



GENDER MAINSTREAMING MANUAL

– A Guide for Gender Focal Points



BUREAU OF WOMEN'S AFFAIRS



United Nations Entity for Gender Equality and the Empowerment of Women



Manual on Gender Mainstreaming for the Public Sector

A Guide for Gender Focal Points

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List of Acronyms

| | |
|-----------------|--|
| BGA | Bureau of Gender Affairs |
| BWA | Bureau of Women's Affairs |
| CEDAW | Convention on the Elimination of All Forms of Discrimination Against Women |
| CSO | Civil Society Organisation |
| ECOSOC | Economic and Social Council |
| GAC | Gender Advisory Council |
| GAD | Gender and Development |
| GFP | Gender Focal Point/Person |
| GM | Gender Mainstreaming |
| HIV/AIDS | Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome |
| ILO | International Labour Organisation |
| MDA | Ministry, Department, Agency |
| MDG | Millennium Development Goal |
| NPGE | National Policy for Gender Equality |
| ToR | Terms of Reference |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNIFEM | United Nations Trust Fund for Women (now UNWOMEN) |
| UNWOMEN | United Nations Fund for Gender Equality and the Empowerment of Women |
| WAD | Women and Development |
| WID | Women in Development |

Foreword

There is growing acknowledgement of the role of women in development (WID). Over the years, the refinement of the WID approach to a Gender and Development (GAD) approach has given rise to the strategy of gender mainstreaming in order to achieve gender equality. We have further realised that all planning must have gender as a priority to enable equitable distribution of resources.

Jamaica has always been responsive to these needs and has made significant strides towards gender equality and the empowerment of women and girls. We have seen an increase in the number of women entering the political arena and being selected for senior executive positions in the public and private sector. Although women's participation in representational politics has increased there is a lot more that is needed to create a level playing field and recognize women's contribution to national development.

While we are proceeding in the right direction, the momentum must be increased. Both men and women need to enjoy the same opportunities in order to optimise their potential and make significant contributions to national development and derive mutual benefits. This requires that we institute a culture of gender mainstreaming.

In keeping with the many international treaties signed by Jamaica, a commitment has been made to address the long-term unequal arrangements and systematic discrimination that has worked against both women and men. The National Policy for Gender Equality (NPGE) is one such move. The NPGE was approved by Cabinet and tabled in Parliament in 2011. It is guided by the four key principles, namely; gender equality and social justice, political will and commitment, multi-sectoral approach and partnerships as well as the participatory approach. In addition to the implementation of the NPGE, Gender Focal Points (GFPs) have been selected to act as 'responsibility centres' within the respective Ministries, Departments, and Agencies (MDAs). As a result of this, there is now greater communication and co-ordination across MDAs for the overall process of gender mainstreaming.

This Gender Mainstreaming Manual is a tool to support the implementation of the Policy and the work of GFPs. We look forward to seeing the document in use as we develop our gender equality machinery and continue to make advancements towards reducing the disparities where they exist, and adding to the body of knowledge drawn from the lessons learnt.

This Gender Mainstreaming Manual for the public sector is therefore a welcome tool towards achieving our mandate as we continue to break the barriers of traditional ideas and cultural stereotypes and practices of women and men while ensuring that our programmes are sensitive to the needs of all.

We want to reaffirm the political commitment that is needed to build on the gains already achieved and to encourage the support of the technocrats in achieving this mandate.

Preface

The National Policy for Gender Equality (NPGE) envisions a society in which women and men have equal access to goods that are socially valued and are able to contribute to national development. In this regard, it sets out to mainstream gender within a human rights framework in all state institutions. The success of the NPGE depends on having adequate structures and systems in place to assimilate the policy as it is rolled out.

This introduction manual on gender mainstreaming has been produced primarily to guide the work of Gender Focal Points (GFPs) in the public sector to mainstream gender as they carry out their daily duties. It is intended to be a quick reference guide for gender mainstreaming in the public sector. The Manual reflects the main developmental issues from the Jamaican perspective and is intended to be used in conjunction with the NPGE at all stages of developmental planning, policy and programming.

Additionally, it is hoped that the information contained will prove to be vital in the execution of the GFPs' daily duties within the context of on-going public sector modernisation.

The document further provides, a detailed Terms of Reference; an Action Plan template, gender resources and definitions as well as tools for the monitoring and evaluation of gender mainstreaming. Moreover, one will find information on Jamaica's regional and international commitments and case studies from local references to inform the gender mainstreaming work.

Drafted in three easy to follow sections, the document will equip GFPs with functional knowledge in gender, main gender concepts and major issues aimed at institutionalising gender in all policies, plans and programmes.

This publication is an output of a larger project aimed at the economic and political empowerment of women which was implemented in partnership with the Dispute Resolution Foundation (DRF). Through their core function of mediation training and services, the DRF strengthened the results of the project as part of the output to increase the leadership and developmental skills of women.

We look forward to full support in the implementation of the project components.

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Importantly, we would like to thank the Gender Focal Points and other public sector workers who participated in the consultative process for the development and refinement of this Manual. We especially want to acknowledge Marjorie Codner, Winsome Hudson-Reid, Matthew Lawrence, Nahemia Lusan, Delita McCallum, Marcia Wright, Collette Robinson, Ingrid Hardy and Tameka Bowes as well as Charlene Gray-Morris and Wilfred Talbert for their editorial assistance. All efforts have been made to incorporate your suggestions. Additionally, thanks to Warren Thompson and Bureau of Gender Affairs for content editing.

Finally, thanks to UN Women for its financial support and the guidance from its regional office that has made this Manual a reality.

Section 1 Introduction

Why Gender Analysis is Often Women-Focused

When a gender analysis is done, a process that assesses the differential impact of a proposed or existing policy on women and men, the measure of disparity, difference, and inequality is more skewed against women than men based on past (historical) unequal socio-economic arrangements and continuing inequalities between women and men. In filling this gender gap, the process takes account of the necessity to continue to redress particular instances of past (historical) discrimination or long-term systemic discrimination that continues to militate against women, bearing in mind that the prevailing gender norms give more authority and value to men and their work contributions. Additionally the world of work was never initially set up for women to participate - the productive sector was and is still considered the male domain while the reproductive 'care' sector is still considered the female domain and is still undervalued.

Continued Inequalities between Women and Men

In the context of sex-disaggregated data of the labour market and the productive sector, women work for less remuneration than men; women constitute a higher proportion of the poor; women receive a low share of credits and inputs; women continue to be discriminated against in the labour market. Less value and authority are still given to what women do as opposed to what men do in the economy and therefore giving women an inferior status in the society; unequal participation in economic decision –making processes including the development, monitoring and negotiating of specific sector policies (trade & ICT) which are still largely male dominated and biased towards them.

