



GUIDELINES TO MAINSTREAM GENDER IN POLITICAL PARTIES



GUIDELINES

TO

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“...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”
Platform for Action, Fourth World Conference on Women, Beijing, 1995

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ACRONYMS AND ABBREVIATIONS

| | |
|-----------------|--|
| ACHPR | African Charter on Human and People's Rights |
| ACHPRRWA | African Charter on Human and Peoples Rights on the Rights of Women in Africa |
| ANC | African National Congress |
| AU | African Union |
| BPfA | Beijing Declaration and Platform for Action (1995) |
| CEDAW | Convention on the Elimination of all Forms of Discrimination against Women |
| CoK | Constitution of Kenya |
| CSO | Civil Society Organization |
| CRPD | Convention on the Rights of Persons with Disabilities |
| ICCPR | International Covenant on Civil and Political Rights |
| IEBC | Independent Electoral and Boundaries Commission |
| GBV | Gender Based Violence |
| MDG | Millennium Development Goal |
| MPs | Members of Parliament |
| MCAs | Members of County Assemblies |
| NGEC | National Gender and Equality Commission |
| NGOs | Non-governmental organizations |
| PWD | People with disabilities |
| SIGs | Special Interest Groups |
| SGBV | Sexual and Gender Based Violence |
| UN | United Nations |

Acknowledgements

FIDA Kenya acknowledges various individuals, institutions, development partners and strategic partners who facilitated the research, development and publication of the Guidelines for Gender Mainstreaming in Political Parties.

We specially acknowledge and appreciate Ms. Joyce Migunda Majiwa, a senior FIDA Kenya member, for her vast experience and expertise in gender mainstreaming work, research work and for consolidation of the content of the guidelines into an interesting read.

We also appreciate the Women and Governance Team guided in this process by Lorraine Akinyi Ochiel, for their input in the review of the guidelines and their commitment to the realization of the vision and mission of FIDA Kenya.

Further, we appreciate the strategic direction provided in this process by the Council members: Chairperson – Dr. Ruth Aura, Vice Chairperson – Nelly Matheka, Treasurer – Nancy Ikinu- Kang`ethe, Secretary – Josephine Wambua, Coast representative – Lucy Momanyi, Upcountry representative – Grace Nyongesa, Council members – Millicent Akinyi Odeny, Lily K. Musinga and Faith Mony Aoko for their leadership. We appreciate each of the Council members for the time and effort towards finalisation of this process.

We extend special gratitude to Ms. Lucy Ndungu, the Registrar of Political Parties and her entire team for their valuable experiences and insights and to the 62 registered Political Parties for their input during the validation process that enriched the guidelines.

We also extend special appreciation and gratitude to Womankind Worldwide for their immense support to FIDA Kenya's work and more specifically to the development of the guidelines through the FLOW Grant from the Government of Netherlands.

It is our sincere hope that the guidelines will be a useful reference tool as we endeavor to promote women`s individual and collective power to claim their rights in all spheres of life. promotion of women`s

Christine

Christine Ochieng
Executive Director

1.0 INTRODUCTION

The Constitution does not expressly mention the term “gender mainstreaming” however, the principles to be achieved by the strategy of gender mainstreaming are enshrined in the constitution. Gender equality, non-discrimination, equity, inclusivity and promotion and protection of human rights are enshrined in the Constitution. Gender mainstreaming is a globally accepted strategy for achieving equality, equity, inclusivity and non-discrimination as well as equitable and sustainable development. In practice, however, there are vast gender gaps in political participation. Long-term exclusion and gender inequality in political parties contributes to a state of disparities and inequalities in many other areas including the areas of policy and legislation. Political parties can use the strategy of gender mainstreaming to address gender disparities in the parties.

Gender mainstreaming is a strategy for making women's as well as men's concerns and experiences an integral factor in the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. Mainstreaming is not an end in itself but a strategy to achieve the goal of gender equality.

The concept Gender mainstreaming was coined at the Third World Conference on Women in Nairobi (1985). The concept was further developed in the United Nations development community and was formally adopted in 1995 at the Fourth World Conference on Women in Beijing as the strategy to advance the achievement of gender equality.

Gender mainstreaming is a pro-active process that is designed to tackle inequalities, which often discriminate against either sex. The aim of the strategy is to ensure that women as well as men are active thus using 100% of human force productively and thus a further step toward equality. Gender mainstreaming recognizes that ‘gender’ is one of the most fundamental organizing features in society and one, which affects our lives from the moment we are born. This means that differences exist in men and women's lives and therefore the needs, experiences and priorities are different. Gender mainstreaming is a continuous process that seeks to ensure that the differences between women and men should not be used as a ground for discrimination. Gender mainstreaming is thus a suitable strategy for use by political parties to address the gender gap in participation and representation. Gender mainstreaming needs determined political action and support with clear indicators and targets.

This guideline for gender mainstreaming in political parties give practical guidelines on how to mainstream gender at all stages of policy development and implementation. The guidelines are intended to help political parties to fulfil constitutional and legal requirement for achievement of gender equality, improve planning process and be more inclusive, develop gender sensitive policies create awareness on gender issues, and to be more democratic.

The target audience for these guidelines include party organs that make party policies, the decision makers who are elected members and the implementers who implement political party decisions on day-to-day basis. The tool is also useful for party committees and party branches up to the lowest level.

