

Mainstreaming Gender in Urban Development

Activity Description and Synthesis

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ACRONYMS & ABBREVIATIONS

CDA	Community Development Association Development Planning Unit, University College London
EQI	Environmental Quality International Gender and Development
GOPP	General Organization for Physical Planning German Agency for Technical Cooperation
IMCG	Inter Ministerial Gender Committee
MOYS	Ministry of Youth and Sport
NGO PNA	Non-governmental Organization
SDC	Palestinian National Authority
UMP-ASR	Swiss Agency for Development and Cooperation
UNDP	Urban Management Programme-Arab States Region United Nations Development Program Women in Development

Introduction

I. The Importance of Gender Mainstreaming

While women have made considerable progress in gaining access to education and healthcare over the last 20 years, they continue to face considerable obstacles in achieving economic and political status. The UNDP Human Development Report 1995, focusing on the global gender gap, showed that women represent a staggering 70 percent of the 1.3 billion people living in poverty. The reasons this gender gap persists are extremely complex and still not very well understood, but there is a growing consensus that the only way to combat it is to mainstream gender into development concerns.

In recent years, it has been widely recognized, among donors, development practitioners, NGOs, and others engaged in the development process, that to secure effective and sustainable human development, it is essential that the different but complementary knowledges, insights and experiences of women and men are integrated into development. This integration needs to be carried out simultaneously at the policy, planning and intervention levels. At the UN Fourth World Conference on Women, held in Beijing in 1995, participants endorsed *gender mainstreaming* as an essential component in bringing about sustainable human development. According to the Beijing Declaration and Platform for Action:

The advancement of women and the achievement of equality between women and men are a matter of human rights and a condition for social justice and should not be seen in isolation as a women's issue. They are the only way to build a sustainable, just and developed society. Empowerment of women and equality between women and men (gender equality) are prerequisites for achieving political, social, economic, cultural and environmental security among all people.¹

The question of how to bring this gender equality about is complex because gender mainstreaming implies, primarily, political but also technical processes. The report of the Economic and Social Council for 1997 describes it in this way:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, 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 programs 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.

¹ Beijing Platform for Action, Fourth United Nations World Conference on Women, Beijing, 1995, Paragraph 41

Despite the acknowledgement of the necessity of gender mainstreaming, it has proved to be a difficult task to accomplish. The nature of gender issues is complex and highly politicized. The interests of the different actors involved-women's organizations and NGOs, international donors and government agencies or political parties-often diverge. Government elites and bureaucracies in developing countries are frequently unreceptive and sometimes even hostile to mainstreaming efforts, which are seen as externally imposed political agendas bringing few clear benefits.

Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity leads to equality.

Gender equality means that women and men enjoy the same status. Gender equality means that women and men have equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results.

Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men, and the varying roles that they play.

Source: CIDA Policy on Gender Equality, 2000.

While on the technical side the field of gender studies has flourished over the last decade, producing an extensive gender related literature including gender methodologies, training manuals and tool kits, "gender" remains, for many, particularly those involved in development practice, a theoretical and abstract concept. It does not fit neatly with more conventional planning methods. More importantly, the link between the burgeoning academic discipline of gender studies and gender planning,

and the macro and micro policy environment in developing countries has been tenuous at best. The current extent of mainstreaming has so far been limited and the benefits to women hard to pin down.

A. Gender Mainstreaming Challenges in the Middle East

There often seems to be a gap between generic gender theory and the mainstreaming policies espoused at the international level in conferences and publications on the one hand, and the actual everyday reality of men and women in different cultures on the other. The difficulties of integrating a gender perspective may seem particularly acute in the Middle East where women's and men's identities and roles have been subject to particular socio-historical processes. But we should keep in mind that gender identities and roles are mediated differently in different cultures and during different historical eras. In the Middle East generally, political discourses on the issues of modernity, westernization, Islam, the state, and globalization, have been and continue to be *gendered* in very particular and culturally specific ways. Throughout the region, "women" as a category have become highly politicized and highly symbolized. Women are perceived as repositories of cultural integrity and authenticity, as the symbolic battlefield where the conflicts between an idealized West and East are projected.² For those of us involved in the development field

² This loading of significance onto women can be seen in the attention given to the issue of dress. The veiling of women is one of the most visible manifestations of state sponsored Islamization as

whether as donors, government actors, non-governmental organizations, program designers, project implementers or evaluators, this overarching historical political and discursive context needs to be taken into account.

