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مركز المعلومات والبحوث
INFORMATION AND RESEARCH CENTER



TRAINING MANUAL

**Gender Mainstreaming in the
Legislative Studies & Research Center at the
Jordanian House of Representatives**



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Information and Research Center - King Hussein Foundation

Launched in 1996 as part of the National Task Force for Children

The Information and Research Center – King Hussein Foundation (IRCKHF) serves as a catalyst for socio-economic transformation through research, information and dissemination of knowledge. The IRCKHF was initially launched in 1996 as part of the National Task Force for Children. Today, the IRCKHF promotes the welfare of children, youth, women, families, communities, and vulnerable groups by providing objective, multidisciplinary research and analysis to practitioners and policymakers in Jordan and the Middle East, enabling effective socio-economic planning and decision-making.

Through cooperation with national and international partners and the creation of an online platform for knowledge sharing, the IRCKHF advocates for positive change by disseminating research findings on critical issues falling under the pillars of social cohesion, equality and justice, and civil society empowerment. The IRCKHF provides access to information using quality research, education and awareness, and advocacy.

VISION A leading applied research establishment in Jordan and the region for effective socio-economic planning and decision making.

MISSION Conduct and disseminate multidisciplinary applied research and analysis for practitioners, policy makers and advocates to improve the wellbeing of individuals, families and communities through effective socio-economic planning and decision-making.

About the project:

In cooperation with the Legislative Studies & Research Center - House of Representatives, the Information and Research Center – King Hussein Foundation is implementing a project funded by the Embassy of the Netherlands on gender mainstreaming at the Legislative Studies & Research Center - House

of Representatives. The general objective of the project is as follows:

To identify the level of awareness on women's issues, to identify professional ideas and practices pertaining to gender mainstreaming in policies, programs, and budgets, and to get a sense of the extent of responsiveness to and conviction in gender issues. This contributes to adopting policies or programs that promote the role of women and prevent discrimination against them. Not to mention providing a service to policy and decision makers to provide the optimal investment in efforts exerted to promote the women's status in Jordan, achieve gender promotion, and empower women.

The Gender Manual is a critical analysis and discussion of the concepts of gender, including a series of exercises on how these concepts are perceived and understood by members of society. This manual expounds upon ideas of how gender is seen as a social role and the limitations these expectations create.

The implications of a gender's social role can be divided into two categories: practical gender needs and strategic gender needs. The manual then discusses integrations of gender into societal development, thus fulfilling strategic gender needs, including an analysis as to how "gender-sensitive budgeting," can be a tool for promoting equitable gender roles. IRCKHF then proposes a guideline as to how Jordan can implement this tool of gender-sensitive budgeting. Finally, the Gender Manual discusses the concept and implications of gender statistics and how reformulating this type of statistical analysis can improve the quality of data, the accuracy of results, and be more representative of gender issues and prejudice, ultimately enacting policy change. gender research.

The Concept of Gender

Icebreaking Exercise: Moon Exercise:

- 1- The Trainer asks participants to stand in a circle, and tells them that he/she will be going on a trip to the moon. Whoever wants to join him/her has to say their first name and something or someone they want to take with them. (Trainer chooses those whose names start with the same letter as the person or thing they chose, e.g. Ahmad takes apple).
- 2- The Trainer allows time for participants to decide what they want to take.
- 3- The Trainer gives each participant a chance to participate in figuring out the trick.
- 4- After the exercise is over, the trainer reveals the trick and purpose behind it (the ability to focus and make connections in day to day life).

Task 1: The Concept of Gender

- 1- The trainer hands out two cards for each participant, one blue and one green.
- 2- On the green card, each male participant is asked to write a sentence that was said to them, but wouldn't have been said to a female. On the green card, they should write a sentence they heard being said to females, but wouldn't have been said to them because they are males.
- 3- On the blue card, each female participant is asked to write a sentence that was said to them, but wouldn't have been said to a male. On the blue card, they should write a sentence they heard being said to males, but wouldn't have been said to them because they are females (It's unacceptable for a girl to ride a bike, girls shouldn't laugh out loud, men don't cry, a man has to be tough).
- 4- When participants finish writing, the trainer collects all cards and lays them down in the middle of the group.
- 5- Participants are asked to walk about them and pick a card they sympathise with, and a card that bothered them.
- 6- Each participant explains why they were sympathetic or bothered by the sentences they chose.
- 7- The trainer facilitates the discussion between participants to conclude with gender-related insights.

The Concept of Gender

"Gender" is a widely used term in social sciences. While it may be used as a simple alternative to "sex", it can refer to a complicated process, in which both males and females act as social beings who carry a group of meanings connected to their affairs. Desires, influences, and tendencies,

are socially organized to make up masculinity and femininity. Therefore, gender refers to this process of this social regulation of sexes into two distinct categories: men and women. Consequently, relationships between men and women are not spontaneous, but organised according to different cultures,

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thus, adjustable according to the changes that the dominant culture and conceptions undergo in certain time and place. This understanding of gender, not as a result of nature, like sex, enables us to think of the changes that can be achieved towards a comprehensive social development, inclusive to both men and women.

Gender relationships are the intertwined relations between men and women. These relationships are controlled and shaped by economic, social, cultural, political, and environmental factors, through influencing the value of labour in reproductive, productive, and organisational roles played by men and women.

Power distribution in these relationships is often imbalanced, leaving men in a superior position in society, whereas women take a secondary status.

This imbalance in gender relationships is due to a unethical understanding of power that sees it as limited and quantified. So “if you take a lot of it, little will be left for me.” Therefore, it is incorrect to think that power is having authority over something, subjugation, or domination.

The status of both men and women in a certain society must create a suitable atmosphere for effective development in that society. Gender relationships can be balanced only if the idea of power is replaced with “empowerment,” or the power to achieve a certain goal. Empowerment aims to create the circumstances that would help both men and women meet their future and daily needs.

Gender principles:

- 1- Roles associated with men and women are determined by economic, social, and cultural factors, rather than biological ones.
- 2- Redistributing roles between men and women on the basis of participation and partnership leads to greater benefits to society.
- 3- Providing men and women with equal opportunities to discover their potentials and empowering them with skills that enable them to play new roles benefits society.

Gender elements:

The concept of gender is founded on three main elements:

- 1- Knowing and analysing the differences of gender relationships.
- 2- Determining the causes and sorts of imbalances in gender relationships, and searching for ways to handle them.
- 3- Advancing gender relationships to achieve justice and equality, not only between men and women, but all society members as well.

The inequality in opportunities between genders presents a developmental challenge, as it poses hurdles to the development of women themselves, and to the full participation of women in the development of society as a whole. However, merely recognising this essential factor is not enough. It must be analysed, and strategies must be put in order to overcome it and find solutions for it.

As a proposed solution, it has been agreed that there must be a strategy which aims at achieving gender equality as a prerequisite for policies capable of reaching development goals. The target here must be reaching equality between men and women's roles in society.

The roles of men and women are not naturally acquired by virtue of being born with a certain sex. These roles are of "social being", and they evolve and vary through generations, as well as cultural and social environments, as affirmed by anthropological studies that took on comparative culture as a field of interest and a research method.

The results of these studies show that activities, behaviours, and even personalities that our societies associate with women can be associated with men in different societies with different cultures. The man might take on "motherly" or "wifely" roles, taking responsibility of running the household, raising children, and making sure the family's needs are being met. While the woman might take on the "fatherly" role of providing for the family, being the source of authority.

Examining these roles and the noticeable contrasts between cultures and societies, and, some cases, inside the same culture and society, highlights that gender-based discrimination is influenced by class, education, work, and the level of development in society, or in the social class to which the individual belongs.

Thus, we must differentiate between men and women's roles as "social beings" and their reproductive biological roles, which are determined by their sexes and cannot be changed.

The term "gender" has been used for over ten years, and it is becoming increasingly common, whether in academia, or in fields related to

development, demographics, and family planning. Incorporating a separate chapter on "Gender Equality, Equity, and Women Empowerment" in the action plan of the International Conference on Population and Development (ICPD), which was held in Cairo in September 1994, is nothing but a recognition of the importance of a gender-based analysis.

But despite this advancement and recognition, the term remains vague or misunderstood. Some think that it can be an alternative way to refer to biological sex, while others use it interchangeably with "women", in terms of the issues and projects related to them. But both interpretations are incorrect, since they neglect twin fundamental elements: men and society.

In fact, the core message of the term "gender" involves both men and women in a certain society, and their views on all the developmental issues that matter to society.

On the other hand, what makes the term more vague is the difficulty of translating it from its language of origin, English. It has been created fairly recently, and was connected to the developmental aspects mentioned above, and from there it became internationally used.