2.0 BACKGROUND

The importance of political parties in promoting gender equality in political processes cannot be overstated. Political parties nominate candidates to their party lists, provide support and sometimes campaign funding to its candidates. Political parties also rally voters, and create national platforms. In addition, political parties formulate policy and set governance priorities. Political parties are therefore strategically placed to address the issue of gender equality in politics in a way that no other institution can.

The Political Parties Act, 2011 that regulates Political Parties, recognizes the need to promote marginalized groups' participation in politics, pursuant to the spirit of the Constitution, which enshrines equality and inclusion. Political parties should thus pursue gender mainstreaming so as to be more democratic and to fulfill the constitutional and statutory requirement. More gender equality policy efficiency is achieved as all political decisions and measures are enhanced with equal opportunities.

Despite the clear provisions of the law, huge gender gaps exist in politics due to many reasons including weak internal organization of political parties, patriarchal culture as well as lack of prioritizing promotion of gender equality. There is also a big challenge in that political parties have not embraced gender mainstreaming in political parties and there are no framework to guide gender mainstreaming in political parties. To address these gaps, these guidelines are intended to guide gender mainstreaming in political parties.

2.1 Methodology

The method used in developing these guidelines is desk review of relevant literature in books, journals and newspapers as well as relevant websites.

In looking at the relevant legal framework, reference has been made to international and regional treaties ratified by Kenya and declarations to which Kenya subscribe to help inform the guidelines on international standards. The legal framework reviews the relevant provisions of the Constitution of Kenya 2010 and the relevant electoral laws particularly the Political Parties Act touching equality.

However it is important to note that the promotion of women measures and the upholding of women-policy infrastructure are not obsolete; they continue to be necessary instead. These guidelines addresses the issue of the manner in which political parties can mainstream gender in their manifestos, policies, programs and activities basically in all areas and at all levels.

2.2 Comparative analysis

Rwanda - achieved gender parity in representation pursuant to the policies put in place after the 1994 genocide.

South Africa achieved high levels of special interest group's representation through a combination of proportional representation and the implementation of a voluntary quota system by the ruling party African National Congress (ANC).¹

¹ South Africa's electoral system runs on proportional representation, where it is the political party as opposed to individuals that are elected.

Rwanda, Burundi, Mozambique, and South Africa put in place and implemented gender sensitive norms and policies during transition periods (post conflict).

Tanzania and Uganda have over the last two decades put in place gender sensitive norms and policies and through the implementation of affirmative action policies and quota systems, managed to achieve fair gender representation.

In Kenya, partial implementation of gender conscious provisions of the Constitution in the first elections under the Constitution has reduced the gender gap in representation; however the standards set in the constitution have not been reached. This calls for political parties to pursue gender mainstreaming to realize the ends of democracy and achieve the national standards. The table below demonstrates the manner in various governments and political parties make deliberate policies to mainstream gender:

| County | Training and gender - equality | | Year(s) of reform |
|---|---|--|-------------------|
| Morocco | A support fund is dedicated to support projects that aim to strengthen women's representation (up to MAD 200,000 { \$34,000 } each) | | 2009 |
| Reduced candidate nomination fee | | | |
| Togo | The nomination fee is 25% less if a party list contains women candidates. | | 2007 |
| Burkina Faso | 30% of candidates must be women | Failure to comply will result in a 50% cut to the party's public funding. If a party reaches or exceeds the 30% quota, it will receive additional funding. | 2009 |
| Cape Verde | Balanced representation of both sexes on candidate lists | Subsidies will be awarded to parties or coalitions of parties whose lists (if elected at the national level) contained at least 25% women candidates. | 2010 |
| Kenya | 30% reserved seats | Parties will not be eligible for public funding if more than two-thirds of their registered office holders are of the same gender | 1011 |
| Niger | Reserved seats | The grand funding of parties is set at 30% of annual tax revenues of the state; 10% is distributed in portion to the number of women elected by the quota at all levels. | 2010 |

3.0 LEGAL BASIS FOR MAINSTREAMING GENDER IN POLITICAL PARTIES

Legal Basis for gender mainstreaming can be found in the Constitution of Kenya and legislations made pursuant to the constitution as well as in the international and regional treaties ratified by Kenya, which have become part of the law of Kenya.

3.1 Legal Framework for Mainstreaming Gender in Political Parties

| LEGAL FRAMEWORK | Grounding |
|---------------------------------------|--|
| <p>The Constitution of Kenya 2010</p> | <p>Kenya's national values and principles of governance include the participation of the people, human dignity, equity, social justice, inclusiveness, equality, human rights, non-discrimination and sustainable development (Article 10 (2))</p> <p>Gender equality is enshrined in Article 27. The Constitution guarantees the right to equality and freedom for both men and women.</p> <p>Article 27 (3) guarantees women and men the right to equal treatment, including the right to equal opportunities in political, economic, cultural and social spheres.</p> <p>Provides a framework for the promotion of gender equality and equity and gender mainstreaming through provision for the establishment of Kenya National Human Rights and Equality Commission as a (Article 59).</p> <p>Mandates the State to take legislative and other measures to implement the principle that not more than two-thirds of the members of elective or appointive bodies shall be of the same gender. (Article 27 (8))</p> <p>Provides that not more than two-thirds of the members of elective public bodies shall be of the same gender.(Article 81 (b))</p> <p>Requires every political party to respect and promote human rights and fundamental freedoms, and gender equality and equity Article 91 (1) (f).</p> <p>Mandates the Parliament to enact legislation to promote the representation in Parliament of women, persons with disabilities, youth, ethnic and other minorities and marginalized communities (Article 100).</p> |

