring and Evaluation (and Gender sensitive indicators)	Advocating for Gender Equality
<b>Lunch</b>					
<b>Session III</b>	Introduction to Basic concepts and terminologies on Gender	Gender mainstreaming Tools	Applying Gender Responsive Project/program cycle Management (PCM)	Gender Responsive Monitoring and Evaluation (and Gender sensitive indicators)	Reflection and Post-workshop Evaluation
<b>Coffee break</b>					
<b>Session IV</b>	International and national legal and policy frameworks	Introduction to Gender Analysis	Applying Gender Responsive Project/program cycle Management (PCM)	Gender Responsive Planning and Budgeting	

# MODULE 1

## Session I: Introduction to the workshop, expectations, and pre-assessment questionnaire

Module/Session topic	Introductory session
Objective	<ul style="list-style-type: none"> <li>• To get to know each other.</li> <li>• To set norms which facilitate learning of participants and ensures smooth functioning of the workshop.</li> <li>• To understand and analyse expectations and anxieties of the participants.</li> <li>• To share the objectives of the workshop with the participants.</li> </ul>
Duration/Time	40 mins
Methodology/How to prepare	<ul style="list-style-type: none"> <li>• Brainstorming</li> <li>• Plenary discussions</li> <li>• Presentation</li> </ul>
Materials required	Flash cards, flip chart paper, markers
Setting of Norms (10 mins) Time: 5 mins each for brainstorming and displaying in the halls	<p>Ask participants to do self-introduction to the group, or work in pairs to get to know each other and thereafter introduce each other to the plenary.</p> <p>Facilitators may choose other approaches for self-introduction depending on the number of participants.</p> <p>Ask participants to:</p> <ol style="list-style-type: none"> <li>1. Individually list the norms that should be followed and share during the workshop through rapid rounds of brainstorming.</li> <li>2. Agree within the group on the norms, and adopt them as their own to be referred to during the workshop.</li> <li>3. Write down the norms on a chart and display in the hall throughout the workshop.</li> <li>4. Participants agree to abide by the norms.</li> </ol>

<p>Expectations (15 mins)</p> <p>Time: 5 mins for listing, 10 mins for sharing</p>	<p>Ask each participant to list his/her expectations.</p> <ol style="list-style-type: none"> <li>1. What do they look forward to learning in the training/workshop?</li> <li>2. Ask each participant to write down their expectation and share with the group.</li> <li>3. Facilitator to list the expectations under categories as they emerge on a flip chart and put it in one corner of the room.</li> </ol> <p>Facilitator to share/present the objectives of the training and ensure that the expectations from the participants are incorporated (where possible).</p>
<p>Pre-training evaluation questions (15 mins)</p>	<p>Ask participants to fill up the pre-training evaluation forms (Refer pretraining evaluation questions in Annex 1).</p>

# MODULE 1:

## Session II: Introduction to Basic concepts and terminologies on Gender

Module/Session topic	Introduction to basic gender concepts and terminologies
Objective	<ul style="list-style-type: none"> <li>To familiarize participants on basic gender concepts and terminologies used.</li> <li>To create a common understanding of the terminologies used.</li> </ul>
Duration/Time	3 hrs. 30 minutes
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Video*</li> <li>Exercise (individual and group discussion)</li> <li>Presentation</li> </ul>
Materials required	<ul style="list-style-type: none"> <li>Statement of Sex and Gender sheet</li> <li>Flash cards</li> <li>Markers</li> </ul>
<p>Introduction to basic concepts</p> <p>Video (Time: 25 mins)</p> <p>Time: 8 mins for video and 17 mins for discussion</p>	<p>Show Video “The Impossible Dream”</p> <p>Ask participants to reflect on the video clip. Ask “What do you think about this video?”</p> <p>Ask the following questions if none of the participants respond:</p> <ol style="list-style-type: none"> <li>Is it true?</li> <li>How does the video show gender stereotypes and norms?</li> <li>How can you relate this video to your daily life?</li> </ol> <p>Make note of the difference in perspectives of male and female participants.</p> <p>Add facilitator’s perspective.</p>
<p>Activity 1: Group Exercise -</p> <p>Understanding the difference between “sex” and “gender”</p> <p>(30 mins)</p>	<p>Distribute statement sheets to all participants. (Refer handout 1). Instruct the group that they have to write ‘Sex’ or ‘Gender’ against the statements.</p> <ol style="list-style-type: none"> <li>Read aloud the statements as written in handout 1.</li> <li>Ask participants to respond to the answers.</li> <li>Discuss the reasons for their answers. Facilitators could use the questions below as a guide for discussion</li> <li>Do the statements indicate that behaviors are inborn or learned?</li> <li>Do these behaviors/situations vary from culture to culture?</li> <li>What are the major factors that determine what a particular gender does?</li> </ol>

<p>Time: 10 minutes for individual task and 20 minutes for discussion in plenary</p>	<p>Or</p> <ol style="list-style-type: none"> <li>1. Divide the participants into two groups (all men in one group and all women in another group)</li> <li>2. Provide men's group a chart with picture of women and women's group a chart with picture of men</li> <li>3. Ask the men's group to write all the characteristics of women (physical, roles, behavior, feeling etc on the chart and women's group to write down all characteristics of men (physical, social, roles, feelings, behaviours) on the chart</li> <li>4. Ask the groups to share their work with the participants</li> <li>5. Ask participants how do they feel to hear the characteristics from the opposite sex</li> <li>6. Summarize the presentation and discussions. Explain the difference between sex and gender using the characteristics the groups worked on</li> </ol>
<p>Presentations (1 hour 45 mins)</p> <p>Time: 1hr for presentation, 20 mins for video (10 mins each for the videos) and 25 mins for discussion</p>	<p>Make presentations on basic concepts and terminologies.</p> <p>Show the following video after the slide explaining socialization tree.</p> <p>Cycle of socialization; gender</p> <p><a href="https://www.youtube.com/watch?v=R_yx_SC3l9g">https://www.youtube.com/watch?v=R_yx_SC3l9g</a> (1:59 mins)</p> <ol style="list-style-type: none"> <li>1. Ask the participants to relate the video to their life</li> <li>2. Ask them to recall "any particular experience as a child which reminded you of your gender".</li> </ol> <p>Continue with the presentation.</p> <p>Show the following video before the slide explaining gender equality and equity:</p> <p>GBA+: Equality or equity?</p> <p><a href="https://www.youtube.com/watch?v=B5gT5EM5WBI">https://www.youtube.com/watch?v=B5gT5EM5WBI</a> (3:13 mins-show till 2:45 mins)</p> <ol style="list-style-type: none"> <li>1. Ask the participants to share the difference between equality and equity based on the lessons from the video</li> </ol> <p>Continue with the presentation with explaining the terminologies on equality and equity.</p>

<p>Activity 2: Group Exercise - Understanding gender terminologies (40 mins)</p> <p>Time: 30 mins for the exercise and 10 mins for discussion.</p>	<p>Quiz</p> <p>Divide participants into groups (depending on the number of participants), and hand each group a set of cards with key terms introduced in the ppt. (Refer to handout 2).</p> <ol style="list-style-type: none"> <li>1. Ask them to shuffle the cards before every new question.</li> <li>2. Inform participants with the rules of the game: <ul style="list-style-type: none"> <li>• You will read the definition of the term out loud and they have to quickly find the corresponding terms in their cards.</li> <li>• The group that first raises the card and shouts out the correct term will receive a point.</li> </ul> </li> <li>3. Start reading sentences out loud, noting down the scores on the flip chart.</li> <li>4. After every correct answer, ask the participants to give an example of practical application of each term. Assist them with this, showing the terminologies on gender.</li> <li>5. At the end, calculate the score and announce the winner.</li> </ol>
<p>Closing</p> <p>Time: 10 mins</p>	<p>Brief recap and reflection from participants on the key learning.</p>
<p>References</p>	<p>USAID document</p> <p><a href="https://www.unicef.org/rosa/media/1761/file/Gender%20glossary%20of%20terms%20and%20concepts%20.pdf">https://www.unicef.org/rosa/media/1761/file/Gender%20glossary%20of%20terms%20and%20concepts%20.pdf</a></p> <p>Refer: The Impossible Dream</p> <p><a href="https://www.youtube.com/watch?v=t2JBPBIFR2Y">https://www.youtube.com/watch?v=t2JBPBIFR2Y</a> (8mins)</p> <p>Gender stereotypes: <a href="https://www.youtube.com/watch?v=JKHAMvcHSPk">https://www.youtube.com/watch?v=JKHAMvcHSPk</a></p> <p>Cycle of socialisation: gender</p> <p><a href="https://www.youtube.com/watch?v=R_yx_SC3l9g">https://www.youtube.com/watch?v=R_yx_SC3l9g</a> (1:59 mins)</p>

\*Depending on time, the facilitator may choose to use other relevant videos:

<https://www.youtube.com/watch?v=4viXOGvvu0Y> (Gender Equality Now)

## Facilitators' Note

Reference must be made to the following definitions and examples while explaining the gender concepts and terminologies adopted from USAID, UNDP and UN CEDAW Committee.

\*The facilitator must, where possible, give local examples for better understanding of the concepts and terminologies. It is also important for the facilitator to emphasize that gender is not synonymous to women and girls.

Gender terminology	Definition
Sex	Sex refers to the biological characteristics that define humans as female or male.
Gender	The economic, political, and cultural attributes and opportunities associated with being male or female. The social definitions of what it means to be male or female vary among cultures and change over time. Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviors, values, and relative power and influence that society ascribes to the two sexes on a differential basis. Gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them.
Gender Roles	Communities and societies create social norms of behavior, values, and attitudes that are deemed appropriate for men and women and the relations between them. These roles are assigned by social criteria rather than biological. For example, childbearing is a female sex role because men cannot bear children. Although both men and women can rear children, these duties are socially assigned.
Gender Relations	A term that emphasizes the relationship between men and women as demonstrated by their respective roles in power sharing, decision making, the division of labor, returns to labor, both within the household and in the society at large.

Gender Mainstreaming	<p>The process of assessing the implications for women and men of any planned action, including legislation, policies, or programs in any area and at all levels. It refers to strategies for making women’s as well as men’s concerns and experiences an integral dimension in the design, implementation, monitoring, and evaluation of policies and programs in all political, economic, and social spheres—such that inequality between men and women is not perpetuated. Example: Incorporation of “gender” in the 12<sup>th</sup> FYP: NKRA 6 - Carbon neutrality, climate and disaster resilient, NKRA 7 - Quality Education and Skills, NKRA 16 - Effective Justice Services).</p> <p>Sex-disaggregated Key Performance Indicators in sectoral plans. Example: unemployment rate by sex, GPI, Girls scoring 60 percent and above in STEM subjects, etc.</p> <p>Indicators at LG level in 12<sup>th</sup> FYP - Example: Proportion of NFE learners by sex, Proportion of persons availing entrepreneurship and training by sex, Proportion of parents with access to functional crèche facilities and services, etc.</p>
Women in Development (WID)	<p>An approach to development that arose from a realization that women’s contributions were being ignored. This situation led to many failures in development efforts. Accordingly, WID projects frequently involve only women as participants and beneficiaries.</p>
Gender and Development (GAD)	<p>This approach shifts the focus from women as a group to the socially determined relations between women and men. A GAD approach focuses on the social, economic, political, and cultural forces that determine how men and women might participate in, benefit from, and control project resources and activities differently.</p>
Gender-Neutral	<p>Gender-neutral activities are ones in which gender is not considered relevant to the development outcome, but the process and the outcome do not worsen or improve gender norms, roles, and relations. Example: Employment based on merit, “Education for all” policy, etc.</p>
Gender-Blind	<p>Person, policy, or institution that does not recognize that gender is an essential determinant of the life choices available to us in society.</p> <p>Projects, programmes, policies and attitudes which are gender blind do not consider these different roles and diverse needs, maintain the status quo and will not help transform the unequal structure of gender relations.</p> <p>Example: Access to higher education in STEM based on merit, providing only one toilet for both men and women, etc.</p>

Gender-Sensitive	<p>Programmes or activities where gender norms, roles and inequalities have been considered and awareness of these issues has been raised, although appropriate actions may not necessarily have been taken. For example, in a gender-sensitive “Prevention of Mother to Child Transmission (PMTCT) of HIV” programme, there is explicit acknowledgement that women may not have the status, rights and decision-making power to practice safer sex and adopt safer infant-feeding practices.</p>
Gender Sensitivity and Gender Awareness	<p>The ability to recognize gender issues, especially the ability to recognize women’s different perceptions and interests arising from their different social location and different gender roles. Gender sensitivity is considered the beginning stage of gender awareness. The latter is more analytical, more critical, and more “questioning” of gender disparities. Gender awareness is the ability to identify problems arising from gender inequality and discrimination, even if these are not very evident on the surface or are “hidden” (i.e., not part of the general or commonly accepted explanation of what and where the problem lies).</p>
Gender Responsive	<p>Gender responsive programmes/policies are those where gender norms, roles and inequalities have been considered, and measures have been taken to actively address them. Such programmes go beyond raising sensitivity and awareness and actually do something about gender inequalities. For example, a gender-responsive PMTCT programme is one where women’s lack of decision-making is addressed by reaching out to men and the male partners of women (with the women’s permission) to promote joint decision-making regarding safer sex and infant feeding.</p> <p>Other examples include the National Gender Equality Policy and National Policy for Persons with Disabilities where gender issues/gaps are identified and relevant policy statements developed against each of these issues to address them.</p> <p>Initiatives like establishment of creche facilities at workplaces, Women and Child Protection Unit/Desk (WCPU/D), breastfeeding and flexi time, internal framework to address gender issues at the workplace, etc. are examples of gender responsive interventions.</p>

Gender-Transformative	Activities addressing gender issues are viewed as central to both positive development outcomes and transforming unequal gender relations to promote shared power, control of resources, decision making, and support for women's empowerment. Example: Engaging men and boys as partners in preventing violence against women and girls.
Gender Discrimination	<p>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.</p> <p>Example: Bhutanese Airlines' uniform for flight attendants (comfort for men's uniform), favouring men over women in caretaker jobs, employment of women in the private sector affected by requirement of maternity leave, restricting women's movement at night, etc.</p>
Gender Analysis	A systematic approach, usually using social science methodologies, for examining problems, situations, projects, programs, and policies to identify the gender issues and impacts. There are a number of tools available for conducting gender analyses. Gender analysis of a development program involves identifying the gender issues for the larger context (i.e., structural factors); specific sites; and the issues and differential impacts of program objectives, strategies, and methods of implementation. Gender analysis must be done at all stages of the development process; one must always ask how a particular activity, decision, or plan will affect men differently from women in areas such as access and value of labor, property access and ownership, access to information and services, and social status.
Data: Sex-Disaggregated	Information differentiated on the basis of what pertains to women and their roles and to men and their roles. More correctly termed "sex-disaggregated" when collected and analyzed for men and women.
Gender Role Stereotyping	<p>The portrayal, in media, books or conversations, of socially assigned gender roles as "normal" and "natural."</p> <p>Example: - Women as home makers and men as breadwinners. - Women are good teachers and men are good doctors.</p>

Gender Division of Labor	<p>An overall societal pattern where women are allotted one set of gender roles and men are allotted another set. An unequal gender division of labor refers to situations in which there is an unequal division of the rewards of labor by sex, i.e., discrimination. The most obvious pattern in the gender division of labor is that women are mostly confined to unpaid domestic work and unpaid food production, whereas men dominate in cash crop production and wage employment.</p>
Gender Equality	<p>Refers to the absence of discrimination, on the basis of a person's sex, in the allocation of resources or benefits or in the access to services. Gender equality entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviors, aspirations, and needs of women and men are considered, valued, and favored equally. It does not mean that women and men have to become the same, but that their rights, responsibilities, and opportunities will not depend on whether they are born male or female. Inequality, discrimination, and differential treatment on the basis of sex can be structural (i.e., it is practiced by public or social institutions and maintained by administrative rules and laws and involves the distribution of income, access to resources, and participation in decision making).</p> <p>*It is a situation where women and men experience equal conditions and treatment in order to realize their full potential.</p>
Gender Equity	<p>Gender Equity is the justice and fairness in the treatment of women and men in order to eventually achieve gender equality often requesting differential treatment of men and women (or specific measures) in order to compensate for the historical and social disadvantages that prevent men and women from sharing a level playing field.</p> <p>Example: Provision of leadership training for women or establishing quotas for women in decision-making positions in order to achieve the state of gender equality.</p> <p>The term "gender equity" is mostly used by the development banks such as the IMF, World Bank and the Asian Development Bank while women activists, international development organisations and the UN CEDAW Committee puts more emphasis on the usage of the substantive term "gender equality".</p> <p>Gender equity is the process to achieve the goal of gender equality.</p>
Gender Planning	<p>A planning approach that recognizes the different roles that women and men play in society, and the fact that they often have different needs.</p>

<p>Practical Gender Needs and Strategic Gender Interests</p>	<p>A two-part typology developed by Caroline Moser (1993) with Practical Gender Needs (PGNs) and Strategic Gender Interests (SGIs). PGNs are those needs that have been identified by women within their socially defined roles as a response to an immediate perceived necessity (e.g., inadequacies in living conditions such as water provision, healthcare, and employment). They do not challenge gender divisions of labor and women’s subordinate position in society. In contrast, Strategic Gender Interests (SGIs) vary by context and are identified by women as a result of their subordinate social status. They tend to challenge gender divisions of labor power and control, as well as traditionally defined norms and roles (e.g., legal rights, domestic violence, equal wages, and women’s control over their bodies).</p>
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## Handout 1: Exercise on statements

(\* the letters S and G in ( ) are answers to the exercise and should be removed before handing it out to participants for exercise)

1. Women give birth to babies, men don't. (S)
2. Girls are gentle, boys are rough. (G)
3. In one case, when a child brought up as a girl learned that he was actually a boy, his school marks improved dramatically. (G)
4. Amongst Indian agriculture workers, women are paid 40-60 percent of the male wage. (G)
5. In Europe, most long-distance truck drivers are men. (G)
6. Women can breastfeed babies, men can bottle-feed babies. (S)
7. Most building-site workers in Bhutan are men. (G)
8. In ancient Egypt, men stayed at home and did weaving. Women handled family business. Women inherited property and men did not. (G)
9. Men's voices break at puberty; women's do not. (S)
10. In one study of 224 cultures, there were 5 in which men did all the cooking, and 36 in which women did all the house building. (G)
11. According to UN statistics, women do 67 percent of the world's work, and yet their earnings for it amount to only 10 percent of the world's income. (G)
12. There are more women than men in caring professions such as nursing. (G)
13. Men are susceptible to prostate cancer, women are not. (S)

*(Adopted from: International Federation of Red Cross and Red Crescent Societies, 2003)*

## Handout 2: QUIZ on Gender Terminology

1. A situation where men and women experience equal conditions and treatment in order to realize their full potential
2. Refer to childbearing and the different activities carried out that are critical but for the most part remain unpaid
3. Roles and responsibilities of women and men created by society (socially constructed)
4. Integration of gender sensitivity into thoughts, actions, practices and evaluation
5. Assumption that gender is not an influencing factor in development of policies and programmes
6. Any distinction, exclusion or restriction made on the basis of sex
7. A situation where socially constructed roles are not considered
8. Fair treatment of both sexes taking into consideration their different needs and addressing them
9. Addressing this kind of needs improves the position of women in society and enables them to become change agents.