Therefore, if we are to understand the meaning of men and women outside of the basic and secondary sexual distinctions, this must be through the concept of "gender", which can be defined as:

"The developmental, cultural, and social characteristics related to one of the two sexes of the human kind. These characteristics are the result of a complex historical process, thus, they provide an unfixed state which can differ through time and place, unlike biological characteristics."
(CAWTAR, 1995).

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Accordingly, “gender” can refer to:

- The distinct roles men and women take up in society, which are reinforced by developmental, cultural, and social elements.
- The relationship between men and women in that society at a certain time, in terms of the distribution of social roles between them, their access to resources and their ability to control them to meet their needs, to be able to perform these roles.
- The unjust imbalance towards women in certain societies.

These roles start being formed since birth, if not before. In many societies, the birth of a boy is still a reason to celebrate, while the birth of a girl is met with sympathy with the “poor mother”. Too often, parents raise boys and girls differently, encouraging boys to be active, while expecting girls to be passive. Both boys and girls are taught the rules of behaviour anticipated from them, and forced to abide by them.

These rules regulate how to dress, speak, act, and work, and dictate the sort of conduct allowed between boys and girls. As previously mentioned, sex is naturally determined, whereas gender is socially constructed (Rani Parker, 1995). Pregnancy and birth, for example, are biological processes that pertain to females in all species (except in cases of sterility). But they have been injected with cultural influences that link the woman’s life with that of the child.

Society might see women as unsuitable for certain jobs, due to their nature/sex. These jobs include ones of “power” (weak sex) and leadership (emotional beings). And despite changes in reality, society continues to dictate what women can and cannot do, through social conceptions and values.

Hence, society is the power that assigns certain characteristics to women and others to men, deems certain activities as suitable for women and others for men, and sets a number of rules which regulate relationships between men and women.

Men and women’s daily life circumstances and their relative positions in society are therefore restrained by the rules of social, cultural, political and economic establishments.

In November 1995, the group of experts at The Center of Arab Woman for Training and Research (CAWTAR) defined “gender” as the following:

“The difference in roles (rights and duties), relationships, responsibilities, conceptions and statuses between men and women, socially and culturally defined through the historical evolution of a certain society, and subject to change.”

Task 2: : Difference Between Sex and Gender

- 1- Trainer writes "sex" and "gender" on a flipchart.
- 2- Trainer asks participants to say the first thing that comes to their minds when hearing those two terms.
- 3- Trainer writes what participants say next to each word on the flipchart.
- 4- After listening to all participants, the trainer brainstorms with them around the term, until a specific definition is reached and agreed upon by participants.

Difference Between Sex and Gender:

The concept of gender differs from that of sex, which determines the fixed biological characteristics, as explained below:

Sex	Gender
Nature	Culture, habits and traditions, economics, politics.
Male/female	Man/Woman
Basic/secondary sexual characteristics	Social/cultural characteristics/status/image
Organs/functions	Roles/relationships
Fixed: cannot be changed	Variable: in time and place
Individuals	Society/environment/institutions

Therefore, the following links can be made:

1. Gender:

- Roles, relationships, responsibilities.
- Rights, duties, image, status.
- Defined by society for both men and women.
- Depends on social, cultural, economic, and political atmosphere.
- Acquired, varies according to time and place.
- Sex foregoes choices and acquirement, and is determined by fixed characteristics (apart from anomalies).

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2. Sex:

The broad meanings of sex and sexuality involve the distinct physical bodily characteristics of males and females. These characteristics create reproductive, and also psychological, differences. Sex can be more specifically defined as follows:

- Anatomically, it relates to the internal build of genitalia and the basic sexual characteristics that can be recognised at birth.
- Physically, it relates to the functions of these organs, which include sexual ability, or the secondary sexual characteristics.
- Biologically, it relates to the endocrine glands which feed these organs and help them grow through the different phases people go through, and most importantly: Infancy, puberty, and senility.

Sexual morphogenesis takes place at cell level, leading to organs and individuals. Therefore, sex is the materialization of a number of basic and secondary sexual characteristics and functions.

It is important to assert two notes when explaining the general definition of gender:

1. Gender is not sex.
2. Gender is not women.

When we say gender, we do not talk about females, but women as opposed to men, and more specifically, the relationship between the two.

Sex	Gender
People are born with it (biological) therefore it cannot be changed	People are not born with it (socially constructed) can be changed.

Task 3: Gender Roles/Activities

This is not a test, but a way to look into our first thoughts about people's roles and activities, and deal with them. We will discuss only group answers, not individual ones, so please do not write your name on the paper. Decide whether the role or activity below is more often related to men, women, or both by ticking the desired column. Choose the answer that first comes to your mind. If you can't reach an answer, move to the following line. You don't have to finish the exercise. You have five minutes.

Field	Women	Men	Both
Nursing			
Agriculture			
Caretaking			
Cooking			
Leadership			
Tailoring			
Accountance			
Working in factories			
Pharmacy			
Politics			
Household management			
Laboratories			
Medicine			
Teaching at elementary schools			
Driving			
Writing			
Military			
Midwifery			
Journalism			
Aviation			
Ministry			

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Field	Women	Men	Both
Running Machines			
Sewing			
Homecooking			
Vending			
Driving			
Making baskets			
Planting vegetables			
Planning			
Fetching water			
Decision making			
Raising children			
Home repairs			
Starting fire			

Distribution of social roles:

The act of categorising human activities as “manly” and “womanly” can be seen as a gender division of labour. All societies have such divisions, but they differ in content from one society, time or place to the other. As mentioned earlier, what is considered in one society or culture a womanly or manly role can be the opposite in a the other. These categorisations differ in same society as well, according to age, social class, or marital status.

For example, thousands of women went out to the factories in Europe during WWII to keep the economy running. But when the war was over, it was not acceptable anymore for married women to work outside the house, and they

were required to play their “natural role” to offset human losses (Baby Boom). This was the case with liberation wars. Women actively participated inside cities as guerilla fighter, and outside the as a militant, throwing grenades, raising arms, fighting and achieving victory. But right after independence, she was put back inside the house, and her contributions and needs were disregarded.

Analysts of “gender division of labour” have classically sorted labour into productive labour, and reproductive labour. Productive labour involves the production of goods and services for trade and exchange. Whereas reproductive labour includes not only the evident element of giving birth, but also all the activities

related to maintaining human resources, which include providing food, water, and clothing, and meeting the physical and psychological needs of individuals.

1. Gender Roles Identification

Identifying gender labour divisions is the first tool for understanding which roles are played by men and which by women in a certain society, as determined by its culture, traditions, and habits. This tool of analysis is used to show and evaluate the efforts men and women make, and the value of these efforts for the continuity and balance of life in that society.

2. Gender Roles

Gender roles are predetermined by society and culture for both men and women, on the basis of society's values, limits, and conceptions of men and women's natures, their abilities and tendencies, and what is deemed suitable for each of them according to society's expectations.

3. Gender Division of Labor

Gender division of labour refers to the distribution of labour between men and women according to the dominant conceptions and moral systems, which are produced through a process of "social normalisation" that takes place inside the family and other social institutions (schools, media, etc.). As previously mentioned, all societies use this mechanism of distribution as a regulating principle, in one way or the other.

Scientific observation shows that this distribution is not fixed, as every individual plays many roles. These roles can be publicly acceptable, but one can overcome the others in certain circumstances, leading to a state of imbalance. This can be reflected in the individual's way of life, especially if these roles clash with the individual's private interests.

This imbalance is intensely clear in the case of Arab societies, where the only role women are acknowledged for is that within the family, i.e. their role as wives, mothers, and housewives, whereas her productivity, inside and outside the house, are disregarded. Even if men attempted to roam outside the territories

assigned to them, which include their productive roles outside the house and their main task of earning livelihood and providing for the family, their contribution will undermine their value as men, and will not be given any attention, as it will be socially deemed "womanly".

4- Women's productive role

Many still deny women's productive role, on the basis of the narrow definition of that role (goods and services, trade and exchange). Some only give value to women's work when it is paid, though it must be noted that paid work includes all labour that gets women a wage, whether they worked for public or private employers, or on their own businesses.

However this view has been challenged, and giving value to all efforts women make is being demanded. These efforts fall under the various productive jobs women do around the house and outside it, which are usually non-paid.

These productive efforts include women's family roles, and the roles related to agriculture, such as taking care of cattle and poultry, and farming. They also include assisting male family members in traditional crafts and industries.

This sort of work is noticeably invisible, despite its importance, whether in urban or rural areas. This unappreciation can be linked to the fact that it lies outside limits of "official roles", whether in relation to the family or the stakeholders that design and implement programs, projects and plans of development. Official statistics thus far neglect women's unpaid work.