In many ways, the "gender debate" in the region seems to have reached a stalemate. A great deal of effort is still expended by gender specialists in trying to overcome this resistance by translating gender terms and concepts into Arabic. These efforts have only been partially successful as witnessed by the fact that both the participants in and audiences of these exercises are a limited group of intellectuals, academics and researchers. It can be argued that such intellectual elites play an important role in the process of social change. But the validity of the gender approach and its groundedness in the lived reality of both elite and non-elite groups still needs to be confirmed for the majority of non-specialists. At the same time, we must be aware of the diversity present in this region:

To study the Middle East and Middle Eastern women is to recognize the diversity within the region and within the female population. Contrary to popular opinion, the Middle East is not a uniform and homogeneous region. Women are themselves stratified by class, ethnicity, education and age. There is no archetypal Middle Eastern woman, but rather women inserted in quite diverse socioeconomic and cultural arrangements.³

B. UMP Response to the Challenge

The Urban Management Programme-Arab States Region (UMP-ASR), as a regional programme involved in the implementation of national and community-based activities in seven Arab countries, has repeatedly faced the problem of how to satisfactorily address gender concerns. "Gender and development" has been adopted, from the onset of programme implementation, by the UMP as a crosscutting priority theme to be integrated into all Arab states initiatives.

Despite this, UMP partners in the planning and implementation of programme activities have become increasingly aware that in practice this has often meant tacking on "women" as a separate sub-category with special but separate problems typically related to their domestic and reproductive responsibilities. This translates into a "ghettoization" or segregation of women rather than a thoroughgoing application of a gender sensitive perspective. In its efforts to become a more "gender effective" organization, the UMP has recognized that while much lip service is paid to the need for increased gender awareness in project planning and implementation, there are many obstacles blocking us from adequately addressing gender issues. In response to our own concerns, which are common to many involved in development in the region, the Regional Support Office for the Arab States (UMP-ASR) presented

apparent in the cases of Iran and Afghanistan. In both countries newly installed political regimes often as part of their first official acts enforced a strict dress code on women, and limited their access to jobs. Earlier during the Algerian struggle for independence, Algerian women, as interpreted by Franz Fanon, adopted veiling in protest against French colonial rule.

³ Valentine M. Moghadam *Modernizing Women: Gender and Social Change in the Middle East* Cairo: American University in Cairo Press, 1993, p.10

a proposal to the SDC, in 1997. This proposal set out a series of activities intended to mainstream gender into urban development planning.

The UMP proposal suggested a different approach targeting urban development professionals, policy makers, and local communities and demonstrating to them the absolute necessity of integrating the gender dimension into their activities. This was to be achieved through documenting the impact of gender on development programs' level of success or failure. Since broad gender awareness was not considered sufficient to bring about change in development practice, the project also aimed at developing a number of practical recommendations (a tool kit) for urban development practitioners working in the region.

The initiative was planned in two phases. The SDC undertook to fund Phase 1, focusing on the development and dissemination of two case studies of existing urban development projects in Egypt and Palestine and a regionally adapted gender planning tool kit. Phase 2 will consist of an effort to probe the effectiveness of these tools by engaging in a concerted dialogue with local communities. The results of the project are described below.

II. The UMP's Gender Project

A. Preparation and Design of Project Activities

The original proposal approved by SDC outlined a specific set of activities to be co-sponsored by SDC and UNDP. Two case studies were to be produced for each of the selected countries. The preparation of the case studies and other project materials was to be followed by the launching of consultations on the theme of gender. During the course of the project, the original conception was revisited and revised. This was brought about because of certain problems and constraints, which arose, but also to take advantage of opportunities for increasing the usefulness of the project.

1. Activity Design and Methodology

During the project preparation phase, after consultation with Egyptian experts, the UMP-ASR decided to modify the approach set out in the proposal and to use a more interesting approach in preparing and reviewing outputs. Rather than recruiting a single gender specialist to develop a methodology, it was decided to use a participatory approach by setting up a Regional Gender Committee.