### Answers:

1. A situation where men and women experience equal conditions and treatments in order to realize their full potential

**Ans. Gender Equality**

2. Refer to childbearing and the different activities carried out that are critical but for the most part remain unpaid

**Ans. Reproductive role**

3. Roles and responsibilities of women and men created by society (socially constructed)

**Ans. Gender**

4. Integration of gender sensitivity into thoughts, actions, practices and evaluation

**Ans. Gender Mainstreaming**

5. Assumption that gender is not an influencing factor in development of policies and programmes.

**Ans. Gender Blind**

6. Any distinction, exclusion or restriction made on the basis of sex

**Ans. Gender Discrimination**

7. A situation where socially constructed roles are not considered

**Ans. Gender Neutral**

8. Fair treatment of both sexes taking into consideration their different needs and addressing them

**Ans. Gender Equity**

9. Addressing this kind of needs improves the position of women in society and enables them to become change agents

**Ans. Strategic gender Needs**

## MODULE 2

### Session 1: International and National Legal and Policy Framework

Module/Session topic	International and national legal and policy frameworks
Objective	<ul style="list-style-type: none"> <li>To help participants understand the international and national legal and policy frameworks on gender</li> </ul>
Duration/Time	2 hrs. 30 minutes
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Presentation</li> <li>Discussion</li> <li>Video</li> </ul>
Materials required	Chart paper, post-it notes, marker pen, sketch pen, and cello tape
<p>Understanding international and national legal frameworks for Gender Equality (1 hr: 10 mins)</p> <p>Time: 50 mins for presentation and 20 minutes for discussion</p>	<p>Make a presentation on the international and national legal frameworks (Discussion, and Question &amp; Answer).</p> <p>After background and introduction to CEDAW (after slide no.3), show the following videos on 'Understanding the principles of CEDAW':</p> <ol style="list-style-type: none"> <li><a href="https://www.youtube.com/watch?v=OBdDB5PKrmk">https://www.youtube.com/watch?v=OBdDB5PKrmk</a> (The Principle of Non-Discrimination  4:29 minutes)</li> <li><a href="https://www.youtube.com/watch?v=rI8INB-XMIk">https://www.youtube.com/watch?v=rI8INB-XMIk</a> (The principle of substantive equality  3:38 minutes)</li> </ol> <p>Ask the participants to reflect on the video. Facilitator may ask the following questions if there are no comments:</p> <ol style="list-style-type: none"> <li>What do you understand by substantive equality?</li> <li>Can you relate the principle of discrimination to examples from your everyday life or your work?</li> </ol> <p>Continue with the presentation.</p>
<p>Understanding sexual harassment (45 mins)</p> <p>Time: 35 mins for role play, 10 mins for presentation</p>	<p>Role play:</p> <ol style="list-style-type: none"> <li>Divide the participants into two groups</li> <li>Ask the group to come up with a scenario of sexual harassment that they have experienced/witnessed/heard from someone</li> <li>Ask them to discuss within groups and decide on one scenario. All members of the group must participate</li> <li>Let the groups present their role play</li> <li>Invite comments from the participants on the role play</li> <li>Add facilitator's perspective</li> </ol> <p>Make a presentation on sexual harassment and related legal and policy framework following the role play.</p>

Understanding SDGs and national policies for gender equality (30 mins) Time: 15 mins for presentation and 15 mins for discussion	Make presentations on SDGs, 12th FYP and National Gender Equality Policy.  - Discussion, and Question & Answer
Closing Time:5 mins	Brief recap and reflections from the participants
References**	Visit <a href="http://www.ncwc.gov.bt">www.ncwc.gov.bt</a> for national and international instruments such as CEDAW etc.  <a href="https://www.youtube.com/watch?v=umETapJ4b8o">https://www.youtube.com/watch?v=umETapJ4b8o</a> (The principle of state obligation)  National Gender Equality Policy <a href="https://www.gnhc.gov.bt/en/wp-content/uploads/2020/02/National-Gender-Equality-Policy.pdf">https://www.gnhc.gov.bt/en/wp-content/uploads/2020/02/National-Gender-Equality-Policy.pdf</a>

\*Depending on the background of the participants and time availability, the presentation on either “Understanding SDGs” or “Understanding legal and policy frameworks for Gender Equality” could be chosen. For example, if the participants are mostly from legal background, the part on SDGs could be left out and if the participants are mostly planning and project managers then it may be useful to present the SDGs.

\*\*depending on time, the facilitator may choose to use other relevant videos as well.

## Facilitators' Note

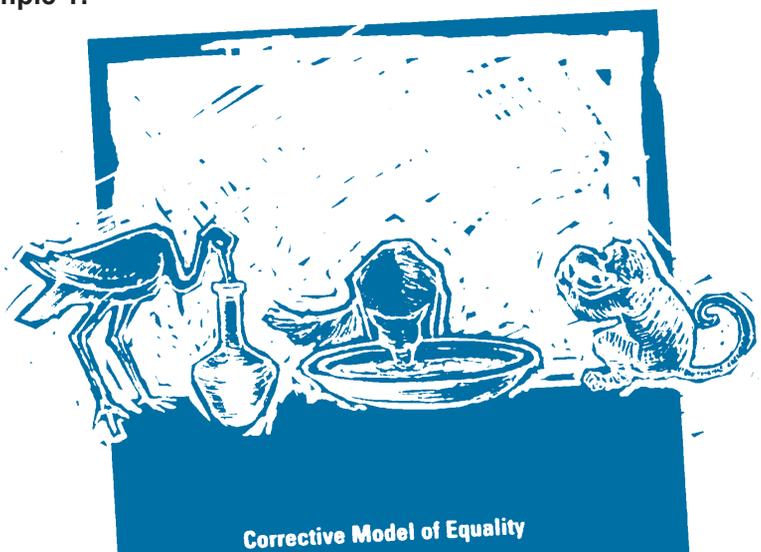
Reference to the following definitions and notes may be made while explaining international and national legal and policy frameworks for gender equality.

### Principles of CEDAW

#### ***Principle 1-Substantive equality:***

The CEDAW's standard of equality is substantive equality. It is interpreted by the CEDAW Committee to mean de facto equality (equality in fact or actual equality) or equality of results and the achievement of substantive equality entails that women are given equal opportunity, equal access to opportunities and enabling environment to achieve equal results. It looks beyond legal grantees of equal treatment and inquiries into the impact of interventions.

#### **Example 1:**

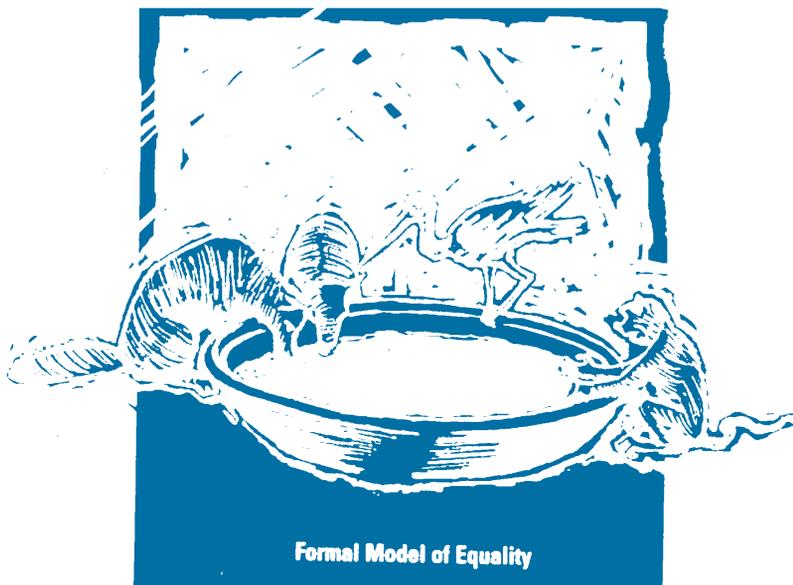


**Example 2:** Providing equal opportunity for women and men to work in a night shift job and at the same time putting in place conducive environment such as transportation, street lights and security in order for both to benefit from the opportunity provided.

### Other forms of equality

Formal approach: It is providing similar treatment to similar people. In formal equality approach, men and women are seen as similar, therefore they will be provided with the same treatment. As a result, differences based on biology, such as pregnancy or maternity, are ignored.

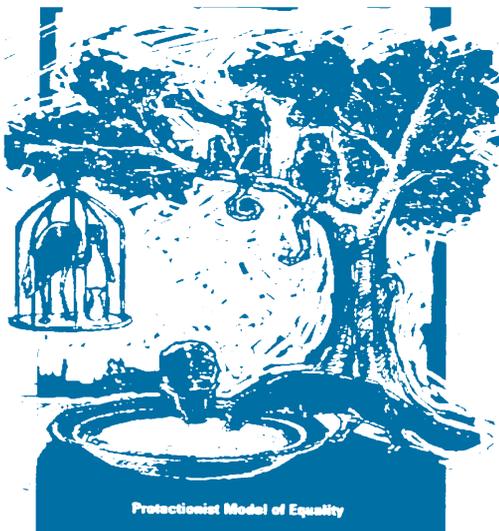
**Example 1:**



**Example 2:** Employment for all based on merit.

Protectionist approach: A protectionist approach to equality assumes that women are weaker than men, therefore require protection. Women's choices are restricted, and their rights are ignored to keep them safe. Women are blamed for their supposed inability to protect themselves rather than the failure of public order and security measures or the lack of appropriate occupational health and safety measures. Instead of addressing the dangerous environment for women and men as well as facilitating the movement towards equality, the protectionist approach reinforces the inferiority of women, and hence fails to deliver actual equality.

**Example 1:**



**Example 2:** Restricting women for doing a night shift job to protect her from abuse and exploitation.

***Principle 2: Discrimination***

The Article 1 of CEDAW 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.”

\*It emphasizes that an action or omission is discriminatory if it has the “effect or purpose” of discriminating against women.

***Discrimination as per CEDAW can be:***

- a. Direct: an action or omission that has the “purpose” of discriminating against women. Example - Wage disparities based on sex, unequal age for legal marriage, etc.
- b. Indirect: an action or omission that has the “effect” of discriminating against women, even if there was no intention of doing so. Example - Sanctions on women based on the socio-cultural practice as in preventing women to go out at night or travel alone to places away from home.
- c. Multiple: Discrimination faced by certain groups of women based on additional grounds such as socio-economic status, race, ethnicity besides suffering from discrimination based on their sex. Example - Restriction to enter temples for during their monthly period for some groups of women.

***Discrimination can be cross cutting:***

- a. From private to public: Example - The discrimination that women face at home (domestic violence) leads to her poor performance at the workplace and often facing social stigma.
- b. From past to present: The discrimination (mostly indirect) women faced in accessing equal opportunities in the past resulted in limited number of women’s representation at the decision-making level.

## Features of CEDAW

General Recommendation (GR): Are authoritative statements that can be used to clarify states' report obligations (e.g. requiring information on a specific issue must be included in reports) or to suggest approaches to implementing the CEDAW articles. They are either used to expand the scope of the CEDAW and interpret certain articles or as a means to cover the new and emerging gender issues

**Example 1:** General Recommendation 19, "Violence Against Women".

It was adopted by the 11th session of UN CEDAW Committee in 1992 to clarify the definition of discrimination and expand its scope to include violence against women. The GR also provides interpretation to implement articles 6 and other relevant articles and address violence against women by the state party.

**Example 2:** General Recommendation 35, "Gender based Violence Against Women".

It was developed by the Committee in 2017 to complement and update the guidance to State parties on General Recommendation 19. The GR 35 takes into consideration the progress and development made since the adoption of GR 19 and also new forms of Gender based Violence Against Women.

**Example 3:** General Recommendation 37, "Gender-related dimensions of disaster risk reduction in the context of climate change".

It was adopted by the Committee in 2018 recognizing the emerging climate change issues and the differential impact of climate change and its actions on men and women. It underscores the urgency of mitigating the adverse effects of climate change and to highlight the steps necessary to achieve gender equality. It also provides guidance to the work of government and non-government agencies and individuals including the intergovernmental agencies engaged in implementing interventions on climate change and disaster risk reduction.

There are 37 General Recommendations as of March 2020.

**Ratification:** An act by which a State signifies an agreement to be legally bound by the terms of a particular treaty (CEDAW in this context).

**Signatory:** An act by which a State provides a preliminary endorsement of the instrument and demonstrate its intent to examine the treaty. Being signatory respect the treaty but are not bound by it.

**Accession:** An act by which a State signifies its agreement to be legally bound by the terms of a particular treaty. It has the same legal effect as ratification, but is not preceded by an act of signature.

**Reservation:** A unilateral statement made by a State, while signing, ratifying, accepting, approving or acceding to a treaty whereby it purports to exclude or modify the legal effect of certain articles of the treaty in their application to the State.

**Example 1:** With regard to article 29 of the CEDAW, the Government of India does not consider itself to be bound by paragraph 1 of this article (with regard to dispute between two countries on application or interpretation of the convention).

**Example 2:** In context of Singapore's multi-racial and multi-religious society and the need to respect the freedom of minorities to practice their religious and personal laws, the Republic of Singapore reserves the right not to apply the provisions of article 2 (state to condemn all forms of discrimination against women) and 16 (measures to eliminate discrimination against women in all matters relating to marriage and family affairs) where compliance with these provisions would be contrary to their religious and personal laws.

**Declaration:** A unilateral statement, made by a State whereby that State purports to specify or clarify the meaning or scope of a treaty or of certain articles or provisions. The declaration abides by the scope or provisions of a treaty however, seeks to interpret it based on its domestic laws.

**Example1:** The Government of India declares it shall abide by that articles 5 (a) (modify social and cultural patterns to eliminate prejudices, customary and all other practices which are based on male superiority and female inferiority) and 16, paragraph 1(measures to eliminate discrimination against women in all matters relating to marriage and family affairs) in conformity with its policy of non-interference in personal affairs of any community without its initiative and consent.

**Example 2:** The accession to the Convention by the Government of Islamic Republic of Pakistan is subject to the provision of its Constitution.

**Optional protocol:** Establishes complaint and inquiry mechanisms for the CEDAW. It allows women and girls (either individually or in groups) to submit complaints to the UN CEDAW Committee if they consider their rights protected by the convention is violated and the Committee can provide re-dress. As of now, there are 80 countries which are signatory to the optional protocol.

**Periodic Reporting:** Once the country ratifies the CEDAW, it is required to submit the national report on the implementation progress of the Convention after every four years.

**Example:** Bhutan submitted its combined 8th and 9th CEDAW periodic report in 2016.

**Interim Reports:** Are submitted in-between the two periodic reports based on the consideration by the CEDAW Committee. The Committee asks the state party to submit interim report on issues that require immediate attention.

**Example:** Bhutan submitted the interim report on Para 19 and 29 (Gender based Violence) in 2019.

**Shadow Reports:** Are submitted by the non-state actors including the International Non-government Organisations.

**Example:** Tarayana Foundation submitted the Shadow Report for Bhutan for both 7<sup>th</sup> and 8<sup>th</sup> & 9<sup>th</sup> combined Periodic Report.

## Beijing Declaration and Platform for Actions (BPfA)

The BPfA is adopted by the UN member states at the fourth world conference on women in 1995, Beijing China as a global strategic framework for gender equality. It aims to accelerate the implementation of the international legal framework for gender equality. The Platform for Action emphasises that women share common concerns that can be addressed only through partnership and collaboration with men. It respects and values the full diversity of women's situations and conditions, and recognise that some women face particular barriers.

The BPfA has 12 critical areas of concern for action and these include:

1. **Women and Poverty:** Recognizes differential impact of poverty on men and women, and emphasizes the need to have relevant interventions to address such issues. The document outlines various strategic objectives and actions required to achieve these objectives.

**Example:** Review, adopt and maintain macroeconomic policies and development strategies that address the needs and efforts of women in poverty.

2. **Education and training of women:** Seeks to increase equal access to education and training for women and girls and emphasizes on the need to mainstream gender into education policies, plans and programs.

**Example:** Improve women's access to vocational training, science and technology, and continuing education.

3. **Women and Health:** Emphasize on the need to equal access to and utilization of health services by women and girls including women's specific health needs such as maternal and reproductive health and rights.

**Example:** Develop policies that are favourable to invest in women's health and increase budget allocation for interventions to address women's specific health needs.

4. **Violence Against Women:** Acknowledges violence against women and girls as the greatest obstacle to the achievement of gender equality, and calls for greater investment and efforts to address it.

**Example:** Allocate adequate resources within the government budget and mobilize community resources for activities related to elimination of violence against women and girls.

- 5. Women and armed conflict:** Recognizes that women and girls are vulnerable to further harm and abuse during the times of conflict, and calls for actions to protect women and girls from abuse and exploitation during conflict.

**Example:** Respect the norms of international humanitarian law in armed conflicts, and take all measures required for the protection of women and children in particular against rape, forced prostitution and any other forms of indecent assault.

- 6. Women and the economy:** Acknowledges the differences in women and men's access to and opportunities to exert power over economic structures in their societies, and highlights the need to have active efforts for equal recognition and appreciation of influence that the work, experience, knowledge and values of both men and women have in the society and promote economic policies that are responsive to these gender needs.

- 7. Women in power and decision making:** Highlights the importance of women's equal participation in decision making to achieve the goal of equality, peace and development.

**Example:** Take measures when appropriate, including in the electoral systems, that encourage political parties to integrate women in elective and non-elective positions in the same proportion and at the same levels as men.

- 8. Institutional mechanism for the advancement of women:** Seeks to address the issues faced by the national women's machineries in discharging its roles and responsibilities through allocation of adequate financial and human resources to such institutions, and promoting an active gender mainstreaming policy.

**Example:** Ensure that responsibility for the advancement of women is vested in the highest possible level of government; in many cases, this could be at the level of a Cabinet Minister.

- 9. Human rights of women:** Recognizes that human rights and fundamental freedom of all, particularly women and children, are key to achieving equality and calls on governments to protect these rights.