Specific Acts of Parliaments (that speak to gender mainstreaming)

| | |
|---|---|
| <p>Political Parties Act 2011</p> | <p>Section 7 of the Act sets out basic requirements that political parties must meet to attain full registration. These include amongst others</p> <ul style="list-style-type: none"> • the members referred to in paragraph (a) reflect regional and ethnic diversity, gender balance and representation of minorities and marginalised groups; • the composition of its governing body reflects regional and ethnic diversity, gender balance and representation of minorities and marginalised groups; • not more than two-thirds of the members of its governing body are of the same gender; <p>Establishes Political Party Fund of which 30% must be used to enhance fairer gender participation and representation The Political Parties Code of Conduct which all political parties subscribe to provide that S.5 requires that very political party shall—</p> <p>(a) respect the right of all persons to participate in the political process including youth, minorities and marginalized groups;</p> <p>(b) respect and promote gender equity and equality, human rights and fundamental freedoms;</p> |
| <p>Elections Act 2011</p> | <p>Provides procedure for allocation of Special Seats as provided by Article 177 (1) (b) of the Constitution. Mandates the Commission to draw such number of special seat members in the order given by the party, necessary to ensure that no more than two-thirds of the membership of the assembly are of the same gender (Section 36)</p> <p>Provides for re-allocation of special seat to a person of the same gender in case of a vacancy (Section 37 (1))</p> |
| <p>The National Gender and Equality Commission Act 2011</p> | <p>Establishes the National Gender and Equality Commission. One of the key functions of the Commission is to coordinate, implement and facilitate gender mainstreaming in national development.</p> |

3.2 Policy Framework for Gender Mainstreaming in Political Parties

| Specific Policies (that speak to gender mainstreaming) | |
|--|---|
| The National Gender Policy | <p>The policy is based on the recognition that “gender” is a concept useful in identifying and understanding the social roles and relations of women and men of all ages, and how this impact on development at all levels.</p> <p>The policy a framework for redressing gender imbalances and a guide to all development practitioners Aims to guide all levels of planning, resource allocation and implementation of development programmes with a gender perspective.</p> <p>The policy mandates the Line Ministries to mainstream gender in all sectors.</p> |
| The Kenya's Vision 2030 | <p>Vision 2030 and provide a framework for the operationalization of gender mainstreaming in policy, planning and programming and outlines strategies for implementing programmes in the macro-economic framework, law and administration of justice, education, health, agriculture, environment and information communication technology among others².</p> <p>Vision 2030 acknowledges mainstreaming as a critical agenda of the Vision and identifies components of this strategy as: opportunity, empowerment, capabilities and vulnerabilities.</p> <p>The Vision states that it will provide specific policy measures to address representation of Kenyan women in decision-making positions in the public sector among other issues.</p> |

3.3 International Instruments that support Gender Mainstreaming

Several international instruments and regional instruments address the issue of gender mainstreaming in politics and decision-making. The Constitution of Kenya 2010 provides that “Any treaty or convention ratified by Kenya shall form part of the law of Kenya under this Constitution”.³ This means that the following international treaties and conventions ratified by Kenya are sources of law that can be relied upon in policy formulation by virtue of the Constitution and should not be regarded as merely persuasive.

2 The World Bank 2007, Gender and Economic Growth in Kenya; *Unleashing the Power of Women*

3 Article 2 (6) of the Constitution of Kenya 2010

| INTERNATIONAL COMMITMENTS | Basis |
|--|---|
| Universal Declaration of Human Rights | Affirms the principle of equality and states that “All human beings are born free and equal in dignity and rights” (Article 1) |
| International Covenant on Economic, Social and Cultural Rights (ICESCR) (ratified by Kenya in 1972) | Affirms the right of all peoples to self-determination and to freely determine their political status and freely pursue their economic, social and cultural development. (Article 1) |
| International Covenant on Civil and Political Rights – (ICCPR) (ratified by Kenya in 1972) | Protects civil and political all individuals to enjoy all the rights in the covenant without any distinction such as race, sex, colour, language, religion, political opinion or social origin, property, birth or other status |
| The Convention on the Elimination of All Forms of Discrimination (CEDAW) (ratified by Kenya in 1984) | <p>Provides the basis for realizing equality between women and men through ensuring equal access to and equal opportunities political, and public life including the right to vote and stand for elections</p> <p>State parties agree to take all appropriate measures, including legislation and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms.</p> |
| Beijing Declaration and Platform for Action (BPfA) (1995) | <p>Beijing Declaration and Platform for Action (BPfA) is an agenda for women’s empowerment agreed upon by 189 countries including Kenya, sets out 12 critical matters of concern and for action one of which is access to power and decision making.</p> <p>Beijing Platform for Action supports gender mainstreaming as the approach by which goals under each of its 12 Critical Areas of Concern are to be achieved.</p> <p>Beijing Declaration and Platform for Action calls for the following measures by political parties:</p> <ul style="list-style-type: none"> (a) Consider examining party structures and procedures to remove all barriers that directly or indirectly discriminate against the participation of women; (b) Consider developing initiatives that allow women to participate fully in all internal policy-making structures and appointive and electoral nominating processes; (c) Consider incorporating gender issues in their political agenda taking measures to ensure that women can participate in the leadership of political parties on an equal basis with men. |
| The Millennium Development Goals (MDGs) | Millennium Development Goals (MDG 3) addresses the goal of achieving Gender Equality and Women’s Empowerment |