2. Regional Gender Committee

Beginning in 1998, the UMP began to recruit a select group of local gender specialists based in Egypt and Palestine. The committee had primary responsibility for the scientific coordination of the project and for ensuring the quality of all outputs. Project outputs consist of a project report summarizing the activity, two case studies, and a case study synthesis highlighting significant issues and recommending specific planning strategies with regional relevance. The committee represents a cross section of Egyptian and Palestinian development professionals with expertise in public health, urban planning, social anthropology, political sociology, gender studies, training, and governance. They also all share a commitment to the integration of gender concerns at the macro and micro levels.

The committee met twice during the course of the project. During the first meeting, the committee drafted a mission statement for the activity; discussed the requirements of gender mainstreaming in the Middle East, and prepared a methodology for the proposed case studies.

3. Case Study Research Teams

The research and drafting of the case studies were the responsibility of two research teams, one based in Palestine and the other in Egypt.⁴ These research teams were also members of the committee. After the necessary field research was completed and first drafts of the case studies were prepared, the committee reconvened to discuss their findings and to develop a draft gender planning tool kit.

4. Project Coordinator

Inputs were coordinated, reviewed and managed by a Project Coordinator. The Project Coordinator was responsible for recruiting participants, coordinating communications, following up on research activities and case study production, disseminating reports to all committee members, reviewing outputs, and designing and implementing the two committee meetings.

Box1 Gender in Urban Development Project Outputs

1. Regional Gender Committee Meeting I: Groundwork

- Preparation
- Establishment of Regional Gender Committee and Sub-Committee
- Recruitment of Case Study/National Research Teams
- Implementation
- Preparation and Dissemination of Workshop Report

2. Regional Gender Committee Meeting II: Synthesis

- Preparation
- Implementation

3. Project Documents

- Project Mid-term Report
- Egyptian Case Study
- Palestinian Case Study
- Case Study Synthesis & Methodological Tool Kit
- Elements of a Strategic Plan for Mainstreaming Gender in Region
- Project Final Report
- Gender Publication

⁴ The Palestinian case study team consisted of a prominent trio of gender specialists from the Women's Studies Department, Birzeit University: Drs. Lamis Abu Nahleh, Islah Jad and Lisa Taraki. Dr. Hala Shukrallah and Ms. Azza Kamel, both specialists in the areas of gender analysis and gender training led the Egyptian team. They were supported by a team of field researchers recruited from the Socio-economic Research Department of Environmental Quality International (Mr. Akram Habib, Ms. Enas El Mudaris, Ms. Halah Mohsen and Ms. Asma Hussein)

B. Regional Gender Committee Meeting I: Groundwork

The first Regional Gender Committee meeting was held on the 3rd and 4th of April 1998 at the UMP-ASR premises in Cairo. The goal of the meeting was to orient committee members to their role. During discussion sessions, extending over two days, committee members brainstormed on the status of gender studies in the region, bringing to bear their wide range of experience and expertise in this field. The main obstacles to the dissemination and implementation of gender methodologies in the region were explored. A principal output was a joint mission statement reflecting the committee's shared commitment to gender mainstreaming.

Meeting participants continued their discussions by identifying significant themes and issues. These are summarized in box 3.

Box 2 Regional Gender Committee Mission Statement

The role of the Committee is to encourage:

1. ***Improved, more sustainable human development including:***
 - Improving access of women to services and employment
 - Integrating women in economic activities
5. ***Gender mainstreaming in the development planning process***
5. ***Progress beyond gender mainstreaming in planning***

The committee endorsed the approach proposed by the UMP for developing case studies, which is to document the influence/impact of gender on the success and failure of the project, as a tool for promoting gender mainstreaming in the region. However, the committee recommended that each of the research teams concentrate efforts on producing one comprehensive case study, rather than two more limited ones. Standard guidelines were formulated for the preparation of two case studies, one based in Egypt and the other in Palestine, in addition to indicators to be used to assess program impact. Criteria were also established for the selection of projects to be evaluated (See below).