**Example:** Create or strengthen independent national institutions for the protection and promotion of the fundamental rights, including human rights of women, as recommended by the world conference on human rights.

- 10. Women and the media:** Highlights the potential of media in contributing towards the advancement of women and calls for greater participation of women in media, and gender responsive media policies and strategies.

**Example:** Encourage the use of communication systems, including new technologies, as a means of strengthening women's participation in democratic processes.

**11. Women and the environment:** Recognises the critical role women play in development of sustainable and ecologically sound consumption and production patterns and approaches to natural resource management. It also calls on governments to take necessary steps to ensure women's decision making in environmental policies and programmes.

**Example:** Ensure opportunities for women, including indigenous women, to participate in environmental decision making at all levels, including as managers, designers, planners, implementers and evaluators of environmental projects.

**12. The girl child:** Seeks to address the issues faced by the girl child, and provide equal opportunities to access basic services such as education and health. The critical area puts emphasis on the need for active gender mainstreaming into all policies, plans and programmes.

**Example:** Enact and strictly enforce laws to ensure that marriage is only entered into with free and full consent of the intending spouses; in addition, enact and strictly enforce laws concerning the minimum legal age of consent and the minimum age for marriage and raise the minimum age for marriage where necessary.

## Review Process

The implementation of the Platform for Action takes place every five years at three levels:

At the national level, the review process is led by the national women's machineries, (the National Commission for Women and Children for Bhutan). The review is undertaken through a consultative process based on the guideline issued by the UN Women and UNESCAP.

At the regional level, the review is led by UNESCAP in collaboration with UN Women for the Asia and Pacific region. The review is based on the national review and various consultative workshops including with the Civil Society groups. A working level and a ministerial level meeting is conducted among the member states, and a draft outcome document is adopted during the ministerial level meeting which will be submitted to form the part of global review.

At the global level, the global review document prepared based on various regional reviews is reviewed by the Commission on the Status of Women during its sessions, and an outcome document outlining achievements, challenges and key strategies to accelerate the implementation of the Platform for Action over the next five years is adopted. The outcome document will be finally adopted by the UN General Assembly.

The review of the BPfA has been conducted in 2000 (Beijing plus 5), 2005 (Beijing plus 10), 2010 (Beijing plus 15), 2015 (Beijing plus 20) and 2020 (Beijing plus 25).

## National Legislation for Gender Equality

### a. *The Constitution of the Kingdom of Bhutan 2008:*

The Constitution of the Kingdom of Bhutan 2008 provides an overarching framework and foundation within which gender equality is enshrined.

Article 10 (25) states that, “except for existing international conventions, covenants, treaties, protocols and agreements entered into by Bhutan, which shall continue in force subject to section 10 of article 1, all international conventions, covenants, treaties, protocols and agreements duly acceded to by the government hereafter, shall be deemed to be the law of the kingdom only upon ratification by parliament unless it is inconsistent with this constitution”.

Article 9 (17) states that “the state shall endeavour to take appropriate measures to eliminate all forms of discrimination and exploitation against women including trafficking, prostitution, abuse, violence, harassment and intimidation at work in both public and private spheres”

### b. *The Domestic Violence Prevention Act of Bhutan 2013 (DVPA)*

Different types of domestic violence:

- i. Physical abuse: it will constitute the following acts or conduct which:
  - Causes bodily injury, pain, harm, or danger to life;
  - Impairs the health or development of the victim; or
  - Otherwise violates the dignity of the victim.
- ii. Sexual abuse: includes any conduct of sexual nature that humiliates, degrades or otherwise violates the dignity of the victim.

iii. Emotional abuse: it includes distress caused by the following:

- Intimidation;
- Harassment;
- Damage to property;
- Threats of physical abuse or sexual abuse;
- Degrading or humiliating verbal conduct; or
- Any other conduct that violates the dignity of the victim.

iv. Economic abuse: It includes:

- Unreasonable deprivation of economic or financial resources and facilities which the victim is entitled to use or enjoy, which results in emotional distress or hardship;
- Disposal of household effects, any alienation of assets whether movable or immovable, valuable shares, securities, bonds and the like or other property in which the victim has share or is entitled to use by virtue of the domestic relationship or which may be reasonably required by the victim or children, or any other property jointly or separately held by the victim; or
- Prohibition or restriction to continued access to resources, accounts or facilities which the victim is entitled to use or enjoy by virtue of the domestic relationship.

### Scope of domestic violence:

- i. Spousal relationship: It refers to the state of being married.
- ii. A family relationship: Refers to relatedness or connection by blood or marriage or adoption. The Marriage Act of Bhutan 1980 defines family relationship as relation between family members living in one house and sharing one common kitchen.
- iii. An intimate personal relationship: An intimate relationship between two persons, either formally or informally. Example: boyfriend and girlfriend, live-in relationships or former partners.
- iv. Ordinarily shares a household with the defendant: It applies to those in an intimate relationship sharing the same house, or a member of the family living together in the same house. Example: live-in relationships. However, the DVPA does not apply to those outside of domestic relationships sharing the same house. Example: two friends sharing the same house or students living together in boarding facilities.

Refer to [www.ncwc.gov.bt](http://www.ncwc.gov.bt) for further details on the DVPA 2013.

## Other mechanisms related to sexual harassment:

- i. Internal framework to address gender issues at the workplace: Sexual harassment is one of the main components of the internal framework. The framework requires every agency to develop an internal mechanism to report and address sexual harassment at the workplace. The internal mechanism will include the appointment of a focal person or committee to address such harassment and awareness on sexual and other forms of harassment.

(Refer to [www.ncwc.gov.bt](http://www.ncwc.gov.bt) for further details on the internal framework)

- ii. “Go to person” is a mechanism instituted by the Royal Civil Service Commission (RCSC) in 2018 within the Civil Service Support Desk under the Wellbeing Services for sexual harassment in the civil service in Bhutan. The “go to person” will be the focal person for responding to and providing assistance to cases of sexual harassment at the workplace.

(Refer to <https://www.rcsc.gov.bt/wp-content/uploads/2019/02/“Go-To-Person”-SOP-2-30.9.18.pdf> for more guidance on the “go to person”).

## Reporting of sexual harassment cases

A person experiencing sexual harassment at the workplace in a corporate or private sector can:

- Report the incident to the focal person/internal committee established under the internal framework or internal service rules; or
- Report directly to the Chief Labour Administrator, Ministry of Labour and Human Resources (MoLHR).

A person experiencing sexual harassment at the work place in the civil service can:

- Report the incident to the focal person/internal committee established under the internal framework; or
- Report directly to the “go to person” of the RCSC.

The survivor can appeal the case either to the RCSC “go to person” (in case of civil servants) or Chief Labour Administrator if she/he is not happy with the outcome of the internal investigation.

## Understanding SDGs and national policies for gender equality

The Facilitator may refer to the following for details on the Sustainable Development Goal 5, Gender Equality, its targets and indicators:

The Sustainable Development Goal 5, Achieve gender equality and empower all women and girls: seeks to end all forms of discrimination and eliminate violence against women and girls. The goal also ensures systematic mainstreaming of a gender perspective into the legislations, plans and policies. The SDG 5 with 8 targets and 14 indicators are as below:

Target	Indicators
5.1 End all forms of discrimination against all women and girls everywhere	5.1.1 Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of sex
5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age
	5.2.2 Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence
5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation	5.3.1 Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18
	5.3.2 Proportion of girls and women aged 15-49 years who have undergone female genital mutilation/cutting, by age
5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate	5.4.1 Proportion of time spent on unpaid domestic and care work, by sex, age and location
5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	5.5.1 Proportion of seats held by women in national parliaments and local governments
	5.5.2 Proportion of women in managerial positions

5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences	5.6.1 Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care
	5.6.2 Number of countries with laws and regulations that guarantee women aged 15-49 years access to sexual and reproductive health care, information and education
5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws	5.a.1 (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure
	5.a.2 Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control
5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women	5.b.1 Proportion of individuals who own a mobile telephone, by sex
5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels	5.c.1 Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment

Besides the above-mentioned specific targets under SDG Goal 5, gender is also integrated in indicators of other SDG goals.

## 12<sup>th</sup> FYP

The 12th FYP adopts a two-pronged approach - a dedicated National Key Results Area (NKRA) 10 on "Gender Equality" and mainstreaming gender across other NKRAs.

## National Gender Equality Policy

### *Purpose and Objectives:*

The purpose of the NGEF is to provide an effective framework within which laws, policies, programs and practices ensure equal rights, opportunities and benefits for women and men in the family, community, workplace and in society at large. The policy serves as a guiding document which echoes and reaffirms the commitment of the Royal Government of Bhutan (RGoB) to ensure the achievement of substantive equality through gender responsive policies, plans and programs.

*The key policy objectives of the NGEP are to:*

- Provide a coherent strategic framework for the government's priority on gender equality
- Strengthen accountability and operational strategies to address priority gender issues
- Facilitate stronger collaboration across sectors and stakeholders towards a common vision of gender equality.

The policy seeks to address gender inequality through the policy provision in the three domains of political and public, social, and economic domains.

(Refer to [www.ncwc.gov.bt](http://www.ncwc.gov.bt) for further details on the National Gender Equality Policy and the policy document).

## MODULE 3

### Session 1: Introduction to Gender mainstreaming and gender mainstreaming tools

Module/Session topic	Introduction to Gender Mainstreaming
Objective	<ul style="list-style-type: none"> <li>To help participants understand why Gender Mainstreaming is important</li> <li>To introduce Gender Mainstreaming tools</li> </ul>
Duration/Time	3 hr 20 mins
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Video</li> <li>Presentation</li> <li>Discussion</li> <li>Group work</li> </ul>
Materials required	Laptop, flip charts/chart papers, marker pen, binder clip, cello tape
<p>Understanding gender gaps in Bhutan (45 mins)</p> <p>Time: 30 mins for presentation and 15 mins for video and reflection</p>	<p>Make a presentation on the situation of gender gaps in Bhutan. (Discussion, and Question &amp; Answer)</p> <p>The facilitator can ask the following questions to probe discussion if there are no questions from the participants:</p> <ul style="list-style-type: none"> <li>- What do these numbers tell us about the situation of women and men in the country?</li> <li>- What assumptions about women and men are being reinforced or challenged by the data?</li> <li>- Do you think gender equality should be a concern considering the figures presented?</li> </ul> <p>Show either of the following video (first 5 mins and last 3 mins):</p> <p>Women in Agriculture  <a href="https://www.youtube.com/watch?v=JRErx57aBD0&amp;feature=emb_logo">https://www.youtube.com/watch?v=JRErx57aBD0&amp;feature=emb_logo</a>            (10:11 mins)</p> <p>or</p> <p>Women in politics  <a href="https://www.youtube.com/watch?v=vdjonfqWhB8&amp;feature=emb_title">https://www.youtube.com/watch?v=vdjonfqWhB8&amp;feature=emb_title</a>            (15:18 mins)</p> <p>Ask the participants to reflect on the video clip. Ask their opinion about the video clip.</p>

<p>Illustrating the principles of GM through concrete examples (45 mins)</p> <p>Time: 30 mins for presentation and 15 minutes for discussion in the plenary</p>	<p>Make a Presentation on the background of Gender Mainstreaming in Bhutan</p> <p>Discussion, and Question &amp; Answer</p> <p>Make a presentation on Gender Mainstreaming Concepts and Process</p> <p>Discussion, and Question &amp; Answer</p>
<p>Understanding basic Gender Mainstreaming tools (40 minutes)</p> <p>Time: 25 mins for presentation and 15 mins for discussion in the plenary</p>	<p>Make a Presentation on Gender Mainstreaming tools with focus on gender mainstreaming guideline</p> <p>Discussion, and Question &amp; Answer</p>
<p>Activity 1: Group Exercise (45 mins)</p> <p>Time: 25 mins for group work and 20 mins for presentation</p>	<p>Divide participants into groups. Instruct groups to work on the following:</p> <ol style="list-style-type: none"> <li>1. Agree on one sector and identify one key issue that women face in that sector.</li> <li>2. Against the issue, identify the needs (practical and strategic needs).</li> <li>3. Discuss and see how these needs can be addressed in the agreed sector.</li> <li>4. Share with plenary</li> </ol> <p>Facilitator to summarize the common points.</p>
<p>Dimensions of integrating gender (20 mins)</p> <p>Time: 13 mins for video and 7 mins for discussion</p>	<p>Show video on Sustainable Gender Equality - a film about gender mainstreaming in practice</p> <p><a href="https://www.youtube.com/watch?v=udSjBbGwJEg&amp;t=42s">https://www.youtube.com/watch?v=udSjBbGwJEg&amp;t=42s</a> (12:18 mins)</p> <p>Open the floor for discussion after the video. Ask participants to reflect on the video and ask “how can you relate content from this video to your work?”</p>
<p>Closing</p> <p>Time: 5 mins</p>	<p>Brief recap and reflection</p>
<p>References</p>	<p>Gender Mainstreaming Guidelines by NCWC</p> <p><a href="https://www.ncwc.gov.bt/publications/Gender%20Mainstreaming%20guideline.pdf">https://www.ncwc.gov.bt/publications/Gender%20Mainstreaming%20guideline.pdf</a></p> <p>Videos on Gender mainstreaming</p> <p><a href="https://www.youtube.com/watch?v=udSjBbGwJEg">https://www.youtube.com/watch?v=udSjBbGwJEg</a></p>

## Facilitator's Note

Refer to the following definitions while making presentation on, “understanding gender gaps in Bhutan”.

**Global Gender Gap Index:** of the World Economic Forum, an independent international organization committed to improving the state of the world, measures Economic participation, political empowerment and educational attainment.

**Gender Inequality Index (UNDP):** is an index constructed based on criteria such as health, empowerment, employment etc.

**Social Institutions & Gender Index (OECD):** measures score on formal institutions (access to justice, to resource or finance, legal frameworks on civil rights) and informal institutions (family system and norms, inheritance, divorce, unpaid care, harmful customary practices, no overt discrimination).

**OECD:** The Organization for Economic Co-operation and Development is an intergovernmental economic organization with 36-member countries, founded in 1961 to stimulate economic progress and world trade.

**Understanding different gender gap/inequality indices:** The index closer to zero (0) can be interpreted as no gender gap and closer to 1 as a huge gap. Lower the value, higher the equality.

**Women in decision making:** Explain that females constitute about 48 percent of the total population. However, women's representation in decision making is significantly low compared to males (refer data in slides).

**Violence against Women\*:** Refers to any harmful act that is perpetrated against a woman's will, and that is based on socially ascribed (i.e) differences between males and females. It includes acts that inflict physical, sexual or mental harm or suffering, threats of such acts, coercion, and other deprivations of liberty. Violence against women can be perpetrated by either intimate partners (commonly known as domestic violence) or by persons other than partners. Intimate partners include current or former partners, whether married or not. Explain that intimate partner violence (domestic violence) is the most common form of violence against women and girls. As per the Study on Prevalence of Violence Against Women and Girls conducted by the National Commission for Women and Children in 2017, two in five women (44.6%) and girls experienced one or more forms of partner violence in their lifetime and almost one in three (30.0%) in the last 12 months.

Stress that what is more concerning is the acceptance rate of violence, where more than half (53.4%) of women and girls reported that a man is justified in beating his wife under certain circumstances.

\*The term Violence Against Women and Gender based Violence are used interchangeably in this manual.

**Participation in Education by Gender:** Gender parity has been achieved at primary and secondary levels, and improving at the tertiary level. However, women's participation in STEM fields including TVET still remains low.

**Labor & Employment:** Labour force participation rate is a measure of the proportion of a country's working age population that engages actively in the labor market, either by working or by looking for work.

**Maternal mortality:** Refers to deaths due to complications from pregnancy or childbirth. Maternal mortality rate measures maternal deaths per 100,000 live births.

Total Fertility Rate is expressed as children per woman.

\*Note: Always remember to review the PowerPoint slides and update the data based on the most recent data/reports. Facilitators may choose to refer to baseline data to make the slides more interesting by highlighting trends /comparative data to indicate progress/declining trends.

## Gender Mainstreaming Concepts and Tools

Gender Mainstreaming/Gender Integration: Refers to the process of assessing the implications for women and men of any planned action, including legislation, policies or programs in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs so that women and men benefit equally, and inequality is not perpetuated. Gender integration goes hand in hand with the promotion and protection of women's human rights and the elimination of discrimination against women. The ultimate goal is to achieve gender equality (UNECOSOC).

Five Principles of Gender Mainstreaming - Following are the five principles of Gender mainstreaming:

- i. Gender sensitive language;
- ii. Gender specific data collection and analysis;
- iii. Equal access to and utilization of services;
- iv. Equal involvement of women and men in decision making; and
- v. Integration of equal treatment into steering processes.

(Refer to <https://www.wien.gv.at/english/administration/gendermainstreaming/principles/five-principles.html> for further guidance on Gender mainstreaming concepts and principles).

The facilitator may explain that gender mainstreaming is a globally accepted strategy for promoting gender equality, and it is not an end in itself but a strategy, an approach, and a means to achieve the goal of gender equality. It involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities in policy development, research, advocacy/dialogue, legislation, resource allocation, planning, implementation and monitoring of programs and projects.

**Gender mainstreaming tools:** The facilitator should explain that there are many gender mainstreaming tools which includes the following:

- Gender Marker;
- Gender Analysis; and
- Checklist for gender mainstreaming in project proposal and work planning.

The checklist for gender mainstreaming in policies, programs and projects is developed by the National Commission for Women and Children to guide the Gender Focal Person (GFP) and other relevant officials to mainstream gender in their respective sectoral plans, projects and activities.

(Refer to <https://www.ncwc.gov.bt/publications/Gender%20Mainstreaming%20guideline.pdf> for further guidance on gender mainstreaming checklist).