Over the years, there has been an overwhelming increase in the number of women attaining tertiary education but they still maintain almost twice the unemployment rate compared to men. While there have been some improvements in the proportion of seats held by women in the Parliament, women continue to be grossly under-represented. Similarly, in some sectors and categories of work women outnumber men.

Given these gross inequalities, Jamaica is committed to the project of *gender mainstreaming* as a strategy for achieving gender equality and

ensuring the rights of all its citizens. This strategy will impact all levels of policy, planning and programming whereby both women and men equally influence the agenda, set the main priorities for development through a consultative process, and equally benefit from national development.

Purpose of Manual

This manual has been designed to help in understanding the concept of gender mainstreaming, and enhance its practical application. It is intended to be a reference guide for Gender Focal Points in the Public Sector, but may also be used by non-governmental organisations and the private sector.

The Manual is developed in three sections over five chapters. Section 1 provides an introduction to the main concepts of gender, gender equality and gender mainstreaming. Section 2 gives the rationale for embarking on the Strategy within the historical context of Jamaica, its legal and international obligations. Finally, Section 3 provides a number of instruments to strengthen the practice by GFPs. These tools include a monitoring and evaluation framework (Appendix 3) to assess interventions by capturing and analysing relevant sex-disaggregated data.

Chapter 1
Gender vs. Sex



As we examine and implement measures for the prevention and elimination of all forms of discrimination against both women and men, let us familiarise ourselves with some of the key terms¹.

Gender vs. Sex

Sex refers to the biological and physical features which distinguish human beings as female or male.

Gender is often mistakenly used as synonymous with 'sex' or used for 'woman' or 'female'. It is this misuse that fuels a lot of the scepticism around a gender and development approach and gender mainstreaming as a strategy to achieve gender equality even in the public sector. In explaining gender inequality, there is often confusion between biological and social factors. This often leads to the assumption that any issue analyzed from a gender perspective (how men and women are differently affected by economic, political, social, legal, cultural, and environmental processes) must be biased in favour of women.

The term **Gender** refers to cultural expectations and assumptions about the behaviour, attitudes, personality traits, and physical and intellectual capacities of men and women, based solely on their socially constructed differences as male or female. This is used to define what is considered appropriate male and female behaviour and work. Gender roles are in a constant state of change in response to changing social and economic conditions. For example, in the absence of either parent, a man may assume the mothering role and a woman the fathering role.

NB: Gender is not a women's issue but a societal one. The concept of gender is not interchangeable with women. Gender refers to both women and men, and the relations between them.

We learn gender roles based on our experiences and the environment as we grow and interact in society. As a result of both biological/sex and gender differences, women and men have different needs and different levels of access to resources and power, which create gender inequalities.

Exercise 1

Identify whether each is a statement on gender or sex

| Statement | Gender | Sex |
|---------------------------------|---------------|------------|
| Women breastfeed | | X |
| Men's voices break at puberty | | |
| You drive like a man | X | |
| For a woman, you are very brave | | |

Continue to make up your own. Test and discuss within your MDA.

“Having been enlightened, I took on my role with much vigor, eager to learn as much as I could and to get my organization on board. With the help of BWA, an Action Plan was developed for the NPGE Policy Implementation process. There have however been challenges.

As a result of competing demands, getting commitments from key players in the organization is difficult, as precedence is given to other responsibilities. This could also be due again to the misconception of the NPGE as well as inadequate information as to the benefits of incorporating a gender based framework in our research and data collection methods and policy development.

Going forward, a more aggressive and persistent approach must be adopted. Importantly, all tasks related to implementation framework, must be integration into the work plans and job descriptions of the respective persons. The office of Disaster Preparedness and Emergency Management, by nature of its mandate, is a technically driven entity. Most of the research and policy development therefore is of a technical nature.

As such, the Action Plan mentioned earlier speaks to a Focal Point Centre which would comprise of a pool of individuals with the technical skills to steer the implementation process. As part of the Focal Point Centre, I will continue to play a role in the process though it may be less technical and more administrative and coordinating both internally and with the external stakeholders.” B. Hardy

Chapter 2

**THEORETICAL APPROACHES
to Advancing Gender Equality**



Women in Development (WID) to Gender and Development (GAD)

The current approach to bringing gender equality to the development process has been evolving gradually since the 1970s. The UN International Year of Women (1975) and the International Women's Decade (1976-85) saw the establishment of women's ministries in many countries and the adoption of **Women in Development (WID)** policies by donor agencies, governments and NGOs. The main aim of WID was to integrate women into economic development by focusing on income-generating projects for women. Most of these projects achieved little success as they ignored the underlying structural inequalities in areas such as land ownership, access to markets, credit and information. Therefore there was little success in enhancing women's position in society, improving their livelihoods or increasing gender equality.

The **Gender and Development (GAD)** approach was the result of a gradual process on the part of the international, academic and development community to focus on the ways in which development affects existing gender relations between women and men and vice versa. The emerging GAD advocates criticised the WID approach for ignoring the influence of differences in class, age, marital status, religion, ethnicity as well as gender on development outcomes.

The **Fourth World Conference on Women (FWCW)**, held in Beijing in September 1995, shifted the discourse from WID to GAD. Since the adoption of the Beijing PFA, it is now recognised that women and men have to be equally involved in setting development strategies, goals and objectives. In this way the priorities and needs of both sexes are addressed and taken into account for effective, sustainable equitable development.

It was at this conference that the term "gender mainstreaming" also came into widespread use with the adoption of the Beijing Platform for Action (PFA) and the acceptance of gender mainstreaming as an approach to advance gender equality.

Women - Specific Approach

The move towards gender mainstreaming may not mean a move away from women-specific or no move towards men-specific programmes. Special measures or women-specific activities determined on the basis of a comprehensive gender analysis may be necessary to address gender inequalities. Specific actions and/or temporary special measures aim to create a "critical mass" of the disadvantaged group.

The Men and Masculinities Approach

The men and masculinities approach is based on the idea that masculine values, roles and behaviour need to be examined and analysed along with those of women. Similarly, as in the female-specific approach, gender analyst may reveal a need for specific actions to be taken with respect to boys and men. This should also be encouraged in order to address some male-specific vulnerabilities as well as to involve them in support of women's empowerment efforts.

The Multi-sectoral Approach

This approach means involving all sectors of society – MDAs, business, civil society organizations and communities at all levels. Such an approach will also require skills in gender analysis and planning; the capacity to collect and interpret sex-disaggregated data; the availability of human, technical and financial resources; as well as a commitment to take action to achieve gender equality.