REGIONAL COMMITMENTS

| | |
|---|---|
| African Banjul Charter on Human and Peoples' Rights 23/01/1992 | The Charter expressly protects the right to political participation in Article 13 stating "every individual has a right to participate freely in the government of his country, either directly or through freely chosen representative in accordance with the provisions of the law". |
| The African Union Gender Policy (2009) | The main purpose of gender policy is to establish a clear vision and make commitments to guide the process of gender mainstreaming and women empowerment to influence policies, procedures and practices which will accelerate achievement of gender equality, gender justice, non discrimination and fundamental human rights in Africa |
| The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women (ACHPRRW) (Maputo Protocol 2003 (8 of October 2010) | Under the Protocol State Parties undertake to take specific positive action to promote participative governance, and the equal participation of women of political life through affirmative action, enabling legislation and other measures to ensure among others that women participate without discrimination in elections Article 9 (1) (a). State parties also undertake to ensure increased and effective representation and participation of women at all levels of decision-making |
| The East African Community Gender and Community Development Framework 2009 | |

3.4 Towards Gender Equality: Implementation of Laws and Policies by Political Parties

Political parties as national institution have an obligation to implement relevant laws and policies. To this extent several political parties have made progress by implementing aspects of the Constitution and the Political Parties Act. For instance:

Registered Political parties have met the statutory gender requirements in the composition of its governing bodies. This includes to a large extent regional and ethnic diversity, gender balance and representation of minorities and marginalised groups;

Political parties that receive political party fund have instituted programmes to encourage inclusion and participation

Political parties have implemented procedures for allocation of Special Seats as provided by Article 177 (1) (b) of the Constitution which mandates the Independent Electoral and Boundaries Commission (IEBC) to draw such number of special seat members in the order given by the party, necessary to ensure that no more than two-thirds of the membership of the assembly are of the same gender (Section 36 of the Elections Act)

A part from actions taken by political parties in fulfillment of the various laws, political parties have also taken some initiatives to put in place ad hoc measures that recognize the gendered situation in the political sphere. For instance in the 2013 General Elections, many political parties made a shift from gender blind nomination charges that did not take into account the gender differences between women and men to reduced nomination fees for women and persons with disabilities

In most instances however, although the legal and policy framework is conducive to gender mainstreaming, in practice this is not reflected in party rules, in the few instances that the parties take steps in leveling the playing field for instance by reduction of nominations fees, it is often difficult to establish how well the implementation is working because there is no monitoring or evaluation across political parties to determine the progress beyond the minimum numbers and the scarce concessions.

In the final analysis, what would have been a great determinant of advancement towards gender equality in politics, which is the compliance, the 2/3rds gender principle as a minimum and the further expansion of the principle beyond mere compliance with the 2/3rds gender principle to gender parity has been elusive. This means that compliance with gender responsive policies at both national and international levels has not been met. Political parties can solve by mainstreaming gender.

4.0 CHALLENGES AND GAPS TO MAINSTREAMING GENDER AND ACHIEVING GENDER EQUALITY IN POLITICAL PARTIES

Gender insensitive Party Structures -Party governance structures are insensitive to gender equality. Political parties comply with the two-thirds gender rule in their respective governance structures in order to more meet registration requirements than to mainstream gender. For instance in most political parties most organs and officials who are entrusted with running the parties like the party leader, chairpersons, secretary generals, organizing Secretaries are men.⁴

Lack of capacity and strategy for promoting gender equality –In most political party's policy makers, program planners, implementers often lack basic gender awareness and sensitization requirements. Gender integration is a mechanical process and proper skills to do so are lacking. There are weaknesses in political parties' capacity to analyze and address gender equality issues. Political parties do not plan their activities throughout the electoral cycle or prepare well in advance and enhance early planning during election periods. Although through its policy documents, Kenya has chosen the strategy of mainstreaming gender as a means to achieve the goal of gender equality, political parties are yet to embrace this globally accepted approach.

Unequal Gender Relations- Gender relations in political parties still consist of a culture in which entitlements, responsibilities and identities of men and women in relation to one another is defined by their gender. Gender equity and equality as envisioned by the Constitution is yet to be attained in political parties. For example the constitution principle that there should be no more than two thirds of either gender elective and appointive positions has not been attained. Women currently constitute only 28% of the members of parliament (both houses combined). In the case of persons with disabilities, the National Assemblies has 9 MPs with disabilities out of 350 comprising 6 nominated MPs and 3 elected MPs; ⁵ this works out to 2.6 % while the Constitutional aspiration is 5%. The number of Members of County Assembly (MCAs) is 74 across 44 Counties while three counties are still non-compliant⁶

Lack of capacity of stakeholders - the capacity of stakeholders to understand gender mainstreaming and the processes of gender analysis planning and implementation including monitoring and evaluation of commitments has yet to be brought under full scrutiny.

Socio-cultural factors—constitute major external barrier to gender mainstreaming in the political parties. Patriarchy, gender stereotyping, socialization and lack of societal awareness on gender issues hamper the process of gender mainstreaming. Other socio economic factors include literacy differences between men and women as well perceptions held by many people including top party organs that gender and gender mainstreaming is only about women.

