



GENDER & QUALITATIVE INTERPRETATION OF DATA



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Introduction

Aim

The aim of these matrices is to assist users to reach a more qualitative understanding in their reading and interpretation of quantitative data from a gender perspective.

Quantitative statistical data is often used as the basis for understanding the context in which development work takes place, as well as a means to assess change. However, quantitative data has its limitations in helping to understand the dynamics of the economic, political and social relations with which development interventions engage. Even where it is disaggregated, it also has limitations in highlighting diversities and inequalities at the national level. Questioning quantitative data from a gender perspective with the use of qualitative data may help to interpret better these statistics and to exercise the courage to grasp the real diversity in society. This will deepen the diagnosis of development problems and opportunities and help identify and create sound and useful information for baselines to feed into PCM, monitoring and evaluation processes.

The Structure and Organisation of each Matrix

There are five different matrices, focusing on the following development issues:

- Poverty**
- Employment**
- Political Participation and Power of Decision-making**
- Health and Wellbeing**
- Education**

Each matrix is structured around the four spheres of the Web of Institutionalisation¹, one of the methodological tool used in mainstreaming gender in SDC (see Appendix). Based on the four spheres, each matrix is divided into four parts:

- 1 Citizens' Experience
- 2 Policy Aspects
- 3 Organisational Aspects
- 4 Programming and Implementation Aspects

Each matrix is divided into two columns.

- The left hand column contains examples of typical quantitative data used to understand and track changes in the development issues under consideration.
- The right hand column posits a selection of questions to guide a qualitative exploration to help interpret this data from a gender perspective highlighting diversity and inequalities where they exist between and among women and men of different age, class, ethnicity, religion etc.

The range of qualitative research findings varies widely in each country, and therefore questions raised in the right hand column may or may not be available for use by development practitioners. This affects the use to which each matrix can be put, as discussed in the next section.

Uses

What do the matrices offer?

- Users of a matrix may want to use the questions in the right hand column to better interpret statistics with a gender perspective.
- They may wish to use the matrix to reflect on the issues raised by the questions in relation to their work.

¹ Levy, C 1996 «The Web of Institutionalisation», DPU Working Paper No 74, University College London (UCL)



More specifically:

- They could use the questions to identify available qualitative data² that will contribute to a deeper understanding of the issues in a country, sector or programme level situation analysis.
- They could use the questions to interview resource people with relevant expertise and/or knowledge of the national or local context.
- Where information gaps are of particular pertinence to their work, using the questions, they could develop terms of reference to commission research.
- The questions can also be turned into indicators for monitoring and evaluating policies and programmes at country, sector and project levels.

What do the matrices not offer?

- A matrix does not provide an exhaustive list of all available statistics nor all possible questions relating to the topic under consideration.
- It does not provide answers or comprehensive examples – rather it is an invitation to consider the issues that are raised by the questions.
- It is not context-specific, and therefore questions may have to be adapted to be appropriate to the country, region or for a particular social group (on the basis of gender by age, ethnicity, religion etc).

The Matrices in the Context of other SDC Initiatives on Gender Equality

These matrices are an addition to the following resources produced by SDC's Gender Unit to assist SDC staff and partners to strengthen gender as a transversal in their development work:

- the SDC Policy on Gender Equality (2003)
- the Gender in Practice toolkit (2003–4)
- toward Gender Equality: Capitalization of SDC Experience in Gender Mainstreaming (2005)
- the Gender & Training Guidelines (2005)
- the Gender & Water guidelines (2005)
- the Gender & Sports Guidelines (2005)
- the Gender & Humanitarian Aid Guidelines (2006)

Additional guidelines on specific issues according to the needs of SDC and its Partners are also available.

² This data may be obtained from universities, research institutions or NGOs.





QUANTITATIVE DATAⁱ

1. Citizens' Experience of Poverty

1.1 Percentage of the population living under the national poverty lineⁱⁱⁱ

INTERPRETATION OF DATA AND ADDITIONAL QUESTIONS FOR QUALITATIVE INTERPRETATIONⁱⁱ

1.1 Poverty line is measured on the basis of what individuals or, as is more often the case, households need to meet their needs.^{iv} The national poverty line is what is deemed appropriate for a country by its authorities^v. There are a number of methods used to determine the poverty line. It is therefore important to examine the method used in the country or region under study.

Most poverty line measures have the household rather than the individual as their unit of analysis. The most serious outcome of this is that poverty measures tend not to be disaggregated by sex. There are also a number of assumptions about the homogenous nature of the members of the household in terms of age and sex and the homogeneity of household composition and the distribution of resources in the household. A close examination is therefore needed:

Reading/Interpreting the data:

- Is the data disaggregated by sex?
- Is it disaggregated by region (eg urban/rural)?
- Is the measurement based on the head of the household? Is it based on the male head of household?
- If all household members are included, is there consideration of their different needs?
- Is there consideration of different members' contributions to the household in both cash and kind by sex and age?
- If women headed households are included, is the size and composition of the household taken into account? (often women headed households are considered the poorest of the poor due to methodological inaccuracies).



Additional questions for deeper interpretation of data:

- Is there an assumption that the economic profile of the male head of the household^{VI} can be generalised to all the members of the household?
- In terms of Intra-household relations, do all members of the household regardless of sex and age, get access to the same share of resources?
- Do women and men, boys and girls experience poverty in the same way?
- Do women and men have the same access to and control over the means of production (eg land, technology, credit etc).
- Do women and men have the same access to and control over income (both in cash and kind)?
- Do women and men, girls and boys, have the same control over non material resources? (eg in terms of decision making).
- Do women have as wide a range of choice/access to the economic activities men have?
- In poor households where trade offs are necessary, who in the household (in terms of sex and age) bears the brunt of most sacrifices?

1.1.1 Poverty line based on income or consumption

1.1.1 Most national surveys use income rather than consumption measures. Consumption is a better measurement as it better reflects ability to meet basic needs.^{VII} Most poverty lines measure absolute rather than relative poverty.^{VIII} The absolute poverty measure is less likely to capture the nature of poverty and its diversity in different regions (eg urban and rural), in relation to the rest of society or in relation to women and men. The latter is not captured either in relative poverty measures unless a national survey compares men's and women's poverty. Do such statistics exist in the country under study?

Reading/Interpreting the available data:

- Is the definition of the poverty line under examination based on income, or consumption or both?
- Is the income of all household members included?



1.1.2 Poverty line based on the measurement of foodstuff or minimum food basket

- Does income include both contributions in cash and kind? This has important implications in terms of excluding women's contribution to the household.
- Is seasonality in rural areas and similar considerations in urban areas taken into account?
- Is price differential between regions taken into account (eg urban/rural)?
- Is the diversity of access to consumption goods between members of the household in terms of sex and age taken into account?

Additional questions for deeper interpretation of data:

- To what extent is there an underlying assumption that if the income of the head of household increases this will be distributed equally among all members of the household? (Is it not that a head of household is above the poverty line, while his female partner is below it?).
- What proportion of the household budget is the contribution of women/men, girls/boys?

1.1.2 This is based on food stuffs, which in most studies either ignores or underestimates non-food stuff needs.

Reading/Interpreting the data:

- If poverty line is primarily based on need for food, does this mean that there is an assumption that for their basic survival the poor spend a small portion of their income on housing, health, education, transport etc?
- Does the measurement include indicators regarding nutritional needs by age and sex, and household composition?
- Are differences in prices of food in different seasons and regions taken into account? (eg in urban versus rural areas).
- How are non food items measured? For example if rent is included, is this based on need for the cost of housing that provides clean water, sanitation, secure tenure etc?



1.1.3 Poverty line based on the measurement of basic needs

Additional questions for deeper interpretation of data:

- In cases of food scarcity, do all members of the household equally meet their need for food?
- Are girls and boys perceived to have the same need for level/quantity/quality of nutrition?

1.1.3 This when measuring poverty includes basic needs such as housing, infrastructure, health and education. For example, the UNDP Human Poverty Index (HPI) measures deprivation in basic human development including a short life, lack of basic education, and lack of access to private and public resources.

Reading/Interpreting the data:

- What is included in terms of basic needs?
- How is this determined?
- Are basic needs assessed on the basis of sex and age?

Additional questions for deeper interpretation of data:

- When looking at housing needs (as one of the basic needs), does this include the needs of women, men, girls and boys in terms of clean water, private toilets, location in terms of work and school?
- Are issues related to security and safety examined? eg are women and girls safe from sexual violation where they live?
- Are the different health needs of women and men met? For example, given the major role of women in attending to ill parents and children, is time allocated to this taken into account?
- What is the child mortality rate by sex and age? Does sex disaggregated data exist for child mortality? Are there worrying trends in terms of the proportion of boys' to girls' mortality rates?
- What is the impact of sex diagnosis during pregnancies and abortions of female fetuses? Is this more likely to happen in poor households?
- What is the rate of maternal mortality? How does this correlate with poverty?



1.2 The measurement of poverty based on needs, rights and entitlements

1.2 These measurement rely on monetary as well as non-monetary indicators. Here the premise is that economic, social and political processes interact with each other in ways that worsen or alleviate the deprivation faced by women and men^x. These are the conditions that underlie poverty. They reflect causes not merely symptoms of poverty.^x These include human dignity, human rights, autonomy, capabilities, opportunity, security and political participation^{xi}. Researchers have been able to translate these issues into indicators reaching some composite indices. When these indices do not exist, it is possible to examine these indicators separately in order to have a broader view of the degree and nature of poverty, including as how they might be differently experienced by women and men in a particular context^{xii}.

Reading/Interpreting the data:

- Which indicators are used?
- Is there a differentiation made in terms of how these needs are experienced by women, men, girls and boys?
- Where they do exist, are these social indicators used in parallel or are they integrated with the monetary indicators that dominate the measurement of poverty?^{xiii}

Additional questions for deeper interpretation of data:

While poor men might experience lack of dignity and autonomy from society at large to what extent do women experience an extra layer of gender subordination and therefore of experiencing them differently at society and household levels? For example:

- Are meeting needs and exercising rights such as human dignity and autonomy equally possible for poor women and men?
- In terms of autonomy, do women have the same access to their husbands/male partner's labour as he does to hers?
- Is there a differentiation between women and men in terms of capabilities and opportunities? In terms of entitlement?
- In terms of political participation, to what extent do women have access to decision making in comparison to men? How effective can such participation be in helping women and men to control their own lives?



1.3 Income and poverty levels of female and male headed households

1.3 While there are very few available statistics comparing women's and men's poverty, there are some that compare male and female headed households. These studies often come up with the conclusion that female headed household are poorer than male headed households. However, in order to make sure that these results are reliable it is important to examine a number of methodological issues.

Reading/Interpreting the data:

- What is the definition used for head of household?
- Does the survey fall into the same trap that those who only examine male heads of household and generalises the characteristics of the head to all members of the household? eg. research has shown that an adult son in such a household could be making a good income but contribute nothing to the household income.
- Has the size, the composition in terms of sex and age in both sets of households been examined?^{xv}

Additional questions for deeper interpretation of data:

- In cases of divorce/separation, do women have access to child maintenance from their ex partners?
- Do women and men have the same access to income?

2. Policy Aspects of Poverty

2.1 Percentage of the national budget allocated to poverty reduction such as PRSPs^{xvi} and MDGs^{xvii}

2.1 There are a number of poverty reduction strategies that might be in place at any given time. Both the PRSPs^{xviii} and MDGs^{xix} seem to be at centre stage at the moment in terms of policy commitments toward poverty reduction.

Reading/Interpreting the data:

- Are the indicators disaggregated by sex?
- Are the causes of poverty analysed from a gender perspective?





2.2 Incidence of tax

Additional questions for deeper interpretation of data:

- Are both women and men included in the consultation of these processes?
- Do they represent the interests of both poor women and men in their diversity equally?
- Do the budgets allocated to PRSPs and MDGs reflect a commitment to gender equality?
- Are PRSPs and MDGs challenged in terms of their weakness in addressing gender issues?

