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Republika Kosova - Republic of Kosovo

Qeveria - Vlada - Government

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AGJENSIA PËR BARAZI GJINORE / AGENCIJA ZA RAVNOPRAVNOST POLOVA / AGENCY FOR GENDER EQUALITY

GENDER EQUALITY IMPACT ASSESSMENT MANUAL



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This manual is designed in support to the initiative of the Agency of Gender Equality and in direct implementation of Project “Institutional Strengthening of Kosovo Agency for Gender Equality and Gender Mechanisms”, funded by the Government of Sweden, the Agency for International Development and Cooperation Sida Funded implemented by the Consortium: Niras & CPM International



NIRAS

CPM
COOPERATIVE & PUBLIC MANAGEMENT INTERNATIONAL

CONTENTS

Abbreviations.....	5
Glossary	7
About This Manual	9
Chapter 1: Introduction	11
What is G(E)IA?	12
Why should policymakers use G(E)IA?.....	17
International legal frameworks and commitments	19
National regulatory and legal frameworks	22
G(E)IA within the context of RIA in Kosovo.....	23
Reference to the Manual for Developing Concept Documents.....	25
Chapter 2: Main Features of G(E)IA Tool.....	28
Step-by-step guide	28
Three stages and five steps of GIA.....	28
Stage I. Gender Relevance Assessment	29
Step 1 Definition of policy purpose.....	29
Step 2 Gender Relevance Assessment.....	33
Stage II. Gender Impact Assessment	37
Step 3 Gender Sensitive Analysis	38
Step 4 Weighing the Gender Impact.....	45
Stage III. Gender E/Quality Impact Assessment	55
Step 5 Findings and proposal	55
Chapter 3: How G(E)IA Feeds into the Concept Document and Other Impact Assessments.....	60
Combination with other methods	60
Types of data needed.....	61
Format(s) of the G(E)IA document.....	65
Annexes	68
Annex 1. G(E)IA Tools, Tables and Templates	68
I. Gender Relevance Assessment.....	68
Step 1 Definition of policy purpose.....	68
Step 2 Checking gender relevance	71

II. Gender Impact Assessment	73
Step 3 Gender sensitive analysis.....	73
Step 4 Weighing the gender impact	77
III. Gender Quality Assessment	84
Step 5 Findings and proposal	84
Annex 2. References	86
Training manuals.....	86
GIA implementation documents and reports.....	88
Annex 3. Training Module	90
Gender Impact Assessment/Analysis Manual, Concepts and Practice Training	90
Program – Day Two.....	96
I. Gender Relevance Assessment Form (use the table for this step provided in the Annex of the GIA Kosovo Manual)	98
Step 2 Checking gender relevance (use the table for this step provided in the Annex of the GIA Kosovo Manual)	98
II. Gender Impact Assessment (use the table for this step provided in the Annex of the GIA Kosovo Manual)	98
Step 3 Gender sensitive analysis.....	98
Step 4 Weighing the gender impact (use the table for this step provided in the Annex of the GIA Kosovo Manual)	98
III. Gender Quality Assessment, Step 5 Findings and proposal-5A Recommendations and outcomes..	99
Annex 4. Example of Gender Impact Analysis	100

ABBREVIATIONS

AGE	Agency for Gender Equality
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women (<i>adopted by the United Nations in 1967</i>)
COM (96)	Communication on Mainstreaming (<i>adopted by the European Commission in February 1996</i>)
DAC	Development Assistance Committee (<i>within the OECD</i>)
EIGE	European Institute of Gender Equality (<i>established by the European Parliament in 2006</i>)
G(E)IA	Gender (Equality) Impact Assessment
GEOs	Gender Equality Objectives
KPGE	Kosovo Program for Gender Equality
LGE	Law on Gender Equality
OECD	Organisation for Economic Co-operation and Development
RIA	Regulatory Impact Assessment
WID	Women in Development (<i>special division established by The United Nations Development Program (UNDP) in the late 60s</i>)

GLOSSARY

Sex, gender, gender equity, equality and gender integration are terms that have become common in global discourse regarding gender mainstreaming. However, there continues to be much confusion and debate surrounding their meanings. In different contexts and at different times each may represent different ideological stances and may be used to identify a variety of practices. Thus, it is important at the outset of this manual to establish a common understanding of concepts related to gender mainstreaming from which we can proceed with an in-depth and practical discussion. The following definitions are sourced from international agreements and documents and are simply presented to provide clarity and to facilitate the use of the manual without getting mired in theoretical and sometimes abstract debates.

Gender and sex — *Gender is a socially constructed definition of women and men. It is the social design of a biological sex, determined by the conception of tasks, functions and roles attributed to women and men in society and in public and private life. It is a culture-specific definition of femininity and masculinity and therefore varies in time and space (Council of Europe 1998). Gender is not a synonym for sex or for women.*

Sex — *identifies the biological differences between women and men and is genetically determined. Only a very small proportion of the differences in roles assigned to men and women can be attributed to biological or physical differences based on sex. For example, pregnancy, childbirth and differences in physiology can be attributed to sex-related characteristics.*

Gender relations — *These are the social relations between women and men. They are concerned with the distribution of power between the sexes. They define the way in which responsibilities and social expectations are allocated, and the way in which each is given a value. Gender relations vary according to time and place, and between different groups of people. That is, they vary according to other social relations such as class, race, ethnicity, disability, age and culture. A gender relations approach to policy means attending to the ways in which interactions between women and men, and the circumstances under which they interact, are relevant to the existing or proposed policy. In this view gender is a process rather than a characteristic of a person. We do not have gender; we do gender.*

Gender equality — *means an equal visibility, empowerment and participation of both sexes in all spheres of public and private life (Council of Europe 1998). This understanding of equality moves us past a simple equal treatment approach, which establishes men and their conditions as the norm. It is important to acknowledge, for example, that Aboriginal women's concerns regarding equity are most often not driven by the desire for equality with men, but by community based issues and fundamental human rights.*

Gender equity — *is the outcome of being fair to women and men. This necessitates addressing and redressing factors that contribute to women's subordination. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity can be understood as the means, where equality is the end. Equity leads to equality.*

Gender Analysis — is a process to assess the differential impact of proposed or existing policies, programmes, projects and legislation on men and women. Gender analysis recognizes that the realities of men's and women's lives are different, and that equal opportunity does not necessarily mean equal results.

Systemic Discrimination — is caused by policies and practices that are built into systems and that have the effect of excluding women and minorities. Although it may not exclude all members of a group, it will have a more serious effect on one group than on others.

Gender Responsiveness — entails consistent and systematic attention to the differences between women and men in society with a view to addressing structural constraints to gender equality.

Women-specific approach — refers to initiatives that target women or girls exclusively. These initiatives tend to have an explicit objective to meet practical or strategic needs of women that are not always addressed through the integrated approach. Such activities are often valuable development investments, especially where they are catalytic, innovative or strategic, or where they remedy a particularly urgent gender inequity. They are justified as being necessary to overcome gender-blindness that has in the past excluded women from the benefits of development.

Gender and cultural analysis – broadens the 'gender based' framework to include and reflect the multidimensional experiences of women in different social and economic strata, and of women from culturally and linguistically diverse backgrounds. All discussions about equality, equity or disadvantage must be inclusive of discussions about diversity and human rights (Harris, 1990 & Ma Rhee, 2000).

Gender-neutral analysis — assumes that policies/programs/projects affect all people in the same way, or that a policy/program/project has a neutral impact on people. Gender-neutral analysis does not result in equitable outcomes for women and men. If you adopt a gender-neutral approach, you will unintentionally perpetuate existing inequities in the lives of men and women.

Gendered organisation of work — This refers to the ways in which women in our society have primary responsibility for tasks performed in the domestic realm, the care and nurturance of children and of those who are dependent. By contrast, it is assumed that men are generally free to commit themselves full-time to labour outside the home. This unequal division of caring responsibilities often means that women are found working in particular sectors of the labour market, working part-time for example. The caring and nurturing roles that women hold is also reflected in the industry and occupational segregation of the workforce.

Diversity — The concept of diversity draws attention to the ways in which people cut across the categories of gender, race, disability, age, sexual orientation and class. Attending to diversity means drawing attention to intersections between/among these categories where these intersections are relevant to the policy under consideration. Because gender is understood in G(E)IA as a process, it is important to examine the impact of gendered assumptions on the creation of hierarchical relations beyond those between 'men' and 'women' (see gender relations definition above).

ABOUT THIS MANUAL

This manual is made up of the following chapters:

1. The Introduction (first chapter) briefly introduces the concept of G(E)IA and highlights the key internal and external legislative and regulative frameworks governing the implementation of G(E)IA in general and in Kosovo. This chapter highlights the G(E)IA process within the context of the overall Regulatory Impact Assessment process in Kosovo and points to key benefits of using this tool for improved and informed policy making.
2. The second chapter explains the standard methodological approaches of G(E)IA and provides the end user with detailed information on various types of gender analysis and on different steps of G(E)IA.
3. The third chapter provides policymakers with the overview of the general model of G(E)IA, including the stages of implementation, practical examples and templates, as well as examples of the best practices from the EU countries.

Annex to this manual list some of the tools, techniques and templates available to G(E)IA and used globally, which policymakers in Kosovo can adapt and utilise for implementation of G(E)IA in various sectors.

CHAPTER 1: INTRODUCTION

This manual on Gender (Equality) Impact Assessment (hereinafter referred to as G(E)IA) and its implementation has been designed - as a complementary guide for the public servants undertaking G(E)IA as part of the Regulatory Impact Assessment process - to aid policymakers and implementers in Kosovo. The aim of this manual is to provide both theoretical and practical info on G(E)IA methodology and practical utilisation for public servants in Kosovo in order to enable them to gain a better understanding of techniques, to help them address the inequalities that exist between women and men, girls and boys in various policy areas within the various strata of Kosovo's society and to come up with appropriate and practical strategies to tackle them.

Whilst the manual is aimed at increasing awareness of gender inequalities amongst policymakers it also presents them with specific approaches, methodologies and tools which can be utilised to ensure reduced gender bias affecting the actions of individuals and working of institutions. The manual takes into consideration the best international practices and includes examples from different sectors. Also, in designing checklists and tables for Kosovo policymakers to use, the manual takes account of the experiences of those governments regionally and globally who have carried out equality impact assessments.

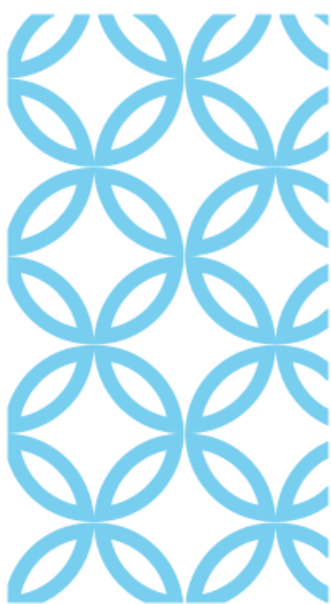
This manual is designed to assist public servants, administrators and other actors who are involved in the planning, implementation, monitoring and evaluation of any policy, activity or programme and should serve as a reference point to empower policymakers to carry out a gender equality impact assessment of all policies, programmes and activities to ensure that prior to their implementation, a thorough analysis is conducted on the potential effects on both women and men, girls and boys respectively. The content is designed to provide the end user with the necessary knowledge and tools to ensure that policies, activities, programmes or measures are gender sensitive and thus provide a context for policymakers to also develop future planning in gender mainstreaming.

The manual outlines the most common stages of public policy development, with the aim of helping policymakers build G(E)IAs into their own policy making and review systems, whatever the size of the organisation. It therefore allows different organisations and institutions to adapt these stages to their own context by providing methods that can be built into a range of policy developments and review processes for both new and existing policies. It explicitly covers the legal requirements of the gender mainstreaming and equality. Within it, however, wider aspects of issues associated to the equality (race, age, disability, socio-economic status, religious beliefs, etc.) are covered as well. Thus, the manual uses Gender Equality Impact Assessment when the wider definition is more appropriate and when it is intended for policymakers to think about the impact of the policies outside of the usual "women's/girl's issues" context of proposed policies, programmes and measures.

Finally, this manual is intended to be used as one of the core tools guiding Kosovo public administration in implementing and complying with the Strategy for Better Regulations. Its application, within the

context of implementing the overall Regulatory Impact Analysis (RIA)¹, contributes to gender mainstreaming as it is one of the RIA tools that should be applied simultaneously whenever a new regulatory framework is being proposed, drafted, evaluated, etc. The G(E)IA tool, utilised within the RIA, safeguards and promotes gender equality by redirecting policies, activities, programmes and projects with the intention of analysing and addressing the diverse factors of gender discrimination and exclusion. This tool aims also at promoting a system of accountability and effectiveness by means of assessing the impact on gender throughout the implementation, monitoring and evaluation of any legislation, policy, activity, programme or project.

What is G(E)IA?



The European Commission defines gender impact assessment as follows: *“Gender impact assessment is the process of comparing and assessing, according to gender relevant criteria, the current situation and trend with the expected development resulting from the introduction of the proposed policy”, and “Gender impact assessment is the estimation of the different effects (positive, negative or neutral) of any policy or activity implemented to specific items in terms of gender equality.”*

Gender equality impact assessment has been defined as an *ex ante* evaluation, analysis or assessment of a law, policy or programme that makes it possible to identify, in a preventative way, the likelihood of a given decision having negative consequences on the state of equality between women and men².

G(E)IA involves a two-pronged approach: looking at the current gender-related position in relation to the policy under consideration as well as assessing the projected impacts on women and men after the policy has been implemented. It allows for the screening of a given policy proposal, to detect and assess its differential impact or effects on women and men, so that these imbalances can be redressed before the proposal is endorsed. An analysis from a gender perspective helps to see whether the needs of women and men are equally considered and served by this proposal. It enables policymakers to develop

¹ The role of an RIA is to provide a detailed and systematic appraisal of the potential impacts of a new regulation in order to assess whether the regulation is likely to achieve the desired objectives. The need for RIA arises from the fact that a regulation has commonly numerous impacts and that these are often difficult to foresee without a detailed study and consultation with affected parties. Economic approaches to the issue of regulation also emphasize the high risk that regulatory costs may exceed benefits. From this perspective, the central purpose of RIA is to ensure that regulation will be welfare-enhancing from the societal viewpoint - that is, that benefits will exceed costs. RIA is generally conducted in a comparative context, with the different means of achieving the objective sought being analysed and the results compared.

² Based on the definition taken from the Gender equality impact assessment Toolkit published in 2016 by the European Institute for Gender Equality.

policies with an understanding of the socio-economic reality of women and men and it allows for policies to take (gender) differences into account. They can be used in the administration as well as by 'external actors', but in both cases they require a considerable amount of knowledge of gender issues. The advantage of this tool lies in the fact that it draws a very accurate picture of the effects of a given policy, strategy or plan. Certainly, gender equality impact assessment can be applied to legislation, policy plans, policy programmes, budgets, concrete actions, bills and reports or calls for research and it is not only meant to be applied to policy in the making, but also to existing policies.

The practice of implementing G(E)IA in different phases of the policy cycle is quite different from its use in the past, when it was often exclusively considered for the assessment of legislative acts. This was in fact a very narrow reading of the potential of G(E)IA. The scope of gender equality impact assessment is now wider. Broader use of gender equality impact assessment in Nordic countries demonstrated the usefulness of this tool for helping policymakers and public servants to analyse and foresee the gender impact of any important decision under consideration, which in turn helped improve and strengthen existing measures and inform decisions regarding budget allocation.

When can a G(E)IA be carried out?

Global and regional practices show that authorities can carry out a G(E)IA through the policy development process – at all five key stages of process:

Stage 1: Pre-policy development or policy review planning

Stage 2: Policy drafting and assessing impact

Stage 3: Putting in place monitoring, evaluation and review approaches

Stage 4: Signing off and publishing the policy

Stage 5: Monitoring and reviewing the action plan

It is clear that any policy, proposal and legal act that is deemed gender relevant should undergo a gender impact assessment. On the other hand, any proposal considered not relevant from a gender point of view should be accompanied by a supporting justification, explaining the reasons why gender is not relevant. Likewise, even if some regulations, policies or programmes are not subject to gender equality impact assessment, it does not mean that the policymakers and public servants in charge of drafting them, implementing them, monitoring them or evaluating them are exempted from the commitment of eliminating inequalities and promoting gender equality. In fact, they should ensure that in designing their policies and programmes they have taken into consideration the impact these regulations, policies or programmes will have on different groups in society, and therefore their diverse impact on women, men, girls and boys in all of those groups. Indeed G(E)IA is a tool that helps public authorities make sure that the policies they create, and the ways they carry out their functions, do what they are intended to do and for everybody.

As a matter of fact, none of the policies, legislations and programmes are gender neutral, and therefore, the application of gender equality impact assessment should be included in all policy frameworks at all levels, in all socio-economic sectors and sub sectors from agriculture and food security to art,

education, social protection, health, etc. In the areas of public sector management³, the application of the G(E)IA should be considered *de rigueur*. Although there are some policies where gender (or disability, age, ethnic belonging) play(s) a central role, there are other policies where that relevance is less obvious. As a result, these are sometimes labelled gender-neutral/non-discriminatory (for example: health and safety and regional or town planning). If policies are mistakenly perceived as gender-neutral and are therefore considered as affecting people as a homogeneous group, opportunities will be missed to include the views of different groups of women and men in the policy making and delivery and, in turn, to miscalculate the different effects on each group as well as on the systems and organisations that support them.

Simply, in the wider context of public finance management and good governance, G(E)IA is a tool to be used in evidence-based policy making and therefore should be an integral part of good decision making by an organisation. It can assist public authorities in fully understanding the relevance and effect of policies and in identifying the most proportionate and effective responses⁴. In the light of ever-present budgetary reductions in public spending, where the institutions must make difficult financial decisions, G(E)IA can be utilized as a key tool to ensure that those policies and budgetary decisions are made based on evidence and take into consideration the needs of all members of society.

³ Economic management, Public fiscal management and public expenditure, Public administration, Decentralization, Law and judiciary, Democratization (election reform), European integration, etc.

⁴ The delivery of public services depends on an understanding of the different communities to be served, taking diverse needs into account.

NOTE TO FILE

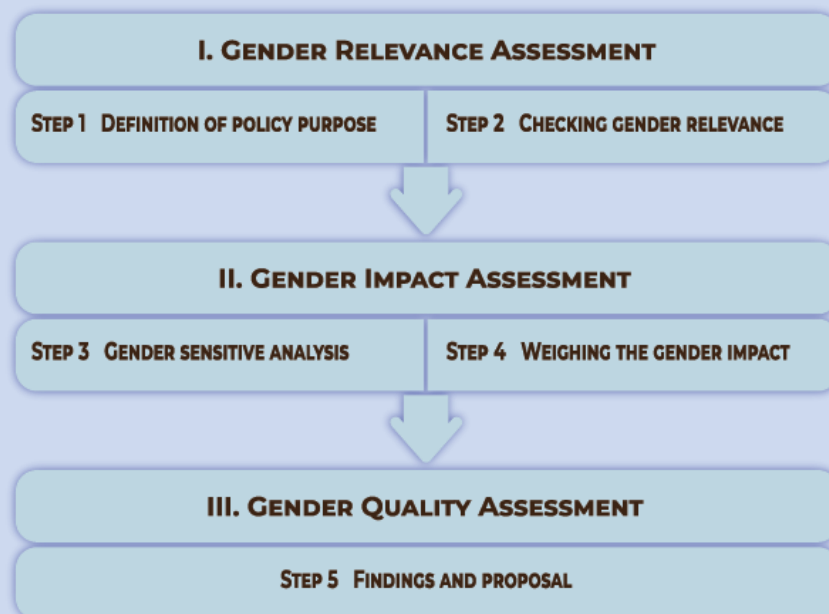
⇒ The goal of any impact assessment is to analyse the potential effects of new policy plans or programs before implementation, likewise G(E)IA is extremely helpful when analysing the effects of current policies, programs and projects and as is the case with other impact assessments, there are several steps involved in designing the gender equality impact assessment study. Those often include:

1. A thorough description of the actual situation before the implementation of a new policy plan.
2. An assessment of the probable development of this situation in the absence of any new policy (*called the zero alternative*).
3. The analysis of the content of the policy plan, its measures, time schedules, goals and areas of action.