4 Women's Participation in Political Parties in Kenya, FIDA Kenya, 2012

5 Towards the 2017 Elections "Nuts and bolts for ensuring effective inclusion and participation by persons with Disabilities in Kenya's politics" United Disabled Persons of Kenya (UDPK) 2013

6 Tana River; West Pokot and Vihiga.

Funds Constraint—gender mainstreaming require funds to undertake surveys, collect data, evaluate programs and undertake analysis, currently many political parties have been left out of the Political Party Fund for not meeting the statutory threshold. This too is a challenge, as Political Parties simply have no funds. To dismantle existing gender disadvantages for both genders.

General attitudes and culture in society, which construe men as the only real political actors, tend to legitimate men and their actions, while disqualifying women. In the same sense, women in politics are often more closely scrutinised and criticized than men.

Common needs and interests: The assumption of a commonality of interests between men and women often negates the need to represent women as a social group. While “women” are by no means a coherent, internally identical group, they do share some common needs and interests, which require representation.

The lack of a written and citable political commitment to social and gender equality and justice (i.e Political Party Plan of Action or other policy document) makes it difficult to hold Party structures accountable for low participation of special interest groups.

Masculine terminology: Women and other special interest groups can be discouraged and intimidated by the use of masculine terminology in politics and governance, either under the flawed assumption that women youth and persons with disabilities are not legitimate actors in politics, or that masculine terminology can also include and represent women – which it does not.

The masculine culture of politics - including the “old boys network” of patronage and connections and the pervasiveness of after-hours get-togethers to reach agreements on political questions keeps women out of many informal yet integral aspects of decision-making.

The unequal division of family responsibilities - including household management and childcare, places women at a disadvantage in terms of time needed to be active in politics. Similarly, limited social services inhibit women’s access to “disposable time”.

Violence: Public and private forms of violence exercised by men against women curbs and controls women’s self-determination and risk-taking behaviour.

The guidelines below are therefore intended to address and propose measures to fill the gap.

5.0 GUIDELINES FOR MAINSTREAMING GENDER IN POLITICAL PARTIES

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and 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.⁷

Gender mainstreaming recognizes that gender equality cannot be realized unless there is a transformation of the structures and systems that lie at the root of the power relations between men and women.

Gender mainstreaming can enable political parties to systematically think through and implement strategies, approaches and tools required in the gender mainstreaming process; assist political parties in identifying and prioritizing key gender issues; ensure that the political parties' culture systems and activities allow for inclusion of equal access and treatment for all and lastly ensure attention to the needs and perspectives of both women and men are central to all activities.

5.1 Steps for Gender Mainstreaming

1. **Preparing the institutional framework** - making decision-making bodies and structures representative: cascading mainstreaming policies into all levels of the planning department.
Mainstreaming Approach to Stakeholders: Who are the Decision-Makers

This step concerns the policy-making context. The actors involved in the process, along with their values and understanding of gender issues, will significantly determine the outcome of your policy or project.

2. **Research and analysis:** collecting dis-aggregated quantitative data; welcoming qualitative data and complaints; carryout survey and analysis activities

Mainstreaming a Gender Agenda: What is the Issue?

Step 2 is the first look through the "gender lens." It introduces an appreciation of gender-related aspects of seemingly "gender-neutral" issues.

3. **Policy development:** Defining issues, goals and objectives: Developing policy alternatives; evaluating policy alternatives.

Mainstreaming a Gender Agenda: Moving Towards Gender Equality: What is the Goal?

Identify the overall intended goals the policy or interventions, and ensured these are gender-sensitive.

4. **Consultation and participation:** Setting up public participation and feedback; Deciding

which policy to adopt: Carrying out other statutory assessments as well as gender auditing integrating gender into policy areas.

Mapping the Situation: What Information do we have?

Step 4 will have underlines where specifically a gender mainstreaming perspective is required: existing policies may need to be amended in order to include a gender perspective, or new policies may need to be developed. Step 4 should also clarify where gaps exist.

5. Refining the Issue: Research and Analysis

Collected and analyzed the necessary data and information, that will help you to decide on the appropriate course of action to move towards the goal articulated in Step 3

6. Formulating Policy or Project Interventions from a Gender Perspective

After weighing these factors carefully, you will be ready to formulate your intervention. This will entail preparing the actual policy or project document.

7. Arguing Your Case: Gender Matters!

THE "ADDED VALUE" OF GENDER MAINSTREAMING:

Arguments for adopting a gendered approach and for promoting gender equality in all projects and policies generally fall into one of the following 6 categories:

- Justice and Equality
- Credibility and Accountability
- Efficiency and Sustainability (the "macro" dimension)
- Quality of Life (the "micro" dimension)
- Alliances
- Chain Reaction.
- Putting adequate resources into place - Incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

8. Monitoring: Keeping a (Gender-Sensitive) Eye on Things

Monitoring is an indivisible aspect of gender mainstreaming. Three aspects of monitoring, evaluating and reviewing plans and subsequent developments; Starting over and updating in the light of on going change. include:

LEVELS OF MONITORING - monitor both substantive progress and the implementation process

GENDER-SENSITIVE MONITORING PLANS - Plans for monitoring both substantive progress and the implementation process should be developed and included in the official document outlining your intervention. These plans should specify who when how what
GENDER-SENSITIVE TARGETS AND INDICATORS – Targets help in focusing on the "prize" and make the goals concrete, and therefore increase the possibility that they will

be attained. Concrete targets also increase the possibility that concrete resources (human, financial) will be diverted in order to achieve those targets.

Effective targets are:

- progressive but realistic
- time-bound
- measurable

Integrating a gender perspective means that effective targets are also gender sensitive: they consider the situation and needs of both women and men.