2.2 The taxation system in place is one of the indications of government commitment towards redistribution of resources.

2.3 Percentage of the national budget allocated to social services

2.3 Under World Bank and IMF economic reform policies, government budgets allocated to social provision of services have been reduced and some of these services have been privatised. There has since been many changes, including cost recovery. The repercussions of this have been felt mostly by the poor. Women, men, girls and boys have been affected in different ways by such policies.

2.3.1 Percentage of the national budget allocated to health

2.3.1 Given the cut in the health budget in many countries, it is important to examine if this is the case in the country under study.

Reading/Interpreting the data:

- What is the percentage of decrease in the budget since the introduction of these policies?
- Did the cost of health services for the poor increase?
- Is disaggregated data available to assess the extent to which different service provisions for the poor has been affected?
- Is any of the data disaggregated by sex?



2.3.2 Percentage of the national budget allocated to education

Additional questions for deeper interpretation of data:

- How did the reduction in the health budget impact on poor women, men, girls and boys of different ages?
- Do some members (by sex and age) of the household neglect their health because of they cannot afford such services?
- Is there a decrease of the number of women who go to anti natal clinics? Has there been a correlation of this with increased maternal morbidity/mortality?
- Is there a decrease in numbers of boys and/or girls to child care centres for both prevention and treatment?
- Has the proportion of expenditure on health at household level increased?
- Has the burden on women's of time taking care of ill household members (especially children and the elderly) increased?

(For more details see the Health Matrix)

2.3.2 Given the cut in the education budget in many countries, it is important to examine if this is the case in the country under study.

Reading/Interpreting the data:

- Has the education budget changed under economic reform policies? In what way?
- Has the cost of education for the household changed? In what way?
- Is sex disaggregated data available to help find out whether this has had a different impact on girls and boys at different ages?

Additional questions for deeper interpretation of data:

- What is the impact of higher costs of education on poor women, men and girls and boys?
 - Who tends to be withdrawn from education? Girls, boys?
- (see the Education matrix)





2.3.3 Percentage of the national budget allocated to low income housing and infrastructure

2.3.3 Access to adequate housing and infrastructure has always eluded the poor and contributed to their poverty. Government policies have changed over the years including provision of low income public housing, squatter upgrading and sites and services in urban areas.

Reading/Interpreting the data:

- Has government expenditure on low income housing and infrastructure decreased during the last decade?
- What is the percentage of households with no access to infrastructure?
- What is the percentage of households without access to secure land and housing?
- What is the percentage of households with access to reliable, affordable and safe infrastructure and services?
- Is any of the data disaggregated by sex?

Additional questions for deeper interpretation of data:

- What is the impact of inadequate housing and infrastructure on women, men, girls and boys?
- How many households/individuals get access to housing through low income housing schemes? (year average)
- Is a gender equality policy in place in the Ministry of Housing?
- Do women and men have equal access to housing units through these schemes?
- Do women and men have equal access to secure land tenure through these schemes?

2.4 Percentage of the national budget allocated to job creation

2.4 A closer examination of government policy towards job creation is key in the analysis of poverty (see the Employment Matrix).

2.5 The percentage of the national budget allocated to gender equalities

2.5 Such a budget allocation might not exist in some countries



Interpreting the data:

- In which sectors/cross sectors is this budget allocated?
- Does it address poverty issues from a gender perspective?
- Is it mostly directed to economic or political participation of women and men?

Additional questions for deeper interpretation of data:

- Does the constitution acknowledge equal rights of girls/women to those of boys/men?
- Is there a commitment to creating space for both women's and men's participation in decision making
- Are poor women and men seen as having equal right as citizens?
- Has the government signed human rights conventions?

3. Organisational Aspects of Poverty

3.1 Percentage of budgets within different ministries allocated to poverty reduction

3.1 There are two important considerations here: the political «clout» of the lead government agencies («hard» and «soft» sectors) and the proportion of the national budget allocated to them.

Interpreting the data:

- Is there a particular governmental body responsible for poverty reduction?
- What is the percentage of the national budget allocated to this body?
- Is the available data disaggregated by sex?

Additional questions for deeper interpretation of data:

- Is poverty seen primarily as a «soft» social issue or also as a «hard» economic issue?
- Do budget allocations and programmes consider the needs of the poor in terms of sex and age?
- Are the needs of women, men, girls and boys considered?

3.2 Percentage of ministry budgets allocated to

3.2 This is a good measure of government commitment towards the importance of staff



training in topics related to poverty reduction

with skills to eliminate poverty.

- Does government staff get training in the area of poverty reduction?
- Are gender issues integrated into this training?

4. Programming and Implementation Aspects of Poverty

4.1 Percentage of the Ministry of Health budget allocated for health programmes targeting the poor

4.1 (see the health matrix)

4.2 Percentage of the Ministry of Education budget allocated for health programmes targeting the poor

4.2 (see the education matrix)

4.3 Percentage of the Ministry of Housing budget spent on low income housing programmes

4.3 It is important to identify the kinds of programmes that are on offer for poor women and men and examine the extent to which they are accessible to women and men.

Interpreting the data:

- In cases of the provision of public housing units, do the eligibility criteria make it possible for the poor to afford them?
- Is the location, size, design appropriate to low income households? Are the needs of women and men taken into account? Are they both consulted?
- Do these schemes target heads of households? Does this include women headed household or individual women and men?
- Where there are upgrading projects^{xx}, is legal tenure provided? Is this available to both women and men?
- Do these housing schemes take into account issues of security and privacy? Are women as well as men consulted?



4.4 The number of NGOs and CBOs who are involved in the implementation of poverty reduction programmes and projects

4.4 Besides for government poverty reduction programmes, it is important to assess the extent to which civil society organisations are providing education programmes.

Additional questions for deeper interpretation of data:

- Are certain groups excluded from government housing programmes because of the definition of eligibility criteria? (eg women-headed households)
- What are the reasons for their exclusion?
- Do women and men have the same legal rights in terms of land ownership?
- Do women and men have the same legal rights to housing unit title deeds?
- In cases of separation or divorce, who has the right to government housing?
- Do women and men have the same access to decision making regarding infrastructure provision, location etc.?
- Do women and men have the same level of responsibility regarding the maintenance of infrastructure? (eg public taps etc.)

Reading/Interpreting the data:

- What kinds of programmes exist? To what extent do they target gender issues?



Sources:

- I Quantitative data can be obtained from international sources (eg UNDP, UNICEF) or from national census or surveys.
- II This information could be obtained from national, regional or local level research. The best source of reliable research can be found in academic institutions and some NGOs. Local partners could also be helpful in identifying reliable sources of information as well as directly help interpret some of the findings of both existing quantitative and qualitative research.
- III The international measurement of Poverty line estimates that the poor are those who live with under \$1 or \$2 a day. The percentage of the population living below the specified poverty line: • \$1 a day—at 1985 international prices (equivalent to \$1.08 at 1993 international prices), adjusted for purchasing power parity. • \$2 a day—at 1985 international prices (equivalent to \$2.15 at 1993 international prices), adjusted for purchasing power parity
- IV Most quantitative research on poverty is based on a measurement of poverty at the household rather than the individual level. This is based on the wrong assumption that all members of the household, regardless of sex and age, have the same access to and control over resources within the household.
- V UNDP Human Development Report, 2004
- VI In many surveys, the socio-economic profile of the household is based on that of the «Head of the Household» which is a cultural construct that often refers to the eldest and/or economically active male in the family.
- VII See Coudouel, A et al, p. 30, http://poverty.worldbank.org/files/5467_chap1.pdf
- VIII «Absolute poverty measures the number of people living below a certain income threshold. Relative poverty measures the extent to which a household's financial resources falls below an average income threshold for the economy» see http://www.tutor2u.net/economics/content/topics/poverty/measuring_poverty.htm
- IX See the World Bank Group, <http://genderstats.worldbank.org/genderstats/gender>
- X See Cagatay, N (1998), «Social Development and Poverty Elimination Division», UNDP Working Paper Series, p.7
- XI See Cagatay, N (1998), «Social Development and Poverty Elimination Division», UNDP Working Paper Series, pp. 5-6
- XII See the Gender Development Index (GDI) UNDP & Participatory Poverty Assessment using indicators chosen by poor women and men themselves.
- XIII Boltvinik, J (1998), «Poverty Measurement Methods: An overview», UNDP Poverty Elimination Programme, p. 5
- XIV See Sen. A K (1982), «Poverty and Famines: An Essay on Entitlement and Deprivations», Oxford, Oxford University Press.
- XV Quisumbing, A.R., (2001), «Are Women Overrepresented Among the Poor? An Analysis of Poverty in Ten Developing Countries», IFPRI Discussion Paper
- XVI Poverty Reduction Strategy Papers
- XVII Millennium Development Goals
- XVIII For a gender critique of PRSPs see:
 - World Bank 2001), «Gender in PRSPs: A Stocktaking», Poverty Reduction and Economic Management Network, Gender and Development Group, World Bank, August.
 - Zuckerman, E and Garrett, A, (2003) «Do Poverty Reduction Strategy Papers Address Gender Issues? A Gender Audit of 2002 PRSPs», Gender Action.
- XIX For a gender critique of MDGs see:
 - UNDP (2003) «MDGs and the Gender Lense», May, p. 2
 - Le PNUD, UNIFEM, UNICEF, UNFPA, OIT (2003) «Le Genre et Les Objectifs du Millenaire Pour le Developpment (OMD)», Fevrier
 - UNDP (2003), «Millennium Development Goals: National Reports, A Look Through a Gender Lens», May
- XX Upgrading projects are projects that introduce in situ improvements in housing and infrastructure in slums and «squatter areas». These schemes might or might not include the legalisation of land and the provision of land tenure to occupants of the houses. Tenure is often provided to heads of households, and in the majority of cases these are defined as men.



QUANTITATIVE DATAⁱ

1. Citizens' experience of employment

- 1.1 Economically active population (female and male)
 - 1.1.1 Female and male economic activity rate (ages 15 and above)
 - 1.1.2 Employment by economic activity: Agriculture, Industry and services (women and men)
 - 1.1.3 Women's and men's economic participation (legislators, senior officials, managers, professional and technical workers)
 - 1.1.4 The relative proportion of women and men in full time and part time employment

INTERPRETATION OF DATA AND ADDITIONAL QUESTIONS FOR QUALITATIVE INTERPRETATIONⁱⁱ

- 1.1 Economically active individuals include both the employed and the unemployed who supply, or want to supply their labour, to produce goods and services (ILO)ⁱⁱⁱ. The way «economically active» is defined will vary from one context to another. In many cases the definition will lead to a significant underestimation of women and girls' contribution. Therefore it is necessary to closely examine the definition and method used to collect such data.

Reading/Interpreting the data:

- Is involvement in subsistence agriculture considered economically active? What implication does this have for women?
- Are informal activities in urban areas included? Are both women and men equally involved in the informal sector?
- When women identify themselves as «housewives», does this reflect whether or not they are economically active? For example involved in some of the above mentioned activities?
- Do women's household chores count as economic activities?

Additional questions for deeper interpretation of data:

- Do women and men have the same access and control over the means of production (eg land, technology, credit etc).
- Do women have as wide a range of choice/access to the economic activities as men have?
- Is the distribution of occupations the same for women and men? Is this distribution out of choice, necessity access to opportunity?
- How does the division of labour between women and men affect their income?
- Is the distribution of full time and part time work the same for women and men



1.2 Employment by age and sex

- work? Is this distribution out of choice, necessity access to opportunity?
- Are they both equally engaged in both the formal and informal sectors? Is this distribution out of choice, necessity access to opportunity?
- Do women enjoy the same level of mobility as men do? To what extent can this hinder women's access to/choice of economic activities?
- Do women and men have access to affordable child care?