The Participatory Approach

A participatory approach attempts to actively involve all stakeholders in all stages of the gender mainstreaming process – design, implementation, monitoring and evaluation and therefore ensures the process will be responsive to and address their interests, concerns and needs

The Mainstream

The “mainstream” refers to an interrelated set of dominant ideas, values, practices, institutions and organizations that determines “who gets what within a society. (Schalkwyk, et.al 1996) Being part of this mainstream implies that women and men have equitable access to resources, including opportunities and rewards as well as equal participation in influencing what is valued in shaping options, making decisions and setting priorities in society. While this maybe true for an elite minority of women and men, it is not the reality for the vast diverse majority of women and men (urban and rural) striving to be full, functioning equal participants in the development process.

The strategy of gender mainstreaming offers the opportunity of challenging the mainstream status quo and its unequal socio-economic arrangements.

Why Gender Mainstreaming

During the UN Fourth World Conference on Women (Beijing, 1995), government delegations made a moral and political commitment to undertake certain activities to improve the status of women to place them on equal par with men. As a result, the Beijing Declaration and Platform for Action was created to establish gender mainstreaming as a primary strategy for the promotion of gender equality globally.

Gender Mainstreaming is defined as:

“ A strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.” (UN Economic and Social Council, ECOSOC, 1997)

Gender Mainstreaming (GM) is considered the central strategy towards advancing the goals of gender equality and equity. The process involves the consistent use of a gender and development perspective to comprehensively examine the relationships, similarities and differences between women and men. This also allows for an assessment of access to and control over resources, decision-making and benefits and rewards within a particular system. This system may be a governance structure, an organization, or an entire society.

In order for the GM strategy to achieve the desired objectives, it might require revisions and amendments to existing policies, programmes, institutions and systems to bring them in line with international standards. As a transformative process, GM should lead to improved transparency and accountability and behaviour change. At the institutional level, GM should foster a more equitable distribution of benefits and gender-responsive governance. It is therefore important that strategic planning be facilitated by the allocation of adequate resources to ensure that GM is implemented effectively.

Gender Mainstreaming Initiatives in Jamaica

The Government of Jamaica (GOJ) has put in place a gender equality framework in its policies, programmes, and plans, in keeping with the international legal requirements, international human rights obligations, commitments, and principles.

These activities provide the basis for gender mainstreaming:

- Gender analysis should reveal whether the planned policy, programme, project and related activities **will contribute to or challenge existing inequalities** and whether there are any gender issues that have not been addressed;
- The gender analysis contributes to the identification of **entry points for actions** that will be needed in order to meet gender equality objectives;
- A **gender-sensitive monitoring and evaluation system** should also be in place including the establishment of gender-sensitive indicators to measure the extent to which gender equality objectives are met and changes in gender relations achieved.

“Gender Lens” Screening Checklist for the Review of Project Proposals

If, as a Gender Focal Point (GFP), you have been asked to review a project proposal for its gender content, the following questions should be asked:

1. Does the project document include **GENDER CONTEXT ANALYSIS** relevant to the project? Is data (qualitative and quantitative) provided in the project document sex-disaggregated, thus appropriately providing information on the problems specific to women and men or common to women and men?
2. Does the project document identify attainable and clear **GENDER-RESPONSIVE OBJECTIVES, RESULTS AND PERFORMANCE INDICATORS**, in line with international and national development targets? Have these been set on the basis of the findings of the gender context and needs analysis?

Example of results:

- (a) *Increased ratio of literate women/girls, men/boys*
- (b) *Increased share of women to men in wage employment in the non-agricultural sector*
- (c) *Equal participation of women and men in the management of natural resources.*

3. Are the **RESOURCES** (human and financial) foreseen for the implementation of the project sufficient and appropriate in order to meet the project's **GENDER SPECIFIC AND GENDER-RESPONSIVE OBJECTIVES**?
4. Is there an **EQUAL REPRESENTATION** and **PARTICIPATION** of women and men on the project team, making full use of women's and men's visions, competencies and potential? If equal representation of women and men is not possible, is there at least a “critical-mass” of the under-represented gender (i.e. at least 30%)?
5. Are gender specific and gender-responsive results part of the performance assessment as well as monitoring, impact and evaluation frameworks and plans? Make sure **GENDER IMPACT MONITORING** and **EVALUATIONS** are foreseen to measure the attainment of gender objectives.

Chapter 3
Commitments to Gender
Equality



The International and Regional Framework

The Caribbean community as partner countries are signatories to international agreements and declarations relevant to the promotion of gender equality. Advancing gender equality and equity has also been mandated by some regional agreements and regulations.

The following provides an overview of three (3) key policy commitments – CEDAW, 1979; the Beijing Declaration and BPfA, 1995 and the Millennium Declaration and the MDGs, 2000. These commitments are evidence of the country's participation in the global movement for gender equality. The MDGs' were replaced by the Sustainable Development Goals. (SDGs) which were adopted in September 2015.

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)

This Convention is an international treaty adopted by the UN General Assembly in 1979. It is sometimes referred to as the Women's Convention or the Women's Bill of Rights and is the most comprehensive and detailed international agreement intended to improve the status of women. There are thirty (30) articles in the Convention and which is based on three (3) main principles – Equality, Non-discrimination and the Principle of State Obligations. CEDAW establishes rights for women in areas that were not previously subject to international standards including a universal definition of discrimination against women. Moreover "the Convention takes an important place by bringing the female half of humanity into the focus of human rights concerns; it's also an agenda for action by countries to guarantee the enjoyment of those rights" (UN Women, 2004) CEDAW also adds some significant new provisions – (a) the application of non-discrimination to private as well as public life; (b) its requirement that countries must eliminate traditional and stereotyped ideas of the roles of the sexes and (c) its specific concern with rural women.

Content of CEDAW

The Convention contains 30 articles and is based on three (3) main principles:

The Principle of Equality

- Women are entitled to equal opportunities and treatment.

The Principle of Non-discrimination

- Temporary measures (specific actions) can be put in place to correct past discrimination;
- Discrimination that occurs in the private sphere needs to be addressed, as much as discrimination in the public sphere.

The Principle of State Obligation

- Once a State ratifies CEDAW it becomes party to legally binding obligations to eliminate discrimination against women. The State will abide by and be held accountable to the norms and standards mentioned in CEDAW;

The CEDAW Monitoring Process

A Committee on CEDAW oversees the implementation and monitoring of the Convention. This Committee is comprised of twenty-three (23) experts in women's rights from a variety of disciplines, who are elected by secret ballot and serve in a personal capacity.