While the main target audience for the case studies consists of professionals, planners and development practitioners, it was agreed to try to address as wide an audience as possible. For this reason, the case studies were to be developed in both Arabic and English to ensure the widest possible dissemination. Committee members also agreed that it would be better for each of the research teams to adopt a broad approach rather than to follow a specific existing gender analysis methodology. A number of broad research outlines, including indicators were developed. The research teams were encouraged to make use of or adapt existing tools. The committee also agreed on the general methodological guidelines (box 4).

Box 3
**Significant Themes Identified by the Regional
Gender Committee Meeting I**

Putting Gender Methodologies into Practice

- There is a need to translate gender methodologies/gender sensitization into actual practice, as well as to differentiate between policy and actual practices to see why gender sensitive policies are not being implemented or why, when they are implemented, they have failed.
- Planning is important because it relates to overall policy issues. The policy level is often considered in the evaluation of gender sensitivity, yet it is not taken into consideration at the program/project level.
- Focusing on the role of planners on its own is not enough. There are obstacles at different levels: lack of (adequate) data, lack of sufficient resources, implementers (poorly trained or insensitive) that can affect the implementation of policies.

The Context of Urban Management: Political Processes Underlying Local Development and Planning

- The aim of urban management is to improve the quality of life. This requires an understanding of the gendered nature of urban life/relations and how this affects the management of urban resources.
- There is a great deal of gender bias underlying the political process that needs to be investigated, besides bias in the very structure of services provided in urban settings.

The Development Agenda and Participatory Processes

- Acceptance of the necessity of participation by local communities in the planning process is widespread, but there is confusion about what participation means and what mechanisms can be used for engagement and dialogue. This is especially true when we think of how to integrate both men and women in the development and planning processes. The production of case studies is valuable in this regard because they can help us identify successful entry points and successful participatory strategies used in the past.
- We need to create a development agenda through an articulation of people's own words. This can be achieved by seeing where people are located in the political process, and by investigating how the micro-level is lived and experienced. We have to find ways to analyze the everyday lived reality of people and find the gaps in relation to gender, religion and class, and status divisions in society.

Civil Society/Government Partnership in Urban Planning

We need to ask the following questions:

- Who are the players and stakeholders in urban planning?
- Who should be included in the process and what should be the relative involvement of each partner?
- What are the different roles actors play and how should they intersect?
- How can there be coordination of the process?
- Local governments should participate in the political process and help in urban planning and management, by being aware of what matters to people.
- Urban management should be carried out both on the macro and micro levels.
- NGOs should participate/be partners in gender planning and urban management.

Box 4 Gender Case Study Guidelines

1. Gender Case Study Research Methodology

- Literature Review
- Structured and Open-ended Interviews
- Community Focus Groups

2. Impact Indicators

- Quantitative Indicators: Number of women involved in project as actors, stakeholders, beneficiaries, etc.
- Qualitative Indicators: Changes that either reinforce, undermine or challenge the prevailing gender roles and gender division of labor including changes in:
 - a. Policies (Development Organization, Government etc.)
 - b. Legislation
 - c. Financial Arrangements
 - d. Social Relationships

C. Regional Gender Committee Meeting II: Synthesis

The committee reconvened (22nd-23rd January 1999) to review the findings of the research teams, and to decide on how to use them in support of gender mainstreaming. Committee members were provided in advance with the draft case studies and a draft case study synthesis. Case study research team members were also asked to prepare presentations drawing on the lessons learned from the research process, including obstacles faced, tools used, to suggest approaches to improve the effectiveness of gender planning.

Box 5 Regional Gender Committee Meeting II: Objectives

8. Reporting on Case Study Research: methodology, process and findings
8. Developing Recommendations (tool kit) for culturally sensitive gender planning
8. Developing Recommendations for Follow -up Activities: elements of a Gender Mainstreaming Strategy

1. Summary of Discussions

The Committee began its deliberations by reviewing the minutes of the previous meeting, in particular revisiting the relevance and validity of the mission statement. Each of the research teams then described their findings in turn. Particular attention was paid to the research process, the methodology applied by each research team, obstacles encountered and lessons learned. Several important points emerged as a result of the case studies and were discussed during the Committee's deliberations. These are summarized below.

a) Egyptian Case Study Team Report

The Egyptian research team undertook a gender analysis of the German Agency for Technical Development (GTZ)-funded Nasseriya Participatory Urban Upgrading Project, a ten-year intervention that is considered an example of a highly successful and participatory development approach.