1.2 There is a need here to examine the definition of employment as used by the document from which the data is obtained. The ILO definition includes those who are paid in cash and kind, those who are engaged in an economic activity for their own or their household's consumption as well as unpaid family workers^v.

Reading/Interpreting the data:

- What is the definition of employment in the document under study (eg a particular national survey or census).
- Does it mostly capture employment in the formal sector?
- In terms of the formal sector what are the disparities between women and men?
- What is the prevalence of child labour (by sex) ?

Additional questions for deeper interpretation of data:

- If the definition excludes large proportions of women, what are the implications for policy and programming?
- What are the possible constraints preventing women from engaging in the formal sector?

1.3 Employment in the informal sector (both rural and urban)

1.3.1 The size of the population involved in the informal sector

1.3 If quantitative data on the informal sector are available, then this is of great value to understanding gender relations in the economic sector. The importance of the informal sector is well documented; however the conservative/official position still considers it a «problem». While the informal sector provides, amongst other economic benefits, a livelihood to those engaged in it, they are often exploited,



1.3.2 The proportion of women to men in the informal sector

unprotected and even abused by the law. They are often excluded from full citizenship rights. Given the large proportion of women in this sector, this has great gender implications.^v

Reading/Interpreting the data:

- How is the informal sector defined?
- What is the proportion of women and men engaged in the informal sector?

Additional questions for deeper interpretation of data:

- What is the gender division of labour in the informal sector in terms of sub sectors? In terms of hierarchy (eg are the «middlemen» as well as «middlewomen»)?
- What are the implications of this for income and security?

1.4 Work time spent in market and non market activities (Women and men)

1.4 The definitions used for «market» and «non market» activities need to be scrutinised as well as the method of measuring time. For example, are «non market» activities counted as work in the context under examination? Given that the work spent in non market activities will often be higher for women, is this valued in economic as well as social terms? «Women's contribution to the economy is largely in this hidden area of production which includes care work^{vi}, voluntary or civil society activity, subsistence production and work in the informal sector. The invisibility of this activity means not only that it is underestimated or inaccurately measured, but it is also excluded from Gross National Product (GNP) and usually ignored when making policy decisions».^{vii}

Reading/Interpreting the data:

- How is «market», and «non market» activities defined?
- Is the data disaggregated by sex?

Additional questions for deeper interpretation of data:

- How much of women's time as compared to that of men's is dedicated to household responsibilities?



1.5 Income by sex

- 1.5.1 Estimated earned income for females and males
- 1.5.2 Ratio of estimated female to male income

- How much of women's time as compared to that of men's is dedicated to community level voluntary work?
- How does this impact on women's ability to earn cash? To invest time. In order to improve their situation (eg through training)? To have access to leisure and rest in comparison to men?
- Are there estimates/studies which deal with the «care economy»? What are the gender implications of women and/or men involved in the «care economy»?

1.5 It is crucial here to examine the method by which this estimate is reached as this might have a number of implications. For example, women's income could be underestimated if their employment is underestimated. It can also be overestimated if it is based on the average income of men.

Reading/Interpreting the data:

- How is income calculated?
- To what extent are gender disparities in access to and control over income taken into account?
- Is income in kind also calculated?

Additional questions for deeper interpretation of data:

- Do women and men earn the same income for the same economic activity? Is there a differentiation in level of income in what is considered «women's work» as opposed to «men's work»?
- Do women and men have the same access to and control over income including (in cash and kind) at all levels (from national to household levels)?

1.6 Unemployment rate by sex

1.6 Again the definition of unemployment is important to examine critically in terms of gender implications (see questions and examples above). In some national contexts girls and women do not even figure when it comes to unemployment rates.



1.7 The proportion of children under the illegal age involved in work, by sex and age

Reading/Interpreting the data:

- What is the definition of and reference period for unemployment used in the context under study?
- Does it mitigate against the inclusion of women and men?
- Are those involved in reproductive and voluntary work counted as unemployed? (eg how is the category of «housewife» defined?)

Additional questions for deeper interpretation of data:

- How are the questions addressing unemployment phrased and how are the results coded? Does this lead to the over or underestimation of unemployment for women and/or men? What are the implications of this?

1.7 More so than in the case of all the above mentioned statistics, data on child labour (especially in the case of girls) are often inaccurate. However, by examining this data along side other available statistics such as school enrolment, adult employment and poverty, a better estimate can be reached.

Reading/Interpreting the data:

- What is the definition of child labour?
- Does the definition tend to contribute to the invisibility of girls' work in particular? For example is girl's home based work included?
- Are street children included? If this is the case, is begging seen as an economic activity? Is there a larger proportion of girls begging?
- Are boys, but especially girls, involved in the sex trade included?
- Are those involved in the drug trade included?

Additional questions for deeper interpretation of data:

- What are the reasons behind boys' and girls' involvement in economic activities?
- What the main differences between girls' and boys' economic activities in rural versus urban areas?
- What is the main impact of girls' and boys' work on them?





1.8 Estimated numbers of women and men, girls and boys involved in illegal and exploitative economic activities

1.8 This is obviously one of the most difficult sets of data to obtain. However, some studies can be identified to give estimates of the prevalence of these kinds of activities. Here again there are serious gender issues involved (eg the trafficking of women and girls and boys, sweat workshops etc.

2. Policy Aspects of Employment

2.1 The percentage of the national budget devoted to Ministry of Labour (by Sector)

2.1 This is an indication of government commitment to the employment sector. Also the way in which the budget is spent has important gender implications.

Reading/Interpreting the data:

- What is the percentage of the national budget allocated to each sector?
- Is the share of each sector equitable (ie, those dominated by women compared to those dominated by men)?

Additional questions for deeper interpretation of data:

- To what extent is the budget sensitive to the different interests and needs of women and men in both rural and urban areas?
- To what extent do reforms in employment policy (where they exist) respond equally to the employment needs and rights of women and men?

2.2 The percentage of the Ministry of Labour budget devoted to job creation for both women and men

2.2 This is a key indicator to the extent to which the government is committed to job creation.

Reading/Interpreting the data:

- What is the Ministry's job creation policy?
- Which sectors does it target? What implications does this have in terms of the impact on women and men?



2.3 The percentage of other sectoral ministries' budgets dedicated to job creation (eg Ministry of Agriculture, Ministry of trade and Industry) as well as other major strategies (eg PRSPs)

2.4 Number of women and men retrenched from government jobs under structural adjustment/economic reform policies

2.5 Number of women and men retrenched from the industry and service sectors under privatisation policy

Additional questions for deeper interpretation of data:

- Are policies protecting both women and men's workers in place?
- Does the policy include a commitment to gender equality?

2.3 It is key to the success of any job creation policy that it is seen as the responsibility of all sectors. It is important to ask here whether gender is considered as a cross cutting issue in these policies.

2.4 Most governments' job creation policies have been influenced by structural adjustment/economic reform policies. Depending on their position and level of education, women and men who lost their jobs over the last one or two decades under such policies, have been variably successful in finding other formal employment.

Reading/Interpreting the data:

- Was it mostly men or women who lost their jobs?
- What was the profile of these women and men (eg senior, junior positions; education levels etc)

Additional questions for deeper interpretation of data:

- Did most women and men find other formal sector jobs?
- Did most women and or men turn to self-employment or join the informal sector?
- Did most women and/or men remain unemployed?

2.5 Whether it is mostly women or men who lost their jobs under privatisation largely depends on the kinds of sectors that have been privatised (eg for textile factories it is most likely to be women).



2.6 The percentage of the national budget allocated to the informal sector

Reading/Interpreting the data:

- Which sectors have been the target for privatisation?
- Who lost their jobs (mostly women/men)?

Additional questions for deeper interpretation of data:

- What kind of work have they been able to find? Were men or women more successful in doing so?
- If the majority of retrenched workers join the informal sector, what is the impact on women as more men come into the informal sector?
- Is there a Government policy or programme to help former civil servants back into the labour market? Does it treat women and men equally?

2.6 Given the large numbers of poor men and especially women who are engaged in the informal sector, it is important to examine government policy in this domain.

Reading/Interpreting the data:

- What is government stated policy towards the informal sector?
- Is the policy friendly/hostile towards the informal sector?
- Does the policy recognise gender as a variable?

Additional questions for deeper interpretation of data:

- Is there an unstated policy towards the informal sector? What is it?
- Does the informal sector policy provide an enabling environment for both women and men engaged in the sector?
- Are there debates towards legalising the informal sector? Who is involved in these debates?
- How much control does the government exercise on the informal sector? eg are informal markets targeted for eviction? Are individuals harassed by police?



2.7 The percentage of the national budget allocated to the elimination of child labour

2.7 It is important here to determine the extent to which the issue of child labour is recognised and the extent to which it dealt with.

Reading/Interpreting the data:

- Which ministries are allocated a budget for eliminating child labour?
- Is it possible to read the budget in a way that helps diagnose whether the needs of both boys and girls are met? In other words is the budget «gendered»?

Additional questions for deeper interpretation of data:

- What is government policy on child labour?
- Has the Government ratified the UN Convention of the Rights of the Child?
- Is the policy simply around «policing» or about creating a more conducive environment for the elimination of child labour
- What is the minimum age allowed?
- Are girls' as well as boys' involvement in child labour recognised?
- Is there a policy in place for creating alternative incomes for example for mothers and fathers?
- Is there a policy in place to provide education/literacy for working girls and boys?

2.8 The percentage of the national budget allocated to addressing gender inequalities in employment

2.8 This includes budgets allocated at all levels, including at the national level and at the level of ministry of labour and by local government to address gender inequalities (eg access and control over resources like land and credit)

Reading/Interpreting the data:

- Which ministries are allocated a budget for addressing gender inequalities in employment? eg Ministry of Employment? Ministry of welfare?

Additional questions for deeper interpretation of data:

- Has the government signed Beijing and CEDAW?
- Is there a policy on gender equality in employment?



- Is there a policy to address gender inequalities at all levels? (eg equal opportunities; access and control over resources such as land and credit)

3. Organisational Aspects of Employment

3.1 The percentage of workers who belong to various labour unions by sex

3.1 It is often the case that labour unions are dominated by men, women are often under represented and their interested and rights are often marginalised.

Reading/Interpreting the data:

- Is data available on the different unions (including on employers and employee associations operating in the informal sector)?
- Is the membership of the unions and its leadership disaggregated by sex?

Additional questions for deeper interpretation of data:

- Are there specific issues concerning women at work that Unions address?
- Are there any measures in place to promote women's representations in Unions?
- Are there any organised groups that promote women's interests outside the formal sector where they are in large numbers.

3.2 The percentage of the budget allocated to promoting equal opportunities within organisation(both in the public and private sectors)

3.2 It is important to examine the extent to which equal opportunities policies, where they exist, are translated into practice at the level of both public and private sector organisations.

Reading/Interpreting the data:

- When was such a share of the budget introduced?
- Has it increased or decreased over the years?
- What is it spent on?

Additional questions for deeper interpretation of data:

- Are equal opportunity measures enforced in the recruitment, promotion and training



3.3 The percentage of full to part time formal employment by sex both in the public and in the private sector

- of women and men?
- Do employees receive training in EO?
- To what extent is there a glass ceiling preventing women from reaching senior positions in the public and the private sectors?

3.3 It is important to examine if there is a gender disparity between women and men in terms of their access to full as compared to part time employment and to assess the implications and the reasons for this.

Reading/Interpreting the data:

- In what way has this changed over the years?
- Is it linked to economic reform policies?

Additional questions for deeper interpretation of data:

- If it is the case that there is a larger proportion of women in part time employment, is this due to their household responsibilities?
- Is it because part time contract are more favourable to the employers and women are an easier target?
- In terms of other contractual arrangements, eg salaries, insurance, and pensions, are women treated equally to men?
- What arrangement is in place for maternity/paternity leave?