## MODULE 4

### Session I: Introduction to Gender Analysis

Module/Session topic	Introduction to Gender Analysis
Objective	<ul style="list-style-type: none"> <li>To help participants understand the concept of gender analysis</li> </ul>
Duration/Time	1hr 20 minutes
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Presentations</li> <li>Discussion</li> <li>Group exercise</li> </ul>
Materials required	Laptop, chart paper, marker pen, tape
<p>Understanding concepts on Gender Analysis (1 hr 15 mins)</p> <p>Time: 30 mins for presentation and 45 minutes for group work and presentation in plenary</p>	<p>Make a presentation on the concept of gender analysis (until the slide on Macro level gender issues).</p> <p>- Discussions and Question &amp; Answer</p> <p>Group Exercise:</p> <p>Divide participants into groups. Provide a case study on macro, meso and micro level on gender issues (Refer to case study in Annex II).</p> <ol style="list-style-type: none"> <li>Ask participants to identify 'Macro' level gender issues in the case study.</li> </ol> <p>Facilitator to continue on with presentation on the 'Meso' level gender issues slide.</p> <ol style="list-style-type: none"> <li>Instruct participants to identify gender issues at the 'Meso' level.</li> <li>Facilitator to make presentation on 'Micro' Level.</li> <li>Instruct participants to identify gender issues at the 'Micro' level.</li> <li>Ask the groups to present their group work.</li> <li>Seek comments from the participants.</li> <li>Add facilitator's perspective.</li> </ol>
<p>Closing</p> <p>Time :5 mins</p>	Recap and reflections from the participants
References	<p>Refer: How to conduct: a gender analysis, a guidance note for undp staff <a href="https://info.undp.org/sites/bpps/SES_Toolkit/SES%20Document%20Library/Uploaded%20October%202016/UNDP%20Guidance%20Note%20how%20to%20conduct%20a%20gender%20analysis.pdf">https://info.undp.org/sites/bpps/SES_Toolkit/SES%20Document%20Library/Uploaded%20October%202016/UNDP%20Guidance%20Note%20how%20to%20conduct%20a%20gender%20analysis.pdf</a></p>

## Facilitators' Note

Reference to the following notes and guidance may be made while explaining the gender analysis concepts.

The facilitator should emphasize that gender analysis is an intrinsic aspect of policy analysis, and it identifies how public policies affect women and men differently. Gender analysis demonstrates that policy formulation and implementation cannot be gender neutral. Gender analysis examines the difference in women and men's lives, including those which lead to social and economic inequality and applies this understanding to policy development and service delivery.

Gender analysis is a systematic way of looking at the different impacts of development on women and men. As development programs have actively sought to reach women, we have learned that gender has a lot to do with what work we do, how much time we spend on it, how much money we spend on it, and who benefits from it.

It is important for the facilitators to stress on the following key points:

- Gender analysis requires sex-disaggregated data and understanding on how labour is divided and valued among men and women; and
- Gender analysis must be conducted at all stages of the development process; one must always ask how a particular activity, decision or plan will affect men and women differently.

During the recap, the facilitator should focus on the following reasons and objectives of conducting a gender analysis:

- To increase participation of men and women;
- To ensure no adverse effects on both men and women;
- To generate economic and social gain;
- To improve overall programme performance;
- To overcome gender barriers towards productivity; and
- To overcome gender barriers to participation in decision making for both men and women.

## MODULE 4

### Session II: Tools for Gender Analysis

Module/Session topic	Tools for Gender Analysis
Objective	<ul style="list-style-type: none"> <li>To equip participants with the gender analysis tools</li> <li>To enable participants to use the gender analysis tools to generate inputs in programme and planning</li> </ul>
Duration/Time	1 hr 35 minutes
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Presentation</li> <li>Group work</li> </ul>
Materials required	Chart paper, post-it, marker pen, sketch pen, cello tape
<p>Introduction to Gender Analysis tools with emphasis on Harvard Gender Analytical Framework (45 minutes)</p> <p>Time: 30 mins for presentation and 15 minutes for discussion</p>	<p>Make presentation on the “Harvard Gender Analytical Framework”</p> <p>(Discussion and Question &amp; Answer)</p>
<p>Activity 1: Individual exercise (40 mins)</p> <p>Time: 10 mins for individual task and 30 mins for discussion in plenary</p>	<ol style="list-style-type: none"> <li>Ask each participant to draw a 24-hour clock and indicate the way each of them spend their time.</li> <li>Ask participants to share the following in plenary for discussion: <ul style="list-style-type: none"> <li>How much time do you spend at work?</li> <li>How much time do you spend on leisure?</li> <li>What else occupies your time?</li> <li>What is the difference (trend and pattern) between the time spent by men and women participants on different activities?</li> </ul> </li> <li>Ensure that both male and female participants share their activity profile.</li> <li>Facilitator should conclude with reference back to gender roles and emphasize that such roles: <ul style="list-style-type: none"> <li>Are socially constructed</li> <li>Determine social and economic activities</li> <li>Differ from biological roles of men and women</li> <li>Differ across regions and cultures</li> <li>Changeable over time /generations</li> </ul> </li> </ol>

Closing Time :10 mins	Brief recap and reflections from the participants
References	Refer to the Harvard Analytical Framework developed by the Harvard Institute for International Development in USA in collaboration with WID Office of USAID  <a href="https://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1/harvrdfw.htm">https://www.ilo.org/public/english/region/asro/mdtmanila/training/unit1/harvrdfw.htm</a>

## Facilitators' Note

Reference to the following notes may be made while explaining on the gender analysis tools- Harvard Analytical Framework.

### Gender Analysis tools/frameworks

The facilitators should highlight that there are a number of different frameworks and tools for undertaking gender analysis, and these frameworks represent the step-by-step process for carrying out gender analysis. All these different frameworks assist in raising questions, collecting and analysing information, and are used for different policy priorities, programs or projects.

**Harvard Analytical Framework:** Also known as the Gender Analysis or Gender Roles Framework, it was one of the first and most commonly used gender analysis tools. It identifies and understands the differences between men and women's participation in the economy. It is used to collect information at the community, household and individual level. The framework describes who does each activity, who has access to and control of resources, and the influence on gender roles.

#### Other frameworks include:

**Gender Integration Framework:** It is an analysis tool to help identify gender inequalities and issues, and assists the integration of gender into various stages of project or program management cycle.

**Moser Conceptual Framework:** It identifies and analyses the different gender roles and needs to inform interventions. This framework distinguishes between two types of gender needs: those that relate to women's daily lives but maintain existing gender relations (practical gender needs); and those that potentially transform existing gender subordination (strategic gender needs).

**Levy Conceptual Framework:** Also known as the web of institutionalization, it addresses gender mainstreaming in institutions for development planning.

**Gender Analysis Matrix:** It looks at community participation to identify how gender differences impact on four areas of labour, time, resources and socio-cultural factors, and provides a community-based approach to identification and analysis of gender differences.

**Capacities and Vulnerabilities Approach:** It is developed for use during humanitarian and disaster preparedness programs, and looks at identifying physical/material capacities and vulnerabilities, social/organizational capacities and vulnerabilities, and motivational capacities and vulnerabilities to respond to humanitarian and disaster impact.

**Social Relations Framework:** It focuses on the relation between the state, market, community and family. It identifies patriarchy and gender power relations, and assists in developing plans and programs that seeks to address the inequalities in power relationships.

## MODULE 5

### Session 1: Gender Responsive Project/Program Cycle Management (PCM)

Module/Session topic	Gender Responsive Project/program cycle Management (PCM)
Objective	<ul style="list-style-type: none"> <li>To help participants understand the importance of gender responsive PCM; and</li> <li>Integrate gender perspectives throughout the PCM</li> </ul>
Duration/Time	6 hours 15 minutes
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Power point</li> <li>Group work</li> </ul>
Materials required	Flash cards, flip chart, markers
<p>Understanding concepts of Gender Responsive PCM (45 mins)</p> <p>Time: 30 mins for presentation and 15 mins for discussion</p>	<p>Make a presentation on the Project Cycle Management outlining the steps in standard PCM and application of gender lens to the PCM.</p> <p>Explain until the stakeholder's analysis and problem analysis part, and how to outline hidden gender issues in the analysis using the example of the problem tree.</p> <p>(Discussion and Question &amp; Answer )</p>
<p>Video: Integrating gender into PCM (13 mins)</p> <p>Time: 3 mins for video and 10 mins for discussion</p>	<p>What is a "gender lens?" mean: <a href="https://www.youtube.com/watch?v=R-m4umgvEjTE">https://www.youtube.com/watch?v=R-m4umgvEjTE</a> (2minutes)</p> <p>(Discussion and Questions and Answer)</p>
<p>Activity 1: Group exercise:</p> <p>Identifying issues, building the problem tree and the solutions tree (2 hrs 30 mins)</p>	<ol style="list-style-type: none"> <li>Divide participants into groups.</li> <li>Circulate handouts (case study contextualized to Bhutan) (Refer to case study in Annex III).</li> <li>Let the group work on the relevant case study.</li> <li>Ask groups to answer the key guiding questions (outlined in detail in the PPT and the facilitator's note) for outlining their stakeholder analysis and problem analysis tree: <ul style="list-style-type: none"> <li>Identify an issue from the case study</li> <li>What are the underlying issues of the case study?</li> <li>What are the direct effects of the problem/issue if left unaddressed?</li> <li>Identify hidden gender issues in the problem tree</li> </ul> </li> </ol>

<p>Part 1: Problem Analysis and Hidden Gender issues (1 hr 10 mins)</p> <p>Time: 45 minutes for group work and 25 minutes for presentation in plenary</p>	<ol style="list-style-type: none"> <li>5. Get the groups to present their problem analysis in plenary</li> <li>6. Seek critical feedback on the presentation (particularly in relation to seeking views on the logical flow of cause-effect linkages and the integration of gender issues) from the other groups.</li> <li>7. Add the facilitator's perspective and provide feedback and comments on the presentation.</li> </ol>
<p>Presentation on objective analysis (10 mins)</p> <p>Time: 5 mins for presentation and 5 mins for discussion</p>	<p>Continue the presentation with the next steps on conducting an objective analysis using the same example of the problem tree</p> <p>(Discussion, and Question &amp; Answer)</p>
<p>Activity 1: Group exercise</p> <p>Part 2: Objective Analysis with gender objectives (1 hr 10 mins)</p> <p>Time: 45 minutes for group work and 25 minutes for presentation in plenary</p>	<p>Participants work in the same group on the same case study (as above) and will build on their problem analysis tree.</p> <ol style="list-style-type: none"> <li>1. Ask the groups to: <ul style="list-style-type: none"> <li>- Rephrase the core problem (written as negative sentences) in the problem card by preferable condition (written as positive sentences) .</li> <li>- Write the potential direct means for the core objective on the cards, and put them below core objective in a horizontal line.</li> <li>- Discuss whether the cards and their location are appropriate.</li> <li>- Repeat for the next set of indirect means.</li> <li>- Similarly, identify the direct objectives (Ends) and match them to the core objective above, and place them above.</li> <li>- Confirm that the Means-Ends relationships among cards are appropriate and that there are no means or ends missing at each level.</li> <li>- REMEMBER to outline the gender objectives.</li> </ul> </li> <li>2. Have the groups to present their objective analysis in plenary.</li> <li>3. Seek critical feedback on the presentation (particularly in relation to seeking views on the logical flow of means-end relation and gender objectives).</li> <li>4. Add the facilitator's perspective and provide feedback and comments on the presentation.</li> </ol>

<p>Presentation on project selection/strategy analysis (10 mins)</p> <p>Time: 5 mins for presentation and 5 mins for discussion</p> <p>Activity 2: Group Exercise on Project Selection and Strategy Analysis and Designing a Gender Responsive Project Design Matrix (2 hr 25 mins)</p> <p>Part 1: Project Selection and Strategy Analysis (25 mins)</p> <p>Time: 25 minutes for group work</p>	<p>Introduce the group exercise with the PPT slide on project selection/strategy analysis.</p> <p>Groups continue to work on the same problem and objective analysis of the case study.</p> <ol style="list-style-type: none"> <li>1. Get the groups to do the following exercise on their objective analysis tree: <ul style="list-style-type: none"> <li>• Identify the approaches</li> <li>• Give a name to each approach</li> <li>• Select one approach (or few approaches) as a project based on criteria (such as): <ul style="list-style-type: none"> <li>- Priorities of target group</li> <li>- Resource availability</li> <li>- Social acceptability</li> <li>- Existing capacity of the target groups</li> <li>- Urgency</li> <li>- Contribution to reduction of gender inequalities</li> </ul> </li> </ul> </li> </ol>
<p>Presentation on developing Project Design Matrix (30 mins)</p> <p>Time: 15 mins for presentation and 15 mins for discussion</p>	<p>Make a presentation on Project Design Matrix (PDM). Outline what a PDM is and how to formulate a PDM using the same examples of problem and objective analysis and project selection.</p> <p>(Discussion, and Question &amp; Answer)</p>
<p>Group Exercise</p> <p>Part 2: Designing a PDM and Gender responsive PDM (1 hr 30 mins)</p> <p>Time: 1 hr for group work and 30 mins for presentation in plenary</p>	<ol style="list-style-type: none"> <li>1. Instruct the groups to transfer their chosen approach in the objective tree into a PDM matrix.</li> <li>2. Remind groups on the need for their PDM to be gender responsive.</li> <li>3. Have the groups present their Gender responsive PDM in the plenary.</li> <li>4. Invite questions and comments from participants.</li> <li>5. Add the facilitator's perspective.</li> </ol>
<p>Closing</p> <p>Time: 10 mins</p>	<p>Brief recap and reflections from participants</p>

Reference	Refer: GLA and gender webinar-Mainstreaming gender in the project cycle: <a href="https://www.youtube.com/watch?v=9ryzcGNTwOM&amp;t=158s">https://www.youtube.com/watch?v=9ryzcGNTwOM&amp;t=158s</a> Local Development Planning Manual: <a href="https://www.undp.org/content/dam/bhutan/docs/Governance/Gov_Local%20Development%20Planning%20Manual.pdf">https://www.undp.org/content/dam/bhutan/docs/Governance/Gov_Local%20Development%20Planning%20Manual.pdf</a> Mainstreaming gender into PCM in the fisheries sector: <a href="http://www.fao.org/3/ba0004e/ba0004e00.pdf">http://www.fao.org/3/ba0004e/ba0004e00.pdf</a> PCM –management tool for development assistance, FASID
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## Facilitator’s Note

Reference to the following notes may be made while explaining the gender responsive project/program cycle management.

The facilitator must include the Project Cycle Management (PCM) and logical framework which includes five key steps. It is very important for the facilitators to explain and highlight on identifying gender issues and integrating them throughout the project/program cycle.

## Analysis Stage

### 1. Stakeholder Analysis

A Stakeholder Analysis is a comprehensive outline of all the stakeholders (interest groups, individuals, institutions, communities, firms, etc.) that may have a relationship with the project, in terms of being positively or negatively affected by the project or with the potential to be negatively affected.

(In case the training duration is shorter, this part may be deleted or quickly explained without group work).

### Example of stakeholder analysis:

Stakeholders	Basic Information/ characteristics	Interests/how they are affected	Capacity and motivation to bring about change	Possible actions to address stakeholder interests
Teenagers (Boys)	Young	<ul style="list-style-type: none"> <li>- To find better employment and improve their livelihoods</li> <li>- Unable to complete school</li> <li>- Getting involved in drug and alcohol abuse</li> </ul>	<ul style="list-style-type: none"> <li>- Capacity to be change agents in the community</li> <li>- Keen interest in their future</li> </ul>	<ul style="list-style-type: none"> <li>- Awareness on the importance of education</li> <li>- Identify strategies to make school interesting</li> <li>- Awareness on sex-education and its impacts</li> </ul>
Teenagers (Girls)	Young	<ul style="list-style-type: none"> <li>- To find better employment and improve their livelihoods</li> <li>- Unable to complete school</li> <li>- More teenage pregnancies</li> <li>- Affecting the health of young girls and their subsequent children</li> </ul>		<ul style="list-style-type: none"> <li>- Awareness on the importance of education</li> <li>- Identify strategies to make school interesting</li> <li>- Awareness on sex-education and its impacts</li> <li>- Ensure safe boarding facilities/ gender friendly transport facilities</li> </ul>
Parents	Low income, uneducated, small-scale farmers	<ul style="list-style-type: none"> <li>- Maintain and improve their means of livelihoods</li> <li>- Interests in their children getting a better livelihood opportunity</li> </ul>	<ul style="list-style-type: none"> <li>- Keen interest in their children's future</li> <li>- Capacity to encourage and support their children</li> </ul>	<ul style="list-style-type: none"> <li>- Awareness on the importance of education</li> <li>- Identify/develop alternative income sources</li> </ul>
Education Ministry (Institution)	Ensure education for all	<ul style="list-style-type: none"> <li>- Increase the gross enrolment ratio (boys/girls) in tertiary education</li> <li>- Decrease drop-out rate of students</li> </ul>	<ul style="list-style-type: none"> <li>- Keen interest in getting teenagers to complete school</li> <li>- Strong motivation/influence, with the resources and capacity to bring change</li> </ul>	<ul style="list-style-type: none"> <li>- Provide the required awareness, technical and financial support</li> <li>- Ensure differentiated impacts from their interventions (to boys and girls)</li> </ul>

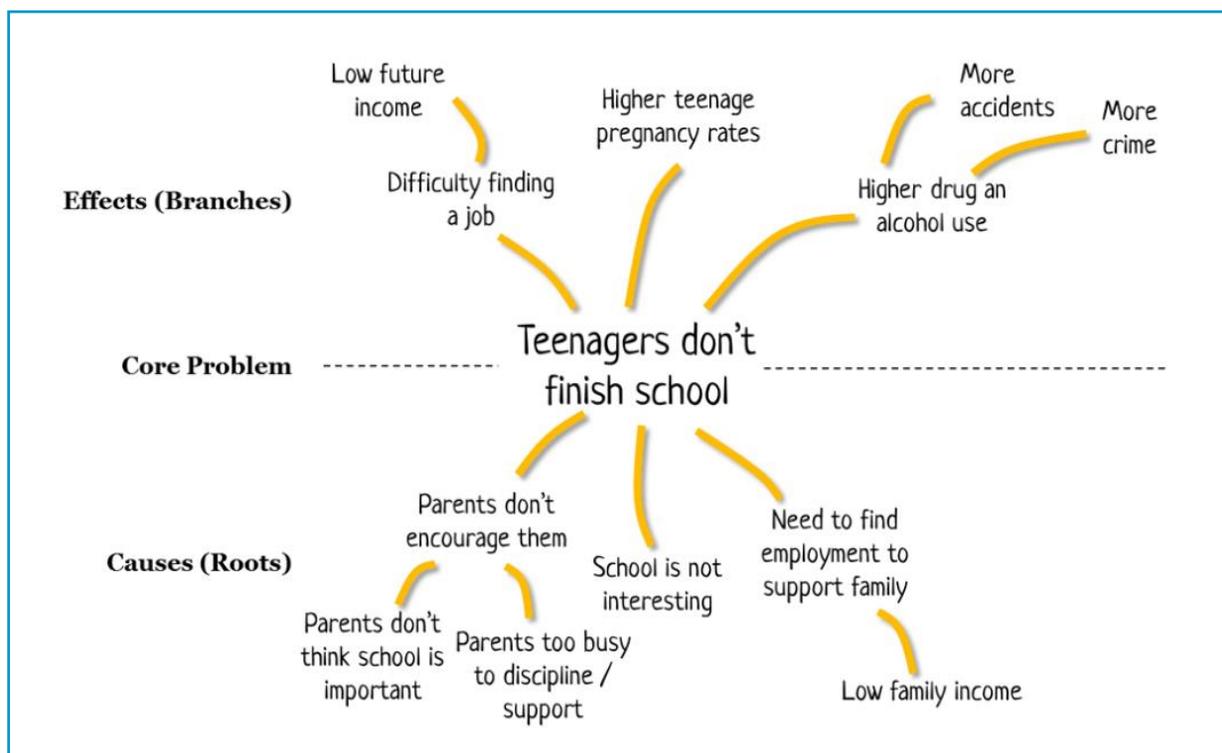
## 2. Problem analysis with Hidden Gender issues:

The problem analysis is the most important stage in the PCM that requires a clear understanding and outline of a logical problem analysis. As such, more time for group work should be allocated to problem analysis. If the problem analysis part is clear and specific, the steps thereafter in objective analysis, project selection and design of Project Design Matrix (PDM) are simple and uncomplicated.