Countries which have ratified CEDAW (Jamaica ratified CEDAW in 1984) must produce an initial report one year after ratification and periodic reports every four (4) years thereafter detailing their progress on implementation of the Convention, and on the overall situation of women in their country. For many countries a 'shadow' report is also produced by NGOs and civil society groups.

The monitoring of CEDAW has been strengthened by the ratification of the Optional Protocol to CEDAW. This Optional Protocol contains two procedures: a communication procedure allowing individual women or groups of women to submit claims of violations of rights to the CEDAW Committee; An enquiry procedure enabling the Committee to initiate inquiries where women's rights appear to have been violated.

The Beijing Declaration and Platform for Action (BPFA)

The outcome of the Fourth World Conference on Women (FWCW) was the Beijing Declaration and Platform for Action (BPFA) which identified twelve (12) critical areas of concern under which governments agreed to take a number of actions. Subsequently, most countries produced National Programmes of Action (NPA) which set out their strategies and programmes for addressing gender issues in a variety of sectors and domains reflecting the commitments made at Beijing.

Five years after Beijing, governments reaffirmed the 12-point platform in a Special Session on Women in June 2000 entitled “Women 2000: Gender Equality, Development and Peace for the Twenty-first Century, popularly known as Beijing + 5 Review. Countries had prepared national reports for this review (Beijing +5 Outcome document) on their progress in implementation of the NPAs five years after the Beijing Conference, highlighting successes and the remaining challenges.

The need to speed-up the process of mainstreaming a gender perspective was also recognised in the Outcome document that was adopted. Governments are required to “develop and use frameworks, guidelines and other practical tools and indicators to accelerate gender mainstreaming, including gender-based research, analytical tools and methodologies, training, case studies, statistics and information.” (para.80)

Content of the Beijing Platform for Action: Critical Areas of Concern

1. Women and poverty – The persistent and increasing burden on women
2. Education and training of women – Inequalities and unequal access
3. Women and health – Inequalities and unequal access
4. Violence against women – The effects of on women
5. Women and armed conflict – The effects of on women
6. Women and the economy – Inequality in economic structures and policies
7. Women in power and decision-making – Inequality in the sharing of power and decision-making
8. Institutional mechanism for the advancement of women – Insufficient at all levels to promote the advancement of women
9. Human rights of women – Persistent violations of the rights of women
10. Women and the media – Stereotyping of women and inequality in access

11. Women and the environment – Gender inequalities in the management of natural resources
12. The girl-child – persistent violations of the rights of the girl child

The Beijing Monitoring Process

Countries prepare national reports on their progress in implementation of their National Plan of Action (NPA) five (5) years after the Beijing Conference highlighting successes and remaining challenges. This is known as the Beijing +5 Review. The UN Commission on the Status of Women (CSW) reviewed in 2015 the implementation of the Beijing PFA twenty (20) years after the Conference. Jamaica's participation in these conferences provides the framework for its own commitments to achieve gender equality.

The Millennium Declaration and the Millennium Development Goals (MDGs)

The Millennium Declaration and the MDGs were the outcome of the Millennium Summit (September, 2000). This Declaration outlines the central concerns of the global community – peace, security, development, environment sustainability, human rights and democracy and goals for social development. These concerns are manifested in eight (8) MDGs based on major goals and targets agreed upon at the UN conferences of the 1990s and form an agenda for reducing poverty and improving livelihoods worldwide.

Content of the MDGs

Goal 1: Eradication of extreme poverty and hunger

Goal 2: Achieve universal primary education

Goal 3: Promote gender equality and empower women

Goal 4: Reduce child mortality

Goal 5: Improve maternal health

Goal 6: Combat HIV/AIDS, malaria and other diseases

Goal 7: Ensure environmental sustainability

Goal 8: Develop a global partnership for development with targets for aid, trade and debt relief

Monitoring of the MDGs

Individual countries prepare annual MDG reports which report on achievement towards national goals and targets. A set of key indicators

establish links and measure progress towards achieving the MDGs.

What is a National Women's Machinery?

The United Nations (UN) defines a National Machinery for Women as: "a single body or complex organised system of bodies, often under different authorities, but recognised by the Government as the institution dealing with the promotion of the status of women". (Cited in Ashworth, 1994:5) Now that such a Machinery has shifted from a Women in Development (WID) approach to a Gender and Development (GAD) approach a National Gender Machinery focuses not only on women as an isolated group but on the roles, interests and concerns of both women and men.

Historical Context

National women's machineries (NWMs), Women's Bureau or women ministries were originally perceived as the primary providers of specific services for women. However, the policy framework, organizational structure, mandate, functions and role of NWMs have been evolving at different rates within different socio-cultural, political and historical contexts over the past few decades.

The shift from Women in Development (WID) to Gender and Development (GAD) as well as the introduction of the concept of "male marginalization" in the process has seen many NWMs having to redefine themselves; by establishing a more revised mandate that continued to meet women's needs (integrating in national development) while simultaneously evolving as an advocate for gender-responsive policies and programmes – through institutionalisation and gender mainstreaming. Formerly, NWMs tended to be marginalised in social and welfare sectors/ministries but more recently they have begun to move into central decision-making locations within government structures. For example, the BWA was first established as a Women's Desk (1974) in the Ministry of Youth and Community Development but soon upgraded to a Women's Bureau (1975) in the Office of the Prime Minister.

Role

The Beijing Platform for Action (BPFA) sets out the role of national machineries in gender mainstreaming: 'The NWM is the central policy coordinating unit inside the government. Its main function is to support government-wide mainstreaming of a gender-equality perspective in all policy areas'. (United Nations, 1995; para 201) The BPFA also states

that: 'In order for the Platform for Action to be implemented, it will be necessary for governments to establish or improve the effectiveness of national machineries for the advancement of women at the highest political level'. (United Nations, 1995: para 296)

A number of other critical roles have been identified that the BWA as an NWM must play in order to be fully effective:

- Support a widespread understanding and adoption of gender mainstreaming as a strategy
- Co-ordinate mainstreaming efforts particularly at the government level
- Identify and promote women's and gender-equality issues both inside and outside government
- Stimulate the increased participation of women as both active agents and beneficiaries of the development process
- Promote a multi-sector approach by establishing strategic alliances with legislators, ministries, academia and civil society
- Encourage and support capacity building in gender mainstreaming, gender analysis, gender sensitivity training inside and outside of government to enable the integration of a gender perspective at all levels of society
- Work with statistical agencies to collect sex-disaggregated data and to develop effective gender equality indicators
- Ensure monitoring and evaluation of mainstreaming efforts are carried out across government sectors

Chapter 4
**National and
International
Framework
for Gender**



As Jamaica pushed through its obligation to gender equality, the Government of Jamaica became signatory to several regional and international agreements and declarations, some of which are legally binding. In honouring these commitments, Jamaica has additionally set forth its own framework for gender equality and gender mainstreaming.