4. Programming and Implementation Aspects of Employment

4.1 The number of women and men targeted by government job creation programmes.

4.1 It is important to examine here the government's commitment to job creation as well as to supporting existing small scale entrepreneurs.

Reading/Interpreting the data:

- What programmes exist to create new employment, including self-employment





4.2 The percentage of the national budget allocated to professional and technical training linked to job creation

- (eg small and micro enterprises)?
- Do they target both women and men? Do they equally target sectors dominated by men and by women?

Additional questions for deeper interpretation of data:

- Is access and control over resources provided to both women and men (eg training)?
- What are the eligibility criteria for micro finance programmes? Do they give women and men equal access to resources?
- Are obstacles to access and control of women over resources dealt with? (eg access to collateral such as land and property)
- Are these programme targeting/reaching poor women and men?
- Are they targeting the poorest?
- How are World Bank «Social Funds», where they exist, in meeting the employment needs of women and men.

4.2 Gender stereotyping is often present in the training offered as part of job creation programmes. Related to this, programmes are often formulated without reference to proper market research.

Reading/Interpreting the data:

- Is the data disaggregated by sex?
- If not, what is the proportion allocated to each sector? Does this have gender implications? What are they?

Additional questions for deeper interpretation of data:

- Who are targeted by such programme (eg women/men, rural/urban, age, education levels)?
- To what extent are gender issues explicitly addressed in these programmes?
- What are the eligibility criteria? What are the gender implications?
- Is the training followed-up with a supportive environment for finding work? What kind of work? What are the gender implications?



4.3 The percentage of the national budget allocated to mainstreaming gender in employment programmes

- Are these programmes linked to gender sensitive market research?

4.3 In addition to mainstreaming gender in employment programmes, in some contexts employment programmes specifically targeting gender equalities might exist.

Reading/Interpreting the data:

- Is there a budget allocation for gender mainstreaming in employment programmes and/or are there specific programmes to address gender inequalities/issues in employment?

Additional questions for deeper interpretation of data:

- What has been the general impact of such programmes?

4.4 The number of NGOs and CBOs who are involved in the implementation of employment programmes and projects

4.4 Besides for government employment programmes, it is important to assess the extent to which civil society organisations are providing education programmes

Reading/Interpreting the data:

- What kind of programmes exist?
- What sectors/regions do they target?

Additional questions for deeper interpretation of data:

- To what extent do they target gender issues?
- To what extent is their work focused on the informal sector?
- Are they more or less successful than government programmes in creating jobs for poor women and men? In what way?





ⁱ Sources: Quantitative data can be obtained from international sources (eg UNDP, UNICEF) or from national census or surveys.

ⁱⁱ Sources: This information could be obtained from national, regional or local level research. The best source of reliable research can be found in academic institutions and some NGOs. Local partners could also be helpful in identifying reliable sources of information as well as directly help interpret some of the findings of both existing quantitative and qualitative research.

ⁱⁱⁱ see full definition <http://laborsta.ilo.org>

^{iv} see full definition <http://laborsta.ilo.org/applv8/data/c2e.html>

^v If nationwide data is unavailable smaller studies of both quantitative and qualitative data could be examined.

^{vi} «The «care economy» is the work done, usually in the domestic sphere, which keeps the labour force fed and clothed, and raises the future labour force, therefore ensuring that society operates effectively. Estimates show that the value of unpaid work can be equivalent to at least half of a country's Gross Domestic Product (GDP). If the care economy is neglected this can have serious consequences for society and its productivity as it is neglecting the care of its most important resource – people». See Elson, D., (1999) «Gender-neutral, gender-blind, or gender-sensitive budgets? Changing the conceptual framework to include women's empowerment and the economy of care», in Commonwealth Secretariat, Gender Budget Initiative - Background Papers, London: Commonwealth Secretariat. <http://www.undp.org/gender/CD-Gender-and-Budgets-2004/3.1-care.htm>

^{vii} Ibid



QUANTITATIVE DATA¹

1. Citizen Experience of Political Participation and Decision Making

- 1.1 Proportion of women and men in Parliament
 - 1.1.1 Proportion of women and men among the candidates for election in the last national elections
 - 1.1.2 Proportion of women and men electorates in the last parliamentary elections
 - 1.1.3 Where relevant, the percentage of women in parliament through a quota system

INTERPRETATION OF DATA AND ADDITIONAL QUESTIONS/SOURCES FOR QUALITATIVE INTERPRETATION^{II}

«Women’s equal participation in political life plays a pivotal role in the general process of the advancement of women. Women’s equal participation in decision-making is not only a demand for simple justice or democracy but can also be seen as necessary condition for women’s interests to be taken into account. Without the active participation of women in the incorporation of women’s perspectives at all levels of decision-making, the goals of equality, development and peace cannot be achieved»³.

- 1.1 The proportion of women in Parliament globally, estimated at 15%, is one of the main indicators of the low level of women’s participation in public life. While generally so, the challenges that women face in this field are not uniform as they depend on the predominant social and cultural circumstances and ideology, as well as economic and political contexts⁴. The diagnosis of where the causes of the disparities lie is essential in reaching an accurate diagnosis on which strategic interventions could be put in place.

Reading/Interpreting the data:

- Is there a significant correlation between proportion of women candidates who stood for parliament and number of women who actually got into parliament? How does this compare to the situation of men?
- Is there a significant correlation between the proportion of women in parliament and the proportion of women among the electorate?
- Have trends changed/improved over the years?
- Where relevant, how many women got elected over and above the quota system?

Additional questions for deeper interpretation of data:

- Do women and men have equal political rights in the constitution of the country?
- Are there inequalities that women candidates face in terms of access to resources (information, networks, financial, training etc).



- What are the de jure (legislative etc) conditions ruling Parliamentary elections? Do they give equal rights to women and men?
- Are there any existing norms and structures that mitigate against the de facto women's political participation? (patriarchal system, restrictions on women as leaders, limited mobility etc).
- Are women in Parliament elected in the spirit of «token» women? (this is more likely to happen where there is a quota system).
- Are women in Parliament given equal voice as men to represent their constituent's interests?
- What kind of women and men are elected (in terms of class, age, religion etc)?
- Do women in Parliament constitute a critical mass that allows them to represent and advance all women's interests and agendas? (women of different classes, religion, ethnicity etc).
- Do women have particular «spaces» through which they can exercise their power?
- Are women excluded from informal decision making structures (eg after hour meets in pubs or coffee shops)?
- Are there formal or informal channels of feedback for information on decisions? Are they as accessible to women as they are to men?
- Are there men in Parliament who support women's interests and agendas?
- Is the women electorate supporting women's candidates? Or does support come from both women and men?
- Are there individuals and/or groups in Parliament or among constituents who actively oppose women's rights and gender equality?
- How powerful are they and what is their impact?
- Do women in Parliament have strong links to civil society organisations working on women's rights? Do they get their support?
- Are there any non-legal restrictions on women to vote or to exercise their citizenship rights?
- Is the media supportive of women's role in public life? (eg does it take women candidates seriously)?



1.2 Proportion of women and men as members of political parties

- 1.2.1 Proportion of women and men whose names have been put forward for parliamentary election by political party.
- 1.2.2 Proportion of women and men in the membership of political parties

1.2 Most of the work to promote women in politics at national level targets parliamentary rather than political party reforms.

Reading/Interpreting the data:

- Is there a significant correlation between proportion of female and male members in the political parties and number of women candidates put forward?
- Have trends changed/improved over the years?

Additional questions for deeper interpretation of data:

(In addition to relevant questions stated under 1.1)

- Is the party system regulated by lists, proportional representation or «first past the post»?
- In the context under study which of the above is more conducive to women's representation? (eg in some contexts a quota system has produced token representation- in others the results were positive).
- Where do women sit in the political party hierarchy? What is the proportion of women who hold senior positions in the political parties?
- Is there a significant difference in the way different political parties promote women's participation both in the political party and in parliamentary elections?

1.3 Proportion of women and men as members of national commissions

1.3 In addition to considering the number of women and men from different population groups on national commissions, more qualitative concerns relate to the topics discussed and their treatment and implications for diverse women and men's rights and needs.

Reading/Interpreting the data:

- What are the main commissions in place? What is the proportion of women and men serving on each of these commissions? How, if at all, has this changed over the years?
- Is there a difference in the proportion of women and men on commissions dealing with particular topics? What are they?



1.4 The proportion of women and men in local/municipal bodies

1.4.1 & 1.4.2 same as 1.1.1 & 1.1.2

1.5 Proportion of women and men in decision-making positions at community level (eg traditional leadership positions and leaders of community-based organisations)

Additional questions for deeper interpretation of data:

- Is there a pattern that exists in the representation on different commissions by sex? What is the significance of this?
- Do the members of the commissions represent the needs of women and men in their diversity?
- Do they come up with decisions/recommendations that support the needs and rights of both women and men?

1.4 The general trend is that women do better when it came to participation at local level politics. However, this is not the case in all contexts, especially where traditional patriarchal systems dominate (eg in Muslim societies).

Reading/Interpreting the data: Same as 1.1

Additional questions for deeper interpretation of data: Same as 1.1

1.5 At this level it is essential to examine the decision-making position that women and men hold at the community levels. This is not only related to existing power relations and patriarchal systems, but also access to information and networks.

Reading/Interpreting the data:

- If such data exist, what is the definition of a leader at the village or neighbourhood level?
- How are the community decision-making structures defined in surveys?

Additional questions for deeper interpretation of data:

- What kinds of community level leadership structures exist? Are they built on «traditional» structures (eg tribal, family, elders), and/or around money, influence, charisma?
- Do women have a place within these leadership structures?



- Are there «spaces» for women's leadership? Are they recognised by community members, including men? By outsiders?
- What kind of women hold these positions (eg independent women or women related to powerful men)? Do they represent the interests of all women?
- Is there a gender division of labour in areas in which women and men are recognised as leaders? Eg are women recognised as leaders mostly in areas related to children and social welfare, education, health, and/or water and sanitation?
- What are the power relations that exist between women and men, and among different groups of women and different groups of men, when participating in community level decision making?
- What are the main methods women and men use, and the social resources they draw upon to assert their interests at the community level?
- Do women and men have different sources of information? Do men have more of an advantage in terms of access to information?
- Are there individuals or groups at community level who actively oppose women's rights and gender equality?
- Are there powerful men at community level who support women's leadership and decision- making role?
- How powerful are these groups and what are their impact?

1.6 Number of NGOs activist groups advocating for women's participation in politics and decision making and total number of women in their membership

1.6 There is a concerted effort from the part of women rights activists at international, national and local levels to promote women's role in politics.

Reading/Interpreting the data:

- Are these NGOs and activist groups separate from the ones engaged in the area of development?
- Are they composed only of women? Of women and men?

Additional questions for deeper interpretation of data:

- What are the main issues that activists advocate for?



- Who do they target (women only? Women and men? At what level? political constituencies? political parties? government? International organisations?)
- Do women engage alongside men in social movements (demonstrations, strikes etc)? Is there a gender division of labour in their activities in existing social movements?
- Do women engage in their own social movements and protests around women's issues?
- Do these movements voice the interests of all women in their diversity (in terms of age, class, ethnicity, religion etc)?

1.7 Number of women and men in labour unions (see Employment Matrix)

1.7 This is not just about the rights of workers. In some countries, Labour Unions have been key partners of governments in governance structures. The point here is to examine to what extent the needs and rights of both women and men workers are represented in such partnerships.

2. Policy Aspects of Political Representation and Decision Making

2.1 Percentage of the national budget allocated to democratisation and «good governance»

2.1 Many countries are undergoing processes of political democratisation and «good governance» due to pressure both from inside and outside. While often slow, and in some cases technical, there are still opportunities for real change. The question is whether this process is inclusive of both women and men?