Literature Review and Development of Research Instruments

The Egyptian case study team prepared for the evaluation by reviewing all the available project documentation and by interviewing representatives of the donor agency. Based on this initial understanding of the gender component of the project, the team began deconstructing the community and other stakeholders into different interest groups, these included local government authorities, donor agency representatives, project planners and implementers. Guideline questions were developed for each of these categories.

Field Investigation

The team undertook two separate visits to the project site, each of which lasted for seven days. Care was taken to contact those who had been involved at different stages of project planning, implementation, monitoring and evaluation. The field investigation focused on three major issues:

11. The extent to which the project used a participatory approach in planning and implementation of activities.
11. The extent to which interests and needs of women were integrated into the project at its different stages.
11. The changes, if any, both intended and unintended, in women's status, access to resources and level of empowerment.

Data Analysis and Case Study Production

The Egyptian case study team developed two versions of the case study material. The first presents a narrative and easily accessible account of both the origin of the Nasseriya community and a history of the GTZ Urban Development Project, in addition to an analysis of the gender situation. The second version presented a more technical and brief analysis of the project.

Challenges Encountered

The research team faced several problems during the research and analysis process, including:

- Difficulty in locating actors involved during inception, planning and early implementation stages of project.
- Gaps in available documentation. Reporting on project progress seems to have been limited to the preparation of financial reports to the donor agency. Sex disaggregated data were not available at any stage, which in itself is an indication of the absence of gender considerations in the project. Finally, the initial project proposal or plan could not be located.
- The success of the project has exposed the community to much study. Members of the community were experienced in responding to questions, and to some extent they have become professional respondents/informants. This meant that the team had to exert more effort to get beyond rehearsed responses.

Gender divisions in the community were an impediment during the actual research process. This particularly affected the organization and implementation of focus groups. It was impossible to get men and women to participate in the same focus group in order to confront their views on the project

Box 6 Egyptian Case Study Synopsis

Project:	Nasseriya Improvement/Upgrading Nasseriya
Location:	Informal Settlement, Aswan, Egypt 1986
Launch Date:	Ten year project based on community participation focusing on physical upgrading, infrastructure improvement, extension of basic services and capacity building
Description:	Nasseriya residents
Target Group:	GTZ
Donor agency:	GTZ
Implementing Agency:	<ul style="list-style-type: none">• General Organization of Physical Planning• Governorate of Aswan
Partners:	<ul style="list-style-type: none">• Nasseriya local community <p>Project at closing stages. GTZ withdrawing from area.</p>
Status: Project Goals:	<ul style="list-style-type: none">• Improvement of basic living conditions• Extension of basic infrastructure and services• Human Capacity building for community participation and self help• Creation of model of development built on popular participation and comprehensive development• Wastewater network• Potable water network and water purification station• Solid waste disposal system• Creation of social services center• Community capacity building including upgrading of local NGOs/organizations• Construction and improvement of schools• Creation of preschools and playgrounds• Land tenure regularization
Main Project Activities:	
Participatory Approach:	Although GTZ consciously espoused a participatory approach, actual participation was limited to large-scale meetings organized to inform the community about the project and to obtain its commitment to contribute labor to the infrastructure works. While a needs assessment was conducted, the community had little say in the design of activities, or even in the allocation of project resources.

**Gender
Component:**

Gender was not considered as a dimension during project planning or early implementation. GTZ's foremost intention was not to impact gender inequalities or even to meet women's basic needs. Project consequences on the status and empowerment of women are difficult to assess. Women-focused activities were only introduced during Phase 2 of implementation as an add-on to the main project. While some women have benefited and a women's NGO has been established, the sustainability of these benefits and the significance of the changes remain in doubt. Some of women's practical needs were met, but only as a byproduct of the infrastructure improvements and community development initiatives. In addition, women's strategic needs/interests were not addressed. GTZ played a critical role by imposing the integration/inclusion of women into the project. They were able to do this because the agency was the primary source of both technical assistance and funding.

b) Palestinian Case Study Team Report

The Palestinian research team chose to select a different kind of project for analysis. The case study they picked documents a government-sponsored and government-implemented program of the newly established Ministry of Youth and Sports (MOYS). This program can only be understood within the context of emerging Palestinian State structures. Youth organizations have been an important part of the Palestinian struggle against the Israeli occupation. The challenge for the Ministry of Youth and Sport will be how to incorporate the dynamism of these organizations within its own institutional structure, while paying appropriate attention to gender issues, and geographic (rural/urban) and class distinctions within Palestinian territories.