The analysis of the current situation, the probable development of the situation and the policy plan itself make it then possible to:

4. Describe potential effects, and
5. Balance the positive and negative effects against each other.

Broadly speaking, a gender equality impact assessment process should include three assessment stages:



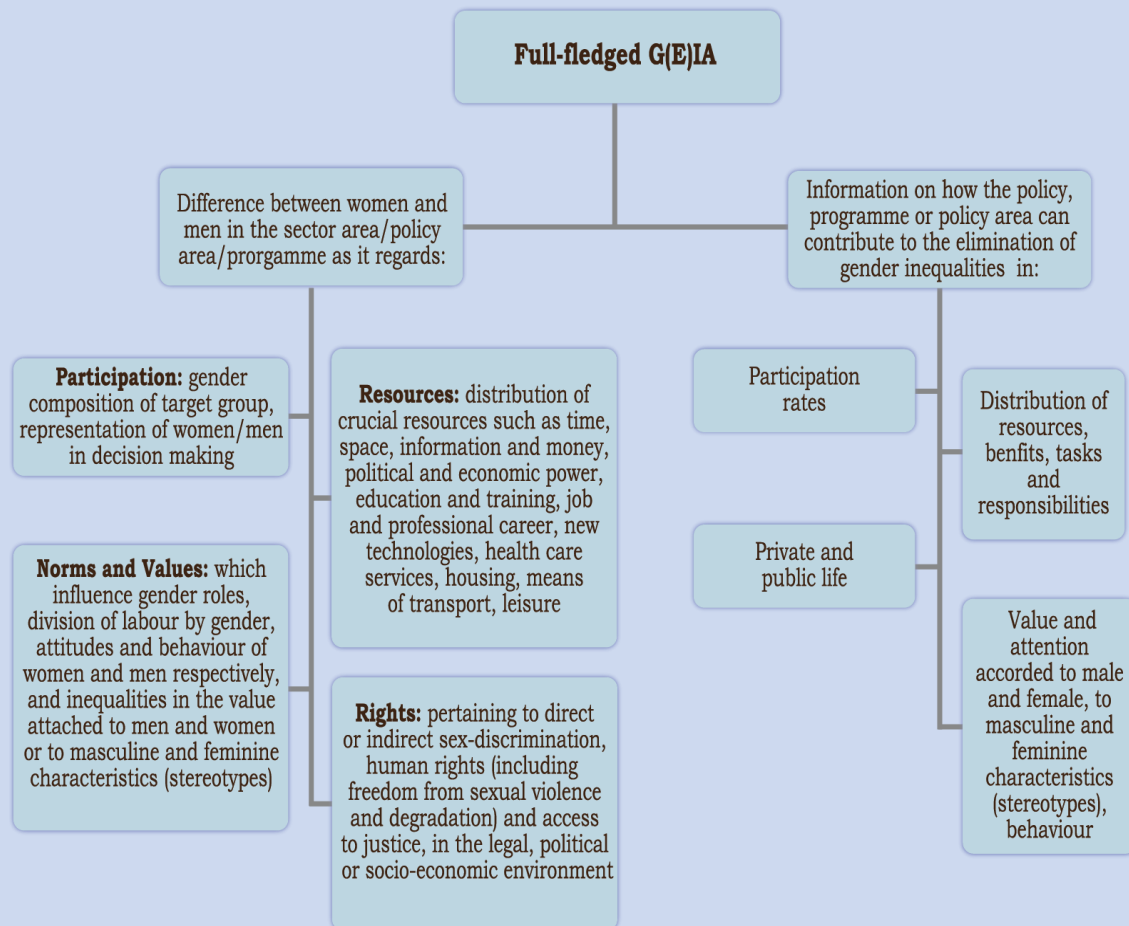
Stages of G(E)IA

⇒ The gender equality impact analysis aims to (1) identify key gender issues and determinants directly relevant to the intended services to be provided by the policy/strategy/project; (2) inform gender-inclusive project designs by identifying opportunities to maximize gender benefits and to minimize and mitigate adverse gender impacts or risks through the proposed policy/strategy/project; and (3) collect baseline sex-disaggregated data to be used for monitoring project outputs, outcomes and impacts during the project implementation.

Basically G(E)IA is a process that translates relevant gender and sector issues into the project design within the specific policy, technology and institutional contexts.

⇒ A full(-fledged) G(E)IA of a policy, strategy or project will contain an analysis of:

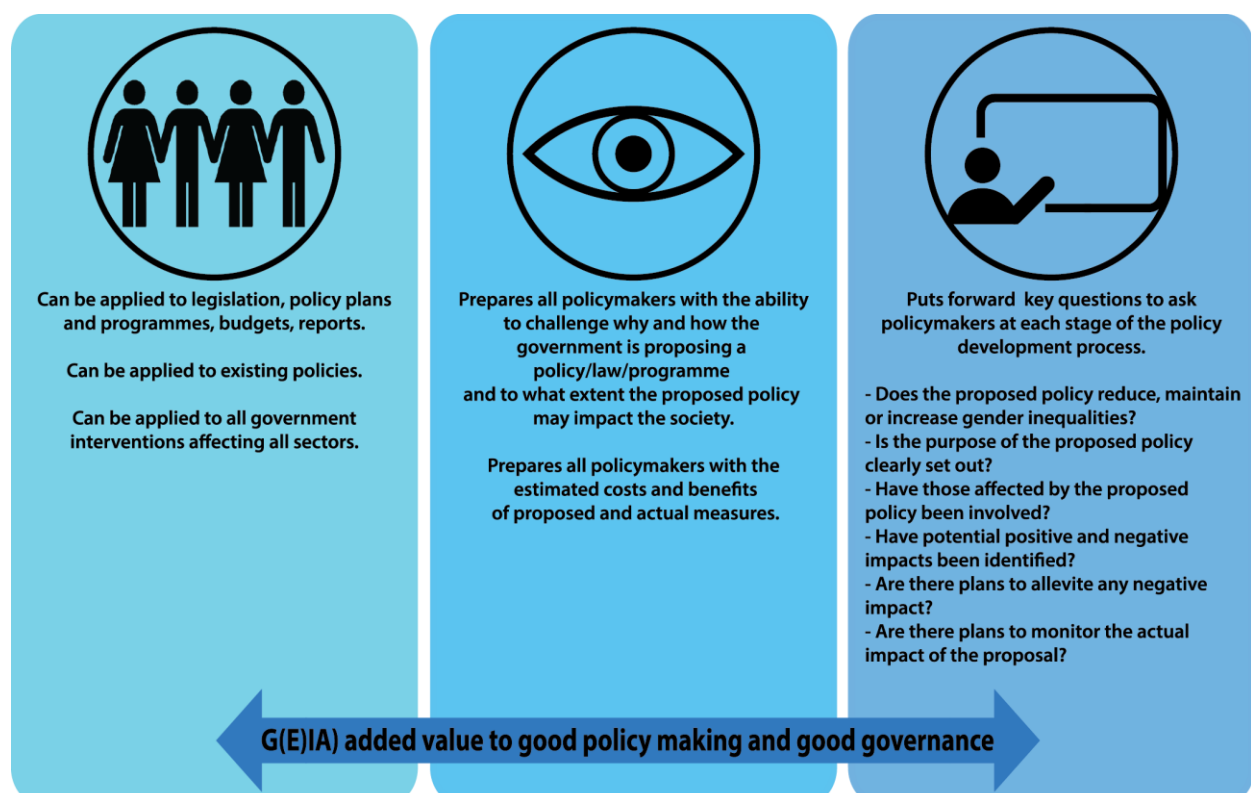
- The differences between women and men in the impact area(s) under analysis.
- How the policy, programme or project can contribute to the elimination of existing inequalities and promote equality between women and men.



The content and the type of information present in G(E)IA

Why should policymakers use G(E)IA?

The authorities have legal duties to eliminate unlawful discrimination, advance equality of opportunity and foster good relations based on protected characteristics such as gender, race, disability or age. These duties do not prevent them from taking decisions to reduce services or benefits where necessary, but then again, processes like G(E)IA offer a way of developing proposals and taking actions that consider the specific needs of certain groups, particularly when the position of certain actors (women) is not equal at the starting point. It is possible to conduct G(E)IA prior to the intervention (*ex-ante*) or to monitor and evaluate the outcomes and implications of the current policies and interventions (such as austerity measures in the recent economic crisis). As the responsibility for these policies and appropriate services lies with the relevant institutions, the senior management in those institutions need to ensure that the professionals who work on the preparation of policy options and develop the programme and policy proposals, understand the importance of/utilise tools like G(E)IA. Policymakers that fail to carry out G(E)IAs risk making poor and unfair decisions that may discriminate against particular groups, and even worsen the inequality amongst different groups. The decision may also be open to legal challenge and it may lead to poorer outcomes bringing additional financial burdens at a later stage.



The aim and the purpose of utilising G(E)IA

NOTE TO FILE

Added values of G(E)IA

A tool to strengthen gender equality

Working toward gender equality is a well-established social goal. The National law in Kosovo as well as in all EU Member States provides for protection against discrimination based on gender/sex. In addition, under the international human rights law there is an obligation to promote gender equality and empowerment of women.

Beyond the law, there is a general acceptance - as well as empirical evidence - that gender equality promotes better workplace conditions and improves productivity. Knowing how gender inequality operates, how it is impacted by public policy, how it is present in the different sectors and spheres of life is key to the elimination of gender inequality. A gender impact assessment is perhaps the best first step toward policies that help realise this objective.

Better policies

Gender equality impact assessment - like all impact assessment processes - contributes to making better policy and legislation, since it provides information about the foreseen result. It allows the possibility of including missed elements during the design phase of the regulation, policy or programme. Creating better policies implies the identification of gender gaps and an understanding of gender inequalities in the field, so that priorities can be defined, and the target group reached. These measures can safeguard against potential pitfalls and maximise the scope for reaching intended objectives. Poorly designed and poorly targeted interventions produce unsatisfactory results and unsustainable impacts. Inadequate knowledge and analysis of the situation and of the problems and needs of the target groups/beneficiaries, lead to the adoption of inappropriate or partial solutions to these problems and needs.

If target groups are defined only in broad terms (young people, minorities, future pensioners, the sick, the elderly, students, the poor, etc.) and if there is little or no analysis of gender differences within the target groups, it is impossible to ensure that - or evaluate whether - the planned intervention meets the needs of women and men within the broader groups.

Better governance

A high-quality gender equality impact assessment contributes to policy making and legislative work that is more relevant for society, because it is responsive to the needs of all citizens (women and men, girls and boys). G(E)IA is intended to help public authorities meet the requirements of the equality duties and identify active steps to be taken to promote equality.

Carrying out G(E)IA involves systematically assessing the likely (or actual) effects of policies on people in respect of disability, gender and racial equality, and where authorities choose to do so, even wider equality areas. This includes looking for opportunities to promote equality that have previously been missed or could be better used, as well as negative or adverse impacts that can be removed or mitigated, where possible. If any negative or adverse impacts amount to unlawful discrimination, they must be removed.

Ensuring a gender perspective in the early stages of policy making helps to address more

A tool for learning

Making a policy that promotes gender equality requires a process that applies to knowledge.

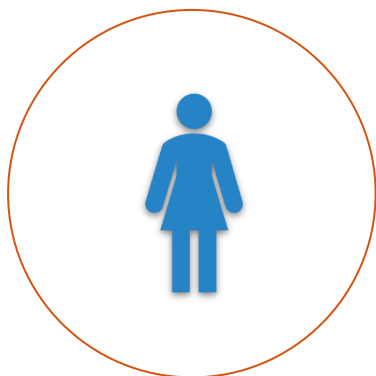
Gender equality impact assessment is a tool that helps to understand gender equality and its impact. Asking questions and building up impact.

Benefits of G(E)IA

Carrying out a gender equality impact assessment helps to fulfil legal duties, fulfil the objectives in question, it also

- ❖ Ensure that the process is done in a way
⇒ where the process of action should be
- ❖ Ensure that the process is done in a way
⇒ G(E)IA provides evidence.
- ❖ Ensure that the process is done in a way
⇒ a process which is much more open and in policy making
- ❖ Provide a platform
⇒ G(E)IA offers impact on the collaborative

International legal frameworks and commitments



The basics enabling the connection between gender perspective and impact assessment were laid by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) adopted in 1979 by the United Nations (UN) in the formulation obliging signatories to incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt the ones prohibiting discrimination against women. In CEDAW, gender inequalities are understood to have been produced by sex-based discrimination and to have been further perpetuated and reproduced by state and societal

institutional structures.

To overcome gender-based discrimination and inequalities, CEDAW takes a three-dimensional view of equality. Rather than considering equality in formal and legalistic terms and saying that laws and policies ensure equality between women and men simply by being gender neutral, CEDAW requires that their actual impact and effect also be considered.

Under CEDAW, the State has not only the obligation to abolish laws that directly discriminate based on gender, but must also ensure that all the necessary arrangements are put in place to allow women to experience equality and enjoy rights in their lives. CEDAW considers that States not only are responsible for their own actions, but that they should eliminate discrimination and inequalities that are being perpetrated by private individuals and organisations⁵.



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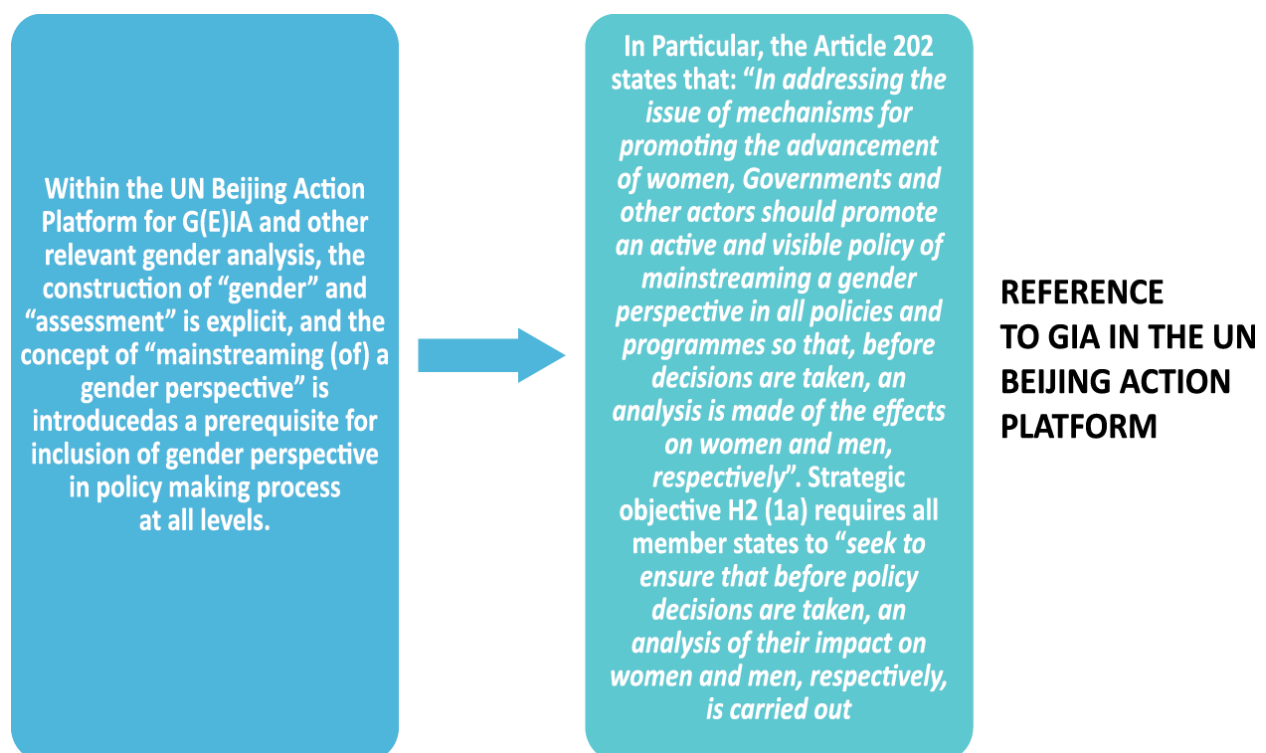


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REFERENCE TO GIA IN CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW)

⁵ See also the Convention on the Elimination of All Forms of Discrimination against Women (1979), <http://www.un.org/womenwatch/daw/cedaw/>

Also, within the UN Beijing Action Platform, the construction of 'gender' and 'assessment' is explicit, and the concept of "mainstreaming (of) a gender perspective" is introduced as a prerequisite for inclusion of gender perspective in policy making processes at all levels. The methods by which these aims could be achieved were clarified in 1995 at the 4th UN World Conference in Beijing. The conference established a platform for action for G(E)IAs and other relevant gender analysis. In particular, the Article 202 states that: *"In addressing the issue of mechanisms for promoting the advancement of women, Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that, before decisions are taken, an analysis is made of the effects on women and men, respectively"*. Strategic objective H2 (1a) requires all member states to *"seek to ensure that before policy decisions are taken, an analysis of their impact on women and men, respectively, is carried out"*⁶.



The above-mentioned frameworks have also influenced the way gender equality is achieved -among others in the European Union⁷. In February 1996, the European Commission adopted a Communication on Mainstreaming⁸ as a first step towards implementing the commitment of the EU to gender mainstreaming at the Community level. In the follow-up Strategy Paper of February 1997 agreed by the Inter-Service Group on Equal Opportunities for Women and Men, gender equality impact assessment in the Commission services is mentioned among the core measures. Furthermore, the Treaty of Amsterdam formalises the mainstreaming commitment at the European level and explicitly mentions the elimination of inequalities as well as the promotion of equality between women and men among

⁶ Ibid.

⁷ J. Rubery and C. Fagan, 2000. Gender equality impact assessment and European Employment Policy. European Work and Employment Research Centre (EWERC). Manchester School of Management UMIST.

⁸ COM (96) 67 final of 21 February 1996 on: "Incorporating equal opportunities for women and men into all Community policies and activities".

the tasks and objectives of the Community in Articles 2 and 3⁹. Article 2(d) of the convention states that: *"Signatories to the convention must undertake to refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation"*, and Article 3 states that: *"States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men"*¹⁰.

Following Beijing, the European Commission issued a communication on gender mainstreaming defining it as: *"mobilising all general policies and measures specifically for achieving equality by actively and openly taking into account at the planning stage their possible effects on the respective situations of men and women (the gender perspective)"* (COM (96) 67).