Reading/Interpreting the data:

- Is the budget disaggregated by category of expenditure?
- If yes, is there a category of expenditure related to gender equality or is gender mainstreamed in the general budget?

Additional questions for deeper interpretation of data:

- What proportion of the budget comes from multilateral and bilateral agencies?
- Does this funding come with conditionality regarding gender equality?



2.2 Percentage of the national budget allocated to strengthening decentralisation

2.2 It is also important to examine the extent to which gender has been mainstreamed in decentralisation policies. The assumption here is that decentralisation will bring government closer to the «people».

Reading/Interpreting the data:

Same as above. Questions relating this time to decentralisation.

Additional questions for deeper interpretation of data:

Same as above. Questions relating this time to decentralisation.

2.3 Percentage of the national budget allocated to the promotion of women in politics and power of decision-making based on international agreements.

2.3 The majority of governments have signed international agreements related to women's rights and gender equality. Central to that is women's rights in political participation and decision-making. The Beijing Platform of Action (1995) set the aim of ensuring that women will have equal access and full participation in power structures and decision making.

- To what extent is there a true political commitment to democratisation and good governance on the part of government? Is this commitment inclusive to promoting gender equality?
- Are there any initiatives concerning gender budgeting in governance programmes?
- Are there political and/or activists groups putting pressure on the government to advance its efforts towards democratisation and good governance? Does this include pressure to take on gender equality?
- Do constitutional reforms, if they exist, promote women's citizenship rights? How far are these implemented?
- What has been the experience with legislation? Is it implemented in ways that advance women's rights in governance structures?
- What programmes are in place to facilitate women's advancement (eg leadership training, better access to information and networks).



Reading/Interpreting the data:

- Is the government a signatory to CEDAW and other women and human rights declarations?
- What is the percentage of the national budget dedicated to their implementation? Is it increasing or decreasing?
- Is the budget disaggregated by category of expenditure?
- If yes, in what are these categories of expenditure?

Additional questions for deeper interpretation of data:

- What proportion of the budget comes from multilateral and bilateral agencies?
- Is the advancement of women in politics and work part of multilateral and bilateral policy dialogue?
- To what extent does the government show political commitment?
- Are there politicians and/or activist groups pushing for this agenda?
- Which government institutions are involved in this field?
- What programmes are in place to create the policy environment that allows women a voice in politics and decision-making? (eg constitutional and legislative reforms, programmes dealing with resistances especially from the part of senior men).
- Is there a system of reporting to women and men at community and civil society levels? How transparent is it? Is there a system in place for women and men at community levels to input and influence reporting? Does the system in place create the possibility for accountability?

3. Organisational Aspects of Political Representation and Decision Making

3.1 Proportion of women and men in leadership and/or senior decision-making positions in government (eg ministerial posts, ambassadors, under secretary of state, executive board members)

3.1 Women are globally disadvantaged when it comes to senior and managerial posts in both the public and private sectors.

Reading/Interpreting the data:

- Is the data disaggregated by sex?



- Have trends improved over the years?

Additional questions for deeper interpretation of data:

- Is there an equal opportunities policy in place? Anti discrimination laws?
- Is there a policy of affirmative action/ positive discrimination in place?
- How far are all of the above implemented? How are they monitored and evaluated? By who? (eg Public Service Commission?)
- Is this applied to recruitment, promotions and training?
- Is there an institution/system in place for «complaints» (eg.Ombudsperson) around discrimination
- Is there some kind of glass ceiling? How is it dealt with?
- How male-oriented is the informal organisational culture?
- Are there Life-Work initiatives in place? Childcare? Maternity/Paternity leave for mothers and fathers? «Flexy» time etc.
- How are decisions made in organisations? Are women given equal access to decision making?
- Are important decisions made in male dominated spaces (eg in pubs, bars, coffee shops) or after hours?

3.2 Proportion of women and men in senior posts by sector in the public sector (social/economic)

3.2 There is a tendency globally that if women are in senior posts this tends to be in the «soft» or social sectors rather than in the «hard» or the economic sectors.

Reading/Interpreting the data:

- Is the data disaggregated by sex?
- Have trends improved over the years?

Additional questions for deeper interpretation of data:

- Are women still considered in senior posts only in the social sectors such as education, social affairs and more recently the environment?
- To what extent does this feed into the gender division of labour (which is the extension of the reproductive role of women)?



3.3 Proportion of women and men who are judges, magistrates and public prosecutors in the judicial system, and/or who serve on traditional judicial structures interpreting customary law

- To what extent does this perpetuate the stereotype that women do not do well in the economic or science sectors which therefore discourages young generation females from choosing these areas of study?

3.3 In most countries the judiciary is dominated by men – and traditional judicial structures are almost entirely male dominated. This is not just an issue of representations. It also has implications for the interpretation and enforcement of both statutory/codified and customary law.

Reading/Interpreting the data:

- What has been the change in the proportion of women and men in the judicial systems?
- Are there differences in the pattern of women and men at different levels/in different positions in the judicial systems?

Additional questions for deeper interpretation of data:

- Are women and men treated equally by the judiciary system? eg Do they receive the same sentence for the same crime?
- Are there debates in the context under study about prejudice in the law or the interpretation of the law when it comes to women and men? What are these? (eg so called crimes of passion, gender-based violence)
- In situations where women are judges for example, do they tend to interpret the law differently?
- How dominant is customary law in the context under study? How does it treat women as compared to men?
- What are the existing debates around this issue?

3.4 Proportion of women and men in senior decision-making posts in the private sector

3.4 Same as 3.1 with the following additional questions:



3.5 Budget allocated to governmental structures that promote women in decision making positions (eg Women National Machineries)

Reading/Interpreting the data:

- Is the private sector more advanced with Equal Opportunities and women in leadership positions?
- Is there an attempt from the part of government to regulate Equal opportunity policies in the private sector? How?

Additional questions for deeper interpretation of data:

- Which sectors have been privatised? What implications does this have on women and men at decision making levels? (eg when sectors like health and education are privatised, this may have different implications for women and men, girls and boys with respect to access and burden of responsibility, cost etc) (see section 1).

3.5 Most governments have put into place units, departments and in some cases ministries to promote women generally, and some specifically around women's equal opportunities in formal employment.

Reading/Interpreting the data:

- Are there equal opportunity units/structures in place at the level of government organisations?
- Where do they derive their budgets from? (national level? Organisational level)
- Has the trend been an increase or a decrease in these budgets?

Additional questions for deeper interpretation of data:

- Are these structures part of human resources departments? Are there separate equal opportunities units?
- Is there a UN National Women Machinery in place?
- To what extent is the promotion of women to decision-making positions in its remit?
- How much power do these structures have in influencing the advancement of women within organisations?





4. Programming and Implementation Aspects of political participation and decision making

4.1 The number of women and men targeted in democratisation, good governance and decentralisation programmes

- How closely linked are they to civil society organisations advocating for women?
- Do they monitor UN resolutions around the advancement of women and report back on progress to multilateral and bilateral agencies?

4.1 It is important here to examine government's commitment to policies regarding democratisation, good governance and decentralisation by examining the extent to which they are translated into programmes. It is equally important to examine the extent to which both women and men are targeted/reached by these programmes.

Reading/Interpreting the data:

- Is the data disaggregated by sex?
- Are there programmes that target women (Including public campaign for gender equality in leadership)?
- Has there been progress in targeting more women in the last few years?

Additional questions for deeper interpretation of data:

- Are there programmes on public education on human rights and civic responsibilities? Do they explicitly encourage men as well as women to participate?
- Are these programmes based on a gender sensitive diagnosis around the cultural, social and economic conditions that restrict women's participation in politics and decision-making positions?
- Are there programmes that aim at increasing women's capacity to participate in politics and in leadership positions?
- Do training programmes take into account obstacles faced by women to participate? (eg their domestic responsibilities, and in some contexts the restrictions on their mobility).



4.2 The percentage of the Ministry of Education budget allocated to programmes that mainstream gender equality in public life

4.2 This relates to the reform of the education system in a way that promotes rather than inhibits the future possibilities of the advancement of women in public life.

Reading/Interpreting the data:

- If such programmes exist, what and who do they target?
- Does part of the budget go towards the promotion of women in public life?

Additional questions for deeper interpretation of data:

- Do the education reforms include pedagogic methods and curriculum development targeting both girls and boys?
- Does it work towards the transformation of social and cultural norms that perpetuate gender stereotypes concerning the role of girls and women in public life.
- Does it challenge traditional stereotypes about women and men's roles in society, in particular in public life?
- Does it provide positive female role models of women engaged in public life?
- Does it target girls' realisation and confidence that they have an important role to play in these field.

4.3 Proportion of Ministry of Information budgets toward programmes that target increasing access and control of girls and women to ICT

4.3 Given the increasingly crucial role that ICT plays globally, the capacity to both access and control it will increasingly determine where power lies. It is therefore imperative that girls and women do not get marginalised from this field.

Reading/Interpreting the data:

- What proportion of the promotion of women and girls, are targeted by ICT programmes?

Additional questions for deeper interpretation of data:

- Are there ICT programmes that target both girls and boys in schools?
- Are there programmes targeting women in using IT to access information that will help them in their political and decision making careers?





4.4 Number of civil society organisations providing programmes that promote women in politics and decision making positions

- Are there technical training programmes targeting both women and men as future IT programmers.
- Are both women and men given the support needed to engage with e-governance systems where they exist?
- Are there measures that control pornography on the internet and in the media that degrade women's image?
- Are there programmes targeting the reform of the media with the aim of promoting women participation in politics and decision-making?

4.4 Civil society organisations have been increasingly active in this field.

Reading/Interpreting the data:

- What kind of programmes exist?

Additional questions for deeper interpretation of data:

- How effective have these programmes been?
- How closely do they work with women in all their diversity?
- Do they deal with women only or also with men and the power relations between and among women and men?
- Do they continue to build links and give support after women have become part of political structures?
- Do they also target the policy level? In what way?

¹ Quantitative data can be obtained from international sources (eg UNDP, UNICEF) or from national census or surveys.

² This information could be obtained from national, regional or local level research. The best source of reliable research can be found in academic institutions and some NGOs. Local partners could also be helpful in identifying reliable sources of information as well as directly help interpret some of the findings of both existing quantitative and qualitative research.

³ Karam, Azza (1999), «Women's Participation: 21st Century Challenges», UNDP, 24-26 March, New Delhi, India, Background Paper No. 1, p. 4

⁴ See Karam, Azza (1999), «Women's Participation: 21st Century Challenges», UNDP, 24-26 March, New Delhi, India, Background Paper No. 1



QUANTITATIVE DATA^I

INTERPRETATION OF DATA AND ADDITIONAL QUESTIONS/ SOURCES FOR QUALITATIVE INTERPRETATION^{II}

Women, men, girls and boys may suffer similar health problems, however the causes, mode of infliction, manifestation and impact might be different. Diagnosis of this is key to finding the most appropriate strategies. Without accounting for the differential risk factors and health outcomes that women and men experience, proper analysis of the interaction between gender and other determinants of health remain weak^V. In this sector development agents are confronted with a dominant medical discourse that is built on a set of assumptions and stereotypes. This includes assumptions and stereotypes about gender, which need to be examined.

1. Civil society and Health

- 1.1 Infant and child mortality, morbidity and nutrition levels by sex
 - 1.1.1 Birth by sex
 - 1.1.2 Infant Mortality rate (under 1) by sex
 - 1.1.3 Children Mortality rate (under 5) by sex
 - 1.1.4 Percentage of children who are breast-feeding (under 6 Months) by sex
 - 1.1.5 Percentage of children who are breast-feeding (under 22 months) by sex
 - 1.1.6 Percentage of children under five suffering from moderate and severe underweight by sex
 - 1.1.7 Infant and child nutrition by age and sex
 - 1.1.8 Percentage of girls and boys suffering from water born diseases such as diarrhoea

- 1.1 Data on «children» is often not disaggregated by sex. However, as in the case of other areas of life, gender differences between girls and boys and their health status is primordial in all societies but especially so in cultures with strong preference for boys.