5- Women's Reproductive Role:

Reproduction is considered the main role for the vast majority of Arab women. It generally involves pregnancy, birth, feeding and raising children, and caretaking. This main role is the only one that is recognised by society and approved for women to perform.

Since birth, the upbringing of girls revolves around preparing them to perform this role when the time comes. Women of the future are encouraged to understand their main social status as wives and mothers, and to see children as the path to ensure

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society respects and recognises them. Family is the most accurate representation of society, as it intensely pressures girls throughout the phases of their lives, especially during puberty. This pressure materialises in three core questions: "Have you not gotten married yet?", then after marriage, "have you not had children yet?", and if they are settled for a small number of children, especially with no boys, society keeps anticipating and pushing towards the continual of the sacred mission.

6- Women Community Management Role:

Men are expected to perform two sorts of roles: Production and leadership (the guardian in family, and the political decision maker on the national and local level). It becoming more common to notice the various roles men play in relation to the house and family, and the various roles women play in the public and political sphere (which led some to define a fourth category of women's roles; the political role). However, these new roles are still not clearly defined, as the first remains in most societies a woman's responsibility, and the second a man's.

Nonetheless, some analysts have suggested adding a third role that includes activities women practice on the local level, whether urban or rural, for various reasons (such as the pressures that emerge from economic restructuring). These activities include, for example, providing communal services, such as finding basic resources like water, land, and fuel. They also include activities they practice with other men and women for the benefit of the local community. These activities differ according to the family's circumstances and its social and economic status.

Social Change:

As previously mentioned, social and cultural normalisation involves society's conceptions, tendencies, principles, values, and positions on issues that matter to its survival from a generation to the other. These positions are expressed and implemented in many ways. This can be done through traditions and habits, which carry what is acknowledged and acceptable for the majority. It can also be done through laws, which are regulated and organised methods, obligatory for all.

These laws are often derived from traditions, which can create conflicts. On the

other hand, these positions are not fixed, therefore it is important for society to undergo phases of transition and evolution, or else it will diminish. These changes do not always go smoothly.

Therefore, one cannot discuss gender roles and gender division of labour without taking into consideration the effects of social change, which can take place due to many causes, one of which is development. In relation to social change, development can manifest in the democracy of education and equal opportunities of education for both males and females.

Educating girls led to expanding their horizons, and helped women enter the economic sphere, though gradually and in limited fields. Major economic changes, including the global financial crisis, have greatly affected the way men and women's roles are defined, pushing towards both spouses contributing to the family income, in order to meet its increasing needs.

After men had been the guardians, fathers, providers, protectors, decision makers, and dominators, in family and society for centuries, these changes (which they have no control over) have made them question their role and position, as they seemed to threaten men's privileges and authority. If we consider this issue from a psychological point of view, men may even feel threatened in their masculinity since women went out to work and took on men's roles of not only providing resources, but assuming responsibility and autonomy as well. This might seem to lead to men being dispensable in the eyes of their spouses, families, and society.

Men may believe in the need for change and support the movement towards it for the benefits it can provide them or the women in their lives. But behavioural or cognitive conflicts may persist, internally or externally.

Conversely, after centuries of women having been daughters, sisters obedient wives, child bearers, mothers, preservers of male continuity, teacher of generations, and protector of society's values and traditions, they are now a force towards changing these values and traditions. And although this new setting has allowed women more options and spaces, they too live conflicts of their own.

Society still only acknowledges them as birth givers or someone's mothers, no matter what social, economic, political, or educational levels they reach, and

regardless of how well they play these roles. More importantly, they remain in need for negotiation to continue working outside the house, constantly having to prove their capability of assuming different responsibilities.

Studies in the Arab World have shown that society does not think highly of women's work outside the house. Even when admitting that this work is necessary in circumstances of financial need, it is still socially looked down upon. Similarly, society acknowledges the need for educating girls, but only for them to educate their own children in the future. Hence, women's employment represents not only a breach to the limits of their natural world, which violates dominant social values (since it means interacting with men's natural world with no oversight), but also a threat to the family status, as it can be interpreted as a failure of men in assuming their financial responsibilities.

In terms of social analysis, women's paid work creates a new need for children to adapt to this way of life, in society, family, and school. This social upbringing aims at fully integrating individuals in society, not only to facilitate change and build new social networks, but also to help create new self-images from men and women, thus, new social moral systems. This certainly is not a simple or quick process, even considering the social psychological side effects of women labour, which can take place due to the transitions and transformations that ensue.

Practical and strategic needs

Gender Needs:

Needs must be met in close cooperation and coordination with the concerned authorities and targeted groups. It is not enough to determine these needs in general, even within the environment/ group/ community, but there are other considerations that need attention, especially in the area that concerns us here.

The needs of people, be it women, men, young and old, are similar in certain situations, regardless of the category or social class to which they belong. For example, in cases of war or in relation to some relatively basic needs, the vision and methodology must evolve from through Gender Approach. The tools and organization for this must be activated since this first stage of planning programs and projects. This happened when there is a clear and methodical political will

to improve and change the status of women in society and empower them in all areas.

Men and women have different roles and therefore different needs. In addition, individual living conditions often vary within the region itself and between regions (countries). Therefore, we cannot say that all men or all women have the same needs.

Women's issues have come into the light over the past 20 years. In 1975, the International Women's Year, the legitimacy of women's interests and needs was raised. Segregation based on age, class, race, community, or background, may separate and discriminate against women and men at the same time. For example, a black woman in an urban area has more common interests and concerns with a man from the same background than with a rich woman (white or black) or a female farmer that lives in a rural area.

Given women's capacity to give birth, we can perceive that they have a common interest in the quality of care and service delivery. However, different women groups or individual women may define "quality" differently and in a way that is appropriate to their cultural, financial, or other conditions.

The phrase "gender interests" and "gender needs" are used to denote the interests, concerns, and needs of men and women as a result of their social status, which is also the result of their gender characteristics.

In other words, men as well as women have some needs that are primarily related to their gender roles within their own society. We often differentiate between "Practical Gender Needs (PGNs)" and "Strategic Gender Needs" (SGNs).

Practical Gender Needs (PGNs):

This term refers to the achievement of specific tasks by women and men within the framework of the gender division of labor. It relates to short-term and daily needs such as food, water, and energy, and, often meeting these needs is women's responsibility. As women and men have different roles according to the criteria previously identified, gender needs may also be different depending on the gender roles and standards (age, race, class, background...). so the best way to

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identify these needs is to ask the group or individuals directly involved, because they are aware of them and because gender roles and standards vary according to the diversity of communities, their habits, beliefs and living conditions.

Strategic Gender Needs (SGN)

This means changing women's social status, which is essentially subordinate to men. While the first approach (PGNs) is concerned with existing roles, the second approach (SGNs) goes beyond these roles and aims to promote them in order to reach the most fair and equitable situation for men and women. Long-term "strategic gender needs" (SGNs), include for example:

- Women's personal security and protection against violence.
- Eliminating all forms of financial and cultural discrimination comprehensively.
- Equal access to education.
- Reducing workload at home.
- Fair division of labor in general.
- Free choice and independence in reproduction.

Obviously, goals such as these require government support for the sectors or activities which are often expected to be accomplished fully by women. On the other hand, it is important to note the role of active women's groups (NGOs), which have become a real force in their struggle to meet strategic needs in most countries, including Arab countries.

This basically means that we will add these themes/ strategic needs within the research framework to identify and analyze the unmet needs of a particular group or community/ population.

As with practical gender needs, strategic gender needs must also be identified by those directly involved. Thus, if a woman suffers from poverty, malnutrition, hunger, and the resulting consequences, to the extent of the death of her children, we cannot talk to her about reproductive rights, freedom of choice, or gender equality because of her concerns. Here, too, priorities are determined by individuals and groups and their particular circumstances. Therefore, this is the only way to define these priorities and to define a ladder for them.