Below are excerpts from some of these frameworks as outlined in the NPGE to be used as a quick reference guide as you embark on the path of strengthening your capacity for gender mainstreaming.

National Policy for Gender Equality (NPGE)

NPGE Vision: A society in which men and women have equal access to socially valued goods and are able to contribute to national development.

NPGE Purpose Statement: To mainstream gender within a human rights based framework, in all state institutions and their apparatuses, in partnership with private sector, non-governmental and civil society organisations, to ensure that females and males have equal access to opportunities, resources, and rewards in order to eliminate discrimination based on gender and to promote sustainable human development.

National Policy for Gender Equality (NPGE), Jamaica 2011

NPGE Goals

1. To transform prevailing gender ideologies, inequitable gender relations and gendered governance practices at all levels of public sector organisations.
2. To create a socio-economic, political and legal environment free of discrimination on the basis of sex; where females and males, at all stages of the life-cycle, can enjoy their full human rights and develop their full potential as citizens.

National Policy for Gender Equality (NPGE), Jamaica 2011

NPGE Objectives

- 1.To reduce all forms of gendered discrimination and promote greater gender equality and social justice
- 2.To strengthen institutional mechanisms and develop the skills and tools required to mainstream gender in cultural, social, economic, and political institutions, structures, and systems.
- 3.To promote sustainable behaviour change and improve organisational effectiveness and the capacity of public sector entities to develop, implement and monitor gender responsive plans, projects, programmes, and policies.

NPGE Guiding Principles

1. Gender equality and social justice
2. Political leadership and commitment
3. Multi-sectoral approach and partnerships
4. Participatory approach

Vision 2030, Jamaica National Development Plan Vision

“A society marked by sustainable and humane development processes in which the rights of all persons are guaranteed and protected and where men and women enjoy equal access to opportunities, resources and rewards and where women are empowered to share equally in governance structures and decision-making at the micro and macro levels of the society.”

Vision 2030, Jamaica National Development Plan Gender Equality Goal

“A society free of sex and other forms of discrimination in all spheres that creates and maintains a socioeconomic, cultural, political and legal environment, in both the public and private domains free of sex discrimination, where all males and females, at all stages of the life cycle can enjoy full human rights and develop their full potential as productive citizens.”

The Charter of Fundamental Rights and Freedoms (Constitutional Amendment) Act, 2011; Page 4 Section 3 Sub-section I

“The right to freedom from discrimination on the ground of

1. *Being male or female;*
2. *Race, place of origin, social class, colour, religion or political opinions;”*

The International Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) (Article 2), ratified by Jamaica in 1981

“States Parties condemn discrimination against women in all its forms, agree to pursue by all appropriate means and without delay a policy of eliminating discrimination against women and, to this end, undertake: (a) To embody the principle of the equality of men and women in their national constitutions or other appropriate legislation if not yet incorporated therein and to ensure, through law and other appropriate means, the practical realisation of this principle...”

Millennium Development Goal (MDG) 3

“Promote gender equality and empower women – eliminate gender disparities in primary and secondary education preferably by 2005, and at all levels by 2015”

Universal Declaration of Human Rights (Article 2), ratified by Jamaica in 1995

“Everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

Beijing Declaration and Platform For Action Fourth World Conference On Women, Paragraph 189 ratified by Jamaica in

“In addressing the inequality between men and women in the sharing of power and decision-making at all levels, Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made of the effects on women and men, respectively.”

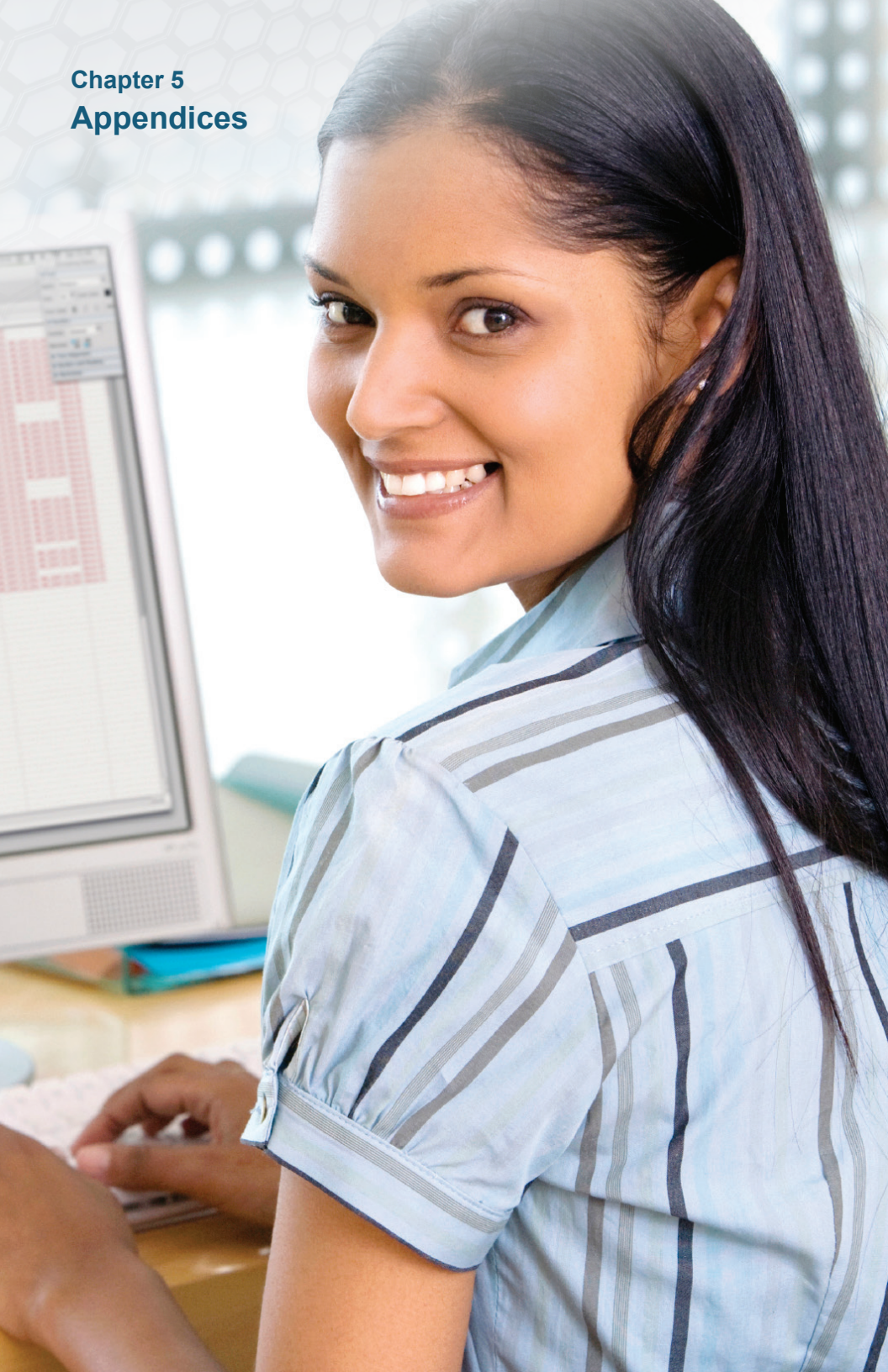
1995 Commonwealth Plan of Action on Gender and Development Vision