Literature Review and Development of Research Instruments

The research team reviewed all available documentation on the Summer Camp program and the Ministry of Youth and Sport. These included planning documents produced by several departments at the MOYS, summer camp final reports, questionnaires and other documents used in planning for summer camps, internal memoranda from the MOYS, statistics produced by various departments at the MOYS, and publications issued by the Ministry. The team developed interview guides as a research tool.

Field Investigation

The field investigation involved meetings, open-ended and structured interviews, site visits to camps and field observations. Interviews were carried out with a wide range of individuals, both at the MOYS and in other organizations working with the Ministry. Individuals interviewed include the former minister of the MOYS, General Directors, Directors, other staff at the Ministry, some members of NGOs associated with ministry activities (primarily the summer camps), and staff at the summer camps. Field observations were carried out at the summer camps visited by the research team. A rapid survey of all organizations working in the youth sector was undertaken. The research team also undertook discussions with representatives of involved NGOs and summer camp participants (adolescents).

Data Analysis and Case Study Production

The Palestinian research team made use of the Development Planning Unit- University College London (DPU) "web of institutionalization" framework as an essential tool during their gender analysis of the MOYS. However, they found that they had to adapt it to this special context and did not use it mechanically. They found it relevant in tracing the network of relations between each element identified, but they did not apply each element. The team argued that while the web is very useful as a theoretical construct, it is difficult to apply as it requires monitoring, follow-up, resources and persistence that very often are not available.

The case study produced not only provides an in-depth examination of the Summer Camp program, but it also provides a history of the MOYS within the recent socio-political context of the Palestinian National Authority (PNA). The case study also analyses the ways in which the gender dimension resonates differently at different institutional levels.

Challenges Encountered

The main challenge faced by the research team is that it is still too early to talk about impacts of the MOYS on the youth sector or the gender dimension, because activities are still relatively recent. These effects will emerge in the future. Because of time constraints encountered during the research process, the case study research team was not able to conduct in-depth research with the summer camp residents themselves, but instead focused efforts on Ministry officials, youth-camp supervisors and other key informants.

Box?

Palestinian Case Study Synopsis

Project:	Summer Youth Camps - Palestinian National Authority (PNA) Ministry of Youth and Sport (MOYS)
Launch Date:	1995
Location:	West Bank & Gaza
Target Group:	Children and young men and women (sometimes the general public)
Description:	Summer camps and youth clubs have been a feature of Palestinian civil life since the 1970s. The recently established Ministry of Youth and Sport is now trying to take over some of the functions of voluntary and non-governmental youth clubs and centers. The Summer camps offer various educational and recreational activities.
Donor Agency:	None
Partners	Ministry of Youth and Sport - Planning, Training, Children's and Women's Departments, NGOs
Status: Main Project	On-going
Activities:	Cultural and sports activities, training and leadership building activities targeting the youth.

Participatory Component:

Participation seems to have been limited to a needs assessment conducted early, during the period of establishment of the Ministry. It is not clear how and to what extent the planning of activities and the allocation of resources is receptive to needs expressed by direct beneficiaries of Summer Camp services and facilities.

Gender Component:

MOYS officials say they want to encourage gender equity, or at least not to exclude the gender dimension. Nevertheless, they do not have procedures in place to transform this from theory to practice.