Determining PGNs and SGNs

SGNs	PGNs
<p>These are the needs individuals require to improve their status and situation in the society.</p> <ul style="list-style-type: none"> • Providing these needs enables individuals to control their living conditions and work to change them. • They relate to relationships between individuals and groups and aim to reduce the gender gap in terms of access and control of resources. • They recognize the importance of basic needs and surpass them to change the conditions that hinder their fulfillment. • They are difficult to define because they are indirect and hard to agree upon. 	<p>These are the needs individuals require to facilitate their traditional roles.</p> <ul style="list-style-type: none"> • They don't require a change in traditional roles and are consistent with social customs and traditions. • Women need access to resources (such as housing, food, and water) to fulfill their role as mothers and to care for their families. • They are easy to define because they represent the basic and primary needs of the vast majority of people
Fulfilling SGNs	Fulfilling PGNs
<ul style="list-style-type: none"> • Long-term and require strategic planning. • Controversial and subject to the conditions, individuals, individuals, and groups who identify them, as well as the priorities they contain. • They are met with apprehension because of their conflict with society's culture and traditions and their threat to family and society. 	<ul style="list-style-type: none"> • Short-term and their achievement may be temporary or sustainable. • Agreed upon by all members of the family, governments, civil society organizations and even humanity as they concern their survival. • Unopposed as they conform with the norms

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Addressing SGNs

- Ensuring access to means of production, land ownership, housing, capital, and loans (PGNs).
- Providing conditions that allow women free choice in reproductive health.
- Providing equal employment opportunities for women and men, providing the necessary training and qualification to allow women to obtain jobs in the organized labor sector, and providing opportunities for career advancement and access to decision-making positions.
- Promoting women's access to all kinds of knowledge, including industrial technology, agricultural extension services, and awareness of their legal rights.
- Enacting and implementing laws guaranteeing equality and justice for women.
- Promoting women's participation in political life.
- Promoting women's work in NGOs, especially those concerned with women's rights and economic, social and political empowerment.

Addressing PGNs

- Providing women's income through small loans to implement traditional projects.
- Reducing the burden on women by supplying them with a nearby water pump, simple wheat mills, or simple household ovens that save fuel.
- Improving health by providing services.
- Primary care, family planning services, health education, and the provision of clean water.
- Providing primary education opportunities.

Has consensus, in direct contact and simple questions such as the following:

- In your opinion, how are you treated in general (in your environment, your family, your work ...)?
- What things should be changed in your opinion?

Answering such questions by those concerned may help define a more accurate framework for finding their strategic needs

In conclusion, the first category of needs (PGNs) cannot be separated from the second category (SGNs) and will allow women to be freed of their daily concerns (PGNs) by expanding their horizons (SGNs). This will make them aware of their

strategic needs and interests, including their rights to decision making, recognized participation, and equality between them and men in development.

Practical and strategic gender needs:

Practical Gender Needs

These needs are related to the implementation of chores according to the division of labor dictated by society, i.e. existing gender roles. For women, practical gender needs relate to the implementation of their reproductive roles and responsibilities.

In general, supporting women's practical gender needs is a short-term process in response to women's living conditions, implicitly accepting the traditional evaluation of work for men and women, thereby effectively supporting women's primary responsibility for childcare and domestic chores. Therefore, gender practical needs do not address conditions related to the general subordination of women.

PGNs generally include:

- Mother and Child Health Care.
- Food security.
- Household activities to earn income.
- Housing.

SGNs:

Identifying and supporting these needs is usually a long process of challenging women's status of subordination in the society. This implicitly means addressing an imbalance in the gender roles of women and men; an imbalance generally characterized by discrimination against women,

Addressing women's strategic needs leads to a more efficient organization of society, as they take into account the importance of women's contribution to family and community life. In general, this requires:

- Change in institutional and legal frameworks that hinder women's choices and opportunities (i.e. access to family planning, education and training, employment opportunities, civil and political rights, etc.).

Removing barriers to women's access to and control over resources (i.e. ownership of real estate, land, commercial enterprises, etc.).

- Working towards achieving participation within the Arab family. This requires participation in the responsibility for reproductive work, and recognition and support of women's productive activities. Addressing practical and strategic needs leads to a more efficient organization of the society because it takes into account the importance of women's contribution to the life of the family and community. The following table shows the impact of actions on women, which requires participation in the responsibility for reproductive work and recognition of productive activities

- 1- If it leads to the empowerment of women through internal control.
- 2- Overcomes the traditional division of labor and provide women with access to better paid employment.
- 3- Promotes family participation and participation in a manner that achieves greater equality in reproductive responsibilities.
- 4- Encourages men to participate in child care. If the clinic includes family planning, it encourages men to participate in the choice of birth control methods, thereby implicitly promoting family participation.
- 5- Overcomes legal discrimination against women.
- 6- Improves women's status and participation in decision-making, and recognize the value of their contribution to the community.

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Procedures	R	P	PGNs	SGNs
1. Training for women				
Culinary	*	(1)*	(2)*	
sewing	*			
Machine maintenance	*			
2. Basic services		*	*	
- Child Care Center	*	*	*	
- in the local community	*	*	*	
- at the father's location	*		(3)*	
- Primary Social Welfare Center X			*	
- Open in the morning only	*		*	(4)*
- Open in the evening as well	*	*		
3. Control of resources				
- Property rights for men X			(5)*	
- Property rights for women X		*		
4. Local community participation	*	*		
- No payment for women's time	*			
- Payment for women's time		*		(6)*
R= reproductive P=productive PGNs= Practical gender needs SGNs= strategic gender needs				

Integrating the concept of gender into mainstream development

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First: Introduction

The concept of gender has become paramount in development, which is expected to lead to better living conditions for all and in all areas. It is a relative cultural concept because it differs from time to time and from society to another and constitutes the society's view of the roles, possibilities, rights, and duties of both women and men.

The concept of gender is used:

- 1- As a strategy for development, it means providing opportunities and resources for all segments of society to achieve equitable access and effective development efforts.
- 2- As an influential component based on understanding the needs of the community and the optimal utilization of individual capacities and institutions to achieve effective participation in development

Gender mainstreaming is therefore an action strategy for development, not an end in itself, as the goal is to achieve development.

Second: The importance of gender in development

There are many obstacles associated with the social reality of women, which weaken and limit their ability to benefit from development and active participation in it. Since gender differences result in different interests and priorities of both women and men, this underscores the need to take into account the needs of women and men alike. Therefore, the gender vision seeks to ensure that the benefits of development reach the target groups of men and women and are not confined with those in a better position to benefit from them. It also seeks to have development efforts lead to better social conditions in all fields. Moreover, it provides the participation opportunity for everyone in the process of development, which leads to a sense of belonging and therefore commitment to what is done. It also creates a desire for success and continuity. Through the qualitative vision, we can work on the following:

- Participation of all groups of society in benefiting from development programs;
- Addressing and managing inequalities in access to resources;

- Promoting sustainable development based on equal opportunities in decision-making and;
- Providing information and statistics and classifying them according to gender in order to analyze them and identify the root causes of the problems that impede the achievement of comprehensive and sustainable development;
- Identifying the needs of all groups and communities and reaching and responding to the needs of marginalized groups and link them to decision-making mechanisms;
- Working on important sectors, albeit not catered to, due to the lack of awareness on them and on the society's need for them at different levels, up to a national level.

Third: Different levels of gender policies:

Engaging all society's groups in the work of social institutions and non-governmental organizations is an important factor in the success of these institutions, confirming their role as an active and influential participant in the decision-making process until development is sustainable and comprehensive. A gender perspective is used to identify the size and strength of participation at different levels within the organization.

1- Gender perspective at the individual level

The personal dimension of gender concerns that individuals within organizations or in the workplace acknowledge the importance and necessity of providing all categories of society with a fair access, full utilization, and effective control of development efforts in terms of:

- Sex (Men - Women)
- Geographical distribution (rural areas - urban areas - large cities - random areas ...)
- Age (Children - Youth - Elderly)
- Nature of the community (agricultural - desert - nomadic - coastal - touristic ...)
- Education (illiterate - average - high - ...)
- Health (healthy - ill - special needs mentally or physically ...)

2- Gender perspective at the institutional or organization level

The organization's mission, internal governance, and management system should reflect its management of the gender concept so as to allow all to participate effectively, particularly at the policy and procedures level:

Policy level:

- Organizational policies done to include gender mainstreaming (e.g. employment, equal opportunities for promotion, etc.).
- Activity policies that guide organizations' key interventions and relationships with beneficiary groups and grassroots.

Procedures level:

Formal and informal procedures that control the internal activities of the organization. (E.g. mission or objectives for activities). Or the organization's external activities (E.g., organization's general procedures, especially in the development of financial resources).

3- Gender perspective in human resources development:

- To identify opportunities to develop the capacities of boards, employees, and volunteers, including women and men, and to develop a plan to build and develop the skills of individuals through:
- Gender-sensitive employment policy, which includes giving orientation to new employees in the organization's on the gender policy (through procedures and policies manual), raising their efficiency, equality of opportunity, incentive and evaluation policies, and motivating and managing male and female volunteers.
- The strategy of internal governance, which depends on participation in decision-making, transparency, accountability, balanced representation of all groups and work through participation with the grassroots.
- Conducting studies and research and collecting and analyzing data in order to study needs for different genders, age, culture, and geographical distribution and classifying them according to type.