Gender mainstreaming as an EU policy was formalised in the Treaty of Amsterdam in 1997 and it was recognised that, to be properly implemented, gender mainstreaming required a set of policy techniques and tools (Rubery and Fagan, 2000). Consequently, the Council of Europe (2004:20-21) provided a useful synopsis of equality impact assessment as one of the tools necessary to operationalise gender mainstreaming. To guide this process, in 2006, the European Parliament established the European Institute of Gender Equality (EIGE), which provides extensive guidance on all aspects of gender mainstreaming including gender equality impact assessment. The guidance produced to date by the EIGE has been, and is in this case as well, the basis for the development of country specific and sector specific manuals for the implementation of G(E)IAs.

The Treaty of Amsterdam formalizes the gender mainstreaming commitment at the European level and explicitly mention the elimination of inequalities as well as the promotion of equality between women and men among the tasks and objectives of the Community in Articles 2 and 39. Article 2(d) of the convention states that: ***"Signatories to the convention must undertake to refrain from engaging in any act or practice of discrimination against women and to ensure that public authorities and institutions shall act in conformity with this obligation"***, and Article 3 states that: ***"States Parties shall take in all fields, in particular in the political, social, economic and cultural fields, all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men"***

⁹ OECD/DAC/WID Gender equality impact assessment Form, used inter alia by DG IB, ILO Gender Training Package.

¹⁰ <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm#article2>



GIA AND THE TREATY OF AMSTERDAM

National regulatory and legal frameworks

The policy frameworks in Kosovo endorse the goal of changing attitudes towards women to the point where quotas and other affirmative measures will no longer be necessary, although the implementation of those regulations lags considerably. Kosovo's legislative framework is indeed exemplary. Kosovo's Constitution perceives Gender Equality as "*a fundamental value for the democratic development of the society and for that to be achieved, equal opportunities for both female and male participation in the political, economic, social, cultural and other areas of societal life ought to be provided.*" Also, Article 22 of the Constitution confers constitutional rank to the provisions of the Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW). Furthermore, the Law on Gender Equality (LGE) Nr.05/L-020 guarantees, protects and promotes the gender equality at all levels and in all sectors of Kosovo society with Article 4 specifically prohibiting gender discrimination and Article 5 (most relevant for gender equality impact assessment) promoting measures to prevent gender discrimination and ensure gender equality.

Article 22 of the Constitution confers constitutional rank to the provisions of the Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW).

The Law on Gender Equality (LGE) Nr.05/L-020 guarantees, protects and promotes the gender equality at all levels and in all sectors of Kosovo society with **Article 4** specifically prohibiting gender discrimination and **Article 5** (most relevant for gender equality impact assessment) promoting measures to prevent gender discrimination and ensure gender equality.

KOSOVO'S CONSTITUTION AND LAW ON GENDER EQUALITY

The Law stipulates that gender equality principles and mainstreaming need to be applied at all stages of analysis, planning, budgeting, and implementation of policies and legislation by public and private entities. All public institutions - legislative, executive, judicial and beyond - need to ensure that fundamental elements of gender equality are included in the design and implementation of their policy and legal frameworks. This includes concepts, processes, systems and instruments. Naturally, this also implies that gender equality impact assessment, as an instrument for conducting gender analysis, must be an integral part of policy development and of the process for developing Concept Documents.

G(E)IA within the context of RIA in Kosovo



The National Law in Kosovo, as well as in all EU member states provides for protection against discrimination based on gender/sex. In addition, under the international human rights law there is an obligation to promote gender equality and empowerment of women.



The policy frameworks in Kosovo endorses the ultimate goal of changing attitudes towards women to the point where quotas and other affirmative measures will no longer be necessary, although the implementation of those regulations lags considerably.

GIA WITHIN THE NATIONAL REGULATORY AND LEGAL FRAMEWORKS

01

Gender disaggregated data collection on a regular basis and dissemination of data.

02

Gender analysis of data and analysis regarding the status of men and women in the respective sector(s) or problem(s) in hand.

03

Gender mainstreaming of all policies, documents and legislation.

04

Adoption of strategies and action plans for the promotion and establishment of gender equality in accordance with the Kosovo Program for Gender Equality (KPGE).

05

Inclusion of gender responsive budgeting in all areas, as a necessary tool to guarantee that the principle of gender equality is respected in the collection, distribution and allocation of resources.

06

Allocation of adequate human and financial resources to policy frameworks for the achievement of gender equality.

KEY REQUIREMENTS OF THE KOSOVO LAW ON GE RELATED TO IMPLEMENTATION OF G(E)IA

As mentioned briefly in the introduction, in 2017, the authorities in Kosovo have started the process of developing and drafting the Guidelines and Manual for Developing Concept Documents. These tools are meant to support policymakers in developing new concept documents and consequently policies using Regulatory Impact Assessment (RIA) as a systemic approach to critically assess the positive and negative effects of proposed and existing regulations and non-regulatory alternatives. G(E)IA is integrated within this process as part of the effort to strengthen policy making with the objective of achieving *de facto* equality between women and men.

Placing gender equality and women's empowerment at the centre of the national democratisation agenda points out that authorities' acknowledge that achieving inclusive growth, reducing poverty and building a peaceful and sustainable society requires equal utilisation of human talents and capital and that, in turn, it requires that institutions and authorities at all level of governance in Kosovo consider gender equality an integral part of all programmes, policies and legal frameworks. Correspondingly, it means that new and relevant tools such as G(E)IA are starting to be embedded in the process of policy and legislation design enabling policymakers and involved stakeholders to capture gender related differences and adjust the policy agenda accordingly. The ongoing activity of including G(E)IA as integral part of Kosovo RIA process is one step further in recognising the importance of mainstreaming gender in all policy processes in Kosovo.

In addition, increasing gender equity relies on careful consideration of the differences in women's and men's lives and on the recognition that different approaches may be required to produce equitable outcomes. G(E)IA approach will certainly help policymakers gain a deeper understanding of the different social groups in Kosovo and have an overview of different realities of women and men (as these realities are derived not only from gender, but also from age, race, class, national and ethnic origin, sexual orientation, disability, language and religion). It will also enable authorities to create policies which take these realities in consideration at all levels of government. This will further help in shifting resources to address these differences and thus creating more effective and informed policy options.

Given this link to strategic planning and with the process of institutionalising RIA, this manual should be read alongside the Guidelines and Manual for Developing Concept Documents as well as alongside the relevant codes of practice of relevant ministries as a comprehensive guide for the creation of inclusive and evidence-based policies, strategies, measures and programmes.

CONCEPT DOCUMENT STEPS	G(E)IA RELEVANT INFORMATION
Step 1: The problem definition	Step 1 Definition of policy purpose
Step 2: Setting/describing goals and objectives	Step 2 Checking gender relevance
Step 3: Defining the options	Step 3 Gender sensitive analysis and Step 4 Weighing the gender impact

Step 4: Identifying and assessing future impacts	Step 3 Gender sensitive analysis and Step 4 Weighing the gender impact
Step 5: Communication and consultation	As part of Step 4 Weighing the gender impact
Step 6: Selecting and presenting the best solution: comparing options and their impact	Step 5 Findings and proposal
Step 7: Presenting the conclusion and future steps for the Concept Document	

Reference to the Manual for Developing Concept Documents

The Guidelines and Manual for Developing Concept Documents for the Government of Kosovo mentions five potential impact categories that the actions of the Government need to be considered through:

1. **Economic impacts:** impacts on businesses, employees, economic growth, Foreign Direct Investments, etc.;
2. **Social impacts:** impacts on education, social position of sub-groups within society, pensions, etc.;
3. **Environmental impacts:** impacts on air quality, pollution, waste levels, water quality, etc.;
4. **Crosscutting impacts:** impacts on gender equality, rights of citizens, etc.; and
5. **Budget impacts:** impacts on the incomes and expenditures of the Republic of Kosovo.

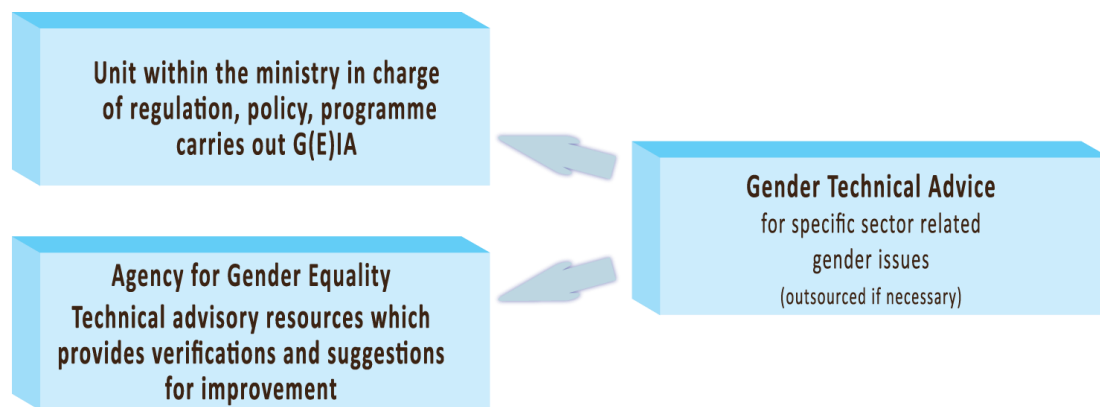
Accordingly, whilst the process of gender equality impact assessment is and should preferably be a standalone process, Kosovo's current public administration could also, if deemed more efficient, incorporate G(E)IAs into existing processes:

- ❖ Strategic regulatory impact assessments
- ❖ Cumulative impact assessments
- ❖ Economic impact assessments
- ❖ Cost effectiveness analysis and/or Budgetary impact assessments

The Guidelines and the Manual for Developing Concept Documents define 7 steps in the process of developing concept documents of new strategies, policies, programmes and measures.

Although the aim of the governments should be to implement stand-alone G(E)IAs always as a way of comprehensively informing their policy making processes, it is advisable to start the implementation of G(E)IA in Kosovo in an integrated fashion given the ongoing good governance processes.

IMPLEMENTATION OF G(E)IA IN KOSOVO



To show practical commitment to gender equal policy planning, Kosovo's civil servants working for governmental offices (at national or local level), departments or ministries, and initiating new norms or policies should all be involved in the process of gender equality impact assessment. This is the most comprehensive model for gender impact assessment and it foresees that civil servants within the relevant ministries are the ones in charge of carrying it out.

If necessary, and if no gender equality and gender mainstreaming knowledge is to be found within the institution, outsourcing to gender experts outside of the public sector is recommended. In this model, the Agency for Gender Equality should fulfil a supporting role, providing respective institutions with relevant methods, tools and recommendations during the process to ensure that the gender equality impact assessment is of high quality. The Agency for Gender Equality also has a monitoring role to ensure that the gender impact assessment has been carried out for every relevant regulation.

Programme/policy promoters Unit Model - Comprehensive model of G(E)IA

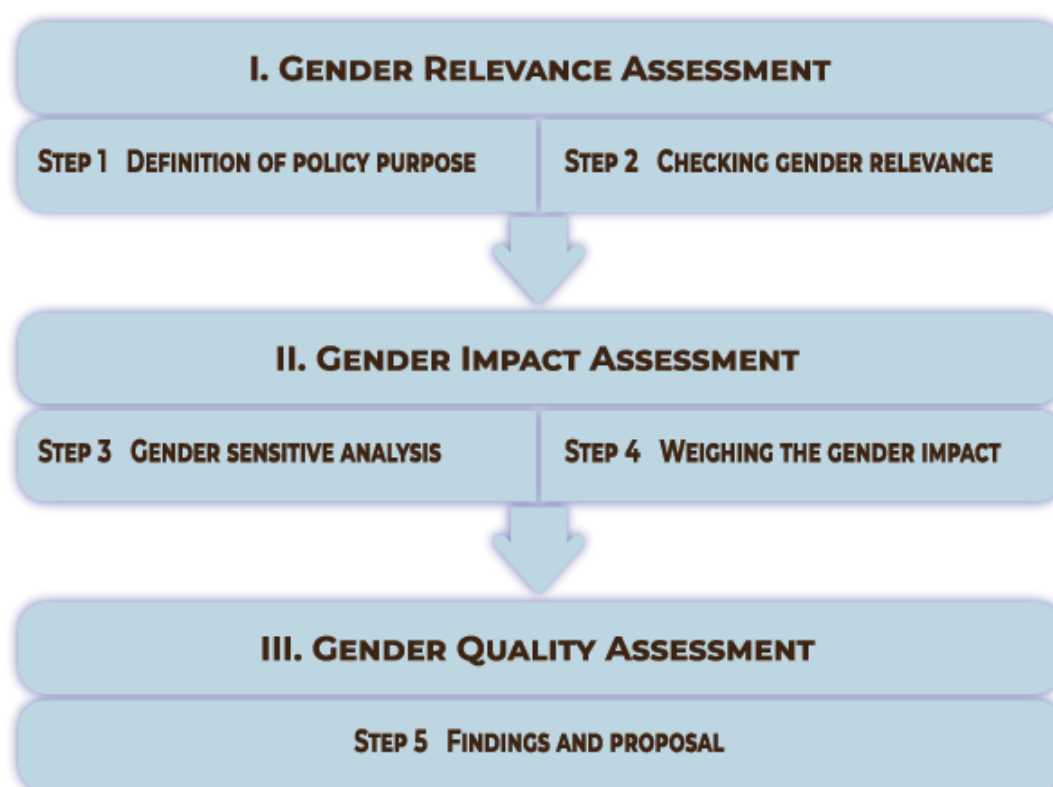
CHAPTER 2: MAIN FEATURES OF G(E)IA TOOL

This chapter provides policymakers with an overview of G(E)IA stages and steps and introduces them to the different elements of the G(E)IA tool. The most relevant questions are listed in this chapter, however examples of checklists and templates covering the different steps mentioned here below are included in Annex 1 of this manual. The aim is to assist policymakers in the rollout of G(E)IA and to guide them in using the tool in the most effective manner.

Step-by-step guide

Most G(E)IA frameworks include three assessment stages, which in turn consist of several individual steps (as described in Figure 4): first comes the gender relevance assessment, then the general impact assessment and finally monitoring and evaluation. For each step, policy makers and practitioners should aim to collect and analyse as much as data as possible to be able to answer the questions listed in specific forms designed for that step. Amassed information from all forms presents the full Gender Impact Assessment for that sector/policy.

Three stages and five steps of GIA



Stages of G(E)IA

Stage I. Gender Relevance Assessment

This first stage of G(E)IA is conceptualised in such a way that it supports policymakers in defining the purpose of the planned policy, strategy, law or programme (Step 1 Definition of Policy Purpose, i.e. define the purpose of the planned policy, law or programme). Furthermore, it shows the link to gender equality (Step 2 Checking gender relevance). Basically, this second step helps assess and describe the current situation through the gathering of available gender disaggregated statistics and by identifying what is known about the different experiences, situations and roles of men and women using qualitative and quantitative measurements as well as probing women and men who are likely to be affected by the policy priorities being pursued (working groups, consulting the Agency for Gender Equality, external experts).

In this stage the authorities are asked to find and present the answers to the following questions:

- ❖ What gender equality issue is being addressed by this policy/legislation/programme/intervention?
- ❖ Why is this intervention being considered for this situation?
- ❖ Is the intervention intended to contribute to gender equality?
- ❖ How is the intervention intended to contribute to gender equality?
- ❖ What are the existing gender equality objectives in this field?
- ❖ What are the gender specific indicators, if any?

Step 1 Definition of policy purpose

Essentially, the first step of this stage (Definition of Policy Purpose) is meant to enable ministry/institution/department/unit to define what the policy/intervention is trying to achieve, both in terms of understanding different problems and concerns from the gender perspective and in terms of enabling equal contribution of a proposed policy measures.

This is an important and challenging task, and it may be necessary for the ministry/institution/department to consult reports and official and administrative statistics (consult reports such as men and Women in Kosovo, Gender Profile, Kosovo Gender Equality report). The institution and the working groups should call upon the Agency for Gender Equality and/or gender expertise of people with knowledge in the field under consideration (either from inside or outside the public service) when and if they cannot find the appropriate information and expertise in-house to help answer some of the following questions:

DEFINITION OF POLICY PURPOSE		
I. Gender Relevance - Step 1	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	

	Legal Framework	
	<i>Checklist 1 - As Is situation</i>	
	<p>In the policy field under consideration, are there differences between men and women in the <u>gendered organisation</u> of work (both internally within your institution but within the target group of beneficiaries your policy/concept note is impacting on)?</p> <p>⇒ Do women/men hold specific jobs in this sector, are they fitting specific gender roles?</p> <p>⇒ Is there a visible gender pay gap in this sector/do women receive unequal pay?</p> <p>⇒ Is there a presumption that people are free of caring responsibilities and as such there is no limitation to their participation?</p> <p>⇒ Have differences between men and women been considered in different cultural groups/different communities?</p>	
	<p>Are there relevant differences in the <u>organisation of personal relations relevant for this sector/or could those differences impact programme in question in negative/positive way?</u></p> <p>Think how the proposed changes highlighted in the Concept Note (amendments to law, new law, new measures) might change or effect positively/negatively dynamic of family care or existing norms)?</p> <p>⇒ Who is predominantly responsible for family care? Does it differ for different groups (social, ethnic)?</p> <p>⇒ Does the policy assume a transformation of existing gender norms?</p>	
	<p>Is there an <u>unequal distribution of resources</u> between women and men? (This question has to be carefully considered and it focuses on distribution of programme resources as well as resources between beneficiaries-</p>	

	men and women)	
	What gender rules are present? (e.g. are women's/men's roles and activities in this sector given less value? Even if it's for example area such as mining please refer to prescribed gender roles-mining not considered appropriate female job!)	
	How would you assess the current situation in the sector/policy area in terms of: ⇒ Equality? ⇒ Autonomy/fiscal decentralization/responsibility for service delivery? ⇒ Diversity (different economic/groups/social inclusion/age, etc?)	
	Do you have the data to be able to answer these questions? *Where can data be found (Statistics, Administrative data, Surveys...)	
	Checklist-2 - To Be situation	
	Is the plan to create a new policy/programme or to make changes to a policy?	
	Brief description of the proposed policy/programme (or of the changes to be made to a policy) -highlight gender relevance of those!!	
	Which Gender Equality outcome(s) does the proposed policy/programme (or changes to be made to a policy) contribute to?	
	What is the proposed policy/programme (or the changes to be made to the policy) trying to achieve? (Goals-from gender equality perspective)	
	Do the goals and outcomes of the proposed policy/programme (or the changes to be made to the policy) align with promotion of gender equality ?	

* It might be necessary to gather available gender disaggregated statistics, use qualitative and quantitative measurement and consult with women and men who are likely to be affected by the policy (working groups, input from external experts)

Remember -> The questions about gender equality are not just about women: gender equality is seen as a process, not a category!!!

Gender crops up in funding application documents, programme design documents, trainings, on websites, in annual reports and so on. But too often, it is used as a synonym for working with women. This again conflates the notion of gender, wrongly, with biological sex difference. Injustice and inequality are not written into our chromosomes. If we focus on gender as 'men' and 'women' we are stuck in what Connell (2012: 1676 and 1681) calls 'categorical thinking'¹¹.







Connell argues that relying on this mode of thinking prevents effective work on 'underlying causes' of inequality: 'Categorical thinking does not have a way of conceptualizing the dynamics of gender: that is, the historical processes in gender itself, the way gender orders are created and gender inequalities are created and challenged ... we cannot rely any longer on categorical thinking if we are to come to terms with the actual gender processes that affect health [or poverty], the complex social terrain on which they emerge, and the urgency of these issues.