Reading/Interpreting the data:

- Compared to data twenty years ago (prior to pre-natal sex diagnosis), has the proportion of female to male births decreased?
- Is there a difference between girls and boys in terms of mortality rates, morbidity and nutrition? If it exists, how significant is the difference? (eg research shows that reference for male children is a factor in higher Infant Mortality Rates for girls).
- Is there a correlation between mortality, morbidity and nutrition of boys and girls and poverty rates, education and access to employment of women and men? (see Poverty Matrix)

Additional questions for deeper interpretation of data:

- Is there a strong preference for male children in the society under analysis? How significant is this preference? What are the main reasons for it?



1.2 Reproductive health

- 1.2.1 Maternal mortality rate
- 1.2.2 Percentage of girls in child marriages (rural and urban)
- 1.2.3 Total fertility rate and average annual reduction rate?
- 1.2.4 Percentage of women compared to men using contraception by type (pill, condoms etc)
- 1.2.5 Percentage of women and men suffering from sexually transmitted diseases (HIV and AIDS will be dealt with under 1.4.)
- 1.2.6 If practiced, percentage of women and girls who have undergone female genital mutilation

- Is prenatal sex diagnosis used as a way to make choices about pregnancy termination?
- Do mothers tend to breastfeed their boys for longer than they do their girls? (Research has shown this is the case in Western societies^{vi} as well as in most others).
- Are boys favoured over girls in terms of quality and quantity of food intake?
- Do mothers and fathers tend to seek medical help more readily when it comes to sons? Who decides?
- To what extent do these factors influence mortality and morbidity of girls in comparison to boys?

1.2 The reproductive health of women and men is also strongly influenced by poverty, education and access to employment as well as other cultural factors regarding women's status in society. Maternal and prenatal complications are to a large extent avoidable. Yet half a million women die each year during pregnancy and child birth, 99% of them in developing countries^{vii}. While many other health indicators have improved, maternal mortality rates have not. This is mostly due to lack of control over household resources, lack of decision making power and restrictions on their freedom of movement outside the home which affects their access to health care^{viii} (see Poverty and Employment Matrices).

1.2.2 Legal minimum age for marriage age for men and women (relation to maternal mortality and to children with deformity): Early marriage/teenage pregnancy tends to lead to early childbearing, which can be dangerous for the immediate and long-term health of women

Reading/Interpreting the data:

- Has maternal mortality rate increased/decreased over the years?
- What is the relation between maternal mortality rate and access to adequate health provision? (see below, 4.3 & 4.4)
- Is there a correlation between maternal mortality and age?
- Is there a correlation between maternal mortality and poverty, including lack of access to services like water and sanitation?

- Is there a correlation between severe forms of FGM and maternal mortality rates?

Additional questions for deeper interpretation of data:

- If there is an increase or decrease in fertility rate? What is the reason for this change?
- Is there a relationship between fertility rates and preference for male children in the society under study?
- If so, what are the main factors related to this preference? (eg dowry system, old age security etc).
- What is the general attitude towards contraception? Is the society under study influenced by religious restrictions? What are their attitudes? What are their impact on women's and men's choices? Are they challenged?
- Is there a general attitude that it is women who are predominantly in charge for contraception? Do women have control over decision to do with their bodies (including abortion)?
- Do women need permission from husband/male partner or mother in law to seek medical treatment?
- In societies where FGM is practiced, what is the severity of the operation? Does the operation lead to mortality? How does it link to maternal mortality?

1.3 Communicable and water born diseases

- 1.3.1 Prevalence and death rates from communicable diseases such as Malaria and Tuberculosis by sex and age
- 1.3.2 Percentage of women, men, girls and boys suffering from Malaria and Tuberculosis
- 1.3.3 Prevalence of water-born diseases such as gastro-enteritis by sex and age

1.3 «The burden of disease is dominated by infectious diseases, all of them so-called diseases of the poor»^{ix}.

Reading/Interpreting the data:

- Is there a significant difference between women and men and girls and boys?
- Has this improved or deteriorated over the years?

Additional questions for deeper interpretation of data:

- Are there reasons why women, men, or girls and boys may be more exposed to mosquito bites?



1.4 HIV and AIDS

- 1.4.1 Percentage of women and men, girls and boys with HIV
- 1.4.2 Percentage of women and men, girls and boys with AIDS
- 1.4.3 Condom use rate
- 1.4.4 Percentage of women and men, girls and boys aged 15-24 with comprehensive correct knowledge of HIV/AIDS

- Are there reasons why women, men or girls and boys may be more vulnerable to tuberculosis? For example what is the link to nutritional levels?
- What is the extent of problems in terms of accessibility to clean water and sanitation?
- Do women and men resort to traditional/alternative remedies? How effective are they?
- Once sick, are there differences in the way and the timing that women or men are likely to seek treatment?
- Is there a difference between women and men in terms of getting rest and care at home once sick?

1.4 Because of unequal power relations between women and men in many contexts, women are left vulnerable to HIV/AIDS infections. Gendered power imbalances make it difficult for women to negotiate safer sexual practices with their partners, and economic dependence and fear of violence can effectively force them to have unprotected sex^x. Prostitution and trafficking of women and children, and sexual abuse also put women, girls and boys at risk. More than half of the new HIV/AIDS infections in Africa are among women. They also bare the brunt of the economic and social consequences of the pandemic^x.

Reading/Interpreting the data:

- What is the prevalence of the infection in terms of women and men, girls and boys? Has this changed over the years? How?
- Have behavioural and awareness patterns changed over the years? How?

Additional questions for deeper interpretation of data:

- To what extent are existing societal norms conducive to the practice of safe sex? Does society tolerate men's promiscuity? Does it help women to insist on use of condoms?
- Are there obstacles to sex education reaching all members of society? (eg in religiously conservative countries)
- Are there any predominant «myths» around the way HIV and AIDS are contracted and treated (eg that it could be treated by having sex with a virgin)?

1.5 Percentage of women and men suffering from non communicable diseases, like cardiovascular diseases, cancer, diabetes, mental health (for latter see 1.6)

- Once infected, how are women and men perceived by society? Are they perceived in the same way? Are they cared for? How? By whom? Are they ostracised?
- What is the prevalence of child-headed households? Are the heads mostly girls or boys?
- Are there high levels of male migration?
- Is there a high prevalence of sex trafficking? Are female and male sex workers able to protect themselves?

1.5 Women and men may be equally vulnerable to such diseases, however causes, manifestations and consequences might be different.

Reading/Interpreting the data:

- What are the most common communicable diseases in the country under study?
- Does the data indicate differences in number of afflicted women relative to men?
- Has this changed over the years? How?

Additional questions for deeper interpretation of data:

- Is the country under study undergoing any economic or political crisis? How is this affecting the mental and physical health of women and men?
- Is there a difference in the way men and women seek help for these afflictions? Are they treated differently?
- Is there a general awareness of the connection between these diseases and lifestyle (diet, exercise, stress, overwork etc). What is done about that? Is there a gender difference in this?

1.6 Percentage of women and men suffering from mental health problems such as depression

1.6 It becomes impossible to examine the issue of mental health without examining gender-based discrimination and gender-based violence.^{xii} «Gender has significant explanatory power regarding differential susceptibility and exposure to mental health risks and differences in mental health outcome»^{xiii}. For example.... «depression is almost always reported to be twice as common in women compared to men across diverse societies and social contexts»^{xiv}.



1.7 Percentage of women and girls, men and boys, who suffer from gender-based violence (eg domestic violence, rape)

Reading/Interpreting the data:

- What are the main categories of mental problems used?
- Are they disaggregated by age, sex and socio-economic indicators such as income?

Additional questions for deeper interpretation of data:

- Is there a connection between gender-based inequalities and injustice and women's mental distress in the work-place, household and/or community?
- Are women particularly exposed to traumatic experiences (such as gender-based violence)? How does this affect their mental health? (see 1.7).

1.7 While some men and boys may be victims of gender-based violence, it is women and girls who are predominantly the target of such attacks. This violence may be psychological, physical and/or sexual with both physical and mental health consequences. This violence could be experienced at the home or outside the home. It could also be experienced at times of peace and/or at times of war or other upheavals.

Reading/Interpreting the data:

- Is the data disaggregated by type of violence inflicted?
- What types of gender-based violence exist in the society under study (eg domestic violence, rape in the home or outside, other sexual assaults)? Who are the main victims? Who are the main perpetrators?
- Has there been an increase or a decrease in gender-based violence over the years?

Additional questions for deeper interpretation of data:

- If there has been a change in the incidence of gender-based violence, what is the explanation for that?
- Are there incidents of mass rape occurring or have occurred in the past?
- What are the physical and mental health consequences of this gender based-violence?
- How is it dealt with in society? What is the attitude to perpetrators? What is the attitude to the victims?

1.8 Socio-economic, demographic, and environmental conditions (see matrices on poverty, employment and education)

1.8 Health is influenced by many determinants. Not only health systems but also socio-economic conditions (poverty, education, nutrition) and environmental conditions (water, sanitation, indoor and outdoor pollution) and social stability and security (social justice, gender relations, societal and domestic violence and political stability)^{xv}. For a better understanding of health from a gender perspective, all of the above issues need to be put in this wider context.

2. Policy Aspects of Health

2.1 The percentage of the National budget allocated to the Ministry of Health budget

2.1 Economic reform in many countries has led to the rolling -back of the state from the provision of social services such as health. The impact of this has been detrimental to the health of poor women, men, girls and boys?

2.1.1. The percentage of the Ministry of Health (MOH) budget allocated to «pro poor» health services

Reading/Interpreting the data:

- Has the proportion of budget dedicated to health services to the poor changed? In what way?
- Over the last few years, has there been a cut in budget in health services for the poor?
- If so, what areas of the budget have been most drastically cut?
- Is there any indication if the budget takes into consideration the gender needs of poor women, men , girls and boys?

Additional questions for deeper interpretation of data:

- What are the existing pro-poor programmes?
- If there has been a cut in the health budget, to what extent has this impacted on free health services in term of quantity and quality?
- Have fees been introduced? How has this impacted on the health of poor women, men, girls and boys?
- Are there any pro-poor schemes in place for health insurance? Eg community schemes that target women and men working in the informal sector.
- Given the link between gender and health raised under section 1, has the cut in health budget affected women, men, girls and boys differently?



2.2 The percentage of MOH budget allocated to preventive, curative and reproductive health

2.2 This is a good indication of priorities given to different health sectors which may have important implications for the health of women, men, girls or boys.

Reading/Interpreting the data:

- Has the proportion of the budget given to each of these sectors changed over the years?
- What are the implications of this in terms of reaching the health needs of women, men, girls and boys?
- Are these different sectors disaggregated further into sub-sectors?

Additional questions for deeper interpretation of data:

- Is the budget allocation sensitive to the different health needs of women, men, girls and boys?
- Does the budget allocated to reproductive health target only women or also men? (eg when it comes to family planning).

2.3 The percentage of MOH budget allocated to gender issues in health

2.3 If such a budget allocation exists, the amount but also the way it is allocated is an indication of the level of political commitment to gender equality.

Reading/Interpreting the data:

- If it exists, how and on what is the budget on gender allocated?
- Is it sectoral (eg targeting reproductive health only), or cross sectoral (eg mainstreams in all aspects of health provision)?

Additional questions for deeper interpretation of data:

- Are gender concerns examined in all sectors?
- Is there a realisation of the link between gender and health?
- How is this manifested at the policy level?
- Is women's health considered mainly as a means to achieve the well being of children or is women's health also considered as a priority in its own right?
- Is the existing Family Planning policy pro choice, anti natal or pro natal?