Starting where others stopped through lessons learned, exchange of expertise, collaboration, and networking.

4- Gender perspective at the level of activities:

- A- Planning, implementing and monitoring activities through (i) participatory planning and implementation, (ii) impact assessment, especially for women and youth, (iii) strategies for advocacy, lobbying or networking activities. Following are some points for gender mainstreaming at the activity level. Refer to the analysis tool in Table 4 on Impact Assessment.
- B- Identifying the division of labor in relation to social roles, namely, the different roles influenced directly or indirectly by the activity:
 - The activity's impact on the reproductive role for men and women, represented in the responsibilities of conceiving, raising children, and family duties.
 - The activity's impact on the productive role of women and men, which consists of working to produce goods and services for consumption, trade, or other types of work (the type of work that is recognized and evaluated socially and economically because it is restricted to the systems of national accounts).
 - The activity's impact on the social or societal role of both women and men, including activities by all parties at the community level to provide services or resources for community needs such as health care and education. It is considered unpaid voluntary work.
 - The activity's impact on the political role of both women and men. These are organizational activities at the official political level within the framework of national political action (a type of work that may be paid directly or indirectly through the authority granted to each position holder).
 - Gender-based division of work in the sector and identification of the gender needs arising from the traditional division of labor.
 - Studies or databases for this sector and collection of data or information that may not be available and classification by type.

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Communicate with different grassroots groups or groups targeted by the activity.

How is data or information being collected? Who participated in it?

C- Access to resources, including:

Activities that may have an indirect impact on the community's access to the resources, be it men or women (access means the opportunity to reach or use resources without having the authority to determine how they are used and how to use them by others).

D- PGNs and SGNs:

- PGNs (primary or rapid) that the activity fulfills.
- Clear PGNs for unmet by the activity.
- SGNs which were met?
- SGNs (with extended impact) that are met.

E- Engagement

- The degree of interaction between the activity members and the target group when designing and implementing the activity.
- The size of engagement in the planning and implementation of the activity by men and women.
- Engagement in decision-making unit.

5- Gender perspective at the social and political level

It helps to uncover the real causes of inequality at the national, be it in legal/ legislative law, traditional/ customary law, administrative, and social levels. It is a means of identifying the nature of the policies and methods of work, and overcoming their problems. Hence the importance of working on gender issues from the perspective and advocacy that sheds light on the social and political level, the differences between "what is imposed" and "what is current", and the factors that influence it, for example:

- **International conventions:** such as the 1979 Convention on the Elimination of All Forms of Discrimination against Women and the 1989 Convention on

the Rights of the Child, signed by many countries, but the implementation is not fully implemented in some countries.

- **National Constitutions:** Many national constitutions may provide many privileges, but they are not enforced in public practice. Some constitutions have achieved a lot of gender equality in rights and freedoms but do not establish clear and binding procedures for their application.
- **Legislative law:** there is another point of difference, which is constitution and legislative law. Some laws may allow discriminative treatment against women, sometimes taking the form of "protecting women." Some of them, for example, prohibit females from applying for public services such as passports or licenses for certain jobs. They may create difficulties that hinder women accessing their full rights.
- **Customary law:** In many countries, we still have a "dual system of laws" where customary law is enforced in the area of personal affairs, such as the rights to marry, own, or acquire inheritance. Customary law can vary from one area to another within the same country. The custom is usually not written and created by local councils and village elders. It is often impossible to ascertain what is permitted and what is prohibited under customary law. There is often no clear distinction between customary law and customs. Many customary laws include legislations that permit some unsound social customs without any attempt to think about their usefulness, results, or even roots and causes. In the area of women's rights, some customary laws may deprive the rights guaranteed by the legislative law and the constitution, so the role of the judiciary is to shed light on the laws enforced in the national constitution and the legislative law.
- **Administrative practice:** In many cases, government agencies may practice discrimination either explicitly or implicitly in their planning and implementation of programs. For example, in some countries the law may not be explicit in preventing women from holding senior positions such as the governor, but the opposite happens in administrative practice.
- **Social Practice:** At the level of family and community management,

we can find innumerable traditions that discriminate against girls and women, particularly the right to education, division of labor, distribution of benefits, and access to resources.

Some practical applications on gender mainstreaming within organizations:

- 1- To encourage the **participation** of women and men in the design, implementation, and management of various activities of the NGO. To achieve this, women should be consulted in the activities since the program planning stage, based on understanding the needs from a gender perspective.
- 2- To implement a balanced **employment policy within the NGO that takes into account the gender**, both in recruitment and in training directed at the employees, be it professional, administrative, or volunteering within the organization. Focus should be directed to increasing the membership of women in the general assemblies.
- 3- To allow the **exchange of authority and delegation of responsibilities between men and women** within the associations themselves, in order to ensure gender participation in critical positions and in various subcommittees.
- 4- Planning to provide **equal opportunities** for both men and women to access and utilize different resources in skill development at all levels, so

that women and men can participate in the decision-making process. For example, there is an interest in the existence of educational institutions in places close to residential areas so that girls have the opportunity to benefit from the available educational services.

5- The provision of accurate, adequate and gender-categorized information.

The association should undertake a statistical classification of all levels of its performance. This classification should take into account the classification by type, in order to identify the extent to which different parties have access to the resources and services available.

- 6- Monitoring, evaluating, and measuring impact. It is also categorized by type. The organization measures the different impacts of its projects and programs on gender issues in society, especially with regard to the impact of development programs on women in their various roles: reproductive, productive, societal, and political.
- 7- Encourage the building and formation of networks that create links between NGOs and organizations concerned with promoting the status and role of Egyptian women in society. These networks can serve as forums for the exchange of experiences. It also helps to evaluate various inputs and new methods used in implementing development projects and programs which have a gender vision.

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The following tools can be applied to the field situation and are used for qualitative and quantitative analysis of the degree and level of participation:

Table (1) Sample Analysis of Quantitative Participation: (Example)

Structural Analysis of the Organization	Men	Women	Youth	other	Men	Women	Youth	Men	Women	Youth	Men	Women	Youth	Men	Women	Youth	Men	Women	Youth
President or deputies																			
Board member																			
Executive Management																			
Paid worker																			
Executive Member																			
Committees																			
volunteer																			
Other																			

Table (2) Template for participation analysis

Level of participation	Women always participate	Women sometimes participate	Women never participate	Men always participate	Men sometimes participate	Men never participate	Youth always participate	Youth sometimes participate	Wo Youth men never participate
Participation in the discussion									
Board member									
Submission of proposals									
Election of leaders									
Decision making									
Lecturing									
Other activities									

Table (3) Analysis of Participation (Opportunities, Constraints and Inputs) - Example:

Required intervention steps	Constraints	Opportunities	Required participation

Table (4) Analysis and evaluation of the impact of activities:

Change and improve the economic situation	Change and improve the political situation	Change and improve the social situation and opportunities
<p>Change in access to resources (Human, financial, information or time resources) and their impact on the economic situation in terms of:</p> <ul style="list-style-type: none"> • Production • Jobs opportunities • Income • Other aspects 	<ul style="list-style-type: none"> • Changes in decision-making in institutions (family, community, professional, etc.) • Change the rights, laws or mechanisms for implementing decisions 	<ul style="list-style-type: none"> • Access to social resources and services (education, health, etc.) • Change in stereotypes • Division of labor

Task 4: The concept of women's economic participation of women.

- 1- The trainer (economic participation of women) writes in the middle of the flip chart and asks the participants: What does this question mean to you?
- 2- Each 3 participant will discuss the issue, and each group will write their own definition on cards.
- 3- Each group will read its card and then the trainer will have the opportunity to discuss the similarities among the definitions and will write them on the Flip Chart. Participants will then discuss the differences among their definitions and write the trainer's notes on another flip chart.
- 4- The charts are attached in a clear place to everyone in the training room to see.
- 5- The trainer will read the definitions for collective reflection through questions:
 - Which of these definitions caught your eye? Why?
 - Which one expresses you? Why?
 - What makes you feel a little concerned? Why?
 - Which one do you not agree with? Why?
- 6- The trainer asks participants to write their comments on another flip chart and put them on the other two charts, so as to give an opportunity to monitor the development of participants' attitudes towards women's economic participation.

Task 5: Economic Rights

- 1- The trainer divides participants into four groups (5-4) participants (males and females).
- 2- The trainer gives participants a range of economic rights for women, so that each group takes a list of rights.
- 3- The trainer asks participants to read, discuss, and add to these rights, or to remove them from the list so that each group has a specific list of economic rights.
- 4- In the event that certain rights are removed from the distributed list, the group shall state the reasons for that.
- 5- Each group displays its results for the rest of the groups until all groups are finished presenting.
- 6- After the groups are finished, the trainer opens the topic for discussion, especially on the rights that have been added or canceled.