“A world in which women and men have equal rights and opportunities at all stages of their lives to express their creativity in all fields of human endeavour, and in which women are respected and valued as equal and able partners in establishing values of social justice, equity, democracy and respect for human rights. Within such a framework of values, women and men will work in collaboration and partnership to ensure people-centred sustainable development for all nations.”

UN Security Council Resolution 1325, Paragraph 1

“Urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and institute mechanisms for the prevention, management, and resolution of conflict.”

Chapter 5
Appendices



Section 4

Appendices

Appendix 1

Terms of Reference – Gender Focal Points

Key Responsibilities and Duties of GFPs

Guided by the NPGE, a Gender Focal Point has overall responsibility for the co-ordination of gender activities within each Ministry/Department/Agency (MDA). They are established mechanisms in different sectoral ministries to ensure incorporation of gender concerns and needs in policies, plans and programmes. Under three broad heading, GFPs are expected to, among other activities:

1. Support Gender Mainstreaming Policy

- Plan strategically to ensure the effective implementation of the National Policy for Gender Equality within the institution
- Develop and implement Gender Plan of Action
- Introduce a system of monitoring and evaluation of the policies, plans, programmes and projects of their Ministries

2. Technical Support

- Act as in-house gender expert(s)/co-ordinator to guide the respective MDA in fulfilling Jamaica's local, regional and international obligations and provide technical assistance to the respective MDA on gender related issues to advance gender equality
- Collaborate with the Bureau of Gender Affairs to promote gender equality within the respective organisation
- Identify gender issues in the institutional framework and *modus operandi* of MDA; and ensure that gender equality is mainstreamed in the organisational and administrative culture
- Ensure equal consultation and advocate effectively for the inclusion of gender issues in plans, projects and programmes within the MDA
- Advise and propose remedial actions and strategies to be developed to work towards making such policies gender

responsive. Advocate for gender equity in the future legislations (or amendments to existing legislation), policies, programmes, projects and activities in their respective sectors where applicable.

- Advise the Bureau on the adoption of affirmative actions, when necessary, to facilitate gender equity
- Act as Liaison Officer(s) between the MDA and the Bureau of Gender Affairs to ensure the implementation of decisions of the Inter-Ministerial Committee within their respective ministries where applicable
- Establish ad-hoc mechanisms (e.g. Taskforce/Committee), should the need arise, to address specific gender related issues in the institution
- Liaise with counterparts across MDAs to ensure inclusion and integration of cross-cutting and nationally relevant issues
- Collect and disseminate sex aggregated data

3. Capacity Building and Knowledge Management

- Identify, undertake or seek relevant training on gender where necessary
- Prepare and conduct training/briefing on gender equity to meet specific needs of the staff of the respective MDA to ensure adequate and relevant gender knowledge
- Ensure that relevant sex-disaggregated data is collected and collated
- Maintain a regular data-base on gender issues and make available as well as update documents, training materials, reports, studies, policies, sex-disaggregated data and other information on gender-specificity in the respective sector
- Network and collaborate with each other and other stakeholders to further the cause of gender equality
- Ensure equal consultation and advocate effectively for the inclusion of gender issues in plans, projects and programmes within the MDA.
- Contribute gender information and analysis to policy dialogue within and without the MDA
- Ensure that the MDA include funds for gender equity

- Undertake gender analysis of policies and policy documents
- Identify and inform the Bureau of existing policies that are not gender-sensitive in their respective sectors (undertake gender analysis)
- Attend relevant meetings coordinated by the Bureau of Gender Affairs and ensure that decisions taken are communicated to the Accountable Officer for action
- Represent the MDA at gender related meetings (national, regional and international as the case may be)
- Serve as repository for gender-related information
- Provide relevant sector information for international reports (for example the Convention on the Elimination of All Forms of Discrimination Against Women - CEDAW) on a timely basis
- Submit quarterly reports to the BWA on the implementation of the NPGE

Support Framework of the BGA:

1. Lead the process and advocate for adequate resources to support GFPs.
2. Coordinate the activities of the Gender Focal Points in all MDAs.
3. Provide training and sensitisation where necessary.
4. Inform GFPs of training and other opportunities for empowerment
5. Facilitate meetings on gender issues.
6. Develop and disseminate relevant information on gender.
7. Request periodic reports as required by local, regional and international agencies.
8. Follow up on activities to ensure adherence.

Support Framework of MDAs:

1. Make mandatory the collection of sex-disaggregated data related to the operations of each MDA.
2. Allocate budget resources towards gender mainstreaming and associated plans, projects and programmes.
3. Appoint GFPs through Permanent Secretaries and Executive

Officers to provide leadership the development and implementation of gender responsive policies, plans, projects and programmes.

4. Be committed to the process.
5. Choose the ideal person to serve as GFP.
6. Incorporate duties of GFP, in the respective Job Description.
7. Provide necessary resources (financial, infrastructural, working equipment, materials).
8. Be prepared to release the individual to perform these tasks effectively.
9. Ensure sustainability and succession planning.

Reporting and Work Modality

1. GFPs reports to the head of MDA.
2. Will have access to the necessary resources (financial, social, physical and human) to efficiently execute duties.
3. GFPs will have access to training to strengthen her/his capabilities.

Qualification and Selection Criteria

- Senior member of staff.
- Strong commitment to gender equality.
- Analytical and scientific capacity.
- Basic knowledge and understanding of gender cross-cutting issues at the local and national levels in particular.
- Basic knowledge of gender specific methodologies.
- Education or work experience in both social sciences and environment is an advantage.
- Willingness to strengthen her/his own capacity in this area.
- Strong communication skills, including writing skills and public speaking.
- Networking ability.
- Be able to commit to a period of at least three years as a GFP.