9. Evaluation: How Did We Do?

Evaluation is necessary for establishing good practices and lessons learned from your initiative, for the ultimate purpose of improving initiatives in the future. Evaluation is also a question of accountability for resources used.

Three levels of evaluation include:

1. Evaluation of outputs (Have objectives been met?)
2. Evaluation of outcomes (To what extent has the development goal been achieved?)
3. Evaluation of process (How were outputs and outcomes delivered?)

10. En-gendering Communication

Communication considerations themselves need to be integrated at all phases of the project or policy cycle. Communication with other stakeholders is necessary at all stages and all levels. In every case, the way in which you communicate (both pro-actively and reactively) will influence the success of your project or policy.

The stages described above are not separate entities and they may not necessarily take place in this sequence - there may also be some overlap. Providing the party seek to cover all the main five aspects, they can go about it in whatever way works best. It is not always possible to begin mainstreaming at the start of the plan-making process (although this is the ideal).

A snapshot of Gender mainstreaming



1. Preparing the institutional framework

There needs to be evidence of women and men's involvement within all stages of the planning process, both as the 'planners' and the 'planned'. Mainstreaming often focuses on institutional or organisational frameworks to ensure that women and men are represented at the highest plan policy-making levels. The intention to undertake mainstreaming should be fully discussed with at the highest party organs and with committee members, appropriate training undertaken and full explanation given, particularly at the early stages of change.

A lot will depend upon the political party top organs adopting a positive attitude and providing a supportive political and organisational setting to the mainstreaming process.

In addition there is need for developing capacity of staff to plan and implement - Combines various activities that aim at strengthening people's skills and knowledge on gender mainstreaming.

A 'gender lens' should be cast over several areas within the political party

2. Research and analysis

Every plan is based on a survey and analysis of the issues facing the party members and their needs for the future. If a plan is to meet such needs then there has to be an analysis of what is happening to the party members, and an identification of the issues that are important to particular groups; say women or youth or persons with disabilities or minority groups.

Integrating gender into the research process depends on the availability of dis-aggregated statistics for women and men within the party concerned. This first stage requires the collection and analysis of such data – as well as on ethnicity, disability and age (as these are all crosscutting factors). This will help the party to identify the differences and similarities between women and men in the party.

3. Policy development

It is recommended to use approaches on how to assess the gender impact of policies, including techniques such as Gender Impact Assessment (GIA). The purpose of a GIA is to help ensure that policy proposals achieve the best results and do not unwittingly discriminate against particular groups. Policy Appraisal for Equal Treatment (PAFET)⁸ is based upon evaluating policy at three stages:

- Identify the impact of a policy on different groups
- Validate the legal requirements for minority individuals
- Amend the proposals accordingly

8 The Stephen Lawrence Inquiry Recommendations for Implementation (namely PAFET: Policy Appraisal for Equal Treatment) are being widely used for this purpose and incorporate an impact assessment approach.

4. Consultation and participation

Consultation is a fundamental part of plan preparation, referred to in both the equality standard for political party and guidance on the preparation of strategies for party rank and file. Political parties should ensure that consultation techniques do not discriminate against particular groups. Attention should be given to the way in which participation is undertaken, especially where and when it takes place. This is one of the most important stages in achieving social inclusion and equality in the planning process. Accessibility is a key issue for achieving inclusive participation.

It must however be noted that consultation procedures alone are not sufficient to ensure that planning policy is gender mainstreamed. The party rank and file must see the results of the party effort to mainstream gender.

For monitoring purposes, records should be kept of all meetings held timings, location, gender composition of audience, style of meetings, etc.

5. Monitoring and evaluation: effects and outputs

The final element in the process relates to monitoring and evaluation - looking at the effects of the process and the resulting change – the difference that gender mainstreaming makes.

Effects can be evaluated in terms of the impact on people and by the physical output of the process – the changing nature of the built environment itself. It should not be forgotten that 'political party is for people' and that rank and file satisfaction is a key measure of good planning

6.0 INDICATORS: ASSESSING PROGRESS OF POLITICAL PARTY INTERVENTIONS

Indicators are yardsticks used for assessing the progress of a particular intervention – in this

case gender mainstreaming intervention towards achieving gender equality. Indicators can be numbers, facts, opinions, or perceptions measuring changes in that situation over time. Indicators for gender mainstreaming are designed to demonstrate changes in relations between women and men in the political party over a period of time. Sex-disaggregated data demonstrates whether both women and men in their diversity are included in the programme as agents/ program staff, and as beneficiaries at all levels. The approach allows for effective monitoring and evaluation.

The political party gender mainstreaming indicators⁹

| | Indicator | Explanation |
|----|--|--|
| 1. | Gender mainstreaming sensitization in the party | This is the foundational indicator, which seeks to determine whether efforts are indeed being made at institutional level- in this instance political party, to create awareness about the agenda of gender equality; its rationale and how its attainment will contribute to the individual and to the party well being. |
| 2. | Development of a gender policy to guide gender mainstreaming activities | <p>This indicator looks at the political party mechanisms -which are in place to address gender issues in the operations of the political parties, including efforts to ensure equal treatment of both sexes; equal opportunities for advancement; equal pay for equal work for members of staff, and the adoption of other measures to ensure working conditions are conducive to both women and men.</p> <p>The gender mainstreaming policy should also look at ensuring that gender concerns are factored into the core business of the political party, which is to elect members to legislative assemblies and ultimately to form the government. The existence of gender mainstreaming policy is the first step and the implementation of the policy is the second and most critical step as it requires political will at the highest levels, and a willingness to invest resources towards realizing gender equality.</p> <p>This calls for answers to the following questions - The extent to which gender is recognized in party policies</p> <ul style="list-style-type: none"> • Have policies been developed, approved and implemented to guide action in each of the priority power and decision making areas with regards to gender? • Do the policies clearly articulate the objectives to be met and the expected outcomes with regard to gender concerns? • Do the policies lay down norms and standards to be attained? |