Focusing on the stereotypes, norms and judgements related to masculinity and femininity (rather than on male/female) frees us up to think about the processes through which certain forms of femininity and masculinity are given greater value than others (with forms of dominant masculinity usually having the greatest access to power and resources).

¹¹ Cornwall, A. et al. (2008) 'Reclaiming Feminism: Gender and Neoliberalism'. In IDS Bulletin 39(6). Available from: www.ids.ac.uk/files/dmfile/bull39.6intro3.pdf (last accessed 18 June 2018).

Step 2 Gender Relevance Assessment

KEY QUESTIONS TO ADDRESS IN GENDER RELEVANCE ASSESSMENT

					
What gender equality issue is being addressed by this policy/legislation programme/intervention?	Why is this intervention being considered for this situation	Is the intervention intended to contribute to gender equality	How is the intervention intended to contribute to gender equality?	What are the existing gender equality objective in the field?	What are the gender specific indicators, if any?

To decide if a policy, programme, strategy is gender relevant, Step 2 Gender Relevance Assessment should be implemented. The assessment should be based on reviewing the proposed policy using the four criteria listed below:

Background Information

This includes information containing:

- Description of the proposed policy objectives
- Description of the target group(s) of the proposed policy
- Information on who it might potentially impact

Direct Beneficiaries

This includes reviewing direct beneficiaries of the policy, programme. They are the individuals who the policy/programme/strategy is targeted at. This light analysis should be further broken down by gender into:

- Participation
- Resources
- Norms and Values
- Rights

(Nota Bene: if there is no gender statistics regarding these segments, a G(E)IA should be undertaken to gain better and deeper understanding of the gender impact of the policy/programme/strategy)

Indirect Beneficiaries

This includes analysing indirect beneficiaries, namely individuals who, even though the policy is not directly targeted at them, can be affected by its implementation. They could include individuals such as relatives of the direct beneficiaries or neighbouring cities.

Evaluation

This is the final phase of the gender relevance assessment stage and it includes an evaluation of the information gathered for the three criteria listed above. This is done to assess whether a full G(E)IA is required. This stage requires a judgement which is based on the potential impact, be it extensive or minimal.

It is important to keep in mind that one indicator of gender relevance is enough for the G(E)IA to be conducted.

CHECKING GENDER RELEVANCE		
I. Gender Relevance - Step 2	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	
	<i>Background Information</i>	
	<u>Description</u> of the proposed policy/programme (or of the changes to be made to a policy) and of its objectives	
	Description of the <u>target group(s)</u> of the proposed policy/programme	
	Information on who the proposed policy/programme might potentially impact.	
	<i>Direct Beneficiaries</i>	
	Participation by gender	
	Resources by gender	
	Norms and Values by gender	
	Rights by gender	
	<i>Indirect Beneficiaries</i>	
Are there indirect beneficiaries of the proposed policy/programme (e.g. relatives of the direct beneficiaries, neighbouring cities, ...)?		
How will each group of indirect beneficiaries be affected by the		

	proposed policy/programme? ⇒ Positive impact ⇒ Negative impact	
	<i>Evaluation</i>	
	Is there any indication or evidence of higher or lower participation or uptake by different groups? ('high', 'medium' or 'low' impact degree)	
	Is there any indication or evidence that different groups have different needs, experiences, issues and priorities in relation to the proposed policy/programme? ('high', 'medium' or 'low' impact degree)	
	Have previous consultations with relevant groups, organisations or individuals indicated that particular policies create problems that are specific to them? ('high', 'medium' or 'low' impact degree)	
	Is there an opportunity to better promote equality of opportunity or good relations by altering the proposed policy/programme?	
	<i>Conclusion</i>	
	What is the conclusion? * ⇒ Justification ⇒ Key issues, if any ⇒ Groups to focus on, if any	
<i>Made by [name(s) and function(s)]</i>		

* Either **No change to policies, functions or services** (e.g. 'For information only' report) or **Recent relevant G(E)IA has already been carried out** or **There is clearly no relevance to equality** or **Full impact assessment is required**

NOTE TO FILE

Although in principle, all tasks should undergo gender mainstreaming assessment the policy makers/responsible units should complete the Stage I. of the G(E)IA as a short test, and assess whether it is relevant to conduct full and comprehensive gender mainstreaming assessment of the task you are about to carry out.

The Test

1. First, identify **who** the task will affect.
2. Within the scope of the task, consider whether there are **differences** for men's and women's:
 - ⇒ Conditions
 - ⇒ Behaviour
 - ⇒ Preferences, needs and opportunities
3. Examine whether the completion of the policy/programme can have **different consequences** for women and men as well as for girls and boys. (e.g. access to education, the labour market, leave, pension, pay, taxes, social life, housing, health, safety or similar.)

Result A. If there are differences for the genders for at least one of the issues, it is relevant to conduct a gender mainstreaming assessment.

Result B. If you do not experience gender differences in the area in which your task is to be carried out, it is not relevant to conduct a gender mainstreaming assessment.

Procure the Necessary Data

You may need figures and data to answer the questions in the relevance test.

Use data and statistics to gain knowledge about:

- Gender distribution within the area you are working.
- Gender differences in behavioural patterns, such as completing an education programme, being fined, being a member of a sports club, receiving early retirement, living in owner-occupied homes, etc.
- Effects of previous initiatives in the area for men, women, girls and boys, respectively.

For G(E)IA to be undertaken, **sex-disaggregated data and the ability to apply gender-sensitive analysis to the collected data is important.**

This may involve undertaking new surveys/studies to collect the needed data, or in some cases it may just involve undertaking another application of gender sensitive analysis to the data that was already collected for other purposes.

It may also involve consulting with different stakeholders and both genders in the community in which the policy is going to be implemented.

In some cases, it might entail organising participatory research strategies to collect data on the gender impact of the policy.

A G(E)IA of a policy/law/decision does not need to be carried out if any of the following apply:

a. No change to policies, functions or services

The decision does not relate to a 'proposed new or changing policy, service or function', does not contain proposals for workforce restructures, and is not a financial decision that will have an impact on services.

An example could be a 'For information only' report. If this note accompanies the development of a new or changing policy or service, the expectation is that a G(E)IA would have taken place at an earlier stage (e.g. decisions taken at departmental management level).

b. Recent relevant G(E)IA has already been carried out

The issue has already been subject to or is an action arising from a recent equality impact assessment and that a G(E)IA has properly considered the issues that are relevant to this decision.

c. There is clearly no relevance to equality

The issue clearly has no relevance to equality (note that many issues with no apparent relevance may in fact have hidden impacts).

An example could be (although any relevant equality issues should still be considered) a report, which is an update on a policy implementation which was originally subject to G(E)IA (although it would be good practice to update the original G(E)IA and check that the necessary actions have been carried out).

In relation to the process of developing a Concept Document, the information gathered through this step will be used to inform the Regulatory Impact Assessment

Step 1 The problem definition, Step 2 Setting/Describing goals and objectives and Step 3 Defining the options¹².

Stage II. Gender Impact Assessment

The second stage of G(E)IA implementation includes the Step 3 Gender sensitive analysis and the Step 4 Weighing the gender impact. These steps are needed to support the policymakers in making policy adjustments, in particular in terms of reaching gender equality goals and equitable development and growth as well as in helping them determine the priority to be attached to adopting policies that

¹² For more detailed information on the linkages between the Guidelines and Manual for Developing Concept Documents and stages of G(E)IA, see Chapter 3: How G(E)IA Feeds into the Concept Document and Other Impact Assessments (pg. 33)

actively promote gender equality. Based on findings collected in the Stage I. Gender Relevance Assessment, policymakers should in this second stage assess impacts (positive as well as negative) of the proposed interventions/policies, consider different options and weigh their impact on target group/s.

GENDER SENSITIVE ANALYSIS SHOULD BE ABLE TO ANSWER

Is there evidence about the nature of the problem?

How will it impact women and men?

Who will be impacted?

How can the problem be resolved?

Who can resolve the problem?

This stage involves the collection of full sex disaggregated data which should be used as the baseline information for assessing the potential gender impact. The data should include information regarding current status, roles and relations.

It is important that this data is further disaggregated and includes additional information such as age, religion, education level, marital status and so on. Again, consultation is considered to be a very important element when carrying out this stage of G(E)IA as this will ensure that the views of those being affected by the proposed policy, directly and indirectly are heard.

Step 3 Gender Sensitive Analysis

This step is needed in order to assess the gender trends in the current environment, for which more information needs to be gathered and analysed. That may include demographic, economic, cultural trends or information on laws and policies. In this case, a Gender Analysis tool is used to collect information regarding gender roles and relations and to provide a structured way of collecting gender information by bringing together information in relation to:

- **Roles and Responsibilities** of women and men (within the sector)
- **Assets and Resources** that women and men deal with (related to the proposed policy)
- **Power and Decision-Making** that women and men participate in, at various levels (such as household, community, career)
- **Needs, Priorities and Perspectives** of women and men

GENDER SENSITIVE ANALYSIS AIMS TO

01

identify key gender issues and determinants directly relevant to the intended services to be provided by the proposed policy/strategy/project,

02

inform gender-inclusive project designs by identifying opportunities to maximize gender benefits and minimize or mitigate adverse gender impacts or risks through the proposed policy/strategy/project, and

03

collect baseline sex-disaggregated data to be used for monitoring project outputs, outcomes and impacts during project implementation.

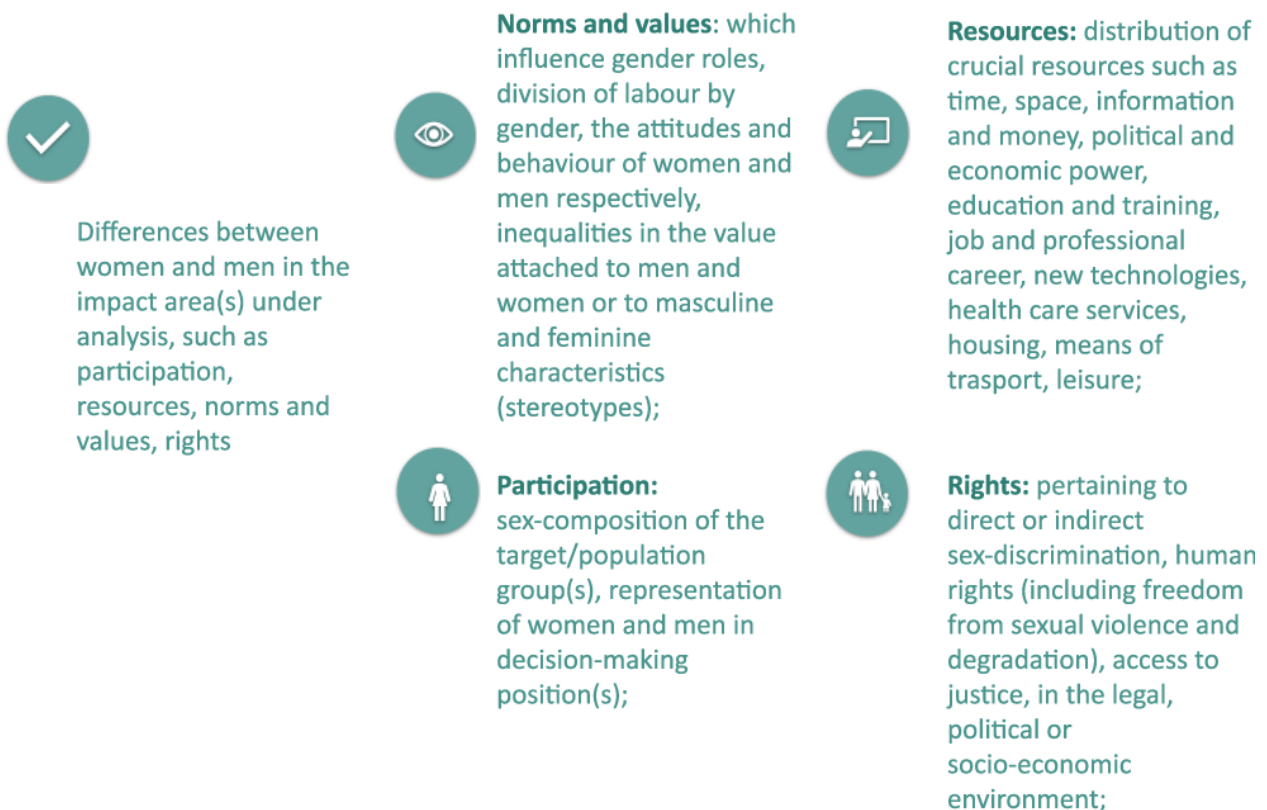
If a policy/intervention is assigned gender relevance at the concept stage, a detailed gender analysis is required (often as a self-standing analysis or as part of the poverty and social impact assessment, environmental impact assessment or economic/budget impact assessment) to determine the impact (tangible results) that the intervention could have on the effective equality of women and men. Such analysis should try to appraise the present situation for the groups concerned, assess how it would evolve without public intervention and measure how the planned intervention is expected to change the existing situation. At the same time, in this stage of the analysis, it should be measured, as much as possible how the planned intervention is expected to change the existing situation, using all available data for men and women in the areas concerned by the planned policy/legislation (qualitative and quantitative, administrative and/or research data collected by academia, etc.¹³).

A full(-fledged) G(E)IA of a policy, strategy or project contains an analysis of:

1. Differences between women and men in the impact area(s) in the sector under analysis.
2. Ways in which a policy, programme or project can **contribute to the elimination of existing inequalities** and **promote equality between women and men**, for example:
 - in participation rates,
 - in the distribution of resources, benefits, tasks and responsibilities in private and public life,
 - in the value and attention accorded to male and female, to masculine and feminine characteristics (stereotypes), behaviours and priorities?

¹³ When using statistics gathered by external actors, their research methodologies should be fully scrutinised to assess their validity prior to any further use or reference.

AREAS OF GENDER ANALYSIS



Although this stage of the process relies heavily on the collection of gender disaggregated data to provide evidence for needed changes/adjustments of the proposed policies/strategies/programmes, it is equally important to take into consideration the views of those concerned (primarily the groups that are directly targeted) and to get the answers on the following key questions:

- What are their expectations and needs?
- Are these different for women and men?
- Is the planned intervention addressing the needs of both women and men, taking into account their different interests, roles and positions?
- How can the contribution to the needs of women and men be strengthened?
- Consider inequalities between women and men in terms of access to resources (work, money, power, health, well-being, security, knowledge/education, mobility, time, etc.) and in their exercise of fundamental rights (civil, social and political rights) based on their sex or because of roles attributed to women and men (gender roles).

GENDER SENSITIVE ANALYSIS *		
II. Gender Impact Assessment - Step 3	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework (including gender equality relevant legal framework)	
	<i>Scoping the impact **</i>	
	Is there evidence about the nature of the problem from gender perspective? Where can this evidence be found (reports, government discussion paper/s, etc?)	
	What is the likely impact of the policy on gender equality? (Positive/Negative/Neutral)	
	If there is an impact: ⇒ How will the proposed policy/programme impact women and men? (list key impacts on different groups) ⇒ Who will be impacted? (per key impact) <ul style="list-style-type: none"> – Directly (info on direct beneficiaries from different groups-if applicable) – Indirectly (info on indirect beneficiaries from different groups-if applicable) ⇒ Overview of evidence (per key impact)-provide statistics if available and state their source	
	<i>Opportunities to promote positive impact on gender equality</i>	
If there is no impact, are there opportunities to develop the policy so that it promotes a positive impact or gender transformative policies (could it be transformative in terms of opening up new types of employment in this sector for men/women; change norms?)		

<i>Consideration of evidence</i>		
	<i>Brief Summary of evidence</i>	<i>Supporting Evidence (list Qualitative and Quantitative evidence) ***</i>
<p>What are the gender differences in this issue? Consider the differential impacts of the proposed policy on women and men and identify consequences on:</p> <ul style="list-style-type: none"> ⇒ Roles and responsibilities of women and men (within the sector) ⇒ Assets and Resources that women and men deal with (related to the proposed policy) ⇒ Power and Decision-Making that women and men participate in, at various levels (such as household, community, career) ⇒ Needs, Priorities and Perspectives of women and men 		
<p>What are the social, cultural, economic and political impacting factors? Identify the differences between women and men, in the impact area(s) under analysis, in terms of:</p> <ul style="list-style-type: none"> ⇒ Participation (representation of women and men in decision-making positions, sex-composition of the target group(s), ...) ⇒ Resources (time, space, information, political and economic power, education and training, work, new technologies, health care services, housing, education, mobility, ...) ⇒ Norms and values (roles, attitudes and behaviour of women and men respectively, inequalities in the value attached to men and women, stereotypes, ...) <ul style="list-style-type: none"> – Division of labour by gender – Organisation of private life as relevant to gender equality within the sector 		

	<ul style="list-style-type: none"> – Organisation of citizenship (relevant participation of men/women in associations, unions, etc) <p>⇒ Fundamental rights (civil, social, political and human rights, direct or indirect sex-discrimination, access to justice...)</p>		
	What policies/legislations exist in this area? Do they reflect the gendered evidence you have identified?		
	<p>Have there been any gender responsive changes in this area? If so:</p> <p>⇒ What are they?</p> <p>⇒ How did these changes come about, what caused them (new programmes, legislations, budgets?</p>		
	<p>Have these made a measurable difference to women's/men's experiences to date? If not:</p> <p>⇒ Why not?</p> <p>⇒ Has there been no lobbying/advocacy?</p> <p>⇒ Have lobbying methods not been effective?</p> <p>⇒ Are there other identified barriers?</p>		
	<p>Is the proposed policy addressing the needs of both women and men, taking into account their different interests, roles and positions?</p> <p>Identify opportunities to support women's practical needs and strategic interests, to contribute to the elimination of existing inequalities and to promote equality between women and men:</p> <p>⇒ In participation rates</p> <p>⇒ In the distribution of resources, benefits, tasks and responsibilities in private and public life</p> <p>⇒ In the value and attention accorded to masculine and feminine characteristics,</p>		

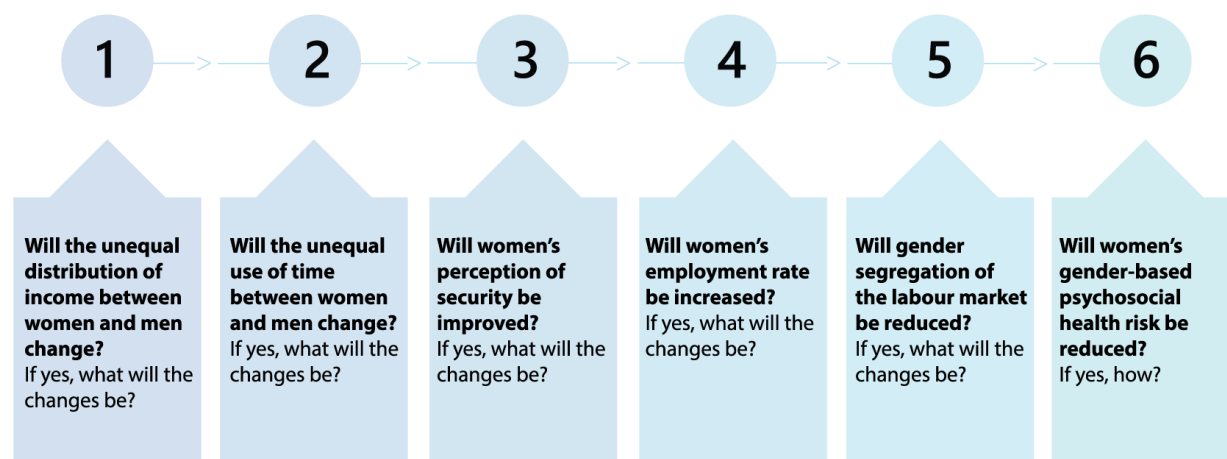
	behaviours and priorities?		
	Will the proposed policy/programme promote: ⇒ equality of opportunity ⇒ How?		
	<i>Suggested Improvements, Consideration of mitigating measures and/or policy alternatives</i>		
	If a negative impact has been identified what measures can be taken to reduce the negative impact of the policy?		
	If a positive impact has been identified what measures can be taken to enhance the positive impact of the policy?		
<i>Made by [name(s) and function(s)]</i>			

* This step relies heavily on collection of gender disaggregated data. Equally important is to take into consideration the views of those concerned (primarily, but not only, the target groups) through surveys, groups consultations, interviews...