Task 6: Identifying obstacles and challenges for women's economic participation, violations to women's right to economic participation, and proposed solutions

- 1- The trainer divides participants into four groups (6-5) participants (male and female).
- 2- The trainer writes 4 questions on the flip chart:
 - What are the challenges and constraints that limit women's economic participation at the household level?
 - What are the challenges and constraints that limit women's economic participation at the level of educational institutions?
 - What are the challenges and constraints that limit women's economic participation at the community level?
 - What are the challenges and constraints that limit women's economic participation at the level of legislation and laws?
- 3- The trainer asks each group to discuss and answer one question.
- 4- Each group presents their work on the rest of the groups.
- 5- After the presentations by all groups, a group discussion will be held for all participants.

Task 5: Case Study

"Saba, a university student living in a village far from the capital. She completed her university studies in language specialization (English-Spanish) and wanted to work at an international organization in a managerial position job to help her develop herself. However, she was not allowed by her family and the environment and was asked to work in the field of education in particular. She refused at the beginning, but eventually relented, and worked at a school. While so, was asked to work in a specific field, and got married and had a child. Her husband has a simple job with limited income compared to Saba's. She took the responsibility of helping her husband and started giving him her salary every month. This went on for 3 years, until one day, Saba was surprised that her husband wanted to marry another girl, which angered her and the problems began to grow. "

- 1- The trainer divides participants into 4 groups (6-5) participants (male and female).
- 2- The trainer will distribute the case study among participants and ask them to read it and answer the following questions:
 - What do you think of Saba's situation? And her parents' attitude? Her husband's attitude?
 - Should Saba have agreed with her family and society on what they wanted?
 - What violations were made to Saba's economic right?

Gender-responsive budgets and statistics

Task 8: Task duration - 1 hour

Divide participants into two groups: the first group represents poor rural households and the second group represents middle-class urban households. The members of the group agree on the distribution of the role of each individual in the group: father, mother, boys, and girls

Group members negotiate budgeting by identifying the elements and amounts to be spent on the needs of the family, while maintaining the freedom of negotiation for each member of the group.

Each group presents the budget agreed upon

The trainer asks the trainees the following questions:

- How was the decision taken, and who made these decisions?
- Who benefits the most from these decisions? And whose needs are ignored?
- What budget items were given priority and which items were ignored?
- Has this budget taken gender into consideration?
- Can some budget values be changed to meet all family needs?
- Is there any similarity between this exercise and the mechanism by which the government makes budgets?
- How does government spending affect household spending on services such as health, water, electricity...?

Task 9: Participatory Budgeting

- Read individually the text below on the importance of preparing a participatory budget
- Underline the ideas that caught your eye.
- Discuss the ideas mentioned by the trainees.
- The trainer summarizes the ideas put forward by the participants.

The importance of participatory budgeting

This is a method that allows individuals in the country to discuss and determine budgetary allocations, especially those that concern them, in order to implement the various projects that have been adopted in accordance with the general policies approved by the government.

The concept of participatory budget includes consultation on preparing the budget and receiving opinions and information from some specialists and parliamentarians. It includes putting the budget up for discussion and deliberation on proposed alternatives. Additionally, participation in the final decision, determining the methods of implementation, actual implementation, and evaluation of results. Participatory budgeting is one of the advanced methods of democratic performance.

The objectives of participatory budget formulation include: increasing social accountability in the public administration process for policy implementation; reducing social inequalities by allocating resources under priorities targeting marginalized groups such as women and people with disabilities; increasing awareness among individuals on the importance of participation and human rights; enhancing the effectiveness and efficiency of services at level of regions in line with their needs; assisting in reducing poverty in some regions and in some groups through the allocation of budget items that serve development accompanied by equitable distribution.

It has become clear through experience that budget transparency is the most effective way to work to involve the public in the economic movement taking place in the state. Successful experiences in the development of a market economy have shown that this coincides with the strengthening of mechanisms of popular participation, democracy, and transparency.

As mentioned in the previous chapter, transparency is the key to engaging the public in the budgeting process, as it is open to the public, especially on economic policy and public sector accounts. That is because it would enhance accountability and mobilize support or opposition to economic policies by the public, who would be aware of the course of the budget process.

The basic requirement for ensuring transparency and participation in the budget process is to publicly disclose the budget through a comprehensive and timely publication of the country's financial data. This data should be documented accurately and clearly, easy to understand, and consistent with the transparency standards set by high-ranking countries. It is also important to clarify the budget targets that were met and the disbursement locations and to detail what has not been disbursed in a given fiscal year.

As for actors who can be involved in participation, it is possible to mention public bodies (public officials, local councils, local officials...), civil society organizations, NGOs and the private sector.

There is no doubt that the achievement of participation and accountability requires activating the role of the civil society, parties, and individuals in order to make them able to participate effectively in drafting the public agenda and have authority to achieve the goals set in mind when approving the budget. Advocacy in budget issues with the concerned groups is essential to strengthening the means of achieving social justice at various levels and boosting the development process.

Task 10: The concept of gender-sensitive budgeting

- Read individually the text on the concept of gender-sensitive budgeting.
- Underline the ideas that caught your eye.
- Discuss the ideas mentioned with the trainees.
- The trainer summarizes the ideas put forward by the participants.

Gender-sensitive budgeting

Gender-sensitive budgeting aims to transform gender issues and gender-specific needs into an integral part of the process of preparing and approving the public budget. The objective of the gender-sensitive budget is to reach a situation in which financial resources are distributed fairly and in a way that deals with the gender's specific needs in terms of the distribution of public expenditures and income (such as taxes). It also demands that these groups be allowed to participate in the construction, design, and distribution of government budgets.

The need for gender-based treatment stems from the assumption that the government's budget and approval process are not usually gender-neutral, but rather tend to be biased towards men. This does not mean that the impact of the budget on men or women must necessarily be equal. In certain cases, however, there is justification for the difference in the impact of the budget on these two groups.

The general budget does not address the impact of general budget distribution on specific groups, such as women and girls. In general, budget building ignores the difference in the roles, capacities and responsibilities of women and men, something that stems from socially defined tasks for both groups.

Ignoring this difference puts women in an unequal situation with men, which leads to limiting their economic, social and political abilities.

Objectives of gender-responsive budgeting

The gender responsive budget is a means of assessing the performance of the public budget and its responsiveness to the various needs and benefits and the ultimate impact on both women and men, girls and boys, which is equal to achieving justice and equity in meeting gender needs, in addition to efficiency and effectiveness, redistribution of financial resources.

Gender-responsive budgeting aims to achieve three main following objectives:

- Increase awareness of gender issues and analyze the impact of government budgets and policies.
- Hold the government accountable for the gender allocations and obligations incurred locally, nationally and internationally
- Reformulating government budgets and national policies to promote gender equity.

Steps to analyze government budgets

The selection of specific ministries to initiate gender analysis of the budget is something that needs to be considered and studied. The aim of Ministerial Action is to identify the gender issues and problems in the distribution by sector or ministry.

You must start by dividing ministries and then:

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- Study topics related to gender issues in the country in general.
- Conclude problems or concerns related to gender issues in specific ministries and support this with data and statistics.
- Discuss the underlying causes and effects of problems.
- Identify ministerial programs linked to these problems.
- Set allocations for these programs.
- Identify difficulties in answering these questions.

Verifying gender-responsive budget requirements

In order to identify ways and means to intervene in the preparation of the general budget according to the gender approach, there are a number of questions that must be asked to verify the effectiveness of the government's gender programs:

- Do programs in the government budget reflect the requirements and priorities of national strategies and policies?
- Are the objectives a summary of the goals that the programs aim to achieve?
- Are outputs measurable?
- Are there performance indicators that reflect progress or lack of progress?
- Do the objectives contain quantitative, qualitative and temporal details?

The methodology of applying a gender responsive-budget within the framework of the general budget expenditure in Jordan

This part of the manual includes a detailed explanation of the methodology of implementing gender-responsive budget, in terms of the procedural steps

required from the concerned parties to implement within the stages of the general budget cycle in Jordan, and then the process of drafting a gender-responsive result-oriented budget.

Procedural steps to implement gender-responsive budget within the general budget cycle in Jordan:

In most countries of the world, the general budget goes through four main stages, called the budget stages, or the budget cycle. This begins with the preparation stage, followed by ratification or approval, then the implementation, and finally the fourth stage is the implementation control. These four stages are continuous and overlapping, making the budget periodic.