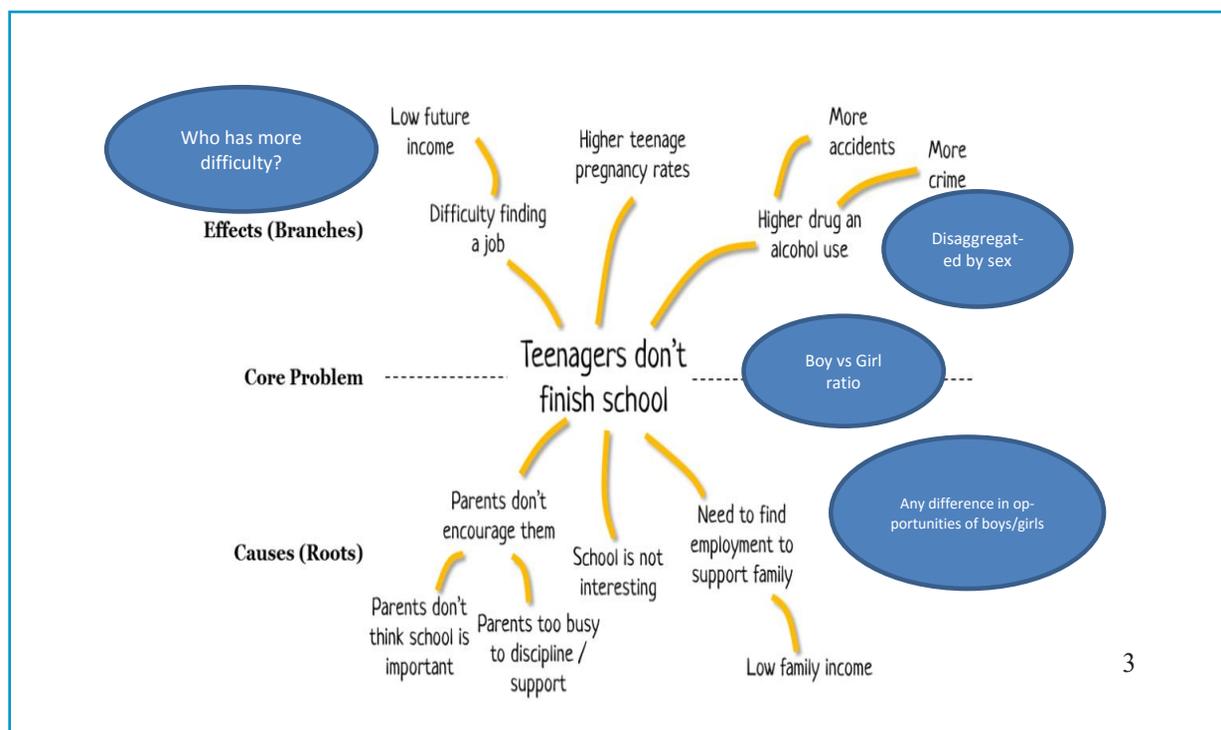
- Participants need to be explained how a core problem is identified. Usually, a core problem has to be a problem that can be solved within the project time frame and is a comprehensive problem that a target group is facing.

**\*\***(Remember that any development problem at a broader level such as poverty, eliminating hunger or domestic violence for that matter are long term goals, which requires several interventions and longer duration (beyond the project) to solve and could possibly have long term impacts if the problem is left unaddressed.)

- The analysis starts by asking WHY this problematic situation/condition occurs, and gradually builds direct causes and impacts of the problem. The analysis of each problem card can be deepened by asking 'why did these situations happen?' Asking 'WHY' leads you to begin the problem analysis. Example of a problem tree (below):



- In doing this exercise, the cause and effect linkages need to be discussed. Most importantly, the 'gender dimensions' to the problem analysis must be explored and integrated. Hidden gender issues need to be outlined since this is a Gender responsive PCM.
- 'Hidden Gender Issues' are gender issues that do not come out prominently in the problem cards. Some problem cards (but not all of them) will obviously have hidden gender issues. In the following example, the core problem is 'Teenagers don't finish school' and one of the direct causes is that they need to find employment to support family since family income is low. Additionally, the impact is higher drug and alcohol use.



The hidden gender issues in these three cards could be:

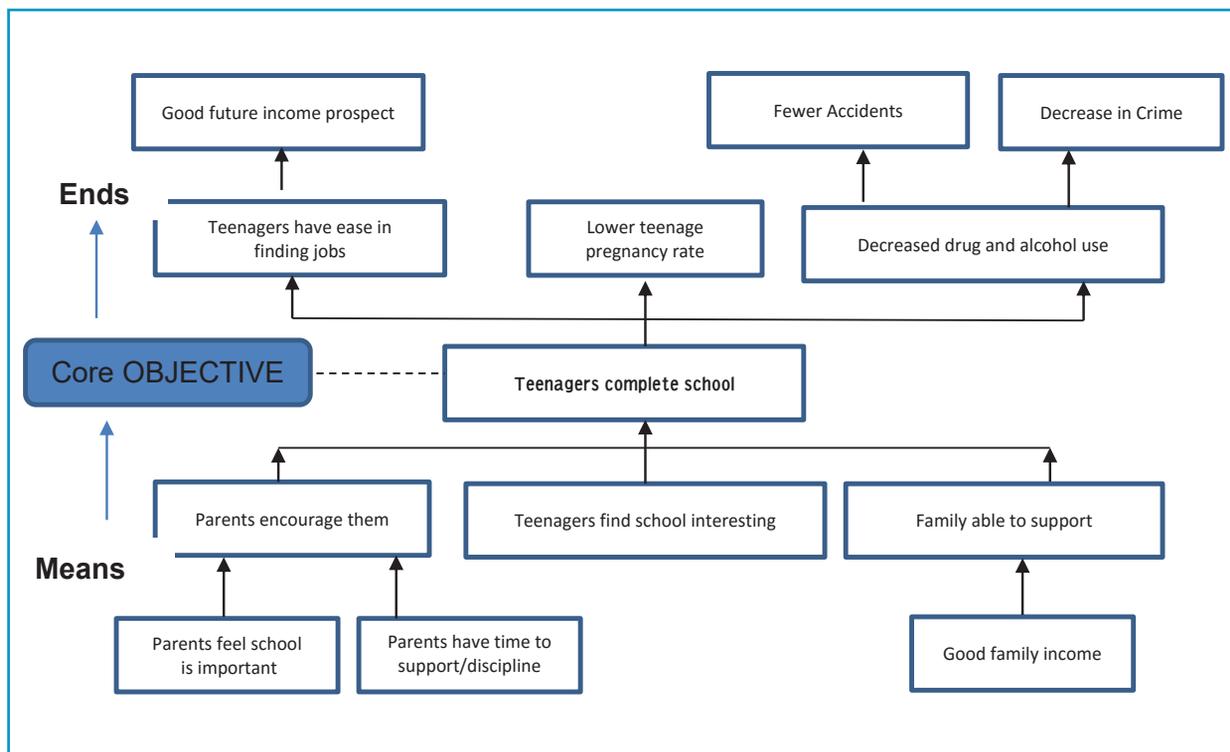
- "Girls face more difficulties in completing high school than Boys"
- "Girl children are normally opted out from continuing schools in case of low family income to take care of household work"
- "More boys quit school to look for alternative employment to support family"
- "Women have lesser access to assets that could improve their economic productivity and contribution to family income"
- "Drug and alcohol use is higher among teenage boys"

“Sex Disaggregated data (wherever possible) are means to revealing hidden gender issues. In other words, if there is a problem, ‘who’ is most affected and ‘why’.

### 3. Objective analysis with Hidden Gender issues

Objective analysis aims to find all possible solutions to the problems identified. It outlines the relationship between the desired situation by solving problems and the means that lead to these situations in the form of a “Means-Ends” relation.

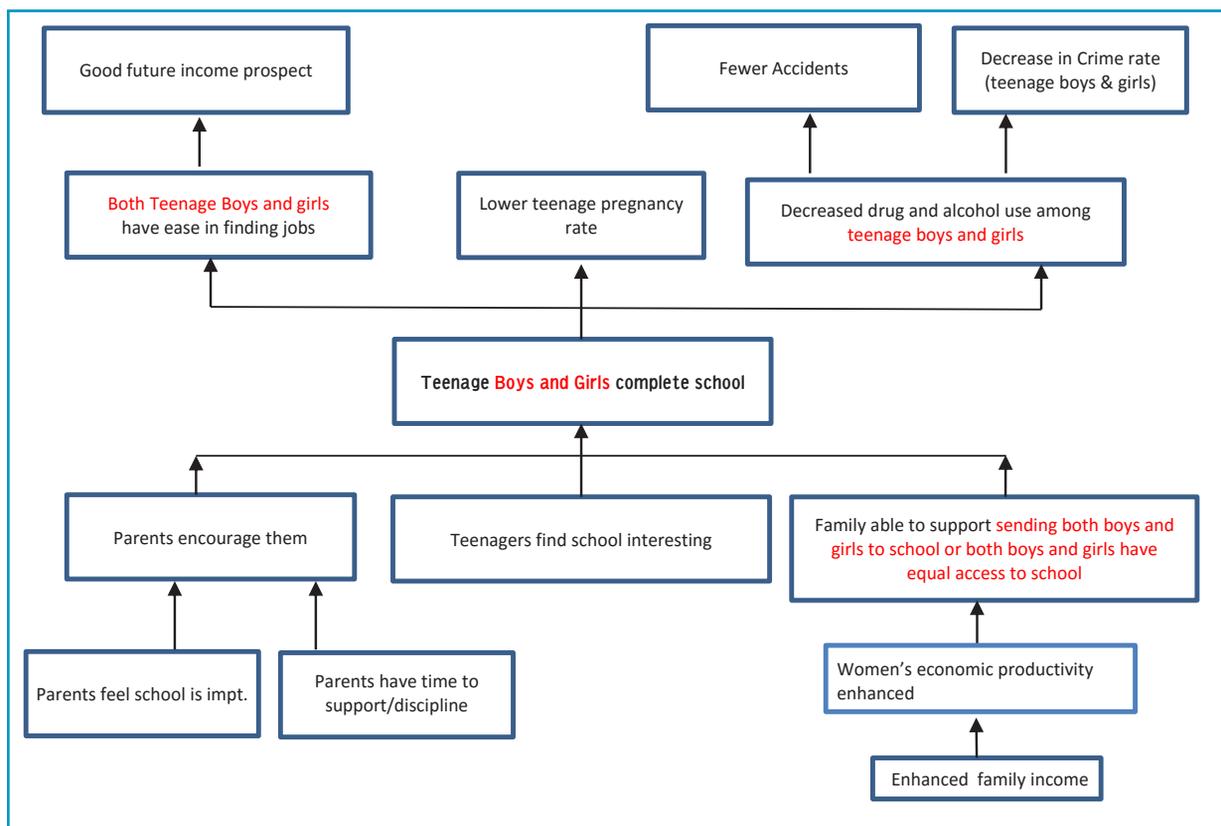
Objective analysis will be foundation for the implementation strategies of the project.



Hidden gender issues identified in problem analysis is changed into Gender Objective as follows:

1. Core Objectives: Teenage Girls and Boys complete School.
2. Both male and female teenagers are able to attend school since equal opportunities for access to education is provided by the family.
3. Women have better access to and control over assets; hence, increasing their economic productivity and income contribution to their family.
4. Drug and alcohol use among teenage boys is decreased.

An example of a Gender responsive objective analysis is as below:



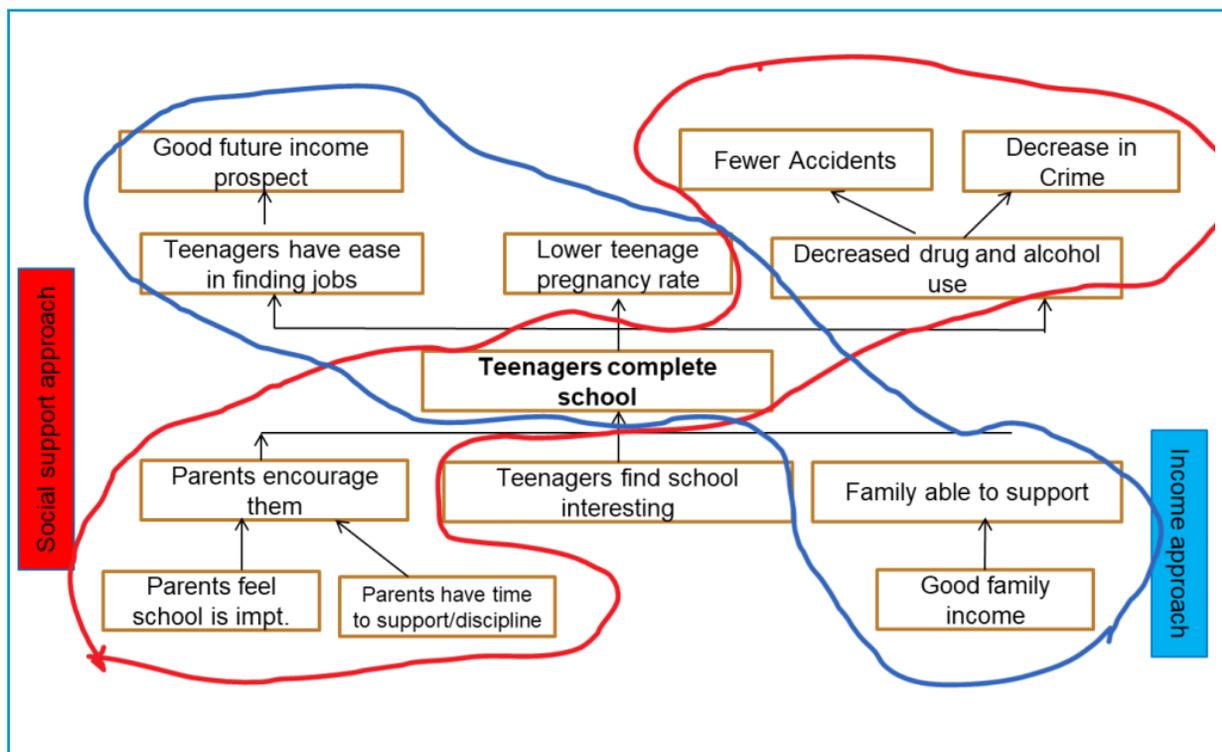
#### 4. Strategy Analysis/Project Selection

**Rationale:** this step is required as most often we may not have enough resources, capacity or time to implement and address all of the problems identified. Sometimes, it is also possible that the objective we intend to address is not a priority of our development partner, in which case, we have to choose our own priority.

Therefore, in such situations, we must select one project or some projects that will form the project components.

**Procedures/steps:**

- a. Identify the approaches (i.e., a group of cards) in your objective tree and circle them. All the circled approaches/ strategies are candidates for your project.



In the example above, we have two strategies/approaches – one targeting the improvements in income and another targeting the mindset and social support of the parents towards teenagers’ education. This is just an example and there could be many other approaches based on how far you delve into the ‘WHY’ causes in the problem tree.

- b. Remove the approach that is most difficult to implement. An approach without gender issues shall ideally also be removed.
- c. Compare the remaining approaches and select one approach (or a few approaches) as your project. The selection criteria and method below could be used for selection.

Selection Criteria<sup>1</sup> (a mix of most relevant criteria from below could be used)

Target group priority	Is the intervention/approach a priority for the target group? Are they needs/ interests of the beneficiaries? Is this option attractive to the target group?
Policy priority	Is this a priority of the implementing country/organization and the donor?
Resource availability	Are the funds sufficient to implement this option? Is it not expensive or beyond what the project can afford? Do the implementing organizations have the required capacity and HR to implement?
Social acceptability	Are the interventions through this approach socially acceptable?
Existing capacity of target group	Does the target group have the required capacity to implement the project?
Urgency	Is this urgent?
Gender needs	Will this approach contribute to the reduction in gender inequalities? Are gender issues recognized and being resolved?
Etc.	

### Method 1: Scoring Method

Select the criteria to use and decide the scoring specifics (e.g. scale 1 to 4 or according high to low)

Criteria	Approach 1	Approach 2	Approach 3...
Priority of target group	4	3	
Resource availability	2	3	
Gender equality	4	2	

### Method 2: Descriptive Method

Example of the Descriptive Method

	Irrigation Approach	Poultry Promotion Approach
Priority Needs	In this target area, the needs of this approach are high, since the drought has frequently occurred.	In this target area, the needs of this approach aren't as high, because the supplier already existed.
Technical Appropriateness	This approach requires a technical feasibility study.	Technical guidance will need to extend to workers.
Gender Needs	Since men participate in the decision making in irrigation planning and management, the female-headed households are mostly excluded.	Both women and men participate in this approach, but men are reluctant to participate.
No Overlapping with other Project	This approach has no overlap with other projects in the target area.	This approach has overlap with another NGO project.

This method is useful if we have full information.

<sup>1</sup> There could be many more criteria's besides the list outlined based on context. Do not limit to this list only. The list is only provided as an example of the most common and important criteria used.