2.4 The percentage of the MOH budget allocated to HIV and AIDS

- Are women’s reproductive needs considered pre and post their reproductive years?
- Is gender-based violence addressed at policy level?
- Are men considered equally responsible as women concerning contraception, sexually transmitted diseases and their children’s health and wellbeing?

2.4 This a good indication of level of recognition of and political commitment to address the disease.

Reading/Interpreting the data:

- Is there a budget allocated to the prevention of HIV/AIDS? Does it indicate targeting both women, men, girls and boys?
- Is there a budget allocated to the provision of services to poor women and men who have contracted HIV/AIDS?

Additional questions for deeper interpretation of data:

- Does the budget allocation indicate recognition of the vulnerability of women to the virus?
- Is there a budget allocated to female and male sex workers?
- Is the issue around private intellectual property and the production of affordable treatment achieved/sought after? (SDC brochure p. 4)

2.5 The percentage of the national government allocated to water and sanitation programmes

2.5 Given the high correlation between water born diseases among women, men, girls and boys and the provision of water and sanitation, priority given to water and sanitation is crucial. An additional health problem is back problems suffered mostly by women and girls who are generally in charge of fetching and carrying water, making the location of water taps in or close to homes important.

Reading/Interpreting the data:

- Have the conditions of water and sanitation improved both in urban and rural areas over the past ten years?



3. Organisational Aspects of Health

3.1 Percentage of male to female doctors and health practitioners working in the different health services

3.1.1 Percentage of female and male health practitioners working in the area of reproductive health

- What is the most important source/s of budgets for water and sanitation? Is it sustainable?

Additional questions for deeper interpretation of data:

(See Matrix on Poverty)

3.1 Many women seeking medical help would like to have the choice to be treated by women practitioners. This is especially the case in societies where strong sex segregation prevails. In the latter, society might prohibit women to be seen by male doctors. This is especially so when it relates to women's reproductive health. The same might apply to men and reproductive health – they might also like to have the choice to have access to male practitioners.

Reading/Interpreting the data:

- Is the data on female and male practitioners disaggregated for both private and public services?
- Does the data include all health practitioners including «traditional» and «alternative» practitioners (eg traditional midwives).

Additional questions for deeper interpretation of data:

- Are there equal opportunity regulations in place at the level of recruitment, training and promotion of both women and men?
- Are there enough women health practitioners to meet the needs of women who do prefer to be treated by women?
- Are there mechanisms in place to verify that women might prefer to be attended to by women and men by men, especially in the area of reproductive health?
- Can they actually choose?

3.2 Percentage of women and men working at decision making levels in the health sector

3.2 As is the case in other sectors, the decision making positions in the health sector is often dominated by men.

Reading/Interpreting the data:

- What is the proportion of women to men at the level of policy and planning in the health sector?
- Is there a difference in terms of where they are located?
Eg in preventive/curative/primary health care departments?
- Has this changed over the years? In what way?

Additional questions for deeper interpretation of data:

- Are there mechanisms in place supporting women to reach decision making positions?
- Besides for equal opportunities, does having women in decision making positions help in attaining more gender sensitive health policies and programmes?

3.3 Percentage of the MOH budget dedicated to training health service staff

3.3 This relates both to attaining gender equality in the work place and depending on the training, achieving pro-poor, gender aware health services.

Reading/Interpreting the data:

- Do female and male staff receive the same opportunities for training in all areas of the health services?
- Do male and female staff have equal access to training at all levels including national and international training?
- Are there disparities in terms of length, subject etc of training?
- Does this have implications for promotion, equal pay?

Additional questions for deeper interpretation of data:

- Does the training include skills in dealing with poor women and girls, men and boys, and how to better meet their needs? Is an appreciation of gender issues included in the training?



3.4 Percentage of the health budget dedicated to structures and mechanisms for gender mainstreaming in the health sector

- Are male and female staff trained to depict and deal with cases of domestic violence and sexual abuse?
- Are there mechanisms for reporting domestic violence and sexual abuse?
- Do community-based midwives and other «traditional» birth attendants receive regular training? Is their work supervised and monitored?

3.4 In most contexts, there are gender units and/or gender focal points in sectoral ministries. Examining their role is important in assessing the extent to which gender disparities are or have potential to be addressed.

Reading/Interpreting the data:

- Is there a clear budget line dedicated for gender issues?
- Is gender mainstreamed in the whole budget?

Additional questions for deeper qualitative interpretation of data:

- Are there such structures in place?
- Where are they placed?
- What are the functions of these structures? What are their roles and responsibilities?
- How are they mostly staffed? Junior/senior staff? Women/men?
- How effective are they?
- Do they have a monitoring and evaluation function?
- Are they involved in putting in place gender sensitive indicators for health?

3.5 Percentage of the budget dedicated to monitoring and evaluation of the health system

3.5 Setting up gender sensitive monitoring and evaluation systems for health is a key entry point for mainstreaming gender in health

Reading/Interpreting the data:

- Is priority given to monitoring and evaluation?
- Is there an indication that part of the budget is dedicated to taking on gender concerns in monitoring and evaluation?

4. Programming and Implementation Aspects of Health

4.1 Percentage of the health budget dedicated to mainstreaming gender in health programmes and projects

4.1 This is a key indicator for assessing access by women, men, girls and boys to health services at the level of programmes and projects.

Additional questions for deeper interpretation of data:

- Are gender concerns integrated in the monitoring and evaluation of the performance of health providers?
- Are gender concerns integrated in the monitoring of the health of men, women, girls and boys?
- Is the data disaggregated by sex?
- Are there mechanism in place to monitor the performance of «traditional» health practitioners?

Reading/Interpreting the data:

- In the way that health programmes and projects are implemented, are gender concerns mainstreamed in health provision or are there separate women programmes and projects? Eg only in the area of reproductive health, health education and fertility control?

Additional questions for deeper interpretation of data:

- What are the main gender issues that are identified and addressed by health programmes and projects?
- Is there a recognition by female and male health providers of the different health interests and needs of women, men, girls and boys? (as identified under section 1 of this matrix).
- Is there national level research programmes/projects on gender and health? What are the main priority areas that it focuses on?
- Is there research on gender and mental health? What issues does it deal with?



4.2 Access to Primary Health Care

- 4.2.1 Percentage of girls and boys who attend primary health clinics
- 4.2.2 Percentage of girls and boys whose growth is monitored in health clinics
- 4.2.3 Percentage of girls and boys who receive immunisation
- 4.2.4 Percentage of girls and boys who receive curative health services

- Are there programmes targeting gender-based violence? What are they? How effective are they?

4.2 With the cutting back of the health budget in many countries, has this affected the provision of free primary health care?

Reading/Interpreting the data:

- Has there been a positive or negative change over the last decade?
- Do the figures show any kind of discrimination between girls and boys? In which areas?

Additional questions for deeper interpretation of data:

- Do health users pay fees for these services (formally or informally)? Are there cost recovery systems in place? Cost sharing? Tax exemption systems? What are the implications for the health of different family members?
- Has this changed over the years?
- Do mothers/fathers have to travel far to reach primary health facilities? What is the cost in time and money? What is the government doing about this?
- Are there national level campaigns on immunisation and health provision for girls and boys?
- Does the «culture» of these clinics allow for fathers to accompany their children?
- Do health providers actively encourage mothers/fathers to bring their daughters for immunisation and monitoring?
- Are mothers or also fathers targeted for health education?
- Do health providers give preferential treatment to boys versus girls?
- Where it exists are they aware of the possible prevalence of male preference in their societies? Are they aware of the health repercussions of this? What do they do about it?

4.3 Reproductive Health Programmes

- 4.3.1 Percentage of pregnant women who have access to prenatal and post natal medical services
- 4.3.2 Percentage of births attended by skilled health personnel
- 4.3.3 Percentage of women and men who have access to Family Planning Programmes

4.3 It is predominantly women in their reproductive years that are targeted by these programmes

Reading/Interpreting the data:

- Is data available on men?

Additional questions for deeper interpretation of data:

- How available and accessible are prenatal and post natal medical services?
- Are they affordable to poor women and men?
- Are they accessible to men and boys?
- Are they accessible to women of all ages? Young girls and menopausal women?
- What is the prevalence of birth attended by «traditional» birth attendants? How safe are they?
- Are there programmes that provide health and sex education as well as counselling and advice in these areas? Do they target both women and men? Of all ages?
- What are the most common contraceptive methods promoted by health providers? Are they accessible and affordable to poor women and men of all ages?
- Are there specific sex education programmes that target adolescent girls and boys?

4.4 Curative health services

- 4.4.1 The percentage of women and men who seek to treatment in clinics and hospitals
- 4.4.2 Percentage of women and men who receive treatment within the nationally set waiting time for different ailments
- 4.4.3 Percentage of women and men who have access to services dealing with sexually transmitted diseases including HIV/AIDS

4.4 This is one of the areas of the health service that has suffered most from budget cuts in the health service.

Reading/Interpreting the data:

- How has access to health services changed over the years?

Additional questions for deeper interpretation of data:

- Do women and men have to pay for getting treatment? Formally or informally?
- Do they have to pay for medication and operations? Formally or informally?
- What have been the implications on their health (see section 1)



4.5 The number of NGOs and CBOs who are involved in the implementation of poverty reduction programmes and projects

4.5 Besides for government health programmes, it is important to assess the extent to which civil society organisations are providing Health programmes

Reading/Interpreting the data:

- Is there a significant number of NGOs and CBOs involved in the provision of health services for the poor?

Additional questions for deeper interpretation of data

- What kind of programmes exist? Who do they target mostly (eg women, children?)
- Are they gender aware in their delivery?
- How effective are they in supplementing state health provision to the poor?
- What is the main underpinning ideological agenda of these organisations? Are they religious? If so how does this affect their position towards gender relations? What implications are there for example for reproductive choices?

ⁱ Quantitative data can be obtained from international sources (eg WHO, UNAIDS, UNICEF) or from national census or surveys.

ⁱⁱ This information could be obtained from national, regional or local level research. The best source of reliable research can be found in academic institutions and some NGOs. Local partners could also be helpful in identifying reliable sources of information as well as directly help interpret some of the findings of both existing quantitative and qualitative research.

ⁱⁱⁱ See UNAIDS, WHO, UNICEF data.

^{iv} Data is not always available on this issue.

^v GWH/WHO (2004), «Proposal for Additional and Alternative Indicators on Health and Gender in MDG3», WHO, p. 1

^{vi} See the work of Suzie Olbach

^{vii} SDC, (2003), «SDC Health Policy: 2003-2010» pp. 5-6.

^{viii} Federal Ministry for Economic Cooperation, GTZ and UNIFEM (2004) «Pathway to Gender Equality», p. 28

^{ix} SDC, (2003), «SDC Health Policy: 2003-2010» p. 5.

^x Federal Ministry for Economic Cooperation, GTZ and UNIFEM (2004) «Pathway to Gender Equality», p. 30

^{xi} SDC, (2003), «SDC Health Policy: 2003-2010», p. 4.

^{xii} Ibid, p. 4

^{xiii} WHO (2002), «Gender Disparities in Mental Health», Department of Mental Health and Substance Dependence, p. 2

^{xiv} Ibid, p. 2

^{xv} SDC, (2003), «SDC Health Policy: 2003-2010», p. 6

^{xvi} WHO, UNICEF



QUANTITATIVE DATA^I

1. Citizenship experience of Education

- 1.1 Proportion of girls and boys in education to the total number of girls and boys among the population at school age
- 1.2 Proportion of girls to boys enrolled in all levels of education (Primary, intermediary, secondary, tertiary)
- 1.3 Number of drop outs by sex for each year within each level
- 1.4 Completion rates and results by sex

INTERPRETATION OF DATA AND ADDITIONAL QUESTIONS FOR QUALITATIVE INTERPRETATION^{II}

1.1 → 1.4

This data gives an indication of the percentage of girls and boys who are excluded from education, and the implications of this in terms of life opportunities. It is crucial here to ask for the reasons for such exclusion. Examining the proportion of girls and boys at each level of education gives us an idea of gender disparities at the national and regional levels. A more informative analysis examines such disparities across levels of education. This gives an indication of at what stage in school and where (rural, urban areas etc.) the disparities between girls and boys start and the increase or decrease of these disparities as girls and boys advance in education.