The general budget cycle in Jordan does not differ from those of other countries. It also goes through the same main stages as an international methodology. This section will review the institutional procedural steps required from the concerned partners to take during the stages of the public budget cycle to enhance gender-responsive budgeting performance, based on the tasks and responsibilities of each institution within the institutional framework.

The following functional matrix illustrates procedural steps within each stage of the budget cycle:

Stages of the cycle	Description of procedural steps to implement gender-responsive budget in Jordan	General Budget Department	Budget Advisory Council	Parliament (upper and lower houses)	Jordanian National Committee for Women	concerned ministries and government departments	Department of Statistics
Preparation of studies and estimate the discussion	Preparing the necessary studies on the dimensions of gender-responsive budget for the next year and in the national priorities of the gender needs	✓	✓		✓	✓	✓
	Preparing a memo by the Minister of Finance to the Prime Minister on the dimensions of gender-responsive budget	✓	✓				
Budget preparation stage	Based on the official communiqué issued by the Prime Minister to prepare the draft budget law and budget projects for independent public institutions, the ministries and government departments and institutions translate the national considerations and priorities into preparing the gender-responsive budget. they reflect the gender-sensitive performance indicators that must be incorporated into the budget law	✓				✓	

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Stages of the cycle	Description of procedural steps to implement gender-responsive budget in Jordan	General Budget Department	Budget Advisory Council	Parliament (upper and lower houses)	Jordanian National Committee for Women	concerned ministries and government departments	Department of Statistics
Budget preparation stage	Ensuring that the financial allocations monitored in the general budget will enable the government to implement programs, projects, and activities efficiently, meet the gender needs reflected by the gender departments, and discuss any substantive issues with ministries and government departments.	✓				✓	
	Ensure that the ministries and government departments concerned reflect the gender-sensitive indicators included in the Prime Minister's statement on their strategic objectives and/ or programs, projects and related activities, and discuss any indicators that need to be developed.	✓			✓	✓	
	Comparison of the current year's budget estimates with the re-estimated and estimated for the previous year, and the development of procedures, and setting corrective measures to ensure appropriate utilization of the current year's budget.	✓				✓	

Stages of the cycle	Description of procedural steps to implement gender-responsive budget in Jordan	General Budget Department	Budget Advisory Council	Parliament (upper and lower houses)	Jordanian National Committee for Women	concerned ministries and government departments	Department of Statistics
approving the budget	Analysis and examination of financial allocations through the medium-term expenditure framework at the ministry level and/ or the government department, and at the level of programs, projects and activities, as well as at the level of sectors related to the social, political and economic empowerment of women and ensuring that they meet national priorities.			✓			
	Verifying gender-sensitive indicators and their relevance to gender-related programs. Comparing the values of the actual performance indicators with the targets, and inquire about any essential matters.			✓			
	Approval of the gender-responsive budget by the parliament (upper and lower houses)			✓			
Budget implementation stage	during the implementation of the budget, we verify the process of spending allocations directed to gender in terms of spending, their purpose, the specific groups and the required to be identified, and the extent of utilization of these allocations						

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Stages of the cycle	Description of procedural steps to implement gender-responsive budget in Jordan	General Budget Department	Budget Advisory Council	Parliament (upper and lower houses)	Jordanian National Committee for Women	concerned ministries and government departments	Department of Statistics
approving the budget	Concerned ministries and government departments inquire from the General Budget Department about any problems encountered during the implementation of the gender-responsive budget, and the consequent step of transfers of allocations and/ or request for additional allocations. these matters are addressed in accordance with the financial legislation governing the work of the budget	✓				✓	
Monitoring the implementation	During the post-implementation phase, the following is done: <ul style="list-style-type: none"> • Monitoring program and project performance indicators, and gender-related activities, and comparing the actual indicators achieved with target indicators • Assessing the effectiveness of expenditure in achieving the desired results 	✓			✓		

Stages of the cycle	Description of procedural steps to implement gender-responsive budget in Jordan	General Budget Department	Budget Advisory Council	Parliament (upper and lower houses)	Jordanian National Committee for Women	concerned ministries and government departments	Department of Statistics
approving the budget	Concerned ministries and government departments inquire from the General Budget Department about any problems encountered during the implementation of the gender-responsive budget, and the consequent step of transfers of allocations and/ or request for additional allocations. these matters are addressed in accordance with the financial legislation governing the work of the budget	✓				✓	
Monitoring the implementation	During the post-implementation phase, the following is done: <ul style="list-style-type: none"> • Monitoring program and project performance indicators, and gender-related activities, and comparing the actual indicators achieved with target indicators • Assessing the effectiveness of expenditure in achieving the desired results 	✓			✓		

Task 11: Gender Mainstreaming in Budgets

- Trainees are divided into four working groups.
- In the working groups, trainees analyze the basic education program by activities and projects from a gender perspective.
- Trainees propose the required amendments to basic education allocations in a gender-sensitive manner
- Working groups write down proposals on the flip chart
- The flip chart is placed in a prominent position in the hall
- Trainees compare and discuss proposals from groups.
- The trainer summarizes the proposals received from the groups.

Allocations for Primary Education

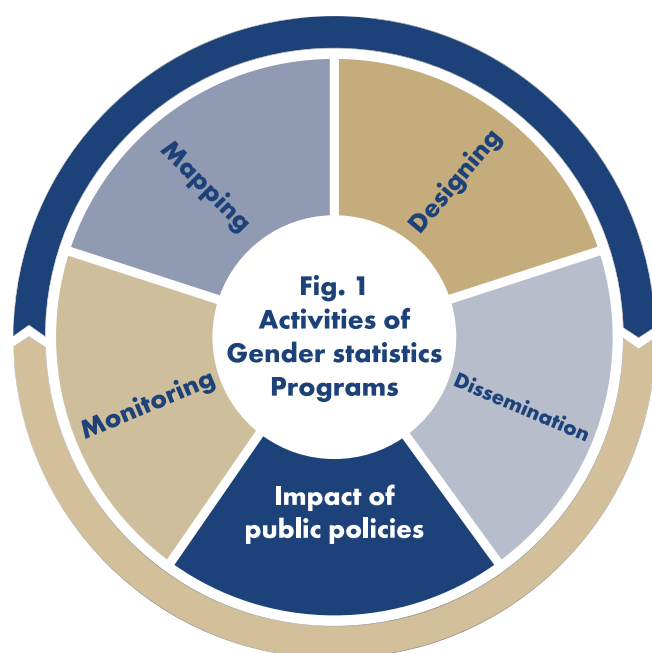
Activities and projects		Actual 2014	Estimated 2015	Re-estimated 2015	Estimated 2016	Indicative	
						2017	2018
Current expenditure							
6.1	Teaching Primary Education level students						
6.2	Scholarships and cultural relationships						
6.3	Printing textbooks						
6.4	Additional education						
Capital expenditure							
1	Primary Education management program project						
2	Construction and adding classrooms to Primary Education buildings						
3	Maintenance of primary education buildings						
4	School meals						
5	Incorporation of Iraqi students						
6	Furnishing and equipping school buildings						
7	Developing education towards the knowledge economy (second phase)						
8	Construction of 60 schools						
9	Development of department and school						
10	Incorporation of Syrian students						
11	Construction of school buildings (City and Village Development Bank)						
12	National program for school students' training						
Program/ treasury							
Total programs							

Gender Statistics

Task 12:

- Read individually the text on the concept of gender statistics.
- Underline the ideas that caught your eye.
- Discuss the ideas mentioned with the trainees.
- The trainer summarizes the ideas put forward by the participants.

Definition of gender statistics



The United Nations defines gender statistics as statistics that reflect differences and inequalities between women and men in all areas of life (United Nations, 2006). Gender statistics intersect with traditional statistical areas. Their activities include the identification, production, and dissemination of statistics that reflect the differences between women and men. This is done through monitoring their life cycle, the evolution, and the impact of gender-related public policies on equality and women's empowerment as shown in Figure 1.

Some of the steps that should be included in a conceptualization of the development process of the Gender Statistics Program can be summarized as follows:

- Maintaining dialogue between producers and users of gender statistics to ensure user needs are met;
- Expanding the use of existing sources by including gender-disaggregated data collection;
- Developing new data collection methods that include relevant areas from a gender perspective;
- Developing new data sets covering relevant areas from a gender perspective;
- Improving existing methodology and definitions to make them more relevant from a gender perspective;
- Collecting data from various existing sources to disseminate a gender profile of Jordan;
- Developing a marketing plan for the dissemination of gender-responsive statistics.