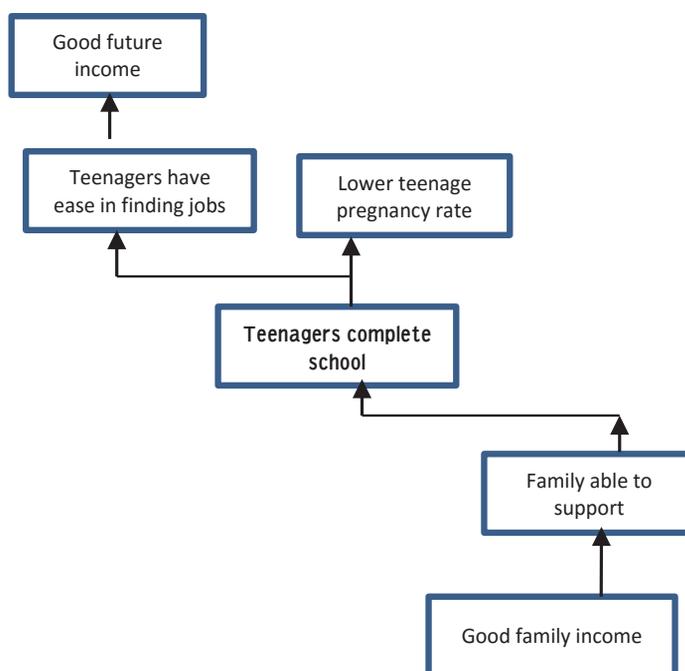
## Design Stage

### 1. Project Planning/Project Design Matrix/Logical Framework Development stage

Derived from the objective analysis, where your core objective becomes the project purpose, and the impact from achieving the core objective becomes your overall goal of the project, the “direct means” to addressing the core objective translates to “outputs”. The “means” under your “direct means” become the “project activities”.

#### Example:

Narrative Summary
Overall Goals:
<ul style="list-style-type: none"> <li>Youth unemployment rate reduced</li> <li>Teenage pregnancy rate reduced</li> </ul>
Project Purpose: Teenagers are able to complete School
Outputs: Access to school for teenagers enhanced due to improved family income
Activities:
<ul style="list-style-type: none"> <li>To provide alternative income generating opportunities</li> <li>To establish support systems for poor families</li> <li>To sensitize families including youths on education</li> </ul>



If you find that your PDM is not gender responsive, you should add new statements to form gender objectives.

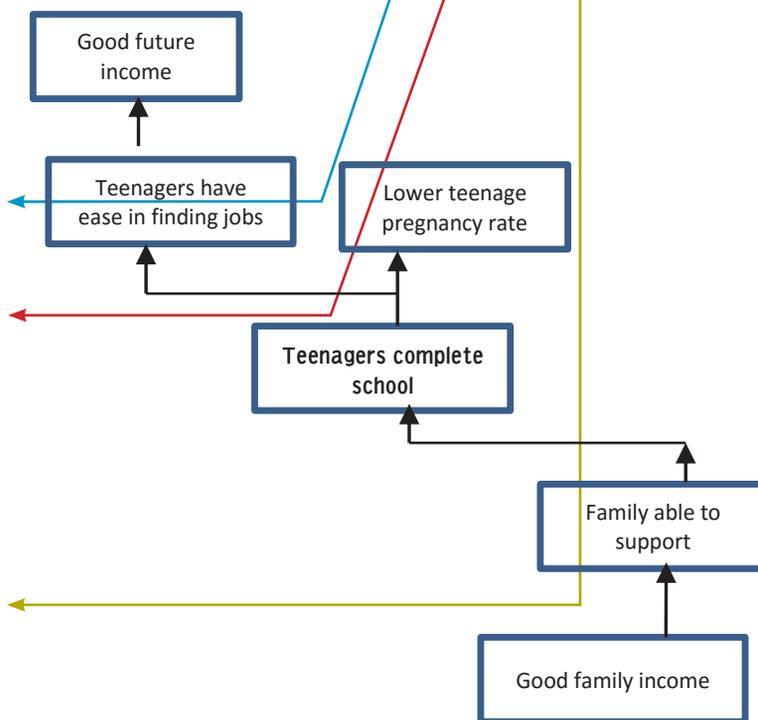
## Gender Responsive PDM

Below is an example of a gender responsive PDM that has the following Gender objectives:

1. Girls have equal opportunity to attend and complete school
2. Social cultural settings do not limit girls access to schools
3. Women have access to income generating opportunities like men

### Example:

Narrative Summary
Overall Goals:
<ul style="list-style-type: none"> <li>• Male and female Youth unemployment rate reduced</li> <li>• Teenage pregnancy rate reduced</li> </ul>
Project Purpose: Teenagers are able to complete School
Outputs: Access to school for boys and girls enhanced due to enhanced family income
or
Educational opportunities for girls aged 6-12 in district XXX increase
Activities:
<ul style="list-style-type: none"> <li>• To provide alternative income generating opportunities</li> <li>• To establish women self-help groups and strengthen their skills</li> <li>• To establish support systems for poor families</li> <li>• To raise awareness on the importance of education for both boy and girl childs</li> <li>• To provide incentives for poor vulnerable families including single parents</li> <li>• To sensitize families including youths on education</li> </ul>



Narrative Summary	Objectively verifiable indicators	Means of Verifications	Risks and Assumptions
<p>Overall Goals:</p> <p>Male and female Youth unemployment rate reduced.</p> <p>Teenage pregnancy rate reduced</p>	<p>Unemployment rate in the target area reduced by xx%.</p> <p>Male and Female youth unemployment rate in the target area reduced by xx and yy % respectively.</p>		<p>Assumptions:</p> <p>Strong political will.</p> <p>Education policy.</p>
<p>Project Purpose: Teenagers are able to complete School.</p>	<p>Proportion of male and female teenagers completing school increased by 20% and 30%. (Assumption here is that there is less female teenagers completing school before)</p>	<p>MoE/School administrative records.</p> <p>Project documents.</p>	
<p>Outputs: Access to school for boys and girls enhanced due to enhanced family income.</p>	<p>Net Enrolment rate in schools increased by 30%.</p> <p>Gender parity index.</p> <p>Average family income increased by 20% from the baseline.</p>	<p>MoE/School Administrative records.</p> <p>Project Documents (baseline and end line surveys)</p>	
<p><b>Activities:</b></p> <ol style="list-style-type: none"> <li>1. To provide alternative income generating opportunities <ul style="list-style-type: none"> <li>• To establish women self-help groups and strengthen their skills</li> </ul> </li> <li>2. To establish support systems for poor families <ul style="list-style-type: none"> <li>• To raise awareness on the importance of education for both boy and girl children</li> <li>• To provide incentives for poor vulnerable families including single parents</li> </ul> </li> <li>3. To sensitize families including youths on education</li> </ol>		<p><b>Inputs</b></p> <ol style="list-style-type: none"> <li>1. Personnel/ HR</li> <li>2. Budget</li> <li>3. Equipment and Materials,etc.</li> </ol>	

(Refer to Annexure IV: Gender responsiveness at all stages of the project cycle assessment checklist

## MODULE 5

### Session II: Gender Responsive Monitoring and Evaluation

Module/Session topic	Gender Responsive Monitoring and Evaluation
Objective	<ul style="list-style-type: none"> <li>To help participants understand gender responsive Monitoring and Evaluation (M&amp;E).</li> <li>To help participants understand the significance and critical nature of gender sensitive indicators.</li> <li>To integrate gender into the M&amp;E</li> </ul>
Duration/Time	3 hours
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Presentations</li> <li>Discussion</li> <li>Group exercise</li> </ul>
Materials required	Charts, post-it, marker, sketch pen, cello tape, handouts/ case study
Understanding basic concepts of Project M&E (45 mins) Time: 30 mins for presentation and 15 minutes discussion	Make a presentation on Gender Responsive M&E (Discussion and Question & Answer)
Understanding Gender Sensitive Indicators (45 mins) Time: 30 mins for presentation 15 mins for discussion	Make a presentation on Gender Sensitive Indicators, types, characteristics, and its and uses. (Refer to the Gender Indicator Handbook by NCWC) (Discussion and Question & Answer)

<p>Activity 1: Group Exercise (1 hour)</p> <p>Time: 35 mins for group work and 25 mins for presentation in plenary</p>	<p>Facilitator to use Exercise-1 if PCM session is conducted before this module, otherwise use Exercise</p> <p><b>Exercise 1:</b></p> <ol style="list-style-type: none"> <li>1. Divide the participants into groups</li> <li>2. Ask them to refer to the group work on PDM case study</li> <li>3. Have them revisit the indicators in the PDM Matrix, and ask them to look at how these indicators can be made more gender responsive/sensitive</li> <li>4. Let the groups present their work in the plenary</li> <li>5. Invite comments from the participants</li> <li>6. Add facilitator’s perspective and comments</li> </ol> <p><b>Exercise-2:</b></p> <ol style="list-style-type: none"> <li>1. Divide the participants into groups</li> <li>2. Provide handouts (Agency Key Performance Indicators of one of the sectors from the 12<sup>th</sup> FYP)</li> <li>3. Using the data provided in the hand-out, ask participants to discuss the following: <ul style="list-style-type: none"> <li>• What do these numbers tell us about the situation of women and men in the country?</li> <li>• List down gender responsive indicators and gender-neutral indicators?</li> <li>• Recommend how gender-neutral indicators can be made gender responsive.</li> </ul> </li> </ol>
	<ol style="list-style-type: none"> <li>4. Let the groups present their work in plenary and invite feedback and comments from other participants</li> <li>5. Add facilitator’s perspective.</li> </ol>
<p>Closing Time :5 mins</p>	<p>Brief recap and reflections from participants</p>

References	<p>Refer: Gender in Food and Nutrition Security Programming, Gender-sensitive monitoring and evaluation for FNS.</p> <p><a href="http://www.fao.org/elearning/Course/FG/en/pdf/1240_text_only_1240.pdf">http://www.fao.org/elearning/Course/FG/en/pdf/1240_text_only_1240.pdf</a></p> <p>Guide to gender sensitive indicators: <a href="http://eugender.itcilo.org/toolkit/online/story_content/external_files/TA_Edu_CIDA.pdf">http://eugender.itcilo.org/toolkit/online/story_content/external_files/TA_Edu_CIDA.pdf</a></p> <p>Gender Indicator Handbook, <a href="http://www.ncwc.gov.bt">www.ncwc.gov.bt</a></p> <p>Core set of gender indicators for Asia and Pacific, <a href="https://undocs.org/en/E/ESCAP/CST(4)/10">https://undocs.org/en/E/ESCAP/CST(4)/10</a></p> <p>The UN minimum set of Gender Indicators: <a href="https://genderstats.un.org/#/home">https://genderstats.un.org/#/home</a></p>
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## Facilitators' Note

The facilitator should explain the difference between monitoring and evaluation very clearly using examples where possible. One example of monitoring could be the Annual Performance Agreement (Government Performance Management System). The performance auditing of the five-year plan conducted by the Royal Audit Authority can be an example for evaluation.

Reference to the following notes may be made while explaining gender responsive M&E and indicators

## Gender Responsive Indicators

Gender responsive: Being gender-responsive means going beyond acknowledging gender gaps and addressing the discrepancies. The gender responsive indicators measure the situation of men and women, and resulting change over time with the interventions.

Sex-disaggregated data is any data on individuals broken by sex. It simply makes a distinction between men and women.

**Example:** 65 people attended the training; 25 women and 40 men.

Gender statistics helps adequately reflect the differences and inequalities, providing more accurate understanding on the situation of women and men in all areas of life. For instance, the division of tasks and access to resources.

**Example:** Of the 25 women who attended the training, 80 percent headed their own households. Of those female-headed households, 15 percent have HIV/AIDS, 30 percent are undernourished and 55 percent are healthy women.

### **Types of Indicators:**

Quantitative indicators refer to the number and percentage of women and men or organizations involved in or affected by any particular group or activity. Quantitative indicators draw on the sex disaggregated data systems and records that have been examined during processes of policy or project planning. The availability of quantitative baseline data means that indicators usually include some element of target setting.

Qualitative indicators indicate that it is not enough to merely know how many women and men are participating in an activity. The quality of their participation and experience is important, be it at community level meetings, primary school classes, or as users of public services.

Good indicators are:

- Realistic: This implies that we have the means to verify (availability of data, time feasibility, etc.); that they are attainable and user-friendly.
- Meaningful: The link between the indicator and the objective being sought is clear and can be demonstrated.
- Quantitative: Most often, indicators refer to facts that can be counted, but not all indicators may be quantifiable.
- Qualitative: Qualitative indicators describe the quality of results (see below for more).
- Time-bound: This means that the result or outcome being measured has a target date. The project commits to achieving its objective(s) by a predetermined deadline.
- Indicators should be SMART (Specific, Measurable, Attainable, Relevant and Time-bound).
- The gender sensitive indicators will include Input, Process and Outcome indicators:
- Input indicators measure “what was invested in the project” (generally quantitative).
- Process indicators measure “how the project progressed” (these are generally qualitative indicators).
- Outcome indicators measure “what came out of the project”.

It is important to note that the indicators are determined by/with populations concerned, and are meaningful is relevant for the people concerned.

## MODULE 6:

### Session 1\*: Gender Responsive Planning and Budgeting

Module/Session topic	Introduction to Gender Responsive Planning and Budgeting (GRPB)
Objective	<ul style="list-style-type: none"> <li>To introduce the concept of GRPB</li> <li>To help understand GRPB initiatives in Bhutan</li> </ul>
Duration/Time	3 hours 10 minutes
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Presentations</li> <li>Video clips</li> <li>Case study</li> <li>Role play</li> </ul>
Materials required	Charts, post-it, marker, sketch pen, cello tape, handouts (refer facilitator's note)
<p>Understanding concepts of Gender Responsive Planning and Budgeting (45 mins)</p> <p>Activity 1: Video (15 mins)</p> <p>Time : 5 mins for video and 10 mins for discussion</p> <p>Presentation (30 mins)</p>	<p>Introduce GRPB to participants through any of these two videos:</p> <p>“What is Gender Responsive Budgeting” <a href="https://www.youtube.com/watch?v=uv5N3O-ZfKc">https://www.youtube.com/watch?v=uv5N3O-ZfKc</a> (Gender Responsive Budgeting: 1:00 minutes)</p> <p>or</p> <p><a href="https://www.youtube.com/watch?v=mquOclPJYPs">https://www.youtube.com/watch?v=mquOclPJYPs</a> What is Gender Responsive Budgeting Austrian Development Cooperation  4:37 minutes</p> <p>Ask the participants to reflect on the video(s) and seek their opinion.</p> <p>Ask the following questions if none of the participants respond:</p> <ol style="list-style-type: none"> <li>1. What did you understand GRBP as?</li> <li>2. Do you think GRBP is important?</li> </ol>
<p>Time: 20 mins for presentation and 10 mins for discussion</p>	<p>Make a presentation on Gender Responsive Planning and Budgeting concept and budget cycle.</p> <p>Ask participants to reflect on the GRPB and relate to the Bhutanese context.</p> <p>(Discussion and Question &amp; Answer)</p>
<p>Understanding GRPB initiatives in Bhutan (45 mins)</p> <p>Time: 25 mins for presentation and 20 mins for discussion</p>	<p>Make a presentation on GRPB in Bhutan</p> <p>(Discussion and Question and Answer)</p>

<p>Activity 2: Applying GRPB - Role play on a case study (1 hr 30 mins)</p> <p>Time: 50 mins for group work and 40 mins for role play</p>	<ol style="list-style-type: none"> <li>1. Divide participants into groups of at least 4 participants.</li> <li>2. Provide the participants with the case study, “Advocating for gender responsive budgeting” and ask them to work on it in their groups (Refer to case study in Annex V).</li> <li>3. Explain to the groups that there are four actors in the play (The Research Center (RUB), UN Women, the Farmers Association of a village in Eastern Bhutan, and the NCWC).</li> <li>4. Ask the participants to understand the roles (of the above organizations) properly prior to the group work.</li> <li>5. ***Ask participants to prepare for a meeting with the MoF and MoIC</li> <li>6. Explain to the participants that after their preparation, they will have to meet the MoF and MoIC and convince them to adopt GRPB.</li> <li>7. Distribute the note from MoF and the description of the activity.</li> <li>8. Keep aside 1 or 2 participants as ‘Observers’ and ask them to observe the activities of 1-2 groups.</li> <li>9. Ask them to take note of the group paying particular attention to the following: <ul style="list-style-type: none"> <li>- The way in which the groups organise their work;</li> <li>- The behaviour of the group members; is there a leader?</li> <li>- The conflict that arise within groups and between groups;</li> <li>- The way in which conflicts are solved; and</li> <li>- The way in which decisions are taken (consensus, votes, etc...)</li> </ul> </li> <li>10. Let the groups present their role play in plenary.</li> <li>11. Choose among the trainers who will perform the role of MoIC, MoF and a World Bank advisor.</li> <li>12. Have these participants critically comment on the argument put forth by the groups. Ask them to assess the argument and challenge the arguments from an economic point of view.</li> <li>13. Invite comments from other groups.</li> <li>14. At the end of the role play, ask the observers and participants to reflect on the role play.</li> </ol>
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	<p>The facilitator may use the following questions to facilitate:</p> <ul style="list-style-type: none"> <li>- How did you feel at the beginning of exercise in acting out your role?</li> <li>- How would you describe the process inside the group and relate to other groups?</li> <li>- Did you realise easily the role of the other groups?</li> <li>- Was the activity well-coordinated by groups?</li> <li>- What could be improved?</li> <li>- What in your opinion are the aspects to focus on when this kind of activity happens in real life?</li> </ul> <p>15. Facilitator may summarize and outline the following objectives of the role play:</p> <ul style="list-style-type: none"> <li>- To allow participants to realize that there are multiple actors involved in Gender Responsive Budget initiative;</li> <li>- To allow participants to face the difficulties of building up alliances for GRB;</li> <li>- To allow participants to test the difficulties of making GRB accepted by institutions; and</li> <li>- To make participants apply the arguments and tools learned during the training.</li> </ul>
<p>Closing Time: 10 mins</p>	<p>Brief recap and reflections from participants on their key learnings.</p>
<p>Reference**</p>	<p><a href="https://www.youtube.com/watch?v=3EH4VgUfQ_I">https://www.youtube.com/watch?v=3EH4VgUfQ_I</a> (Gender Responsive Budgeting: Philippines 10min49sec)</p> <p>GRPB strategy 2013</p> <p><a href="https://www.youtube.com/watch?v=oaspHGDnkvs">https://www.youtube.com/watch?v=oaspHGDnkvs</a> Equal Half: Gender Responsive Budgeting and Planning in India 15mins)</p> <p><a href="https://www.youtube.com/watch?v=mA8L2oqDbHs">https://www.youtube.com/watch?v=mA8L2oqDbHs</a> (Gender Responsive Budgeting   Nicole Farnsworth   TEDxPrishtinaWomen 16mins)</p> <p>What is Gender Budgeting:</p> <p><a href="https://www.youtube.com/watch?v=ZqRiGLBvCVE">https://www.youtube.com/watch?v=ZqRiGLBvCVE</a></p>

\* For the purpose of this manual, a concept and entry points would suffice.

\*\*Depending on time, the facilitator may choose to use other relevant videos.