Reading/Interpreting the data:

- Is the data disaggregated by sex?
- Has there been an improvement or deterioration in access to education by girls and boys?

Additional questions for deeper qualitative interpretation of data:

- What are the existing cultural, social and economic pressures that might play a role in gender disparities in education?

Examples of Information needed to answer these questions are as follows: (see also 2., policy aspects of education).

- Cost of education (fees, uniform, books etc)
- Availability, safety and cost of transport
- Cultural aspects, such as purdha, early marriage, teenage pregnancy; different value given to education for boys and for girls.
- Gender division of labour (eg girls needed for their reproductive role and/or productive role and boys for their productive role). The contribution that girls and



1.5 Literacy rates among women and men

boys make to the household in both direct (eg income) or indirect (time given to adults to bring in income).

- Who decides the enrolment and/or withdrawal from education? (eg mothers, fathers?) who sets the priorities? Who is «sacrificed» (boys girls)?
- Do girls have as much time as boys to give to their studies? (eg are girls given more household responsibilities?)
- Are there parallel informal education programmes? Do both girls and boys have access to them?

1.5 Literacy rate among adult women and men is important to examine for many reasons most important of which here is the impact that the literacy of fathers and mothers might have on the prospects of their daughters' and sons' education.

Reading/Interpreting the data:

- How is literacy defined?
- Does the definition include the possibility for literacy acquired through informal education?
- Is the data disaggregated by sex, age and region?
- Has literacy rate for women and/or men changed/improved over time?

Additional questions for deeper (qualitative) interpretation of data:

Research has shown that there is a positive correlation between literate parents, especially mothers, and the schooling of their sons and especially their daughters. The reason why such correlation exists is debatable. Examples of questions that could be asked here are:

- Is there such a correlation in the context under study? (see 1.1– 4)
- If this is the case, what is the attitude of male and female adults toward adult literacy programmes?
- How do men view the participation of their female partners in literacy programmes?
- What other conditions could influence mothers and fathers to support their daughters' and sons' education?



1.6 Unemployment rates among women and men

1.6 Given the link between the unemployment of adults and children's education, this statistic can often be significant in explaining girls and/or boys dropping out of education. Where adult unemployment is high, girls and/or boys are often pulled out of school, either to cut down on cost of education, to contribute to household income, and/or to do domestic tasks (see 1.1 – 1.3)ⁱⁱⁱ.

1.7 Poverty level

1.7 As shown by research, girls from households below poverty line suffer more from lack of schooling than others (see for e.g. UNICEF report «The State of the World Children 2004»).

Reading/Interpreting the data:

- How is the poverty line measured?
- Is the poverty measurement based on the individual or the household? In case of the former is the data disaggregated by sex? In case of the latter does the measurement take account of different household compositions in terms of size and in terms of age and sex? (see the poverty matrix)

Additional questions for deeper qualitative interpretation of data:

In poor households, whenever economic shocks occur, sons and/or daughters might be taken out of school. The choice depends on many conditions including the wider economic market, culture and security. On this basis, the measurement of poverty by a poverty line is inadequate. Therefore, there is a need to resort to other indicators for poverty, in this case in, as far as it has a negative impact on education, such as:

- Size and quality of housing and the extent it provides an adequate space for studying.
- Access to infrastructure, eg electricity for studying
- Access and affordability to use transport, to get to and from school.
- Availability of income to cover all education costs (as shown above).





1.8 Girls and boys under the age of 18 engaged in employment (full or part-time)

1.8 This is another key indicator for understanding the root causes for girls and boys dropping out of education and therefore helps to better target programmes.

1.9 Number of orphans by age and sex (if available)

1.9 Given the probability of orphans attending school is lower than for other children, it is important to examine this issue closely. This is particularly pertinent in contexts of conflict or post conflict and/or where there is a high percentage of HIV/AIDS sufferers and large numbers of children heads of households (often the eldest daughter).

1.10 Number of activist groups advocating for popular education, alphabetisation, and gender equality in education

1.10.1 It is an indication as to the extent to which civil society groups are engaged in advocacy around issues of gender and education.

Reading/Interpreting the data:

- Who are they?
- What issues are they concerned with?

Additional questions for deeper qualitative interpretation of data:

- To what extent are they able to influence policy makers?
- Who are they targeting? Policy makers? The Media? Politicians? Religious groups? Fathers/mothers?
- It is also important to identify whether there are groups that are obstructing the work around gender equality in education
- Are there civil society structures (eg religious) who work against the principle of girls' education. What is their message? What is their impact?

2. Policy Aspects of Education

2.1 The percentage of the national budget devoted to education by level

2.1 This is an indication of the value given to education as compared to other sectors.



2.2 The percentage of the education budget devoted to combating gender disparities

- 2.2.1 The percentage of the education budget for girls versus boys schools
- 2.2.2 The percentage of school bursaries given to girls in comparison to boys

2.2 It is important here to identify key policies that give an indication about commitment to gender equality in education at the national level

Reading/Interpreting the data:

- Does the constitution acknowledge equal rights of girls/women to those of boys/men?
- Does the education policy include commitments for dealing with gender disparities?
- Has the government of the country under study sign CEDAW, the Beijing Platform for Action etc?
- Is the education budget «gendered»?
- Is there a policy and dedicated budget for the promotion of girl's education?

Additional questions for deeper qualitative interpretation of data:

- Does this policy take into account the specific situation of girls and boys from poor households (or from population discriminated against because of their ethnicity or religion), who suffer from multiple sources of discrimination?
- Does the policy take into account key issues around accessibility to school by boys but especially girls (safe transport, distance to school, security outside and inside school etc)?
- Is the education policy related to other polities (eg is health education around HIV/AIDS addressed)? How sensitive is it to gender issues?
- Do other policies (eg gender policy, ICT policy) have inputs into dealing with gender disparities in education?
- Does education policy consider the importance of context? For example does it aim to deal with skills relevant to a rural versus an urban context for both girls and boys?
- Does it include teaching in the mother tongue or in a local language understood by children? (this is a factor impacting on enrolment and achievement of all children but even more so on girls, who might be less exposed to languages spoken outside the household)
- Does the education policy recognise and address working girls and boys from poor households?



2.3 Proportion of the education budget devoted to literacy and popular education

2.3 This is an indication of the value given to literacy programmes and popular education in comparison to formal education. The former programmes are of particular importance to women in countries where illiteracy is high and where there is a large discrepancy between male and female illiteracy and in countries where many local languages are spoken.

Most of the questions under 2.1 & 2.2 apply here.

3. Organisational Aspects of Education

3.1 Percentage of budget dedicated to teacher training by sex

3.1 The extent to which male and female teachers are targeted is an indication of both the degree to which equal opportunities principles are in place and practiced, as well as the impact of training in building capacity of male and female staff.

3.1.1 Percentage of male and female teachers trained every year at national, regional and international level

Reading/Interpreting the data:

- Are there disparities in terms of length, subject etc of training?
- Do male and female staff have equal access to training at all levels including national and international training?
- Does this have implications for promotion, equal pay?

Additional questions for deeper qualitative interpretation of data:

- What is the impact of this on the quality of delivery for female in comparison to male teachers?
- What is the impact of this in terms of role models for girls and boys?

3.2 Percentage of training budget dedicated to building capacity related to gender and education

3.2 This is an indications of the extent to which women and men staff (Ministry staff including planners, administrative and teaching staff) get access to training in gender and education (same as above).



- 3.2.1 Percentage of male and female education staff trained in gender and education every year in national, regional and international courses
- 3.2.3 Percentage of male and female teachers trained every year as managers

3.3 Percentage of education budget dedicated to structures and mechanisms for gender mainstreaming in the education sector

3.3 In most contexts, there are gender units and/or gender focal points in sectoral ministries. Examining their role is important in assessing the extent to which gender disparities are or have potential to be addressed.

Reading/Interpreting the data:

- Are there structures in place that are responsible for gender mainstreaming? What are they? What are their functions?

Additional questions for deeper qualitative interpretation of data:

- Do the monitoring and evaluation systems take account of gender? Are indicators sensitive to gender issues?
- Has there been efforts/programmes to «genderise» curriculum development? With what results?

4. Programming and Implementation Aspects of Education

4.1 Number of co-ed schools available. Number of boy only/girl only schools

4.1 This is of particular importance in countries where there is an issue around sex segregation, but also more generally in that research has shown the significance of the link between co-ed/single sex schools and girls and boys achievements.



4.2 Number of male and female «deliverers» of education

- 4.2.1 Male and female teachers and schools heads (see 4.2.3 below) at each level of education
- 4.2.2 Female and male teachers in science versus arts subjects
- 4.2.3 Female and male principals and senior teaching staff at each level of education

Reading/Interpreting the data:

- What is the proportion of co-ed versus boy only/girls only schools?
- Are there more boy only/girl only schools in secondary as compared to primary schools?

Additional questions for deeper qualitative interpretation of data:

Key questions concerning the quality of the delivery of education are important in order to reach a better interpretation of data. In some context where sex segregation is a pre-condition for sending girls to school, availability of the equal number of girls' and boys' schools are very important.

- To what extent is this relevant to a particular context?
- Is this recognised as an issue by the providers of education?
- Do co-ed schools cater for the needs of both girls and boys (eg separate toilet facilities, special sports facilities for both girls and boys)?
- Is the curriculum sensitive to the needs of both girls and boys? does it perpetuate or challenge gender stereotypes?
- Is the pedagogic style gender sensitive?
- Do girls and boys have equal access to resources (eg ICT)
- Are there mechanisms in place to safeguard against the sexual harassment of girls (eg from their male teachers)

4.2 In some cultures the sex of teachers and their pupils is important. The sex of teachers is also key in providing role models.

Reading/Interpreting the data:

- What is the proportion of female to male teachers at each level of education?
- Are there enough female teaching staff for girls-only schools (where relevant)?
- Is there salary differentials between female and male staff ?

Additional questions for deeper qualitative interpretation of data:

- Are there provisions in place for female teachers (eg residence in rural areas)?



4.3 Number of girls and boys targeted through special programmes addressing gender disparities

4.3 In some contexts special programmes have been put in place to help bridge the gender gap (eg providing free meals in girls' schools; or the revision of the curriculum from a gender perspective, or encouraging girls to choose science subjects, or targeting fathers and mothers to sensitise them to value girls' education).

- What kind of programmes are in place?
- What have been the impact of such programmes?

4.4 Number of civil society organisations providing gender and education programmes and projects

4.4 Besides for government education programmes, it is important to assess the extent to which civil society organisations are providing education programmes

- What kind of programmes exist? To what extent do they target gender issues?

- Do female teachers tend to be the majority in primary schools and in arts subjects? What impact does this have on girls and boys and their choices?
- What are the implications of having a good representation of male and female teachers and principals in terms of leadership and/or to being a role model?

¹ Quantitative data can be obtained from international sources (eg UNDP, UNICEF) or from national census or surveys.

² This information could be obtained from national, regional or local level research. The best source of reliable research can be found in academic institutions and some NGOs. Local partners could also be helpful in identifying reliable sources of information as well as directly help interpret some of the findings of both existing quantitative and qualitative research.

³ Due to the unreliability of census on measuring unemployment, qualitative and/or small scale quantitative research would be of particular use here.