** Summary of all information collected in Step 1. The data should include information regarding current status, roles and relations, age, religion, education level, marital status...

*** Make sure to indicate if the evidence comes from a source with a 'vested interest' in the issue?

KEY QUESTIONS TO HELP ANALYSIS



These changes might not be immediate. let's take for example a Concept Note on drafting a new law or measure- it is not the impact of the process of drafting that is the focus of this analysis, but rather the impact of the new proposed articles, etc. Accordingly, the issues we want to analyse is how and to what extent will lives of women and men change as a result of this particular new proposed law/measure?

NOTE TO FILE

To address these questions, authorities must consider the norms and values that regulate the process of access to and control of resources. This is about the opportunities to participate on equal terms in all aspects of society. To do this, it is essential to consider the following structures which sustain those inequalities:

❖ Division of labour by gender

The structures which organise the division of labour regulate the distribution of work according to prevailing norms and values in the area of labour. This is about distribution of paid and unpaid work and about the horizontal and vertical gender segregation of the labour market. Differences apply to different groups of women and men, according to age, ethnicity, education level, social class, validity, and other diversity criteria.

❖ Organisation of private life

The structure of the organisation of private life is regulated by a set of norms and values in the area of living arrangements, sexuality and reproduction, relationships between women and men, between adults and children. Women and men have different positions in this area. Maternity and paternity include different roles and are valued differently. These differences have consequences for the position of women and men in social life. Gender inequalities may be either reinforced or challenged by specific cultural, ethnic, religious, age-related, and other diversity criteria.

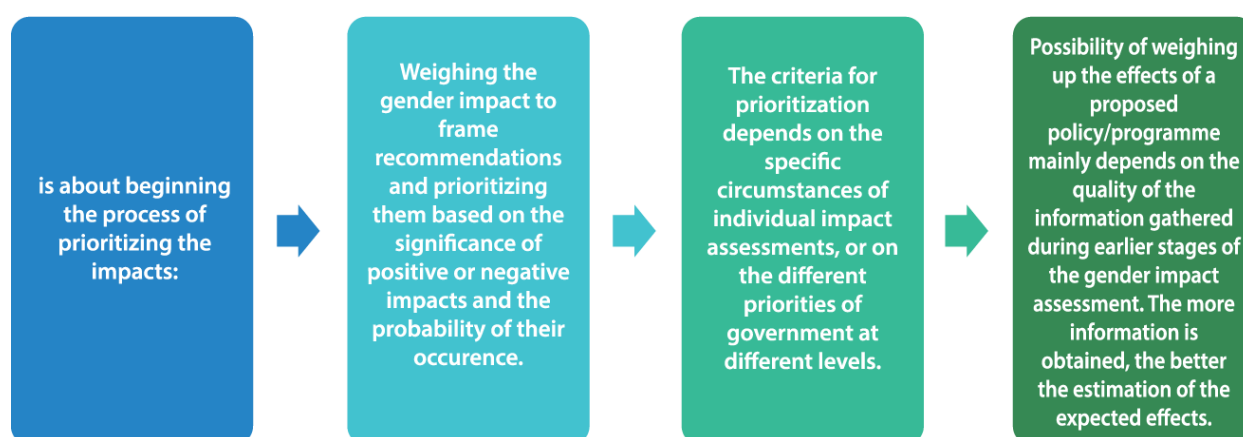
❖ Organisation of citizenship

The structure of the organisation of citizenship refers to the norms and values which regulate the process of control and decision making. It is about the opportunities to participate on equal terms in all aspects of society. The media are an important part of this structure as well as the decision-making structures of political bodies, boards and commissions.

Step 4 Weighing the Gender Impact

After completing the assessment of impacts, Step 4 Weighing the gender impact will help determine the priority to be attached to adopting policies (those that actively promote gender equality) and will determine whether specific policy approaches or actions are needed to ensure that specific groups within men and women groups benefit from the proposed policy intervention.

WEIGHING THE GENDER IMPACT



This step is about beginning the process of prioritising the impacts, weighing the gender impact to frame recommendations and prioritising them based on the significance of positive or negative impacts and the probability of their occurrence. The criteria for prioritisation depend on the specific circumstances of individual impact assessments, or on the different priorities of government at different levels. Finally, it should be noted that the possibility of weighing up the effects of a proposed policy/programme mainly depends on the quality of the information gathered during earlier stages of the gender impact assessment. The more information is obtained, the better the estimation of the expected effects.

There are several sub steps for weighing the gender impact:

Firstly, stakeholder/s should perform a comprehensive assessment of impact - Table 4A, after that using the information from the Table 4A they should try to prioritise the impact by identifying the significance of impact and probability of this impact occurring - Table 4B. Next, they should identify positive impacts and negative impacts Table 4C. Lastly, in the final sub-step they should determine the priority to be attached to adopting policies that actively promote gender equality and establishes whether specific policy approaches or actions are needed to ensure that specific groups (within men and women groups) benefit from the proposed policy intervention- Table 4D.

4A. Comprehensive assessment of impacts

In this step, it is important to establish how the policy or legislative measure will contribute to gender equality and to assess the foreseen impact on gender relations. Once the effects of the proposed policy have been identified, they should be 'measured', taking into consideration the following criteria so as to weigh the positive, neutral or negative gender impact of any initiative:

- ⇒ Participation of women and men. The impact is considered positive when a significant increase in the representation of the under-represented gender in the area is envisaged.
- ⇒ Access to and control of resources. The impact is considered positive when the elimination of existing gender gaps (or at least a significant reduction is foreseen). This reduction should always be aimed at increasing the physical, emotional and economic empowerment of women.
- ⇒ Gender-based social norms and values. The impact will be considered positive when:
 - Mechanisms or structures that help to reproduce gender inequalities are modified.
 - Progress in eliminating gender stereotypes is made.

WEIGHING THE GENDER IMPACT				
COMPREHENSIVE ASSESSMENT OF IMPACTS *				
II. Gender Impact Assessment - Step 4A	Policy Title or Programme Name			
	Name of Ministry/Institution			
	Name of Department/Unit			
	Directorate or Agency			
	Legal Framework			
	Assessment of impacts			
		Positive,	Qualitative	Quantitative

		Negative, None	(detail evidence)	(detail evidence)	mitigating measures and/or alternative policies **
Participation of women and men ***					
How does the proposed policy contribute to promoting the participation of women/men (from diverse groups) in the public sphere? ⇒ Politics ⇒ Economy ⇒ Employment ⇒ Culture					
If relevant to the sector/programme - How does the proposed policy contribute to promoting men's participation in domestic duties and care work?					
It is necessary to highlight one exception to these general rules? <u>When talking about women's specific policies, programmes or services to foster their empowerment and social involvement, it is paramount to understand that participation only by women is a relevant and accepted strategy to promote gender equality.</u>					
Access to and control of resources ***					
How does the proposed policy contribute to promoting access of women and men to essential resources? ⇒ Education ⇒ Employment ⇒ Careers					

	<p>⇒ Health</p> <p>⇒ Time</p> <p>⇒ Money</p> <p>⇒ Power</p> <p>⇒ Information</p> <p>⇒ New technologies</p> <p><u>The impact will be considered positive when the elimination of existing gender gaps, or at least a significant reduction of them, is foreseen. This reduction should always be aimed at increasing the physical, emotional and economic empowerment of women. In the case of men, the focus should be to increase their involvement in housework and care work or increase employment in sectors where they are not present however where there is deficiency of labour force (pre-school, primary education, nursing, etc). To ensure equal control of resources, it is important to analyse the participation of women and men in decision-making in the field of the project, as outlined above.</u></p>				
	Gender-based social norms and values ***				
	<p>How does the proposed policy contribute to promoting the equal social value of women and men, femininity and masculinity/gender stereotypes?</p> <p><u>The impact will be considered positive when mechanisms or structures that help reproduce gender inequalities are modified. This means acting on the sexual division of</u></p>				

	<u>labour, on the organisation of private life and/or on the organisation of citizenship. In the first instance, progress in eliminating gender stereotypes is made.</u>				
Made by [name(s) and function(s)]					

* It may be useful to compare the gathered evidence with relevant government and non-government organisations' evidence, public data (e.g. the percentage of ethnic minority people potentially impacted, the number of women employed at a senior level, beneficiary service user satisfaction levels for different groups, Gender Equality Index, ...)

** Based upon the findings from the Gender Relevance Assessment and the Gender Sensitive Analysis, policy adjustments should be suggested. The decision should consider whether to (1) Redefine the problem definition, (2) Redefine the objectives of the proposed policies or (3) Reconsider and determine which priorities can actively promote gender equality and have positive impact on both men and women (see Step 4B)

*** The information should always be defined separately for women/men.

4B. Prioritising the impacts

WEIGHING THE GENDER IMPACT PRIORITISING THE IMPACTS *								
II. Gender Impact Assessment - Step 4B	Policy Title or Programme Name							
	Name of Ministry/Institution							
	Name of Department/Unit							
	Directorate or Agency							
	Legal Framework							
	Positive Impacts							
		Impact **	Significance of impact			Probability of occurring		
			High	Medium	Low	High	Low	Unlikely
	Participation of women and men							
	Does the proposed policy promote the participation of women/men (from diverse groups) in the public sphere? ⇒ Politics ⇒ Economy ⇒ Employment ⇒ Culture							
IF sector relevant-Does the proposed policy promote men's participation in								

	domestic duties and care work?							
	Access to and control of resources							
	Does proposed policy promote access of women and men to essential resources? ⇒ Education ⇒ Employment ⇒ Careers ⇒ Health ⇒ Time ⇒ Money ⇒ Power ⇒ Information ⇒ New technologies							
	Gender-based social norms and values							
	Does the proposed policy promote the equal social value of women and men, femininity and masculinity/gender stereotypes?							
	Negative Impacts							
		Impact **	Significance of impact			Probability of occurring		
			High	Medium	Low	High	Low	Unlikely
	Participation of women and men							
	Does the proposed policy undermine the participation of women/men (from different groups) in the public sphere? ⇒ Politics ⇒ Economy ⇒ Employment ⇒ Culture							
Does the proposed policy hinder women's and/or men's participation in domestic duties and care work?								

	Access to and control of resources						
	Does the proposed policy undermine access of women and men to essential resources?						
	⇒ Education ⇒ Employment ⇒ Careers ⇒ Health ⇒ Time ⇒ Money ⇒ Power ⇒ Information ⇒ New technologies						
	Gender-based social norms and values						
	Does the proposed policy undermine the equal social value of women and men, femininity and masculinity/gender stereotypes?						
Made by [name(s) and function(s)]							

* The criteria for prioritisation depend on the specific circumstance (individual impact assessments, different priorities of government, different levels of priority)

** Each impact must be analysed for both women and men.

4C. Significance and probability of impacts

Based on the information gathered in step 4B, identify/chart all impacts in the diagram below. Two such diagrams are needed, one for positive impacts and one for negative impacts.

WEIGHING THE GENDER IMPACT SIGNIFICANCE AND PROBABILITY OF IMPACTS *																
II. Gender Impact Assessment - Step 4C	Policy Title or Programme Name															
	Name of Ministry/Institution															
	Name of Department/Unit															
	Directorate or Agency															
	Legal Framework															
	<table border="1"> <tr> <td rowspan="2">Significance of Impact **</td> <td>High</td> <td>A</td> <td>B</td> </tr> <tr> <td>Low</td> <td>C</td> <td>D</td> </tr> <tr> <td colspan="2"></td> <td>Low</td> <td>High</td> </tr> <tr> <td colspan="2"></td> <td colspan="2">Probability of Occurring **</td> </tr> </table>		Significance of Impact **	High	A	B	Low	C	D			Low	High			Probability of Occurring **
Significance of Impact **	High	A		B												
	Low	C	D													
		Low	High													
		Probability of Occurring **														
Made by [name(s) and function(s)]																

* Over time the potential significance or probability of an impact occurring may change; it is therefore advisable to repeat this exercise at regular intervals, to determine whether impacts need to be reprioritised.

** Impacts with high and medium significance and highly probable are recorded in cell B (they are the ones to be prioritised in step 4D). Impacts with low significance and unlikely to occur, are recorded in cell C.

4D. Prioritise significant positive and negative impacts

This step determines the priority to be attached to adopting policies that actively promote gender equality and establishes whether specific policy approaches or actions are needed to ensure that specific groups (within men and women groups) benefit from the proposed policy intervention.

WEIGHING THE GENDER IMPACT		
PRIORITISING THE IMPACTS		
II. Gender Impact Assessment - Step 4D	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	
	<i>Prioritised Positive Impacts</i>	<i>Recommendations to maximise positive impacts *</i>
	<i>Prioritised Negative Impacts</i>	<i>Recommendations to minimise negative impacts *</i>
	Made by [name(s) and function(s)]	

* Include an overview of the intended outcome

NOTE TO FILE:

BASED UPON THE FINDING(S) FROM THE GENDER RELEVANCE ASSESSMENT AND THE RESULTS OF THE GENDER SENSITIVE ANALYSIS, POLICY ADJUSTMENTS COULD BE SUGGESTED AND THE DECISION SHOULD CONSIDER WHETHER THE FOLLOWING CHANGES NEED TO BE MADE:

1

**Rededining the
problem definition**

2

**Redefining the
objectives of the
proposed
policy/programme**

3

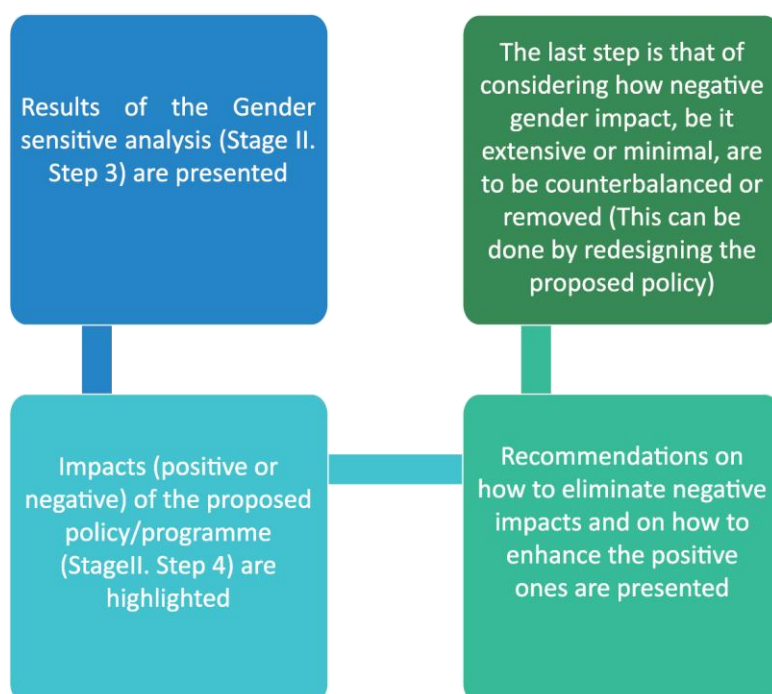
**Reconsidering and
determining which
priorities can actively
promote gender
equality and have a
positive impact on
both men and women**

Stage III. Gender E/Quality Impact Assessment

Step 5 Findings and proposal

In the Step 5 Findings and recommendations for the policy/legislative options, the results of the Gender sensitive analysis (Stage II. Step 3) are presented and the impacts (positive or negative) of the proposed policy/programme (Stage II. Step 4) are highlighted. Recommendations on how to eliminate negative impacts and on how to enhance the positive ones are presented. The last step is that of considering how negative gender impact, be it extensive or minimal, are to be counterbalanced or removed. This can be done by redesigning the proposed policy. However, if the negative impacts are minimal, then only specific areas of the policy (the ones causing the negative impact) may be reoriented.

GENDER QUALITY ASSESSMENT



The aim of this step is to evaluate how the policy will impact on gender-based social norms and gender roles and how it will contribute to promoting the equal social value of women and men, femininity and masculinity. Also, in this step you need to identify what actions must be taken from all the public institutions involved to ensure progress given that there is a shortfall in knowledge of gender issues at all levels of policy-making. Integrate these actions into the Implementation Plan for the Concept Document Tool.

Simply, the last step is that of considering how negative gender impact, be it extensive or minimal, are to be counterbalanced or removed. Deciding how this can be done, for example by redesigning the proposed policy or, if the negative impacts are minimal, then only specific areas (which are causing the negative impact) of the policy may be reoriented.

If the analysis in Stages I and II and in Steps 1 to 3 demonstrates that the policy is gender neutral, it must be clearly stated in the Concept Document. However, if the proposed policy outlined in the Concept Document is linked to gender issues, it must be highlighted and the Agency for Gender Equality (AGE), the GEOs in line with the ministries (of all sectors affected by the proposed policy) and other entities outside the public institutions must be closely involved in the public consultation process.

GENDER QUALITY ASSESSMENT



Identification of indicators to allow for monitoring and evaluation of the actual outcomes.



Assess which indicators are currently available and how useful they are in tracking progress on gender equality

Alternatively, it may be necessary to set new indicators based on pertinent sex-disaggregated data

Where lack of information curtails a proper analysis and thus produces inconclusive findings, it is important that this is explicitly mentioned in the G(E)IA report



Making data and information gaps known allows action to be taken by those responsible to remedy this problem

5A Recommendations and outcomes

In this step list the prioritised impacts/recommendations, which are accepted as part of the policy and clarify the intended outcome associated with the proposed changes. It is essential to use gender neutral language to guarantee that there is a fair visualisation of both women and men throughout the document.

FINDINGS AND PROPOSAL		
RECOMMENDATIONS AND OUTCOMES		
III. Gender Quality Assessment - Step 5A	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	

	<i>Accepted Recommendations</i>	<i>Outcomes *</i>
	<i>Made by [name(s) and function(s)]</i>	

* Identify available indicators allowing monitoring and evaluation of the actual outcomes. When those indicators are not available, make data and information gaps known.

5B Recommendations and methods of implementation

In this step the accepted recommendations should be accompanied with the relevant list of implementation methods to give a better sense of how the recommended changes will be implemented and also to inform the design of consequent budget plans.

FINDINGS AND PROPOSAL		
RECOMMENDATIONS AND METHODS OF IMPLEMENTATION		
III. GENDER QUALITY ASSESSMENT - STEP 5B	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	
	<i>Accepted Recommendations</i>	<i>Methods of Implementation</i>
		<i>Made by [name(s) and function(s)]</i>

NOTE TO FILE

Findings and conclusions must be formulated in terms of the impacts on women and men within the target group(s). Furthermore, proposals that promote gender equality (in response to the existing situation) should be put forward.