⁹ Adopted from indicators introduced and identified by the (then) National Commission on Gender and Development, in partnership with the Performance Contracting Department

| | | |
|----|--|--|
| | | <ul style="list-style-type: none"> • Are existing policies in compliance with the existing standards of the Constitution? • Do the policies clearly spell out procedures to combat barriers in the provision of services to the various categories of party rank and file women and men? • What is the percentage of women and men (in their diversities) involved in policy formulation and identifying the priority needs in the power and decision-making? |
| 3. | Compliance with the two-thirds gender representation rule | <ul style="list-style-type: none"> • Compliance with the two-thirds gender representation policy in employment, recruitment and appointment in the public service- this seeks to address historical discrimination against women in regards to employment by setting a minimum, but with the hope that institutions would endeavor to surpass it; |
| 4. | Baseline survey | <ul style="list-style-type: none"> • Conduct a baseline survey to determine the level of mainstreaming- which is critical in determining progressive realization of gender equality within an institution; <p>Development of strategies and action plans to facilitate the implement the legislation and policies</p> <ul style="list-style-type: none"> ○ Have action plans and targets have been developed at the ministerial level to address gender equality in the sphere of power and decision? |
| 5. | Sex disaggregated data | <ul style="list-style-type: none"> • Provision of sex disaggregated data to guide planning and programming in government institutions- This indicator tries to capture representation within institutions, which speaks to access to employment, and the presence of women in decision making positions, in that such information is provided by job groups. <p>Availability of statistics and data that provides clear knowledge of current situation regarding specified areas, clearly documented and profiled.</p> <ul style="list-style-type: none"> ○ What does the data reveal about the relative condition / position of men at the outset? ○ What does the data reveal about similarities and differences between women and men that raise concern? ○ What are the number and percentage of women and men in: ○ Top party organs by sex ○ Seats in Senate, National Assembly, County Assemblies by sex ○ Voting rights and participation in party decisions ○ Opportunity to participate in representing the party ○ Candidates fielded by the party of the two sexes in the General Elections. |

| | | |
|----|--|---|
| 6. | Financial resources | <ul style="list-style-type: none"> ○ Financial resources must be allocated towards gender mainstreaming activities -This indicator seeks to ensure that resources are available to undertake programs and activities for mainstreaming gender ○ At least 30% of political parties' fund (for political parties that access this finances) and 30% of external sources of funding for a political parties should go towards ensuring mainstreaming efforts within the party |
| 7. | Provision of Services | <p>Provision of necessary services</p> <ul style="list-style-type: none"> ○ What programmes exist to promote the advancement of women to leadership and decision making positions? ○ Are there functioning committees working and following up on the recommended actions? ○ Is there the existence of partnerships between the political party and organizations working for stakeholders e.g. organizations for women or youth, persons with disabilities or the minorities? |
| | Compliance with Constitutional percentage of Special Interest Groups (SIGs) | <ul style="list-style-type: none"> • Compliance with Constitutional percentage of young women, young men, women and men with disabilities- This indicator seeks to broaden the parameters of gender equality by looking at representation of special interest groups in the in the political party hierarchy who comprise a significantly more marginalized group among women. |
| | Gender based violence (SGBV) Policy | <ul style="list-style-type: none"> ○ Development of a party policy on gender based violence (GBV) and sexual harassment-This indicator focuses on the issue of Sexual and Gender Based Violence (SGBV) and is a strong expression of commitment to addressing SGBV. |
| | Indicators of changes in women's circumstances are | <ul style="list-style-type: none"> ○ Indicators of changes in women's circumstances are expressed in terms of the results required for gender equality to be brought about in the specific area. Priority is given to constructing indicators that measure changes in the situation deemed to be a problem, for instance, the results of actions, and to some extent, indicators to assess actions or measures to resolve them. In this regard, indicators are linked to six key areas including: <ol style="list-style-type: none"> 1. Enabling access to opportunities, resources and public services; 2. Increase in positive aspects (<i>for instance increase in numbers of women participating in political activities; Increased gender awareness among party members and party stakeholders, gender mainstreaming across all party processes</i>); 3. Decrease in negative factors (<i>for instance decrease in political violence</i>); 4. Capacity building measures to support engagement, participation and implementation of policies and programmes for gender equality; 5. Empowerment (<i>for instance women's ability to have agency in their personal lives, ability to make decisions, have choices, and to act in the public sphere</i>); 6. Positive changes that reflect the degree to which women and men's contributions in the political party are recognized and valued. |

6.1 Minimum Requirements for Implementing Gender Mainstreaming Strategy

Sensitivity for gender issues on the awareness and party organisational level must be established.