Appendix 2
Glossary of Key Gender
Terminologies



Gender Analysis

The systematic gathering and examination of information (differences in the socio-economic conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers etc) to identify how development activities impact differently on women and men and contribute to gender inequalities so they can be properly addressed.

Gender Awareness

Having an understanding of the unequal socio-economic, political, and cultural factors underlying sex-based discrimination and analysing programmes, policies, and projects as a result of that understanding and recognition of the different needs, interests, roles, status and privileges of men and women and of their impact.

Gender Blind

The term refers to a failure to address the gender dimension of any development activity

Gender (Responsive) Budgeting

The term refers to the generation and allocation of funds in a manner that reflects priorities and commitments to achieve gender equality.

NB: It is not the inclusion of funds for women, but the allocation of resources in the overall budget based on the evidence of gender analysis.

Gender/Sex Discrimination

The systematic, unfavourable treatment of individuals on the basis of their gender/sex, which denies them rights, opportunities or resources.

Gender Equality

The term refers to women and men having equal conditions for realizing their full human rights, contributing to and benefiting from economic, social, cultural and political development. Gender equality is therefore the equal valuing by society of the similarities and the differences of men and women, and the roles they play. It is based on women and men being full partners in their home, their community and their society.

Gender Equity

Is the process of being fair to men and women. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field.

Gender –sensitive Indicators

These are instruments of measurement disaggregated by sex (age and socio-economic background etc) and are designed to demonstrate changes in relations between women and men in a given society over a period of time.

Quantitative Indicators are measures of quantity (total numbers, percentages etc) showing the degree to which a goal or objective has been attained.

Qualitative Indicators are measurements through processes and categories of classification based on stakeholder responses - people's judgements and perceptions about a given subject. Typical sources of qualitative indicators are: public hearings/consultations, focus groups, attitude surveys and interviews, participatory appraisals, participant observation, sociological and anthropological fieldwork.

Gender Lens

A term used to describe an analytical tool (or a way of looking at a situation) that helps the user to identify and address gender issues in his or her work.

Gender mainstreaming

A strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." (UN Economic and Social Council, ECOSOC, 1997)

Gender Management System (GMS)

This is an integrated network of structures, mechanisms and processes put in place in an existing organizational framework in order to guide,

plan, monitor and evaluate the process of mainstreaming gender and advance gender equality in all areas of an organization's work and institutional arrangements. (Commonwealth Secretariat, 1999)

Gender Planning

This is an active approach to planning which takes gender as a key variable or criteria to integrate an explicit gender dimension into development activities.

Gender Relations

The social interactions between women and men which tend to illustrate their unequal power distribution, their different reproductive and productive roles in society (household & community) and how they are considered, valued and favoured.

Gender Responsive Objectives

Programme and project objectives that are non-discriminatory, equally benefit women and men and aim at correcting gender imbalances.

Gender Roles

The term refers to “socially constructed” attitudes, values and behaviours which mean they are shaped by a multiplicity of social, economic, political, cultural and other influences; and which society ascribes to women and men as a result of the biological differences between them. This is used to define what is considered appropriate male and female behaviour and work.

Gender Sensitive

Taking into account and addressing the differential needs, issues, and concerns of women and men. For example: Ensuring that a bathroom is conducive to the needs of both women and men

Gender Stereotypes

Fixed ideas that people have about what is appropriate behaviour, roles and work for women, girls, boys and men. For example: Men are better leaders, women are better housekeepers; Men are tough, women are soft; Women should not...; Men should not...

Gender Training

A facilitated process of developing awareness and capacity to assess how development/institutional processes, existing and proposed policies and programmes may affect women, men, girls and boys differently and unequally, to bring about personal or organisational/programmatic and policy change for gender equality.

Gender-based Violence (GBV)

This is an umbrella term for any act or conduct which is perpetrated against a person based on socially-ascribed (gender) differences between males and females, which causes death or physical, sexual or psychological harm or suffering, whether in the public or the private sphere. Acts of GBV violate a number of human rights principles enshrined in international instruments. Globally, GBV has a disproportionate impact on women and girls, due to their subordinate status in society and their increased vulnerability to violence. (Definition used by IASC Guidelines for Gender-based Violence Interventions in Humanitarian Settings, 2005 & CEDAW).

Glass ceiling

The invisible barrier arising from a complex set of structures in male dominated organizations which prevents women from accessing senior positions (European Commission, 1998).

Men and Masculinities Approach

Refers to addressing men and boys to better understand the male side of the gender equation and involves questioning the masculine values and norms placed on men's and boy's behaviour, identifying and addressing issues confronting men and boys in the world of work, and promoting the positive roles that men and boys can play in attaining gender equality. (ILO, 2004).

Multiple Discrimination

Unjust and prejudiced treatment based on multiple grounds such as race, colour, nationality, sex, ethnicity or nationality.

National Gender Machinery

This is the central policy co-ordinating Government Agency for women's issues gender and development.

Sex Disaggregated Data

This refers to the collection and separation of statistical information by sex to enable qualitative and comparative analysis on the situation of women and men.

Women's Empowerment

The empowerment of women concerns women gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality. The process of empowerment is as important as the goal.

Empowerment comes from within; women empower themselves. Inputs to promote the empowerment of women should facilitate women's articulation of their needs and priorities and a more active role in promoting these interests and needs. Empowerment of women cannot be achieved in a vacuum; men must be brought along in the process of change.

Increasing women's power in empowerment strategies does not refer to "power over", or controlling forms of power, but rather to alternative forms of power: "power to"; "power with"; "power from" and "power within" which focus on utilising individual and collective strengths to work towards common goals without coercion or domination.

NB: Empowerment should not be seen as a "zero-sum" game where gains for women automatically imply losses for men.

Appendix 3

**Monitoring and
Evaluation Framework**



Monitoring and evaluation of implemented interventions is necessary in order to determine capacity to continue, to determine gains/losses over a specific period and to identify gaps and differences as well as respond to challenges, in the case where gender inequalities persist. Measuring and evaluating the status of men and women, culture and behaviours are all part of the gendered approach in monitoring and evaluation.

Interventions are measured against relevance, effectiveness, efficiencies, impact and sustainability and all levels and a determination made about how consistent the achievements are with the original plan. The criteria and tools used must be responsive to both the needs of women and men. By tracking progress against baseline using various indicators from data collected by GFPs, it will be possible to perform proper analysis and inform distribution of resources to effect the required change.