To do this, one should identify how gender equality could be strengthened in the different parts of the draft concept document/policy, considering the conclusions reached:

1. Gender equality **should be mentioned** in the preamble of the law or in the definition of the proposed policy/programme as well as in the legal framework referring to it.
2. Gender equality **should also be mentioned** in the objectives, to set a starting point and encourage the commitment of all stakeholders involved in the development of the initiative.
3. **Actions** to reduce imbalances and inequalities and measures to promote gender equality should be included among the different aspects of the law/policy/programme.

These measures could be related to:

- promoting the access of women in sector where they are under-represented;
- promoting the access of women to decision-making;
- promoting the co-responsibility of public administration, companies and care work;
- promoting the use of gender statistics and studies;
- preventing gender-based violence;
- promoting proactive actions to eradicate gender based violence;
- eliminating gender stereotypes and roles.

4. Language should also be revised to ensure that **gender-neutral language** is used and to guarantee the fair visualisation of both women and men throughout the document.

5. Another important component in this last step is the **identification of indicators** to allow for monitoring and evaluation of the actual outcomes.

To do this, the following aspects should be considered:

- It is important to assess which indicators are currently available and how useful they are in tracking progress on gender equality. Alternatively, it may be necessary to set new indicators based on pertinent sex-disaggregated data.
- Where lack of information curtails a proper analysis and thus produces inconclusive findings, it is important that this is explicitly mentioned in the G(E)IA report. **Making data and information gaps known allows action to be taken by those responsible to remedy this problem.**

TO CONCLUDE

Any G(E)IA report should contain the following sections:

- 1. Definition of the policy purpose**
- 2. Gender relevance of the proposal**
- 3. In-depth gender analysis of the proposal**
- 4. Conclusions from a gender perspective**
- 5. Proposals to improve the project in terms of gender equality**

CHAPTER 3: HOW G(E)IA FEEDS INTO THE CONCEPT DOCUMENT AND OTHER IMPACT ASSESSMENTS

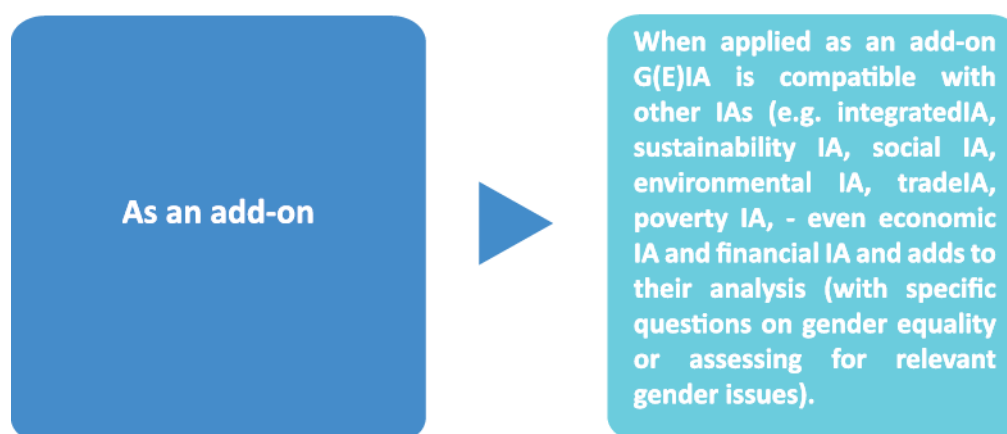
Combination with other methods

As mentioned briefly in previous sections of this manual, the Gender Equality Impact Assessment can be employed in three ways:

- As an **add-on**
- or
- As a **stand-alone tool**¹⁴
- or
- In an **integrated fashion**.

When applied as an add-on, G(E)IA is compatible with other IAs (e.g. integrated IA, sustainability IA, social IA, environmental IA, trade IA, poverty IA – even economic IA and financial IA) and adds to their analysis (with specific questions on gender equality or assessing for relevant gender issues).

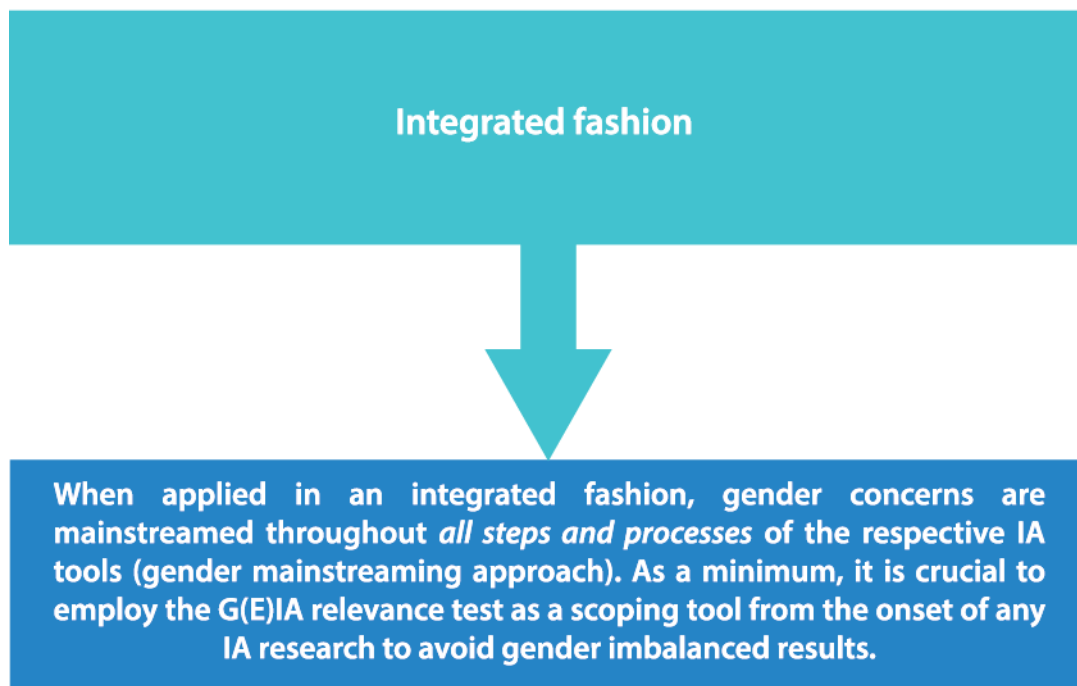
COMBINATION WITH OTHER METHODS



When applied in an integrated fashion, gender concerns are mainstreamed throughout *all steps and processes* of the respective IA tool (gender mainstreaming approach). As a minimum, it is crucial to employ the G(E)IA relevance test as a scoping tool from the onset of any IA research to avoid gender imbalanced results.

¹⁴ An example of full stand-alone G(E)IA can be found at:
<http://webarchive.nationalarchives.gov.uk/20130402195121/http://www.dwp.gov.uk/docs/genderimpactassessment.pdf>

COMBINATION WITH OTHER METHODS



A full-fledged G(E)IA (stand-alone) concerns all IA steps such as data collection, participation and stakeholder analysis, data analysis, scenario development, monitoring and evaluation.

COMBINATION WITH OTHER METHODS



As a stand-alone tool



A full-fledged G(E)IA (stand-alone) concerns all IA steps such as data collection, participation and stakeholder analysis, data analysis, scenario development, monitoring and evaluation.

Types of data needed

The prerequisite for G(E)IA is that sex-disaggregated data is provided or generated. Sex-disaggregated data is generated in quantitative terms (sex counting).

In-depth G(E)IA will most likely also employ qualitative methods and data, which enable a gender-based analysis (on rights, resources, participation, values and norms). There is mostly a wealth of **qualitative knowledge** production on gender and its effects on populations and societal systems in all academic disciplines, especially in gender studies. Usually, nowadays, most **quantitative information**

is sex-disaggregated (e.g. by national and supra-national statistical offices)¹⁵. The utilisation of sex-disaggregation of data in any kind of people centred research is a requirement under the gender mainstreaming strategy.

Guidelines and Manual for Developing Concept Documents define 7 steps in the process of developing concept documents of new strategies, policies, programmes and measures. Although the aim of the governments should be to implement stand-alone G(E)IAs always as a way of comprehensively informing their policy making processes, it is advisable to start the implementation of G(E)IA in Kosovo in an integrated fashion given the ongoing good governance processes.

CONCEPT DOCUMENT STEPS	G(E)IA RELEVANT INFORMATION
Step 1: The problem definition	Step 1 Definition of policy purpose
Step 2: Setting/describing goals and objectives	Step 2 Checking gender relevance
Step 3: Defining the options	Step 3 Gender sensitive analysis and Step 4 Weighing the gender impact
Step 4: Identifying and assessing future impacts	Step 3 Gender sensitive analysis and Step 4 Weighing the gender impact
Step 5: Communication and consultation	As part of Step 4 Weighing the gender impact
Step 6: Selecting and presenting the best solution: comparing options and their impact	Step 5 Findings and proposal
Step 7: Presenting the conclusion and future steps for the Concept Document	GIA results are presented in the Concept document or as a stand alone document

The tables above and below both show the linkages between G(E)IA steps and the steps of developing concept documents in order to enable policymakers to see how they could include relevant G(E)IA findings and recommendations from G(E)IA into the concept document drafting process:

CONCEPT DOCUMENT STEPS	G(E)IA RELEVANT INFORMATION
<u>Step 1 The problem definition</u> Provides the foundation for the concept document and the answer to why the Government needs to act. It includes: → Existing legal and regulatory framework	<u>Step 1 Definition of policy purpose</u> Assess and describe the current situation from the gender equality perspective: → Gather any available gender disaggregated statistics, facts and information being

¹⁵ International organisations, such as the OECD, World Bank, development cooperation organisations, etc. provide mostly quantitative studies, statistical evidence on gender imbalances and generate gender indexes, measuring gender (in)equality pertaining to human development, employment, education, health, social institutions, etc. (e.g. The Global Gender Gap Report/The Global Gender Gap Index 2017).

<ul style="list-style-type: none"> → Other non-regulatory interventions relevant to the policy → Problem definition <ul style="list-style-type: none"> - Data collection - Data analysis - Summarise of the data and first draft of the problem definition - Verify the data and second draft of the problem definition - Consult your summary (with civil society, agencies, ...) - Finalise the third draft of the problem definition - Refine problem definition while working on Concept Document - Finalise the problem definition before the Concept Document is send for approval to the Government → Possible overlaps, shortcomings, inefficiencies and contradictions → Stakeholders affected 	<p>addressed by the proposed action/ objective</p> <ul style="list-style-type: none"> → Identify what is known about the different experiences, situations and roles of men and women using qualitative and quantitative measurement → Consult with women and men who are likely to be affected by the policy priorities being pursued (working groups, consult the Agency for Gender Equality, external experts)
<p><u>Step 2 Setting/describing goals and objectives</u></p> <p>Shows what the Government aims to achieve in certain policy areas and how</p> <ul style="list-style-type: none"> → Identify all relevant medium-term planning documents of the Government (general goals of the Government) → Identify the Policy Goals and the Strategic and Specific Objectives relevant to the policy issue being addressed 	<p><u>Step 2 Checking gender relevance</u></p> <p>Assess and describe the potential impacts of the proposed policy:</p> <ul style="list-style-type: none"> → Analyse future trends and probable developments without policy intervention → Assess the trends in men and women positions independently of the effects of any proposed policy → Assess what are the potential impacts on women and men and on gender relations → Based on that assessment identify which tools are more in order to achieve the desired performance <p><i>The results/findings of Step 1 and Step 2 should inform all goals and objectives and should help identify gender relevant aims that the government is trying to achieve in certain policy areas.</i></p> <p><i>Gender should be incorporated in governments all medium-term goals and objectives with gender (equality) indicators where appropriate.</i></p>
<p><u>Step 3 Defining the options</u></p> <p>These options are the actual possibilities to address the problem effectively within and beyond the existing regulatory framework.</p> <ul style="list-style-type: none"> → Identify the shortcomings that derive from the problem definition → Consider potential options that might apply to specific shortcomings and situations 	<p><u>Steps 3 Gender sensitive analysis and Step 4 Weighing the gender impact</u></p> <ul style="list-style-type: none"> → Inform policy adjustment → Add gender perspective in the defined options and → Based upon the findings from Steps 3 and 4 of G(E)IA, determine whether changes need

<p>→ Analyse at least three options that could serve addressing the main policy problem</p> <ul style="list-style-type: none"> - The “no change option” shows the current situation of policy issue and its continuation if changes do not happen - The option on improving implementation and enforcement of existing policies and legislation - The option of a proper alternative which, when relevant, also considers means other than legislative ones to address the identified problem 	<p>to be made to improve and enhance gender equality through the proposed policy initiative.</p> <p>Discuss the changes based on the conducted assessment with the working group for the Concept Document and discuss the changes through targeted consultations with relevant stakeholders.</p>
<p><u>Step 4 Identifying and assessing future impacts</u></p> <p>The implementation of the identified options leads to different types of impacts on society.</p> <p>→ Analyse five potential impact categories:</p> <ul style="list-style-type: none"> - economic impacts - social impacts - environmental impacts - crosscutting impacts - budget impacts <p>→ Identify the issues to be analysed within these impact categories</p> <p>→ Determine the importance of impacts and the depth of analysis</p> <p>→ Define the data collection process</p> <p>→ Adjust the analysis for a Concept Document in case it addresses the implementation of EU legislation</p> <p>→ Use the principle of proportionate analysis to determine the depth of impacts analysis</p> <p>→ Set appropriate standards and the possibilities to implement them</p> <p>→ Develop the implementation plan including output-activity logic for possible solutions addressing the policy problem</p> <p>→ Determine the costs for implementation of the options based on the implementation plan</p> <p>→ Apply the rules of the Ministry of Finance when the costing shows that the budget ceiling of a ministry is exceeded</p>	<p><i>Brief or full stand-alone G(E)IA should be undertaken to fully understand the gender impact of the policy. Otherwise, as suggested above, gender can be an add on to other impact assessments.</i></p> <p><i>G(E)IA will help determine the priority to be attached to adopting policies that actively promote gender equality and determine whether specific policy approaches or actions are needed to ensure that specific groups, within men and women groups, benefit from the proposed policy intervention.</i></p> <p><i>Identified actions on gender relevant activities at all levels of policy-making have to be integrate into the Implementation Plan for the Concept Document Tool.</i></p>
<p><u>Step 5 Communication and consultation</u></p> <p>It is about gathering input for a Concept Document, but also about communicating the intentions of the Government for changing or improving policies and the motivation behind these intentions.</p> <p>→ Communicate effectively during the development of a Concept Document</p> <p>→ Conduct internal consultation within the administration and public consultation with all</p>	<p><u>As part of Step 4 Weighing the gender impact...</u></p> <p>A process of communication and consultation has to be done effectively and comprehensively to gauge if and to what extent the policy needs to be strengthened to address gender equality aims.</p>

<p>stakeholders</p> <ul style="list-style-type: none"> → Identify the target groups for communication activities → Ensure that public consultation maximizes participation, is transparent and adds value for all involved → Identify the right stakeholders that need to be consulted for public consultation → Effectively plan consultation activities (public meeting and online public consultation) → Align consultation and communication activities → Organise targeted consultations throughout the development of the Concept Document 	
<p><u>Step 6 Selecting and presenting the best solution: comparing options and their impacts</u></p> <p>The optimal option that will be developed further and implemented needs to be determined.</p> <ul style="list-style-type: none"> → Present the relevant benefits and costs through concrete statistics, figures and numbers → Present the information in a logical and easy-to-understand way → Assess and compare the options based on the added value that they provide 	<p><u>Step 5 Findings and proposal</u></p> <ul style="list-style-type: none"> → Identify the best options for gender equality results within the relevant policy → Present the benefits and costs disaggregated by gender where appropriate. → Present the information in such a way to ensure equal access to information for both women and men, boys and girls.
<p><u>Step 7 Presenting the conclusion and future steps for the Concept Document</u></p> <p>The preferred option serves as a base for the next steps identified in the Implementation Plan.</p> <ul style="list-style-type: none"> → List the legal measures that derive from the preferred option and present these in a practical overview → Link the policy analysis of the Concept Document with the legal drafting process → Describe the processes for monitoring and evaluation to assess the actual effects that follow from implementing the decisions presented in the Concept Document 	<p><i>In some countries the full G(E)IA report would be published as an annex to the Concept Document. Otherwise a shorter summarised document is produced (see the structure of a G(E)IA report on pg. 32) and if the proposed policy outlined in the Concept Document is linked to gender issues, highlight this and make sure that during public consultation, the Agency for Gender Equality, the GEOs in line ministries (of all sectors affected by the proposed policy), and other entities outside the public institutions are closely involved in the public consultation</i></p> <p><i>If the analysis demonstrates that the policy is gender neutral, state it clearly in the Concept Document.</i></p>

Format(s) of the G(E)IA document

As mentioned before, until recently, G(E)IA as a new concept was not readily understood and accepted as a tool in many developing countries. In a nutshell, G(E)IA was considered just another bureaucratic stumbling block and as something imposed by external actors.

However, the need for G(E)IAs has become increasingly important within the context of global development and economic growth and is now becoming a statutory requirement in Kosovo. Whereas historically, the choice of new programmes/projects was primarily based on one criterion: economic viability, today other criteria, such as environmental and social impact and equality impact

have become strong requirements. Indeed, the information gathered within the process of implementing G(E)IA is now considered globally to be an integral part of a country's regulatory impact assessments.

Although there are no universal formats for the way a final G(E)IA report should look like, the elements listed in Chapter 2 of this manual should be addressed in every G(E)IA - be it a light version assessment or a full in-depth assessment - as general rules to observe when preparing the final G(E)IA report. Regardless of whether the authorities choose to carry a G(E)IA as a self-standing assessment or as an integrated part of an economic and/or social and environmental assessment it should at minimum contain the following:

FORMAT(S) OF THE G(E)IA DOCUMENT



In writing each section of the G(E)IA, specific effort should be given in including women's and men's, girls' and boys' perspectives and the relation between them. Furthermore, each section should address and include the perspectives of a **diverse selection** of women and men, girls and boys. In fact, a common misunderstanding is that only the perspectives of women and girls need to be described.

When differences between women and men, girls and boys are visible, gender analysis becomes an informative tool. It is also important to include a diverse group of women and men, girls and boys based on factors such as ethnicity, class, sexual orientation, etc. In doing so, there will be a greater variety of perspectives within the gender groups with sex-disaggregated data supporting those highlighted differences.

In writing the report use a gendered, not gender-neutral language. Even though it may feel tiresome at times using the terms "women" and "men", "girls" and "boys" as much as possible, it is a method to make different groups visible.

Finally, avoid generalising problems and looking at gender groups as homogenous groups, and avoid wording such as "gender should be considered" but rather be specific and identify what is required or prescribed by recommendation for certain target group(s).