- A party specific concept on the basis of a top-down process must be developed, i.e. acceptance of responsibility by male and female party office bearers and executives.
- The meaning of gender-differentiated data collection and evaluation must be defined for everyone. Sex-disaggregated data demonstrates whether both rural women and men are included in the programme or project as agents/project staff, and as beneficiaries at all levels. The approach allows for effective monitoring and evaluation.
- Resources for the allocation and processing of this data must be provided.
- For the political parties, specific, manageable tools must be developed for organisation development (gender mainstreaming implementation), for the development of human resources (gender competence for executives and employees) and on the expert level (gender competence).
- The procedure will need to be transparent, for example it must be clear whether an overall strategy or a partial strategy is developed. This makes the level on which the concept sets in perceptible.
- The party rank and file as well as employees need the support of the party organs and executives and, if necessary obtain assistance from experts including the National Gender and equality Commission.
- Adopting such an approach will help a political party meet equality Standard. However it will involve time, resources, staffing and most importantly, commitment.
- Political Parties should pursue gender mainstreaming as a strategy for realization of human rights and as a strategy for meeting constitutional and statutory obligation.
- Examples of what parties can do
 - Comply with the provisions of the law on women representation and gender equity
 - Design and implement Party programs that promote the representation of women, youth and persons living with disability
 - Put in place party policy for talent recruitment and mentoring of young women leaders
 - Nominate many women to run for elective public positions
 - Put in place and implement party policies for reserving party safe seats to persons of either gender
 - Integrate women and men's representation in mainstream party organs and party activities
 - Develop party affirmative action programs to enhance women representation

7.0 CONCLUSION

Gender mainstreaming is not complicated; it only requires political will first and foremost. Then it requires you as a political party to familiarize yourself with the key gender tools and after that through analysis of data and information, identify the emerging gender issues to be addressed. Then engage with the stakeholders as necessary to identify the causes of the gender issue at stake. Next brainstorm to identify the actions to address the issues, develop a costed action plan and set a monitoring framework. Finally reflect the issues into the programme of party for a holistic approach to the gender issue.

GLOSSARY OF TERMS AND PHRASES

- Gender relations** are principally about power. The term gender relations refer to those dimensions of social relations that create differences in the positioning of women and men in social processes. Through gender relations, men are often given greater capacity than women to mobilize a variety of resources and cultural roles. Gender relations consist of social distribution of space, the norms governing the space, and the social, political and economic rights. Hence, gender relations entail the ways in which a culture or society defines entitlements, responsibilities and identities of men and women in relation to one another
- Gender Equity** is fairness and justice in the distribution of resources, benefits, and responsibilities between men and women, girls and boys in all spheres of life. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a “level playing field
- Gender equality** is the absence of discrimination on the basis of a person's sex in authority, opportunities, allocation of resources or benefits and access to services. It is therefore, the equal valuing by society of both the similarities and differences between men and women, and the varying roles that they play.
- Gender Issue** is a point of gender inequality that is undesirable and requires intervention. It results from some form of gender discrimination or oppression. A Gender issue arises when there is inequality, inequity or differentiated treatment of an individual or a group of people purely on the basis of social expectations and attribute
- Affirmative Action** refers to preferential treatment measures for redressing inequalities or imbalances in accessing resources, power or opportunities. It is a commitment, but of temporary nature
- Gender** is the social and cultural construct of roles, responsibilities, attributes, opportunities, privileges, status, access to and control over resources and benefits between women and men, boys and girls in a given society.
- Sex** refers to biological characteristics that make an individual male or female. Sex differences are God given, universal and unchangeable
- Gender based discrimination** is a distinction made on the basis of sex, race, religion, disability, etc. This leads to exclusion of group's people and individuals and/or preference being given to others.

Gender mainstreaming

is a conscious approach of an organisation to take into account gender equality concerns in all policy, programme, administrative and financial activities as well as organisational structures and procedures.

It's based on a political decision to work towards and finally achieve the goal of gender equality within the organisation thus contributing towards gender equality in the respective society.

It involves applying a variety of measures, providing resources (financial, human, time, information) and ensuring a process of learning and transformation.

Gender responsive

is the ability of an individual or agency, to take into account the social relations of women and men as well as differences in their needs in any undertaking or decision.

Gender sensitivity

is being conscious of the different situations and needs of women and men, throughout the decision-making process. It entails the ability to recognize the differences in perception and interests between males and females arising from their different social position and different gender roles.

Women's Empowerment

is the process of enhancing women's capacity to take charge of their own development, the process involves enabling women to make their choices, have a say in decisions that affect them, ability to initiate actions for development, change in attitudes, and increased consciousness of equal access to and control of resources and services in order to take charge of their opportunities.

Gender Mainstreaming represents a shift in understanding of the problem and recognition that gender equality is integral to democracy and development goals.

Realization that previous approaches were not resulting in real change in the position of women and gender equality

“Gender”

a concept that refers to the social differences between women and men that have been learned, are changeable over time and have wide variations both within and between cultures.

“Gender equality”

gender equality is achieved when women and men access same rights and opportunities across all sectors of society including political participation and decision making and when the different behaviours, aspirations and needs of women and men are equally valued and favoured.

“Gender sensitive”

Addressing and taking into account the gender dimension.

“Gender audit”

Analysis and evaluation of policies, programs and institutions using the criteria of how they apply men, women, young men and young women.

**“Gender
planning”**

An active approach to planning which takes gender as a key variable or criteria and which seeks to integrate an explicit gender dimension into policies or action.

“Empowerment”

The process of gaining access and developing one’s capacities with a view to participating actively in shaping one’s own life and that of one’s community in economic, social and political terms.

**“Equal
opportunities for
women and men”**

The absence of barriers to economic, political and social participation on the ground of sex.

*Most definitions of gender mainstreaming conform to the UN Economic and Social Council formally defined concept

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