Monitoring involves the day-to-day ongoing review to detect deviation, assess and correct activities in order to achieve the overall goal. Evaluation involves the periodic assessment and judgement about the relevance, performance and efficiency of an intervention.

Indicators

Indicators are the instruments of monitoring and evaluation. Indicators measure and compare results and allow decision-makers to track performance against baseline or planned inputs, outputs, outcomes and overall impact. They must tie-in with the overall goal. Indicators may be quantitative or qualitative, but are best used in combination.

Quantitative indicators are characterised by numbers, percentages and ratios while qualitative indicators are characterised based on opinions, attitudes, perceptions and confidence.

NB: Indicators should tell whether progress is being made or not. In this case, they should highlight the changing role and status of women and men and suggest whether gender equality is being achieved.

Input Indicators

Intput indicators are used to measure human and financial resources which have been reserved for an intervention. They do not predict success of an intervention but have the ability to flag future problems.

For example: Number of trained gender focal points in the public sector; Amount of financing devoted to gender mainstreaming activities; Amount of funds disbursed by end of Yr. 1.

Output or Process Indicators

Measure performance and the efficiency of performance and delivery generated from the inputs. They are mostly used for mid-term results and are effective for monitoring purposes. For example:

- Number of opportunities created on boards for men/women
- Number of women targeted
- Number of women trained and certified competent

Outcome Indicators

Measure the quality of performance, intermediate results and satisfaction. For example:

- Percentage increase in the acceptance of women as leaders
- The number of women employed in male-dominated sectors
- Number of organisations implementing gender management systems
- Number of obstacles (legal, social, financial, etc. barriers) addressed/reduced/removed
- Number of/ratio of men/women employed/levels
- Number of women occupying Cabinet/Parliamentary positions

Impact Indicators

Impact indicators are used to measure the overall impact and long-term results. For example:

Reduction in systematic discrimination against men/women

Percentage increase in economic and political independence of women

Number of men/women expressing confidence in women as leaders

Number of women reporting improvement in their wellbeing

Number of women objectively assessed for meaningful participation in public spheres

Appendix 4
Gender Resources



Gender Resources

The following list some of the main repositories for gender information:

INSTITUTIONS

Bureau of Gender Affairs (BGA) - *Monitors national policy and actions for gender equality*

5-9 South Odeon Avenue, Kingston 10

Telephone: (876) 754 8575-8; 618-1496-9; Fax: (876) 929-0549;

Centre for the Investigation of Sexual Offences and Child Abuse (CISOCA) - *Allows for the reporting and, investigation of all sexual offences reported and assist the victims in rehabilitation.*

3 Ruthven Road, Kingston 10

Telephone: (876) 926 4079; (876) 926 6538

Legal Aid Clinic - *Provides legal services to a broad spectrum of the Jamaican society at a reduced cost.*

131 Tower Street, Kingston Telephone: (876) 922-3792

University of the West Indies' Institute For Gender and Development Studies - *Addresses issues of gender and ways in which relations of gender impact development at the national and regional levels.*

Alister McIntyre Building, Block 6, Kingston 7

Telephone: (876) 977 7365; E-Mail: igdsmona@uwimona.edu.jm

PUBLICATIONS

National Policy for Gender Equality published by the Bureau of Women's Affairs

National Policy Statement on Women published by the Bureau of Women's Affairs

Vision 2030 Jamaica National Development Plan published by Planning Institute of Jamaica

WEBSITES

- Agenda 21 (Natural Resources Aspects of Sustainable Development - <http://www.un.org/esa/agenda21/natlinfo/country/jamaica/natur.htm>)
- Association for Women's Rights in Development - <http://www.awid.org>
- Beijing Platform for Action (UN WOMEN) - <http://www.un.org/womenwatch/daw/beijing/platform/>
- Convention on the Elimination of all forms of Discrimination Against Women (Office of the United Nations High Commissioner for Human Rights) - <http://www2.ohchr.org/english/bodies/cedaw/index.htm>
- International Labour Organisation - <http://www.ilo.org>
- Millennium Development Goals (United Nation) - <http://www.un.org/millenniumgoals/>
- Social Institutions and Gender Index - <http://genderindex.org>
- The Gender Equality Project - <http://www.genderequalityproject.com/>
- UN Women Gender Responsive Budgeting - <http://www.genderbudgets.org/>
- UN Women Gender Mainstreaming Tools - <http://www.un.org/womenwatch/osagi/toolssupportgenmainstreaming.htm>
- Appendices (including date, place, number of participants, organisation they represent)

Appendix 6 Action Plan Template

Date:

Title:

Action Plan to Establish Gender Focal Point in (Name of MDA)

Mission of the Organisation:

Issues and Background:

Goals of the Action Plan:

Action Steps: Action Responsible Lead Timeframe Resources Required
Expected Outcome

Player/Actor

Appendix 7

GFP Reporting Template

Report on Gender Mainstreaming Initiatives

Goal of the Action Plan:

Status of Action Plan:

| Action | Responsible Lead Player/Actor | Date Required | Status |
|--------|-------------------------------|---------------|--------|
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Appendix 7

Background on TWO Project

The production of this manual on gender mainstreaming is one of the outputs of the Women Economic and Political Empowerment – The Way Out Project funded by UN Women for US\$1.7M. The project is jointly implemented by the national machinery for gender equality, Bureau of Women’s Affairs and the Dispute Resolution Foundation, a national NGO. Both having the responsibility of promoting the sustainable implementation of Jamaica’s National Policy for Gender Equality (NPGE) and to create opportunities for economic and political empowerment of women while increasing public awareness of the importance of gender equality for national development.

The Way Out will utilise Alternative Dispute Resolution (ADR) as a tool to successfully negotiate the implementation of the NPGE in the public and private sector in the face of deeply entrenched cultural beliefs and behaviours, which may produce conflict and offer resistance to goals and objectives of the NPGE.

The overall aim of the 30-month project which begun in December 2010 is to support the implementation of the NPGE. Other activities under the project include:

- Provide training in gender mainstreaming
- Provide training and services in mediation
- Provide leadership and professional development training for women
- Increase economic and political leadership capacity of women and girls

PAC Members

1. Faith Webster - Executive Director, BWA
2. Donna Parchment Brown - Chief Executive Officer, DRF
3. Mildred Crawford - President, Jamaica Rural Women Producers Network
4. Mathias Brown - Facilitator, Association of Clubs

PMU Members

1. Sharifa Wright - Project Manager
2. Walric Peddie - Knowledge Management and Communications Specialist

3.Lorna Peddie - Project Co-ordinator

4.Cordia Chambers-Johnson - Project Associate

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