A four-step plan for the development of gender statistics could also be developed:

- Identifying gender issues;
- Identifying the data needed to address these issues and their sources;
- Assessing the availability and quality of existing gender statistics;
- Developing a plan to provide and improve the quality of required and unavailable data and to use and disseminate available data.

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When developing a roadmap for the development of the Gender Statistics Program, national commitments such as international and regional instruments and the national development strategy need to be reviewed first. Tasks, activities, and outputs should be identified within the framework of the available resources.

- A new branch of social statistics intersecting with all economic and social issues
- Digital information that ensures comparison between women and men to reflect the facts
- Collected and displayed by sex
- Include all areas of the national statistical system (social, demographic, economic, sectoral)
- Integrates gender at all stages of the data production process
- Incorporated into the essence of the entire statistical system

Why do we need gender statistics?

- To raise public awareness about gender issues
- To provide a real basis for the development of evidence-based policy to achieve equality between women and men
- To monitor and evaluate the change process
- To help eliminate stereotypes based on sex

Gender statistics, whose responsibility is it?

- The Beijing Platform for Action (Goal H3) Emphasizes the government's role in the production and dissemination of data disaggregated by sex and gender indicators
- Global organizations, for example the United Nations, which can assist in the production of sex-disaggregated data, improve data collection concepts and methodologies, strengthen vital statistics systems, and introduce gender analysis in publications and research

The difference between the old and the new approach to dealing with gender-responsive statistics

Old approach	New approach
For whom	
Women's statistics to support their interests	Women's and men's statistics on all aspects of life are for decision-makers, policymakers, and ordinary people
What are the problems	
There are no statistics on women	Statistics do not reflect gender issues
	Method of error / biases in statistics
What is the solution	
Statistics should be collected by gender and statistics and indicators are collected on women only	All statistics on individuals must be produced, analyzed, presented by gender and reflect gender issues in society
Statistics on women should be: - Collected - Stored in a database - Independently showcased	Gender statistics should be integrated into the overall statistical system in the following areas: - Data collection - Storage - Showcasing
Who is responsible	
Organizations and institutions concerned with women	National statistical system

An example of a gender-sensitive census

Number of staff members working in the department				
Group	Job	Actual 2014		
		Male	Female	Total
General management	Supervisory, leading job			
Educational	Advisory			
Health	Nurse v			

Data sources

The relationship between the three sources is an integrative relationship

- Population and housing censuses
- Population sample questionnaires (surveys)
- Registration systems and administrative data systems

Problems and gaps in gender data

- Data may be collected and tabulated but not published
- Data may be collected but not tabulated
- Data may be collected but not processed
- The entire data is not collected
- Data is not collected by gender
- Available data is not accurate, reliable, or timely

Gender indicators

Types of indicators

1- Qualitative indicators

- Descriptive
- It may be a declaration of opinion or feeling
- Often multidimensional

Quantitative indicators

- Directly Measurable
- mono-dimensional
- types: counting processes, continuous

The importance of qualitative research to fill quantitative data gaps and clarify ambiguities in order to provide an in-depth view and understanding of social processes

The importance of gender indicators

- Measure the disparities, differences, and relative status of both men and women among population groups
- Can be interpreted relatively easily
- Monitor changes
 - Describe the status of women and their contribution to development and the impact of development programs on women
 - Reflect the actual productivity of women in the economy and the weight of these roles and changing situations
 - Comparison between the status of women and men

Characteristics of indicators

Indicators should

- Be direct and unambiguous measurements of progress
- Help us to monitor different groups and regions

The division is usually done according to:

- 1-Geographical areas: rural / urban areas, agricultural climatic zones, administrative units
- 2- Demographic groups: by sex, age, and sex / age.
 - Different indicators have different rates of change
 - Appropriate for policy and / or advocacy development
 - Percentage of parliamentary seats held by women
 - Reliable
 - Scientific and objective indicators are more reliable than indicators that are subject to user interpretation
 - They are accompanied with an expressed scale of variance, and a description of any bias, where available

- Consistent with available data and data collection capability

- To ensure that indicators can be measured at the time and level chosen, and that they are in line with the planned schedule for data collection.
- It is preferable to have a good number of indicators that are well-chosen and measurable rather than having many unreliable and uncoordinated indicators

3- Human Development Index HDI

Measured by the following indicators:

- Life expectancy at birth
- Adult literacy rate
- Gross enrollment ratio in education (primary, secondary and university)
- Real GDP per capita (GDP)

4- (Gender Related Index) -GDI-

- The same indicators are measured and disaggregated by women and men to illustrate the size of the gap. The evidence decreases with the increase of the gap and with the lack of the country's human development index in general
- Life expectancy at birth
- Adult literacy rate
- Gross enrollment ratio in education (primary, secondary and university)
- Real GDP per capita (GDP)

5- (Gender-Empowerment, Measure-GEM)

- Measures the capacity of women to participate in decision-making in the political and economic spheres, including the proportion of women in parliament, professionals, technicians, senior management, and share of earned income.

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Division by sex

Gender disaggregation is simply the preparation of two sets of data, one for males and one for females to consider data disaggregated by sex in conjunction with other data such as:

- Income
- Employment status etc.
- Education
- Not only disaggregates data by sex but also uses other subgroups that identify the imbalance between men and women.
- Allows us to highlight gender issues

Task 13: Design indicators

- Trainees in the working groups summarize specific qualitative and quantitative indicators in the parliament that relate to the gender perspective. (E.g. female MPs)
- The working groups write indicators on the flip chart
- The flip chart is placed in a prominent position in the hall
- Trainees compare and discuss indicators from groups.
- The trainer emphasizes some qualitative and quantitative indicators from the groups.

Task 14: Reading statistics from a gender perspective

- Compare two or more countries in the income index and their situation in terms of human development
- Is there a relationship between income and development indicators in general?
- Compare two or more countries close in terms of income index and situations according to the gender-related HDI
- Compare two or more countries in terms of gender-related human development index, female parliamentarians' ratio and female fertility rate? Is there a relationship?
- Compare the fertility rate of adolescent girls with the number of women parliamentarians. Is there a relationship?
- Are there common factors between the Arab and Western countries?
- Is there a relationship between male education and mothers' mortality?
- Compare two or more countries in terms of income and development indicators related to gender and in terms of inequality index?
- Which do you think is a good country for women? Why ?

State	Gross National Income (GNI) per capita 2013	HD	HDI Rank	Female to male ration of HDI	GDI Rank
United Arab Emirates	58,068	0,827	40	0,958	70
Chile	20,804	0,822	41	0,962	61
Qatar	119,029	0,851	31	0,979	32
Cyprus	26,711	0,845	32	0,940	85
Greece	24,658	0,853	29	0,959	69
Norway	63,909	0,944	1	0,997	5
Italia	32,669	0,872	26	0,962	61
France	36,969	0,884	20	0,989	17
United State	52,308	0,914	5	0,995	7
Jordan	11,337	0,745	77	0,842	130
Lebanon	16,263	0,765	65	0,900	65
Tunisia	10,440	0,721	99	0,891	116

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Country	HDI Rank	Gender inequality index Rank	Gender inequality index value	Maternal mortality ratio	Adolescent birth rate	Women's seats in the parliament	Females who completed secondary education	males who completed secondary education	Females participating in the labor market %	males participating in the labor market %
Jordan	100	99	0.482	63	23.6	11.1	68.9	77.7	15.6	65.9
Turkey	90	68	0.366	20	30.5	14.2	26.7	42.4	28.1	71.4
Algeria	93	74	0.391	97	6.1	25.6	20.9	27.3	15	71.9
Brazil	85	85	0.477	56	76	9.6	50.5	48.5	59.6	80.9
Tunisia	94	46	0.261	56	4.4	26.7	29.9	44.4	25.5	70
Mauritius Island	80	70	0.377	60	31.8	18.8	45.2	52.9	44.1	75.5
Lebanon	72	78	0.433	25	15.4	3.1	53	55.4	22.6	70.8
Libya	64	36	0.216	58	2.6	16.5	55.6	44	30.1	76.8
Cuba	59	63	0.356	73	43.9	45.2	73.9	80.4	43.3	69.9
Malaysia	65	42	0.256	29	9.8	13.2	66	72.8	43.8	76.9
Kuwait	54	47	0.274	14	14.4	6.3	53.7	46.6	43.4	82.3
Portugal	43	16	0.114	8	12.5	28.7	40.9	40.2	56.5	68
UAE	41	40	0.241	12	23.4	17.5	73.1	61.3	43.5	92.3
USA	3	42	0.256	21	27.4	17	94.7	94.3	57.5	70.1
Norway	1	5	0.065	7	7.4	39.6	95.6	94.7	61.7	70.1



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