\*\*\*While preparing for the meetings with MoF and MoIC, explain to the groups that it is important to understand who they are, what their interests and core mandates are, and emphasize on the need to establish strategies and make alliances with other groups to fulfill their objectives. Remind participants that their argument to push GRPB with MoF and MoIC must be a mixture of economic and rights-based arguments.

## Facilitators note

Reference to the following notes may be made for further guidance to explain the Gender Responsive Planning and Budgeting (GRPB):

### Gender Responsive Planning and Budgeting Concept and Budget Cycle

While presenting the concept on the GRPB, the facilitator must emphasize that GRPB is not entirely a new and separate concept but rather an application of gender mainstreaming in the budgetary process. It is an assessment of budgets to ensure that government budget support policy commitment to gender equality. It is important to note that GRPB is not always about allocating separate budget for men and women but it is to do with re-visiting and re-alignment of the national budget to help government allocate available budget to those most in need.

Facilitators must clarify that GRPB initiatives are not 'budgets for women', although they can examine spending on services specifically aimed at women to see if they are sufficient to meet women's needs. Nor does GRB mean dividing government expenditure 50:50 between women and men. Instead, they look at the budget from a gender perspective to analyse how it will meet and respond to the different needs of everyone, including women and men, and girls and boys. They can also involve assessment of the intersection of women and men, and girls and boys with other dimensions (for example, by age, class or religion).

The facilitator may refer to the following while explaining the rationale for adopting and implementation of GRPB:

**Accountability:** Helps proper monitoring of how the government budget and expenditures are made, and thereby leading to accountability.

**Efficiency:** Gender inequality leads to major losses in economic efficiency and human development; therefore, gender budgets are the key instruments to gender equality and the subsequent increase in economic efficiency.

**Transparency:** Contribute towards demystification of the budget and greater public participation in budget preparation, implementation and reporting processes.

**Equality:** Budgets unresponsive to the need of those in poverty, particularly women and children, will fail to lead to equality in distribution and equity in output. Ultimately, it will fail to address gender-specific discrimination.

Bhutanese women face subtle forms of discrimination, even in a much more egalitarian society which are caused by socio-cultural norms and patriarchal values. Patriarchal values and the existing gender norms constrain women from accessing available opportunities outside of their homes, including participation in decision making. Therefore, women derive much less benefits from the government budget than their male counterparts unless special measures are taken. In such scenario, gender neutral budgets may benefit those already in advantageous positions; thereby, widening the existing gender gaps.

#### **Forms/ approaches to GRPB:**

**Whole budget:** It analyses the entire government budget and expenditure from a gender perspective, including government revenue. This form is not very common and implemented only by a few OECD countries.

**Expenditure of a selected Ministry, Department or a Program:** It analyses budgets and expenditures of a selected ministry, department or a specific program from a gender perspective, and is implemented only in these selected ministries, departments or programs. Most of the countries, including those in South Asia and Southeast Asia, have this form of GRPB.

**Example:** Implementation of GRPB in selected sectors of education, health and agriculture by Bhutan.

**A particular concern or program:** Looks at the analysis of budget and expenditure of a particular program.

**Example:** Gender responsive budgets for HIV prevention program. These Gender budgets will help analyze the expenditure made for addressing the women and men specific needs and issues.

**Selected forms of revenue:** It analyses the government revenue from a gender perspective and places taxation policies at the core of such approaches. Gender responsive taxation policies could be in the form of tax concession for small business owners who are mostly women, exemption or concession on Goods and Services Taxes (GSTs), and Value Added Taxes (VAT) for certain goods, or reduction in import tariff for some businesses.

**Example 1:** The government may consider tax waivers on small business owners who are mostly women in Bhutan. This policy can contribute to the economic empowerment of women and encourage more women to take up small businesses.

**Example 2:** Exemption of VAT on essential items like cereals, breads and paraffin (mostly used by poor women for cooking and lighting).

### Gender Responsive Planning and Budgeting in Bhutan

GRPB Strategy (2013) highlights the key strategies for GRPB implementation, including institutional arrangements and key stakeholders.

(Refer to [https://www.ncwc.gov.bt/publications/GRPB\\_Strategic\\_Framework1594271609.pdf](https://www.ncwc.gov.bt/publications/GRPB_Strategic_Framework1594271609.pdf) for further details on the GRPB strategic framework).

**Entry points for GRPB:** The facilitator needs to highlight each stage of the budget cycle, and how interventions can be made at each stage to mainstream gender budgets. For instance, when the MoF sends out the annual budget call notification, the notification should highlight the importance of considering gender issues while preparing the budget. The facilitator may look at some of the past budget call notifications and show whether it has asked sectors to take care of gender issues in their sector. It is important to note that there are multiple ways and stages of GRPB.

## MODULE 7

### Session I: Advocating for Gender Equality

Module/Session topic	Advocating for Gender Equality
Objective	<ul style="list-style-type: none"> <li>To help participants understand the need for gender advocacy and how to do it within their agencies.</li> </ul>
Duration/Time	2 hours
Methodology/How to prepare	<ul style="list-style-type: none"> <li>Presentation</li> <li>Discussion</li> <li>Group Exercise</li> </ul>
Materials required	Charts, post-it, marker, sketch pen, cello tape
<p>Exploring ways to push gender equality agenda (1 hr. 30 mins)</p> <p>Presentation (30 mins)</p> <p>Time: 25 mins for presentation and 5 mins for discussion</p> <p>Activity 1: Group exercise (1 hr)</p> <p>Time: 40 mins for group work and 20 mins for presentation in plenary</p>	<p>*Make a presentation on why gender matters, what are possible ways of pushing the gender agenda, and how to become an agent of change within agencies/sectors.</p> <ol style="list-style-type: none"> <li>1. Divide participants into groups based on their sectors or background.               <ul style="list-style-type: none"> <li>-For example, based on their districts, central agencies, CSOs, etc.</li> </ul> </li> <li>2. Ask the groups to agree on a sector(s) and identify strategies/actions to advocate for gender equality within that sector(s). The facilitator may ask the following questions to help them identify the strategies:               <ul style="list-style-type: none"> <li>- What are some of the issues in the sector(s) concerned?</li> <li>- How can you lobby or convince the management that there are gender issues in your sector(s)?</li> <li>- What are some of the strategies or new approaches you will take to make your colleagues or management understand the importance of addressing gender issues?</li> <li>- Have the groups present their work in plenary.</li> <li>- Invite questions/comments from other groups.</li> </ul> </li> </ol> <p>Add facilitator's perspective.</p>

<p>Examples for pushing the gender agenda (15 minutes)</p>	<p>*Show one of the following videos to enhance understanding on pushing the gender equality agenda:</p> <ol style="list-style-type: none"> <li>1. Each for Equal   Room to Read Advocates for Gender Equality <a href="https://www.youtube.com/watch?v=WnpqK_vAE7Y">https://www.youtube.com/watch?v=WnpqK_vAE7Y</a>(1:53 mins)</li> <li>2. Economic benefits of Gender Equality: Labour market activity and equal pay <a href="https://www.youtube.com/watch?v=afWKAs_XOrE">https://www.youtube.com/watch?v=afWKAs_XOrE</a>(1:35 mins)</li> <li>3. Gender equality as smart economics <a href="https://www.youtube.com/watch?v=av1FFB9M5uU">https://www.youtube.com/watch?v=av1FFB9M5uU</a> (8:56 mins)</li> </ol> <p>Ask participants to reflect on the video.</p> <p>If none of participant provide their reflections, use the following questions to start discussion:</p> <ol style="list-style-type: none"> <li>1. What benefits of promoting gender equality does the video show?</li> <li>2. Can you relate these benefits to your work?</li> <li>3. Do you think you can use the video to advocate for gender equality in your agencies?</li> </ol> <p>Add facilitator's perspective.</p>
<p>Recap Time :10 mins</p>	<p>Brief recap and reflections from participants</p>
<p>References</p>	<p>Points covered under the facilitator's note are mostly based on the best practices and experiences shared by the Gender Focal Points/Experts/ and other countries.</p> <p>Gender equality: The smart thing to do <a href="https://www.youtube.com/watch?v=hdOcjKsUqOI">https://www.youtube.com/watch?v=hdOcjKsUqOI</a> (18:42 mins)</p> <p>Gender equality: Now <a href="https://www.youtube.com/watch?v=4viXOGvuu0Y">https://www.youtube.com/watch?v=4viXOGvuu0Y</a> (3:03 mins)</p>

\*The facilitator can choose to do either the group work or presentations first depending on factors such as facilitator's strategy, skills and background of the participants.

## Facilitators' note

Reference to the following notes may be made to elaborate on the possible strategies for pushing the gender equality agenda within your organization or sector.

The facilitators should start by focusing on why gender is important and highlight that addressing gender issues is legally, economically and socially right. Reference to the following may be made while arguing for why gender matters:

**Legally right:** Stress on the democratic values and basic human rights principles that provide for gender equality. Summarize the key points from the legal and policy framework and highlight the state's obligation under different international and national legal and policy instruments to promote gender equality and women's empowerment.

**Economically right:** Stress that investing in gender equality interventions and inclusion of men and women in all aspects of development and society pays off the country as a whole. Greater gender equality can enhance economic productivity, improve development outcomes for the next generation, and make institutions and policies more representative. Nations cannot afford to ignore the economic and social capabilities and contributions of both men and women in all spheres. Development of any nation that does will ultimately suffer in the medium and long terms. Summarize the key points from the relevant sessions like the gender responsive project cycle management and gender responsive planning and budgeting, and highlight the importance of these tools and strategies for inclusion of gender equality concerns in the economic development process.

**Socially right:** Highlights on the importance of social relationships and interdependence of social actors. It argues that if women are empowered, those closest to them, for instance men, children, and community members, stand to gain from that as well and vice versa. For example, investing in women's health care interventions will benefit the whole family.

\*While presenting the possible ways to push gender equality in this session, it is important to note that this session is not meant to teach/train participants on the different ways of effective communication. It is intended to equip participants to lobby with their colleagues, managers and relevant officials to advocate for gender equality interventions within their sectors. The possible strategies for pushing the gender equality agenda introduced in this session are mostly based on experiences of the gender experts and advocates, as well as experiences from the Gender Expert Groups.

1. **Evidenced-based policy briefs:** Are concise summaries of research/studies with suggested policy options developed for policy makers. Policy and decision makers will have limited time to go through the entire studies or reports on gender; therefore, developing a policy brief and presenting them to your managers and decision makers is a good strategy to inform them about existing gender issues to guide them in making informed policy decisions.

- 2. Build case on benefits of gender equality:** Gender equality arguments should revolve around the benefits your organization/sector or country can have from investing in both men and women and promoting gender equality. It is important to also base your argument on economic and social benefits of gender equality, and highlight gender equality as one of the crucial components in the achievement of Gross National Happiness.

**Example 1:** Establishment of creche facilities at the workplace will increase women's productivity by reducing her child care responsibilities; thereby, benefiting the organization's overall productivity. It will also benefit male parents who share child care responsibilities.

**Example 2:** Investment in gender responsive interventions in the agricultural sector will increase food security for the family, community and the nation as a whole.

- 3. Seize the right moment:** The timing of your intervention to integrate gender issues or pushing the gender equality agenda is the most important window of opportunity.

**Example:** The Annual Performance Agreement (APA)<sup>2</sup> and five-year plan preparation are important windows of opportunity to integrate gender issues. Therefore, lobbying with relevant officials on gender equality intervention pre and during the APA formulation is crucial.

- 4. Be agents of change:** It is important to be advocates for gender equality and live by example. Taking initiatives to implement gender equality interventions and sharing your success stories are some ways to lobby and influence change within the organizations/sectors.
- 5. Building coalition with like-minded colleagues:** It is easier to push for gender equality as a group. Therefore, it is important to always look out for like-minded people within your organization who are interested and takes these issues seriously. For instance, people who are affected by gender neutral interventions or people who have the understanding on gender issues will make good allies.
- 6. Network and collaborate with other GFPs:** Networking and sharing experiences among the GFPs will be beneficial in supporting advocating for gender equality.
- 7. Target influential people:** Targeting influential people like the managers of the organizations, policy and decision makers, local leaders, religious and community leaders will have greater impact on promoting gender equality because of their power and influence over certain decisions, people or interventions. Other important people to target within the organization includes planning officers who are responsible for formulating plans, finance officers who have certain power over influencing agency budgets, and human resource officers who have a fair amount of power over decisions regarding the human resource management of the organizations.

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<sup>2</sup>With the assumption that budgets would be linked to the APA targets

**8. Working with and engaging men and boys:** Gender equality requires partnership between men and women. Working with male champions to advocate for gender issues is an important strategy, particularly in a situation where there are more men at the decision-making level. It will help to challenge gender stereotypes and negative attitudes towards gender issues.

\*The facilitator may also highlight on the following strategies for men to push the gender equality agenda and become male gender champions depending on the composition of the participants. These strategies are particularly important for participants comprising of male gender focal points, and advocates to enhance their understanding on gender and women's issues and help promote gender equality:

- i. **Listen to women's stories:** Listening to stories and experiences of female managers and colleagues at work is one of the key drivers for men's advocacy's effort. These stories and experiences will expose them to circumstances and issues that they might never have noticed.
- ii. **Talk to other men:** Seeking out other men and partnering with them on gender equality issues will raise awareness about why gender diversity is important, share their learnings and experiences from listening to women's stories, and intervene privately to correct discriminatory treatment, as needed. This allows for the possibility of coming up with strategies that may be difficult otherwise.
- iii. **Increase the number and visibility of female leaders:** Having role models for a diverse range of employees is important for recruitment, retention, employee satisfaction, and productivity. Therefore, it is important to raise the visibility of female employees and consciously develop more female leaders who can model a range of leadership styles. It is also important to provide technical and managerial opportunities, training, and promotions to capable women as part of this development.
- iv. **Seek out ways to recruit women:** Active recruitment of women is crucial as men outnumber women in paid work/technical work. Inviting female students to apply for internships, requiring hiring committees to interview a certain number of candidates from under-represented groups, and providing promising minority employees with development experiences are some ways suggested for shifting the status quo.
- v. **Mentor and sponsor women:** While female role models are important, women also benefit greatly from powerful male mentors. These mentoring relationships must be tailored to the individual's needs, while helping women navigate "hidden rules" in the organization and make women's accomplishments more visible.

- vi. Notice and correct micro-inequities or instances of unconscious bias:** Restructuring communication channels, moving people's desks or offices, paying attention to who speaks and who is interrupted in meetings, shifting departmental policies, adjusting salary discrepancies, and having one-on-one talks are some of the strategies to address unconscious bias and micro-inequalities.
- vii. Establish accountability metrics:** Establishing metrics to diversify internship programs, new employee interviews, hiring, promotions, and even the make-up of project teams are important in advancing gender equality. Changes occur by including diversity as part of the individual's performance appraisals and evaluation for funding allocations.
- viii. Model alternative work/life strategies:** Modeling work-life balance by people in important positions are important if these practices are to be accepted and respected by all. Setting aside time to attend family or personal events, publicly utilizing leave policies, and respectfully encouraging employees' alternative or flexible work hours are ways to achieve this.
- ix. Make discussions of gender less "risky":** It is easier for men to bring up gender issues because they are unlikely to be perceived as speaking in their own self-interest. Raise diversity topics in meetings; include information in newsletters or in professional development; and coordinate with female colleagues about how to best handle larger group conversations.
- x. Reach out to formal and informal women's groups:** Participating in women groups, making sure that other men, especially top leadership, attend as well and allowing male colleagues to attend conferences that involve mostly women are important to understand gender issues and help address them.

## MODULE 7

### Session II: Reflection and Post-training evaluation

Module/Session topic	Reflection and Post-evaluation
Objective	To assess the understanding of the training by participants
Duration/Time	30 minutes
Methodology/How to prepare	Reflection Post-training evaluation questions
Reflection by the participants Time: 15 mins	Ask participants to share their learning/reflections from the training
Post-training evaluation	Ask the participants to fill up the post-training evaluation questions (Refer to annex I for post-training evaluation questions)

## Annexure I: Pre and post training questionnaire

Attitude (5 highest/strongly agree, 1 lowest/strongly disagree)						
A1	I think that women behave differently because they are biologically different	1	2	3	4	5
A2	I think all jobs can be done by women	1	2	3	4	5
A3	I think that both men and women can take up leadership roles in society	1	2	3	4	5
A4	I feel sympathy for people who experience discrimination	1	2	3	4	5
A5	I look forward to the time when men and women would be equals	1	2	3	4	5
A6	I believe that discriminatory practices can be changed	1	2	3	4	5
A7	I think that one needs gender analysis in all development & organizational processes	1	2	3	4	5
A8	Raising gender issues causes conflict between men and women	1	2	3	4	5
A9	Gender needs to be thought of together with class, religion and ethnicity	1	2	3	4	5
<b>Total A</b>						

Knowledge						
K1	I understand the meaning of gender equality	1	2	3	4	5
K2	I am aware of different activities that men and women do in a day	1	2	3	4	5
K3	I know the three roles that women play in society	1	2	3	4	5
K4	I know the difference between practical needs and strategic gender interests	1	2	3	4	5
K5	I know the meaning of empowerment	1	2	3	4	5
K6	I know about the gender initiatives of the RGoB	1	2	3	4	5
K7	I know that power is also central in the relations between men and women	1	2	3	4	5
K8	I know that the Gender mainstreaming explains how a project/program affects men and women, boy and girls	1	2	3	4	5
K9	I know of discriminatory or limiting practices that have change over a period of time	1	2	3	4	5
K10	I understand the difference between gender equality and equity	1	2	3	4	5
<b>Total K</b>						

Behaviour						
B1	I feel totally confident in groups	1	2	3	4	5
B2	I can participate actively in a group	1	2	3	4	5
B3	If I hear anyone making a discriminatory remark, I challenge them	1	2	3	4	5
B4	I feel confident to raise gender issues in all groups especially with men	1	2	3	4	5
B5	I have a strategy for incorporating gender into day to day project/ programme practice	1	2	3	4	5
B6	I will get support to carry out my gender work effectively	1	2	3	4	5
B7	I feel confident to raise gender issues with women	1	2	3	4	5
<b>Total B</b>						

Grand total (A+K+S+B) =

## Annexure II: Gender analysis case study-safe motherhood project

### Project Duration: 6 years

**Aim:** Safer Motherhood Project (SMP) aims to contribute to the Government objective of reducing maternal mortality by increasing the utilization of and access to quality emergency obstetric life-saving care in target districts.

**Design Rationale:** Maternal mortality accounts for 20% of deaths of reproductive age women - more than from any other health problems. The social and economic costs of these deaths are enormous. During the last decade, strategies to reduce the maternal mortality ratio (MMR) have focused on a primary health care approach, which has failed to make any impact on the MMR. The Project's design was based on the rationale that all women who are pregnant, in labour, or who have recently had a baby or an abortion, must have access to high-quality Emergency Obstetric Care (EOC).