For an example of a template for a **brief G(E)IA assessment final report** please visit:

Oxfam and Australian Aid. 2015. Gender and Hydropower National policy assessment MYANMAR.
https://www.oxfam.org.au/wp-content/uploads/2015/09/2015-30-Myanmar-Country-Report_FA_WEB.pdf

or

WBG. 2015. A cumulative gender impact assessment of ten years of austerity policies. A briefing from the UK Women's Budget Group on the cumulative distributional effects of cuts in public spending and tax changes on household income by gendered types over the period 2010-20.
https://wbg.org.uk/wp-content/uploads/2016/03/De_HenauReed_WBG_GIAtaxben_briefing_2016_03_06.pdf

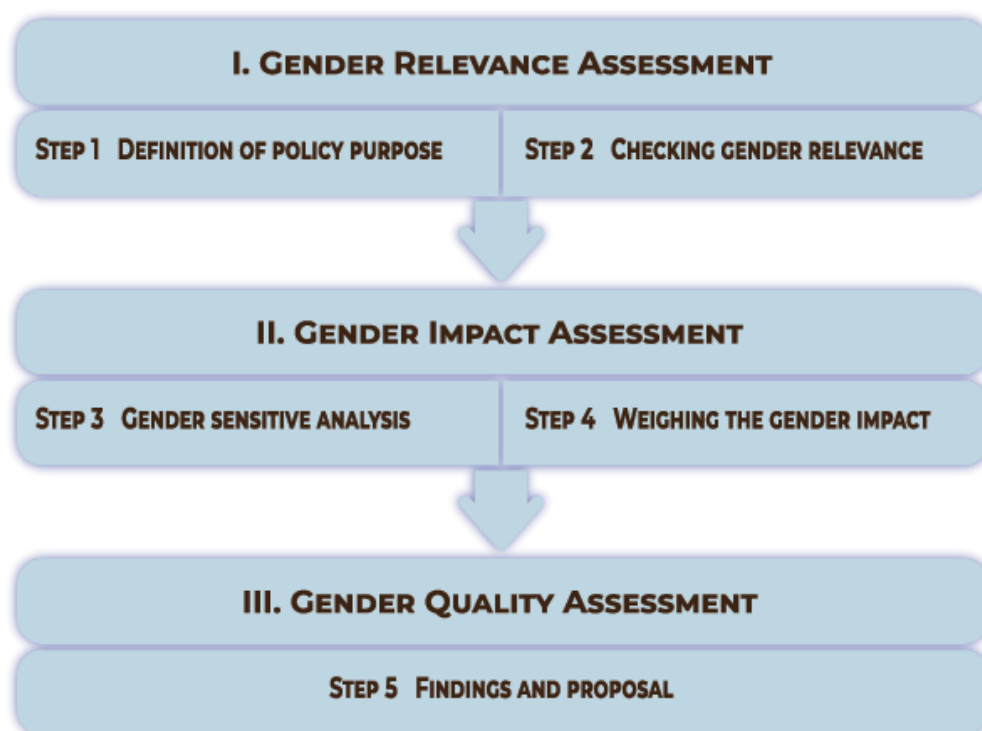
For an example of a template for a **full in-depth G(E)IA assessment final report** please visit:

WBG. 2017. Gender impact assessment of the Spring Budget 2017.
https://wbg.org.uk/wp-content/uploads/2016/12/WBG_Budget2017_Fullresponse-1.pdf

ANNEXES

ANNEX 1. G(E)IA TOOLS, TABLES AND TEMPLATES

In reference to the G(E)IA stages here below, the following pages contain tables and templates (with relevant questions) specific to each Stage/Step of the process.



I. Gender Relevance Assessment

This first stage defines the purpose of a proposed policy, strategy, law or programme (Step 1 Definition of policy purpose) and shows how it connects with gender equality (Step 2 Checking gender relevance).

Step 1 Definition of policy purpose

DEFINITION OF POLICY PURPOSE		
I. Gender Relevance - Step 1	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	
	<i>Checklist 1 - As Is situation</i>	
	In the policy field under consideration, are there differences	

	<p>between men and women in the <u>gendered organisation</u> of work?</p> <p>⇒ Do women/men hold specific jobs in this sector, are they fitting specific gender roles?</p> <p>⇒ Is there a visible gender pay gap in this sector/do woman receive unequal pay?</p> <p>⇒ Is there a presumption that people are free of caring responsibilities and as such there is no limitation to their participation?</p> <p>⇒ Have differences between men and women been considered in different cultural groups/different communities?</p>	
	<p>Are there relevant differences in the <u>organisation of personal relations relevant for this sector/or could those differences impact programme in question in negative/positive way?</u></p> <p>⇒ Are women predominantly responsible for family care? Does it differ for different groups (social, ethnic)?</p> <p>⇒ Does the policy assume a transformation of existing gender norms?</p>	
	<p>Is there an <u>unequal distribution of resources</u> between women and men?</p>	
	<p>What <u>gender rules</u> are present? (e.g. are women's/men's roles and activities in this sector given less value?)</p>	
	<p>How would you <u>assess the current situation</u> in the sector/policy area in terms of:</p> <p>⇒ Equality?</p> <p>⇒ Autonomy/fiscal decentralization/responsibility for service delivery?</p> <p>⇒ Diversity (different economic/groups/social inclusion/age, etc?)</p>	

	Do you have the data to be able to answer these questions? * Where can data be found (Statistics, Administrative data, Surveys...)	
	<i>Checklist-2 - To Be situation</i>	
	Is the plan to create a new policy/programme or to make changes to a policy?	
	Brief description of the proposed policy/programme (or of the changes to be made to a policy) - highlight gender relevance of those!!	
	Which Gender Equality outcome(s) does the proposed policy/programme (or changes to be made to a policy) contribute to?	
	What is the proposed policy/programme (or the changes to be made to the policy) trying to achieve? (Goals-from gender equality perspective)	
	Do the goals and outcomes of the proposed policy/programme (or the changes to be made to the policy) align with promotion of gender equality ?	
<i>Made by [name(s) and function(s)]</i>		

* It might be necessary to gather available gender disaggregated statistics, use qualitative and quantitative measurement and consult with women and men who are likely to be affected by the policy (working groups, input from external experts)

Step 2 Checking gender relevance

CHECKING GENDER RELEVANCE		
I. Gender Relevance - Step 2	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	
	<i>Background Information</i>	
	Description of the proposed policy/programme (or of the changes to be made to a policy) and of its objectives	
	Description of the target group(s) of the proposed policy/programme	
	Information on who the proposed policy/programme might potentially impact.	
	<i>Direct Beneficiaries</i>	
	Participation by gender	
	Resources by gender	
	Norms and Values by gender	
	Rights by gender	
	<i>Indirect Beneficiaries</i>	
	Are there indirect beneficiaries of the proposed policy/programme (e.g. relatives of the direct beneficiaries, neighbouring cities, ...)?	
	How will each group of indirect beneficiaries be affected by the proposed policy/programme? ⇒ Positive impact ⇒ Negative impact	
	<i>Evaluation</i>	
	Is there any indication or evidence of higher or lower participation or uptake by different groups? ('high', 'medium' or 'low' impact degree)	
	Is there any indication or evidence	

	that different groups have different needs, experiences, issues and priorities in relation to the proposed policy/programme? ('high', 'medium' or 'low' impact degree)	
	Have previous consultations with relevant groups, organisations or individuals indicated that particular policies create problems that are specific to them? ('high', 'medium' or 'low' impact degree)	
	Is there an opportunity to better promote equality of opportunity or good relations by altering the proposed policy/programme?	
	Conclusion	
	What is the conclusion? * ⇒ Justification ⇒ Key issues, if any ⇒ Groups to focus on, if any	
Made by [name(s) and function(s)]		

* Either **No change to policies, functions or services** (e.g. 'For information only' report) or **Recent relevant G(E)IA has already been carried out** or **There is clearly no relevance to equality** or **Full impact assessment is required**

II. Gender Impact Assessment

This stage is needed to reach gender equality and equitable growth through a proposed policy/programme (Step 3 Gender sensitive analysis). Based on findings collected in the previous stage, it also considers different options and assesses the positive and the negative impacts on target group(s) (Step 4 Weighing the gender impact).

Step 3 Gender sensitive analysis

GENDER SENSITIVE ANALYSIS *		
II. Gender Impact Assessment - Step 3	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework (including gender equality relevant legal framework)	
	<i>Scoping the impact **</i>	
	Is there evidence about the nature of the problem from gender perspective? Where can this evidence be found (reports, government discussion paper/s, etc?)	
	What is the likely impact of the policy on gender equality? (Positive/Negative/Neutral)	
	If there is an impact: ⇒ How will the proposed policy/programme impact women and men? (list key impacts on different groups) ⇒ Who will be impacted? (per key impact) <ul style="list-style-type: none"> – Directly (info on direct beneficiaries from different groups-if applicable) – Indirectly (info on indirect beneficiaries from different groups-if applicable) ⇒ Overview of evidence (per key impact)-provide statistics if available and state their source	
	<i>Opportunities to promote positive impact on gender equality</i>	
If there is no impact, are there opportunities to develop the policy so that it promotes a positive impact or gender transformative policies (could it be transformative in terms of opening		

	up new types of employment in this sector for men/women; change norms?		
	Consideration of evidence		
		Brief Summary of evidence	Supporting Evidence (list Qualitative and Quantitative evidence) ***
	What are the gender differences in this issue? Consider the differential impacts of the proposed policy on women and men and identify consequences on: ⇒ Roles and responsibilities of women and men (within the sector) ⇒ Assets and Resources that women and men deal with (related to the proposed policy) ⇒ Power and Decision-Making that women and men participate in, at various levels (such as household, community, career) ⇒ Needs, Priorities and Perspectives of women and men		
	What are the social, cultural, economic and political impacting factors? Identify the differences between women and men, in the impact area(s) under analysis, in terms of: ⇒ Participation (representation of women and men in decision-making positions, sex-composition of the target group(s), ...) ⇒ Resources (time, space, information, political and economic power, education and training, work, new technologies, health care services, housing, education, mobility, ...) ⇒ Norms and values (roles, attitudes and behaviour of women and men respectively, inequalities in the value attached to men and women, stereotypes, ...) – Division of labour by gender		

	<ul style="list-style-type: none"> – Organisation of private life as relevant to gender equality within the sector – Organisation of citizenship (relevant participation of men/women in associations, unions, etc) <p>⇒ Fundamental rights (civil, social, political and human rights, direct or indirect sex-discrimination, access to justice, ...)</p>		
	What policies/legislations exist in this area? Do they reflect the gendered evidence you have identified?		
	<p>Have there been any gender responsive changes in this area? If so:</p> <p>⇒ What are they?</p> <p>⇒ How did these changes come about, what caused them (new programmes, legislations, budgets?</p>		
	<p>Have these made a measurable difference to women's/men's experiences to date? If not:</p> <p>⇒ Why not?</p> <p>⇒ Has there been no lobbying/advocacy?</p> <p>⇒ Have lobbying methods not been effective?</p> <p>⇒ Are there other identified barriers?</p>		
	<p>Is the proposed policy addressing the needs of both women and men, taking into account their different interests, roles and positions?</p> <p>Identify opportunities to support women's practical needs and strategic interests, to contribute to the elimination of existing inequalities and to promote equality between women and men:</p> <p>⇒ In participation rates</p> <p>⇒ In the distribution of resources, benefits, tasks and responsibilities in private and public life</p> <p>⇒ In the value and attention accorded to masculine and</p>		

	feminine characteristics, behaviours and priorities?		
	Will the proposed policy/programme promote...: ⇒ equality of opportunity ⇒ How?		
	<i>Suggested Improvements, Consideration of mitigating measures and/or policy alternatives</i>		
	If a negative impact has been identified what measures can be taken to reduce the negative impact of the policy?		
	If a positive impact has been identified what measures can be taken to enhance the positive impact of the policy?		
<i>Made by [name(s) and function(s)]</i>			

* This step relies heavily on collection of gender disaggregated data. Equally important is to take into consideration the views of those concerned (primarily, but not only, the target groups) through surveys, groups consultations, interviews, ...

** Summary of all information collected in Step 1. The data should include information regarding current status, roles and relations, age, religion, education level, marital status, ...

*** Make sure to indicate if the evidence comes from a source with a 'vested interest' in the issue?

Step 4 Weighing the gender impact

4A. Comprehensive assessment of impacts

In this step, it is important to establish how the policy or legislative measure will contribute to gender equality and to assess the foreseen impact on gender relations. Once the effects of the proposed policy have been identified, they should be 'measured', taking into consideration the following criteria so as to weigh the positive, neutral or negative gender impact of any initiative:

- ⇒ Participation of women and men. The impact is considered positive when a significant increase in the representation of the under-represented gender in the area is envisaged.
- ⇒ Access to and control of resources. The impact is considered positive when the elimination of existing gender gaps (or at least a significant reduction is foreseen). This reduction should always be aimed at increasing the physical, emotional and economic empowerment of women.
- ⇒ Gender-based social norms and values. The impact will be considered positive when:
 - Mechanisms or structures that help to reproduce gender inequalities are modified.
 - Progress in eliminating gender stereotypes is made.

WEIGHING THE GENDER IMPACT COMPREHENSIVE ASSESSMENT OF IMPACTS *					
II. Gender Impact Assessment - Step 4A	Policy Title or Programme Name				
	Name of Ministry/Institution				
	Name of Department/Unit				
	Directorate or Agency				
	Legal Framework				
	Assessment of impacts				
		Positive, Negative, None	Qualitative (detail evidence)	Quantitative (detail evidence)	Consideration of mitigating measures and/or alternative policies **
	Participation of women and men ***				
	How does the proposed policy contribute to promoting the participation of women/men (from diverse groups) in the public sphere? ⇒ Politics ⇒ Economy ⇒ Employment ⇒ Culture				
	If relevant to the sector/programme - How				

	does the proposed policy contribute to promoting men's participation in domestic duties and care work?				
	<p>It is necessary to highlight one exception to these general rules?</p> <p><u>When talking about women's specific policies, programmes or services to foster their empowerment and social involvement, it is paramount to understand that participation only by women is a relevant and accepted strategy to promote gender equality.</u></p>				
	Access to and control of resources ***				
	<p>How does the proposed policy contribute to promoting access of women and men to essential resources?</p> <p>⇒ Education ⇒ Employment ⇒ Careers ⇒ Health ⇒ Time ⇒ Money ⇒ Power ⇒ Information ⇒ New technologies</p> <p><u>The impact will be considered positive when the elimination of existing gender gaps, or at least a significant reduction of them, is foreseen. This reduction should always be aimed at increasing the physical, emotional and economic empowerment of women. In the case of men, the focus should be to</u></p>				

	<u>increase their involvement in housework and care work or increase employment in sectors where they are not present however where there is deficiency of labour force (pre-school, primary education, nursing, etc). To ensure equal control of resources, it is important to analyse the participation of women and men in decision-making in the field of the project, as outlined above.</u>				
	Gender-based social norms and values ***				
	How does the proposed policy contribute to promoting the equal social value of women and men, femininity and masculinity/gender stereotypes? <u>The impact will be considered positive when mechanisms or structures that help reproduce gender inequalities are modified. This means acting on the sexual division of labour, on the organisation of private life and/or on the organisation of citizenship. In the first instance, progress in eliminating gender stereotypes is made.</u>				
Made by [name(s) and function(s)]					

* It may be useful to compare the gathered evidence with relevant government and non-government organisations' evidence, public data (e.g. the percentage of ethnic minority people potentially impacted, the number of women employed at a senior level, beneficiary service user satisfaction levels for different groups, Gender Equality Index, ...)

** Based upon the findings from the Gender Relevance Assessment and the Gender Sensitive Analysis, policy adjustments should be suggested. The decision should consider whether to (1) Redefine the problem definition, (2) Redefine the objectives of the proposed policies or (3) Reconsider and determine which priorities can actively promote gender equality and have positive impact on both men and women (see Step 4B)

*** The information should always be defined separately for women/men.

4B. Prioritising the impacts

Using the information from the Table 4A try to prioritise the impact by identifying the significance of impact and probability of this impact occurring.

WEIGHING THE GENDER IMPACT PRIORITISING THE IMPACTS *								
II. Gender Impact Assessment - Step 4B	Policy Title or Programme Name							
	Name of Ministry/Institution							
	Name of Department/Unit							
	Directorate or Agency							
	Legal Framework							
	Positive Impacts							
		Impact **	Significance of impact			Probability of occurring		
			High	Medium	Low	High	Low	Unlikely
	Participation of women and men							
	Does the proposed policy promote the participation of women/men (from diverse groups) in the public sphere? ⇒ Politics ⇒ Economy ⇒ Employment ⇒ Culture							
	IF sector relevant-Does the proposed policy promote men's participation in domestic duties and care work?							
	Access to and control of resources							
Does proposed policy promote access of women and men to essential resources? ⇒ Education ⇒ Employment ⇒ Careers ⇒ Health ⇒ Time ⇒ Money ⇒ Power								

	⇒ Information						
	⇒ New technologies						
	Gender-based social norms and values						
	Does the proposed policy promote the equal social value of women and men, femininity and masculinity/gender stereotypes?						
	Negative Impacts						
		Impact **	Significance of impact			Probability of occurring	
			<i>High</i>	<i>Medium</i>	<i>Low</i>	<i>High</i>	<i>Low</i>
	Participation of women and men						
	Does the proposed policy undermine the participation of women/men (from different groups) in the public sphere?						
	⇒ Politics						
	⇒ Economy						
	⇒ Employment						
⇒ Culture							
Does the proposed policy hinder women's and/or men's participation in domestic duties and care work?							
Access to and control of resources							
Does the proposed policy undermine access of women and men to essential resources?							
⇒ Education							
⇒ Employment							
⇒ Careers							
⇒ Health							
⇒ Time							
⇒ Money							
⇒ Power							
⇒ Information							
⇒ New technologies							
Gender-based social norms and values							

	Does the proposed policy undermine the equal social value of women and men, femininity and masculinity/gender stereotypes?							
	Made by [name(s) and function(s)]							

* The criteria for prioritisation depends on the specific circumstance (individual impact assessments, different priorities of government, different levels of priority)

** Each impact must be analysed for both women and men.

4C. Significance and probability of impacts

Based on the information gathered in step 4B, identify/chart all impacts in the diagram below. Two such diagrams are needed, one for positive impacts and one for negative impacts.

WEIGHING THE GENDER IMPACT SIGNIFICANCE AND PROBABILITY OF IMPACTS *				
II. Gender Impact Assessment - Step 4C	Policy Title or Programme Name			
	Name of Ministry/Institution			
	Name of Department/Unit			
	Directorate or Agency			
	Legal Framework			
	Significance of Impact **	High	A	B
		Low	C	D
		Low	High	
Probability of Occurring **				
Made by [name(s) and function(s)]				

* Over time the potential significance or probability of an impact occurring may change; it is therefore advisable to repeat this exercise at regular intervals, to determine whether impacts need to be reprioritised.

** Impacts with high and medium significance and highly probable are recorded in cell B (they are the ones to be prioritised in step 4D). Impacts with low significance and unlikely to occur, are recorded in cell C.

4D. Prioritise significant positive and negative impacts

This step determines the priority to be attached to adopting policies that actively promote gender equality and establishes whether specific policy approaches or actions are needed to ensure that specific groups (within men and women groups) benefit from the proposed policy intervention.

WEIGHING THE GENDER IMPACT PRIORITISING THE IMPACTS		
II. Gender Impact Assessment - Step 4D	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	
	<i>Prioritised Positive Impacts</i>	<i>Recommendations to maximise positive impacts *</i>
	<i>Prioritised Negative Impacts</i>	<i>Recommendations to minimise negative impacts *</i>
Made by [name(s) and function(s)]		

* Include an overview of the intended outcome

III. Gender Quality Assessment

Step 5 Findings and proposal

5A Recommendations and outcomes

List the prioritised impacts/recommendations, which are accepted as part of the policy and clarify the intended outcome associated with the proposed changes. It is essential to use gender neutral language to guarantee that there is a fair visualisation of both women and men throughout the document.