### The project has two main components:

**Service provision:** Capacity-building, including improvements to the physical infrastructure of hospitals, provision of equipment and supplies; and capacity-building of health personnel to improve the availability and quality of emergency obstetric care services within rural areas.

**Increasing access:** Using community participation to promote awareness of and demand for services so that women with complications during pregnancy, childbirth or the post-natal period make use of the available services.

**Components Addressing Gender:** Gender analysis was integral to the needs assessment work undertaken by the Options SMP team. Within the Increasing Access component, an innovative approach based on participatory film research was used at community level to identify barriers to women accessing EOC, and to investigate the types of services and treatments, if any, that women used when experiencing problems during pregnancy. The film research proved a useful way of highlighting how social gender relations interact with age, lack of female health workers and awareness at local level to determine attitudes towards, and capacity for accessing EOC.

The project uses participatory monitoring tools, including health care resource and body maps, pregnancy and delivery complication pictures, labour and delivery referral charts, and money source diagrams, to provide a baseline and plan the most appropriate interventions to tackle the barriers to accessing EOC. The tools will gather information on decision-making processes and on access to and control of resources at household level. Different perceptions of pregnancy and childbirth, and any changes in them, will also be documented.

**Activities:** The project is working in diverse ways to improve women's access to EOC. The project intends to use a range of interactive, participatory IEC interventions to create an environment of support for women's rights to appropriate health care during pregnancy and childbirth, and increase awareness of the importance of when, where and how to access EOC services. The project will also ensure availability of female community health workers in rural areas. Travelling theatre groups and musicians will be an effective conduit for safe motherhood messages, as will community radio tapes and advocacy events organised by village development committees. Local emergency transport schemes and funding schemes for transport, treatment and drugs will be set up to tackle other key barriers to access. The planning and implementation of these interventions will draw on the project's needs assessment and on-going monitoring work to ensure that they effectively address the part played by gender inequality in determining health status and the level of access to health services.

**Challenges:** To create a climate of support for safe motherhood, SMP will identify innovative ways of reaching men, for example through farmers' or forest users' groups, and by recruiting village development committee members, the majority of whom are men, as 'champions for safe motherhood'. The project will also work with communities to ensure that transport and savings schemes are organized in such a way that they promote women's participation, inputs into decision making, and access to and control over resources.

**Outputs and Achievements:** The community films have proved to be an excellent advocacy tool, since findings have been disseminated among government officials at district and central levels, donors and NGOs/CSOs. The films inspired awareness-raising within the communities and opened a process of dialogue between health service providers and users. The placement of female community health workers resulted in more pregnant women coming forward to avail the health facilities.

#### **Conclusion/Lessons Learned to Date:**

- Inclusion of an assessment of the impact of gender inequality in health and health care in a social needs assessment is critical.
- Adequate time is necessary to conduct a careful needs assessment which ensures that complex barriers to accessing EOC, including gender aspects, are understood and appropriate ways of tackling them can be identified.
- Inputs to the 'supply' (service provision) and 'demand' (increasing access) components of the project need to be integrated wherever possible. This increases health staff's understanding of community perceptions of services and the constraints they face in accessing care, and in turn helps to raise communities' awareness of the constraints under which health staff operate.

- Participatory film approaches are useful for building local support for and ownership of projects, and as an advocacy tool for building commitment to safe motherhood at district and central levels.

Macro level gender analysis focuses on the legislative and political set-up of a country. It considers how laws; policies and the macro-economic situation can have a different impact on women and men. Issues to consider here are national agricultural policies, demographic trends, terms of trade, national education policy, public sector spending. International influence over laws and policies can also be examined.

At the meso level, the focus is on Institutions, (Government Departments, NGOs, development organizations), how they operate in terms of service provision and implementation. In this context the focus is on health and education services, the role of the public and private sectors, levels of decentralization, institutional structures, and levels of expertise in institutions.

At the micro level, the focus is on the women and men clients, their communities, their households. Analysis should focus on how to identify the specific needs and priorities relating to their context. Gender roles, relations and cultural issues are more easily analyzed at this level.

# Annexure III: Gender responsive PCM case study-rural development in x dzongkhag

## 1. General Situation

Agriculture is one the main livelihoods for the majority of the population in country Y. Country Y is one of the least developed countries. One of the development targets of the government is to reduce poverty in rural areas.

However, the government's budget is very limited with competing priorities and development assistance from development partners is essential.

## 2. Rural Development Project in X Dzongkhag

The government has requested financial and technical support from the World Bank for the implementation of a rural development project in X Dzongkhag. X is one of the largest Dzongkhags with a high poverty rate because people's cash income is limited. There are 20 villages in the project area with a total population of 50,000, where about 90% of the population consists of farmers, mostly women.

The region is famous for rice production because of the adequate rainfall that it receives. It is expected that the area under rice production will be expanded to 15,000ha. In addition, rice can be planted twice a year if irrigation facilities are working. However, the irrigation scheme, which was built in the 1980s, has not been properly managed, and some canals were broken due to natural calamities such as landslides. This prevents people from using water for farming. Besides, the shortage of water for household work also increase burden for collection for domestic use including maintaining kitchen gardens and sanitation practices. Despite the importance of farming, currently farmers are not aware of skills for improved farming and processing technologies.

The project area is also close to a popular and historical sightseeing spot. However, people lack the funds or the know-how to start new businesses. There are available resources such as bamboo and wood, which are used in the making of simple handicrafts. However, they lack skills to make good products. As a result, these products fail to attract the attention of sightseeing travelers.

## 3. Your Position

You are a local government official engaged in planning a project for the rural development of X Dzongkhag.

## Annexure IV: Gender responsiveness at all stages of the project cycle assessment checklist

A step-wise method on how to integrate/mainstream gender in each stage of the PCM.

The facilitators can refer to the following review questions for gender responsive PCM to understand how to ensure gender perspective is integrated at each stage of the PCM.

	Key Questions	Some Key Tools
<b>Identification</b> Gender Analysis During the Gender Analysis, Practical and strategic gender needs are assessed. Gender inequalities are identified (project, program, context).	<ol style="list-style-type: none"> <li>1. Is gender part of the context analysis and other assessments for the intervention?</li> <li>2. Are women as well as men (target groups, staff, partners) involved in the initial situation analysis at all levels (e.g. policy dialogue, community consultation)?</li> <li>3. Are organizations working specifically on gender, or with women, consulted?</li> </ol>	<ol style="list-style-type: none"> <li>1. Participatory rural appraisal, household and focus group surveys</li> <li>2. Time use diary,</li> <li>3. Village and resource mapping, social and poverty mapping, legal framework and stakeholder/ power or political economy analysis,</li> <li>4. Risk and conflict assessment</li> </ol>
<b>Planning</b> Gender-specific and/or gender-sensitive objectives are defined Quantitative and qualitative indicators are identified	<ol style="list-style-type: none"> <li>1. Based on the findings of the gender analysis, what changes do we aim for with our intervention? How do we translate and integrate these aspired changes into a theory of change, objectives and a result framework?</li> <li>2. What is the most effective and feasible strategy, a mainstreaming approach or a gender-specific intervention?</li> <li>3. Are women/men's constraints, needs and views, as identified in the analysis, explicit and reflected in the problem, objectives, risk analysis and impact hypothesis of the intervention?</li> <li>4. Have quantitative and qualitative indicators been defined (s. also the Gender Reference Indicators)</li> </ol>	<ol style="list-style-type: none"> <li>1. Baseline, Problem tree, Theory of change, results chain, impact hypothesis, Gender Indicators; gender responsive budgeting; Gender Policy Marker checklist</li> </ol>

	<ol style="list-style-type: none"> <li>2. Is the allocation of financial and human resources appropriate to address gender equality issues?</li> <li>3. Are key processes (e.g. dialogue between key stakeholders), procedures (e.g. Terms of Reference) and planning tools (e.g. logframe) explicit and specific on gender?</li> </ol>	
<p><b>Implementation &amp; Monitoring</b></p> <p>Quantitative and qualitative data are analysed which measure relevance, efficiency, effectiveness, impact and sustainability of the gender intervention strategy against initial gender objectives and indicators (see step 2)</p> <p>Key stakeholders, strategic partners, and primary target group are engaged through participatory evaluation approaches</p>	<ol style="list-style-type: none"> <li>1. Who will implement the planned intervention?</li> <li>2. Are partners and team gender competent with necessary tools and methodologies? Are outputs, outcomes and processes being monitored?</li> <li>3. Do women and men take part in monitoring?</li> <li>4. Do women and men have equitable access and control over programme resources - e.g. are there criteria that discriminate against women or men? Are there gender-specific obstacles?</li> <li>5. Is the programme steered with a view to increasing women's and men's equal benefits?</li> <li>6. Is gender integrated in the monitoring system, and how? Are changes in gender relations reported as part of monitoring? Are additional gender-specific monitoring fields required?</li> </ol>	<ol style="list-style-type: none"> <li>1. Baseline, Time use diary and occupational journals, focus group, change/process management benchmark tracking, feedback mechanisms, audio-visual documentation</li> </ol>

<p><b>Evaluation</b></p>	<ol style="list-style-type: none"> <li>1. Are collected data on the immediate and/or longer-term effects of the programme sex-disaggregated?</li> <li>2. Have risks and stereotypes of structural barriers preventing full participation of women or men been considered?</li> <li>3. Are new gender issues emerging within the programme?</li> <li>4. Are there (unintended) negative effects of the program on gender? (do no harm)</li> <li>5. Are there new external and contextual factors/actors supporting or impeding gender equality that are relevant for the programme?</li> <li>6. Are women/men supportive of the programme or do they wish to change it (partly/ totally)? Who? Why? How? Reference and planning tools (e.g. logframe) explicit and specific on gender?</li> </ol>	<ol style="list-style-type: none"> <li>1. Primary target group assessments/ surveys, stakeholder consultation, public reviews and audits</li> <li>2. Comparative analysis between baseline and documented results</li> </ol>
<p><b>Reporting</b></p> <p>Gender outputs, results and outcomes are analysed and reported on (achievements, challenges, good practices, lessons learnt)</p> <p>Gender in the organization is assessed and reported on promoting both accountability and learning</p>	<ol style="list-style-type: none"> <li>1. Are gender results systematically integrated in all parts and levels of reporting?</li> <li>2. Are «best – and bad – practice» on gender mainstreaming analysed and disseminated?</li> <li>3. Has a learning and knowledge management strategy been developed for internal reflection, capacity development and capitalization of good practices and lessons learnt? (learning)</li> <li>4. Has a feedback mechanism toward the primary target group and key stakeholders been jointly developed and agreed? (downward accountability)</li> <li>5. Has a communication strategy been developed for informing various publics about the progress and results of the project from a gender perspective? (upward accountability)</li> </ol>	<ol style="list-style-type: none"> <li>1. Case study</li> <li>2. Target group voice: most significant change; quotes; photo-stories</li> <li>3. Gender in Annual Reporting Checklist and Gender</li> <li>4. Gender Indicators</li> </ol>

## Annexure IV: Gender responsive planning and budgeting case study for role play

### A) Description of the activity:

1. The Ministry of Finance intends to engage in a large program to improve transportation conditions within Bhutan. The program is going to be included into the Public Expenditure Management System (e-PEMS), the five years plans and budget scheme. The Ministry of Finance published a briefing note as a summary of the program to be officially presented within six months.
2. The NCWC received the note and analyzed it with the support of the UN Women (an international organization working on mainstreaming gender into development action in Bhutan).
3. The NCWC commissioned a preliminary impact research to the Royal University of Bhutan (RUB) to assess the gender impact of the transportation program. The Research Centre under RUB focused on a village from Eastern region and activated a process of consultation with a Farmers' Association. The consultation results certified that the plan could have a high impact on women's condition both in a positive and negative way.
4. The UN Women then suggested that a gender responsive budgeting might be one of the ways to include a gender perspective into the planning process, but it would be necessary to build up strong arguments to support the investment on the application of such tools into the program for transport.
5. The NCWC then decided to make the MoF aware of such relevant impact assessment and secured a meeting with the MoF in two months to make the case for applying GRB to the National Transportation Program.

There are four actors in the role-play:

- The Research Center, RUB
- The UN Women
- The Farmers Association of the village in Eastern Region
- The NCWC

*MINISTRY OF FINANCE*  
*NOTE ON THE ONGOING PROGRAM PLANNING*

### **Transport situation**

The Road Network map of Bhutan shows that most of the roads are concentrated in the Western and Southern Regions of Bhutan.

Roads are relatively few in the remote Mountain districts of Trashi Yangtse, Lhuentse and Pema Gatsel. Although there are national highways that connect all the districts in the country, few farm roads connect villages and towns within districts in the mountainous parts of the country, which comprise 75% of the total area of Bhutan, and in which about one quarter of the population lives.

Experience from the transport sector demonstrates that the provision of infrastructure can have both long and short-term impacts on poverty alleviation. The Department of Roads (DoR) already makes a significant contribution in this respect, as it employs between 7,000 and 8,000 laborers on a rotational basis in construction activities. Without sacrificing efficiency, the Government will strive to ensure that wherever possible labour-intensive methods are used. Contractors who are able to demonstrate that this can be done in a timely and cost-effective manner will be favored.

### **Strategy Suggestions to Improve Access to Roads and Transport**

In many cases, infrastructure can only be put in place once roads make this possible. Under this objective, the following strategies will form the focus of the Poverty Reduction Strategy (PRS) implementation period:

- Provide a conducive legislative, policy and institutional framework. The DoR is making considerable progress on policy formulation, including how best to assess and manage environmental impacts of transport infrastructure development. This process will be continued and strengthened through:
  - reviewing road legislation with a view to clarifying the responsibilities of all the institutions involved in road construction and maintenance;
  - reviewing transport policy, particularly with a view to attracting private transport operators to rural areas through licensing procedures and enhancing inspection of transporters to reduce accident rates.
- Increase road access. Within the transport sector, Government sees roads as being most critical in the struggle to alleviate poverty. However, only where it is considered absolutely necessary (based on socio-economic criteria) will paved trunk roads be constructed to connect major towns

or areas of strategic importance. In the first year of the PRS implementation, Government will conduct studies (including EIA) to determine the costs of constructing paved roads in the highlands. Maintenance of all national trunk roads will continue throughout the period. Instead, particular priority will be given to rural roads which are constructed and maintained with community involvement, but according to set standards and procedures. For this reason, Government will aim to:

- construct, rehabilitate and maintain roads linking rural communities to basic services;
- train local communities in road construction and maintenance to ensure sustainability of rural road infrastructure;
- construct foot bridges and river crossings in the rural areas.

## **Role description**

### **UN Women**

You are international advocates for the inclusion of gender equality issues in development issues. You have experience supporting Gender Mainstreaming and Gender-responsive budgeting initiatives in a number of countries and you encourage its application. You work with the NCWC. You have to support and advise the NCWC in order to find strong economic and political arguments to support the adoption of (and budget for) a Gender Strategy within the preliminary phase of the transportation project design.

### **Research Centre, RUB**

It is a specialized research centre and you are the researchers working there; the NCWC asked you to make a preliminary research to assess the relevance of gender impact of a transportation program.

1. Now you have to meet the farmers of the village to understand if there are any specific gender impact of a large infrastructure intervention close to the village.
2. Then you have to present the results of your research to the NCWC and contribute to the building the arguments to convince the Finance and the DoR in the official meeting which will take place in two months. You need to think of the key issues that would need to be considered by the transport program and try to organize a preliminary meeting with the NCWC.
3. You will be attending the meeting with the Finance Ministry, in two months.

(To know more you can consult the Briefing Note on Gender and Transport which you received through mail).

## **Farmers Association**

You are the farmers of the village; within the association many men are represented but also women. The main difference between the two is the fact that women farmers produce mainly for subsistence while men produce for the market. Indeed, women's lands are usually the ones near to the road while men's lands are in better positions, further away from the road.

Also, it has been heard that in case of land re-distribution, some cash compensation may be given to land owners.

You are now to meet the researchers of the Research Centre, RUB, who are now preparing an ex-ante study on the potential gender impact of the Transport program.

During the meeting with researchers all of you, women and men, are invited to participate. Some differences between men and women's perception of the transportation program may arise.

You have never been in contact with the NCWC directly. You want your needs to be heard and you want to meet the Finance Ministry.

## Annexure V: Training evaluation form

(Thank you for attending the five-day Training Course on Gender mainstreaming. Please rate various training aspects according to the criteria indicated against each. Your candid feedback will be invaluable for improving the draft gender training manual.)

Please tick mark or write

### I. Training Contents

A: Relevance of topics covered	Very Relevant	Relevant	Fairly Relevant	Not Relevant
1. Introduction to basic gender concepts/terminologies				
2. Introduction to Gender Mainstreaming				
3. Introduction to Gender Analysis and tools				
4. Gender Responsive PCM				
5. Gender Responsive M&E				
6. International and National legal and policy framework				
7. Gender Responsive Planning & Budgeting				
8. Advocating for Gender Equality				

B. Applicability of knowledge and skills	Very Much Applicable	Applicable	Fairly Applicable	Not Applicable
1. Introduction to basic gender concepts/terminologies				
2. Introduction to Gender Mainstreaming				
3. Introduction to Gender Analysis and tools				
4. Gender Responsive PCM				
5. Gender Responsive M&E				
6. International and National legal and policy framework				
7. Gender Responsive Planning & Budgeting				
8. Advocating for Gender Equality				

C: Level of difficulty of module/topic contents	Too Advanced	Advanced	Just Right	Too Basic
1. Introduction to basic gender concepts/ terminologies				
2. Introduction to Gender Mainstreaming				
3. Introduction to Gender Analysis and tools				
4. Gender Responsive PCM				
5. Gender Responsive M&E				
6. International and National legal and policy framework				
7. Gender Responsive Planning & Budgeting				
8. Advocating for Gender Equality				

D. Are there any areas missing that should have been included?

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E. Are there any areas that should have been omitted?

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II. Training methods (rank according to the effectiveness of the methods)

A. Training method	Very Good	Good	Fair	Poor
Presentations				
Group discussions/works				
Group presentations				
Role play				

iii. Effectiveness of the trainers (rank according to the effectiveness of the methods)

Effectiveness in bringing out concepts during presentations/discussions	Very Good	Good	Fair	Poor
Delivery of subject matter				
Presentation style				

Comments or suggestions for improvement.

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IV. Overall rating of the training

How would you assess the course as a whole in terms of learning?	Very Good	Good	Fair	Poor
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Any other feedback

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THANK YOU FOR YOUR COOPERATION



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