FINDINGS AND PROPOSAL RECOMMENDATIONS AND OUTCOMES		
III. Gender Quality Assessment - Step 5A	POLICY TITLE OR PROGRAMME NAME	
	NAME OF MINISTRY/INSTITUTION	
	NAME OF DEPARTMENT/UNIT	
	DIRECTORATE OR AGENCY	
	LEGAL FRAMEWORK	
	<i>Accepted Recommendations</i>	<i>Outcomes *</i>
	Made by [name(s) and function(s)]	

* Identify available indicators allowing monitoring and evaluation of the actual outcomes. When those indicators are not available, make data and information gaps known.

5B Recommendations and methods of implementation

FINDINGS AND PROPOSAL		
RECOMMENDATIONS AND METHODS OF IMPLEMENTATION		
III. Gender Quality Assessment - Step 5B	Policy Title or Programme Name	
	Name of Ministry/Institution	
	Name of Department/Unit	
	Directorate or Agency	
	Legal Framework	
	<i>Accepted Recommendations</i>	<i>Methods of Implementation</i>
	Made by [name(s) and function(s)]	

ANNEX 2. REFERENCES

Training manuals

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ANNEX 3. TRAINING MODULE

Gender Impact Assessment/Analysis Manual, Concepts and Practice Training

Program – Day One

Workshop Objectives:

1. To familiarize participants with basic gender equity and equality concepts and gender impact assessment (GIA) tools.
2. To introduce participants to GIA as a part of Regulatory Impact Assessment related gender analysis tools.
3. To introduce participants to GIA processes and issues.

Presentation: What is GIA?

Exercise: Values Tree - Gender Values, Attitudes & Practices

The exercise:

- ❑ Illustrates deep-rooted values and attitudes about gender and institutions or systems that perpetuate these values.
- ❑ Highlights the systemic nature of gender inequality.
- ❑ Points out that working towards gender equality may necessitate working at different levels in order to impact upon systemic or structural inequality.

KEY MESSAGES:

The key is to **analyse how societies perpetuate values, attitudes and practices leading to gender discrimination, and to identify ways in which you can effectively support gender equality.**

This analytical framework is also the first gender analysis tool to be introduced in this workshop and is a basic tool you can use with your colleagues in diverse settings.

INSTRUCTIONS:

Divide into small groups of approximately 5 to 6 people. The facilitator gives each group an issues statement representing either a value or practice. Your group is to draw a values and attitudes tree based on your issue which includes the following elements:

Roots: Values and attitudes concerning gender.

Trunk /Branches: Institutions that perpetuate values and attitudes about gender.

Leaves: Practices observed in society reflecting values and attitudes concerning gender perpetuated by institutions and systems.

Please note:

- Although it looks like the PROBLEM TREE EXERCISE- it is not!!! Use the concepts/context of value, attitudes and institutions that perpetuate values, rather than focal problem, causes and effects concepts of the problem tree analysis.
- Gender values and attitudes refer to those systemic features in society that enforce gender equality or inequality.

- Gender practices refer to the results of gender values and attitudes, and institutions that perpetuate these practices.

Participant Activity Work Sheet

Draw a tree with roots, a trunk, branches and leaves.

As a group, decide where to put the issue you have been given on the tree. Fill in the rest of the tree for your issue.

Remember:

Roots = Gender Values and Attitudes

Trunk/Branches = Institutions which perpetuate those values and attitudes Leaves = Gender practices

You will have half an hour for your discussion and tree analysis.

Select someone in your group to report back in plenary on the discussion your group had in developing drawing.

Empowerment Framework¹⁶

- Empowerment refers to a process that gives specific groups of men and women greater control and power over their lives.
- As such, its underlying premise is that greater gender equality will be achieved by empowering women and men in different ways and at different levels.
- The Empowerment Framework examines changes in women and men's empowerment from five different perspectives.
- The five main categories of analysis are:
 - Welfare
 - Access
 - Critical Awareness
 - Participation
 - Control and Ownership

Since the unequal power relations that exist between women have led to women having a subordinate status even within the same class, you may find that your analysis tends to focus primarily on women's situation. However, it is important to conduct any gender analysis from both a male and female perspective to understand how any given inputs will affect both sexes – both as separate groups and in relation to each other.

¹⁶ Material adapted from: Dana Peebles. 2006. OAS Staff Gender Toolkit

To use the Framework, you need to determine what the situation is for the specific groups of women and men concerned at each of the following empowerment levels.

Welfare: The welfare level refers to any action or input that increase women and men's material welfare (e.g., their nutritional status, security, health, income, etc.) and which increases their quality of life through the provision of basic needs.

Access: As in the Access and Control Framework, access refers to women and men's access to resources such as land, credit, labor, services and other factors of production. Empowerment at this level means increasing women and men's access to these resources and ensuring that both sexes have equitable access to them.

Critical Awareness: In the process of trying to improve their lives women and men face many obstacles. Gender discrimination is an important underlying cause of poverty. To be able to deal with this discrimination effectively, both women and men must first become aware that it exists. Therefore, empowerment at this level means becoming sensitized to and rejecting the belief that women's lower socio- economic status is part of the natural order and that they have less value than men.

Policy, program or project activities at this level encourage people to analyze society critically and recognize discriminatory practices for what they are and not as something that is either acceptable or permanent. It involves developing a belief in equality between women and men people as a basic human right. It also means developing strategic inputs that will foster the creation of a more equal environment.

Participation: Refers to empowerment with regard to decision-making at all levels. The gender gap between women and men's participation in both formal and informal decision-making processes is a highly visible phenomenon and one that is easily quantified. Increasing empowerment at this level means development policies, programs and projects have to work to foster increased representation in the public sphere and to put mechanisms in place that ensure that women and marginalized men are represented in the needs assessment, problem identification, project planning, management, implementation and evaluation processes.

Control and Ownership: The gender gap at this level is also due to unequal power relations between women and men. It is based on an imbalance between male and female ownership of the means of production and control over decisions regarding their allocation and use. To increase empowerment at this level implies finding innovative ways to foster increased ownership and control by the gender groups which currently do not have much control or ownership.

A policy, or project can work to increase women and men's empowerment at just one empowerment level or all five. The important thing is to determine where the greatest need is and to focus resources at those levels.

Gender Analysis & Planning Guideline: The Empowerment Framework

To conduct an Empowerment Framework gender analysis, you will need to ask collect data that will answer the following types of questions:

- **Welfare** (practical interests)
 - Which basic needs can your policy, program or project address effectively?
 - What are the main gender gaps with regard to women and men's welfare in this sector?
- **Access** (practical needs and strategic interests)
 - What are the key resources to which women and men need increased access?
 - What kind of inputs and activities can your policy, program or project put into place that will increase women and men's access these resources and make their access to resources more equitable?
- **Critical awareness** (strategic interests)
 - What is the relative position of women and men in this situation?
 - Are the specific groups of women and men you will be working with aware of why they are in a relatively disadvantaged position with regard to their access and control of resources and their participation in decision-making in their community or organization?
 - Are women and men aware of their position relative to the opposite sex?
 - What kinds of strategic measures can you put in place through your policy, program or project that will increase men and women's critical awareness of the key forms and causes of gender discrimination that are affecting them in this situation?
- **Participation** (strategic interests)
 - how much participation was there for women and men prior to the policy or project implementation? (quantitative data)
 - at what level did women and men participate prior to policy or project implementation? (qualitative data)
- **Control and ownership** (strategic interests)
 - which groups, organizations or individuals owned or controlled the key resources prior to the policy or project implementation?
 - how were these groups, organizations or individuals differentiated by sex?

In some instances, you may decide that it is only possible or practical to try and effect changes in empowerment at two or three of these levels. You will also need to keep in mind that all five levels are closely interrelated. Therefore, what occurs at one level potentially can have an impact on all the other levels.

STRUCTION

Divide into small groups of 5 to 6 people.

First

Discuss and analyse the following question:

1. What do you think are the main gender equality issues that the Ministry of xx need to address in a gender analysis process prior to finalizing the policy/programme/law design?

Second:

Fill in the Empowerment Analysis table that follows based on the list of the four primary project activities outlined above to determine what kind of impact they could have on the five different levels of empowerment for the main groups of men and women concerned.

To fill in the empowerment matrix below for each empowerment level: answer the questions:

1. Which specific groups of men and women are supposed to benefit or will be most affected by this project/program activity? You can enter this information in the assumptions column.
2. Will this project activity lead to increased empowerment for women and men from these specific groups in any of the five empowerment categories? Write in yes or no for each sex for each empowerment category.
3. Based on your initial basic assessment, do you think this project is likely to lead to greater empowerment for men or women in any areas? If so, how and why?
4. Where your analysis shows that there are still gaps in empowerment between women and men at any of the levels, within the context of this project, what kinds of measures do you think this economy could put in place to reduce these gaps?

Empowerment Framework Matrix

Project Input or Activity	Welfare		Access to resources		Critical Awareness		Participation		Control & Ownership		Assumptions	
	F	M	F	M	F	M	F	M	F	M	F	M

Intro into DAY 2:

Brief Presentation: RIA in Kosovo and GIA implementation

(refer to powerpoint presentation section)

Brief Presentation: GIA steps

(refer to PowerPoint presentation section)

Closing Exercise: Clear and Muddy Points¹⁷

Objective

- To help participants critically reflect on your learning from Day 1 in relation to your own workplace context/s.

Explanation

The purpose of the exercise is to provide you with feedback on day 1, as well as inform the trainers of any points that still need clarification.

Muddy points are issues that you on which you require further clarification.

Clear points are something that you think you will be able to take from the workshop – something new you have learned or seen in a new light that you think will assist you with your work.

Time: 15 minutes.

Instructions

Write on the white card the most useful learning for your workplace/s, or you personally, from the training activities today. Write on the yellow card what is still unclear for you from today's workshop activities.

Trainer will collect and group the cards by categories, and overnight summarize the main points and clarify any outstanding areas of confusion at the beginning of the next day's workshop.

Program – Day Two

Presentation: Gender Analysis Tool – Steps, Practical Needs and Strategic Interests

(refer to powerpoint presentation section)

Background Materials: GIA KOSOVO MANUAL

Policies, programs and projects can focus on initiatives that address either women and men's practical needs or their strategic interests, or a combination of both. The main differences in programming approaches are summarized below. Depending upon what kind of gender equality result you are hoping to achieve, you can use this as a guideline to help determine what kinds of approaches you need to take in your area of work.

¹⁷ Exercise adapted from: Susanne Schech and Rhonda Sharp. 2007 APEC Gender Analysis Workshop Training Manual.

Comparison of Practical Needs and Strategic Interests

Practical Needs	Strategic Interests
<ul style="list-style-type: none"> • Are immediate and short term needs that focus on basic needs (food, shelter, etc.) 	<ul style="list-style-type: none"> • Contribute to long term structural change that foster increased gender equality
<ul style="list-style-type: none"> • Are unique to particular groups of women and men 	<ul style="list-style-type: none"> • Are common to all women and to specific groups of disadvantage men
<ul style="list-style-type: none"> • Are easily identifiable 	<ul style="list-style-type: none"> • Relate to women and men's disadvantaged position, their subordination to other groups, their lack of resources and education, their vulnerability and poverty and the impact of violence on their lives • Analyze the root causes of these disadvantages which are not always easily identifiable by the groups concerned
<ul style="list-style-type: none"> • Are addressed by providing specific inputs such as food, hand-pumps, clinics, credit, skills training, etc. 	<ul style="list-style-type: none"> • Are addressed through discussions and analysis, the promotion and strengthening of civil society organizations that target the issues in question • and by lobbying for legal and policy changes
<ul style="list-style-type: none"> • Tend to involve women and men as beneficiaries and only sometimes as participants 	<ul style="list-style-type: none"> • Involve women and disadvantage men as key agents of change and actively seeks ways to enable them to become change agents
<ul style="list-style-type: none"> • Use inputs to improve the condition of women and men's lives 	<ul style="list-style-type: none"> • Can improve the position and status of women and men
<ul style="list-style-type: none"> • Focus on improving living conditions, but do not actively work to alter traditional gender roles and relationships 	<ul style="list-style-type: none"> • Can lead to a change in women and men's positions relative to each other as well as in their respective gender roles
<ul style="list-style-type: none"> • Can enable women & men to improve their condition in life 	<ul style="list-style-type: none"> • Can empower women and men to transform their relationships with each other

I. Gender Relevance Assessment Form (use the table for this step provided in the Annex of the GIA Kosovo Manual)

This first stage defines the purpose of a proposed policy, strategy, law or programme (Step 1 Definition of policy purpose) and shows how it connects with gender equality (Step 2 Checking gender relevance).

THIS IS THE SAME STAGE AS IN RIA STEP 1 however this time stakeholders need to look at and define policy and its purpose through gender lens as much as possible. Answers to the first set of questions Checklist 1 should provide the answers describing the situation (AS IS) in the sector from gender perspective. The answers to Checklist 2 should provide answers to “to be” situation (FUTURE DESIRED RESULTS IN THIS SECTOR) from gender equality perspective)

Step 2 Checking gender relevance (use the table for this step provided in the Annex of the GIA Kosovo Manual)

Exercise: *Identifying gender issues in policy and Checking for Gender Relevance*

Objectives

- To check policies/projects for gender relevance

Time: 20 Minutes

Instructions

1. Form into small groups of 5 -6 people.
2. Discuss the Case Study sample xx concept note draft/proposal
3. Review gender relevance
4. All groups assess if this project/measure is gender relevant and if it has used a practical needs or strategic interests approach to gender equality issues.
5. Be prepared to present your assessments to the group

II. Gender Impact Assessment (use the table for this step provided in the Annex of the GIA Kosovo Manual)

This stage is needed to reach gender equality and equitable growth through a proposed policy/programme (Step 3 Gender sensitive analysis).

Based on findings collected in the previous stage, it also considers different options and assesses the positive and the negative impacts on target group(s) (Step 4 Weighing the gender impact).

Step 3 Gender sensitive analysis

Step 4 Weighing the gender impact (use the table for this step provided in the Annex of the GIA Kosovo Manual)

4A. Comprehensive assessment of impacts

In this step, it is important to establish how the policy or legislative measure will contribute to gender equality and to assess the foreseen impact on gender relations. Once the effects of the proposed

policy have been identified, they should be ‘measured’, taking into consideration the following criteria so as to weigh the positive, neutral or negative gender impact of any initiative:

- ⇒ Participation of women and men. The impact is considered positive when a significant increase in the representation of the under-represented gender in the area is envisaged.
- ⇒ Access to and control of resources. The impact is considered positive when the elimination of existing gender gaps (or at least a significant reduction is foreseen). This reduction should always be aimed at increasing the physical, emotional and economic empowerment of women.
- ⇒ Gender-based social norms and values. The impact will be considered positive when:
 - Mechanisms or structures that help to reproduce gender inequalities are modified.
 - Progress in eliminating gender stereotypes is made.

4B. Prioritising the impacts (use the table for this step provided in the Annex of the GIA Kosovo Manual)

Using the information from the Table 4A try to prioritise the impact by identifying the significance of impact and probability of this impact occurring.

4C. Significance and probability of impacts (use the table for this step provided in the Annex of the GIA Kosovo Manual)

Based on the information gathered in step 4B, identify/chart all impacts in the diagram below. Two such diagrams are needed, one for positive impacts and one for negative impacts. Depending on the situation chart might highlight different significance and probabilities for men/women from different social, economic, ethnic groups.

4D. Prioritise significant positive and negative impacts

This step determines the priority to be attached to adopting policies that actively promote gender equality and establishes whether specific policy approaches or actions are needed to ensure that specific groups (within men and women groups) benefit from the proposed policy intervention.

III. Gender Quality Assessment, Step 5 Findings and proposal-5A Recommendations and outcomes

List the prioritised impacts/recommendations, which are accepted as part of the policy and clarify the intended outcome associated with the proposed changes. It is essential to use gender neutral language to guarantee that there is a fair visualisation of both women and men throughout the document.

5B Recommendations and methods of implementation

ANNEX 4. EXAMPLE OF GENDER IMPACT ANALYSIS

Some toolkits that might help

1. Evaluating Socio Economic Development, SOURCEBOOK 2: Methods and techniques: Gender Impact Assessment

This provides some detailed guidelines on impact assessment and gender impact assessment

http://ec.europa.eu/regional_policy/sources/docgener/evaluation/evalsed/sourcebooks/method_techniques/conducting_impact_assessments/gender/index_en.htm

2. M Crawley and L O'Meara Gender Impact Assessment Handbook

This provides user friendly guidance supported by relevant examples which explain and simplify the process of assessing the impact of policies on men and women in Northern Ireland

www.ofmdfmi.gov.uk/handbook1.pdf

3. J Rubery and C Fagan (2000) Gender Impact Assessment and European Employment S Policy (EGGE – EC's Expert group on Gender and Employment This provides an analysis of GIA, a 7 staged approach and evaluation of the use of GIA in member states

http://docs.google.com/viewer?a=v&q=cache:KtEIN0vwHw0J:research.mbs.ac.uk/europeanemployment/Portals/0/docs/gendersocial/GIA_Report.pdf+GIA_Report.pdf+Rubery&hl=en&gl=uk&pid=bl&srcid=ADGEEShQDJCQS3StDr7Zqbb3fgBRhslDQDZnWRypLO2YPEVvXg2bnw5LqBYFyUFst2ktMi0rwCUmkLt7kwOqTkMugUN1Es2zElVdbKWWXKn41kcml8uaCbggVvJy5njksl8yq8rb3a&sig=AHIEtbSzUr5xoilAOd9LLzhfkW4HX42x3w

4. European Commission, Directorate-General for Employment, Social Affairs and Equal Opportunities (2007) Gender mainstreaming of employment policies:

A comparative review of thirty European countries. This contains some guidance on what gender mainstreaming of employment policy actually involves including gender mainstreaming into pay and career, reconciliation of home and work, active labour market policies and policies to address flexicurity

http://docs.google.com/viewer?a=v&q=cache:3JzoEPe0QQJ:ec.europa.eu/social/BlobServlet%3FdocId%3D2059%26langId%3Den+Gender+mainstreaming+of+employment+policies:+a+comparative+review&hl=en&gl=uk&pid=bl&srcid=ADGEESjbAWUTUBLMTgGKHHIJMtOUj6K170Bt5uCqg904s1Eat8B7tKJ_oxTG9JeSouB1wSzON1wltIXwe8jkM_SwF01wWjBh0s4qoKVzwXsphSVUMxpmH3Hhka6kt2TuqqyR7AU0gHls&sig=AHIEtbQ035_qPOyXNoRhoXx29tRN1RThjg

5. Overseas Development Institute: Gender Impact Assessment: Framework for Gender Mainstreaming.

This provides a useful summary of the UK Women and Equality Unit's Gender Impact Assessment toolkit

<https://www.odi.org/publications/7263-gender-impact-assessment-framework-gender-mainstreaming>

Some recently implemented GIA in the UK:

Future Fit Programme-

<https://shropshire.gov.uk/committeeservices/documents/s20529/EIA%20exec%20summary%20for%20JHOSC%20and%20media.pdf>

GIA of the Spring Budget 2017-

https://wbg.org.uk/wp-content/uploads/2016/12/WBG_Budget2017_Fullresponse-1.pdf

Katalogimi në botim – **(CIP)**

Biblioteka Kombëtare e Kosovës “Pjetër Bogdani”

305-055.1(035)

305-055.2(035)

Gender Equality impact Assessment manual / Agjensia për Barazi Gjinore. -
Prishtinë : Agjensia për Barazi Gjinore, 2019. – 106 f. ; 21 cm.

ISBN 978-9951-545-25-9

ISBN 978-9951-545-25-9



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