There is also a pervasive lack of tools/mechanisms to create and implement special activities targeted to meet the needs of girls. Camps are co-educational so in theory girls have equal access to services and facilities offered. However, cultural attitudes mean that girls are not treated equally. Some attempts are being made to meet the needs of girls participating in camps and to reach out to them. However, the prevailing attitude is that youth are a homogeneous group. This gender blind approach cannot but favor the needs of boys. The only way in which gender is integrated as a dimension in the program of these camps is in terms of numbers. The approach is to guarantee purely quantitative results and not to assess qualitative effects. The camps believe they are successful if they achieve 50% female participation. Generally, the percentages hover only at around 30-35%.

c) Gender Mainstreaming Strategy

The committee considered ways in which to promote gender mainstreaming in the region and identified possible interventions, including:

- Capacity building, mainly empowering activities of NGOs to involve them more fully in the development and political process.
- Working with state structures and institutions, by creating links with influential individuals as well as with concerned agencies, and providing opportunities for training on participatory and gender approaches.
- Creating gender unbiased tools/ materials.
- Identifying groups within each country to promote alternative gender roles.
- Using the media as a component within each project/intervention to promote gender awareness and the acceptance of increasing gender equity.
- Diversifying Communication tools to reach out to larger audiences and avoid a "gender-mute" approach whereby project staff shy away from raising important gender issues.
- Focusing efforts not only on planners but also on a whole range of actors and stakeholders involved in problem identification, project planning and implementation.

In designing specific development interventions, planners and implementers need to analyze closely the overall context: specifically the relation between institution, society and communities. They also need to understand the linkages between ideology

g) Case Study Value

Meeting participants stated that the main outputs of the project are the case studies. These are valuable in themselves. A rapid survey of available gender related literature in the region has revealed that this is perhaps the first time that a comprehensive gender evaluation of development projects has been undertaken. The case studies could be very useful for training purposes in the region because available training manuals and kits do not use locally developed materials. It was agreed that this represents an excellent first step because they provide sound information about the importance of the gender dimension to securing sustainable human development. However, they suffer from a number of limitations:

- There is a general problem of the reliability of knowledge (data) and information available for development projects generally.
- It is difficult to generalize about gender in the region based on the findings of these case studies.
- There are ambiguities in assessing impact, especially as in both cases the projects/programs did not have internally determined impact indicators.

2. Action Plan: Elements of a Gender Mainstreaming Strategy

In concluding their deliberations, meeting participants suggested the following follow-up activities:

a) Dissemination of Completed Case Studies

The committee recommended the use of completed case studies in different formats to promote gender awareness among as wide an audience as possible. The publication strategy they proposed is the following:

1. Single full length publication - including introduction, synthesis and both full length case studies to be targeted towards:

- Trainers
- Academics
- Students

2. Case study abstracts - focusing on relevant elements and recommendations targeted to:

- Planners
- Policy makers
- Donor Agencies

3. Classroom guide for trainers - developing a condensed format of case studies for use as training modules in the region.

b) Case Study Development

The committee strongly recommended the development of other similar case studies. The purpose of these case studies would be to reflect the diversity present in the region, and to provide a richer empirical base for theorizing and developing concrete gender mainstreaming activities. These case studies will help to break down the perception of homogeneity of the region. Case studies should consider different types of projects, including those focusing on:

- Economic Participation
- Political participation
- Education

c) Increasing Gender Awareness Through the Development of Local Training Materials

Although there were some reservations expressed regarding the effectiveness of training in transmitting "gender" competence, it was agreed that it is still a vital tool. For it to be effective sufficient attention needs to be paid to developing locally relevant training materials such as case studies. At the same time, training activities need to be conceived of as part of an on-going sensitization and learning process. Specific rather than generic training packages need to be targeted to particular groups, such as donor groups, implementing agencies, local government representatives, and NGO representatives.

d) Gender Consultation

The committee also recommended that the UMP-ASR sponsor a gender consultation using UMP city consultation methodology. The consultation would be used as a forum to disseminate results of the Gender in Urban Development Project and would involve members of the Regional Gender Committee. The consultation process would select a single important theme concerning gender and education, health, economic participation, political participation in an urban area. Potential consultation locations include one or both case study sites. An alternative approach would be to organize a regional gender consultation to expand the work of the committee to a wider audience.

e) Participatory Mechanisms to Mainstream Gender Planning

There is a general lack of information on how to increase participation of women. Therefore, the committee recommended identifying and field testing the most effective mechanisms to allow women to voice their concerns and to access project benefits.

Case Study Syntheses

I. Introduction

The Regional Gender Committee determined that the development of a sound empirical foundation is essential in any gender mainstreaming strategy. For this reason, documenting how gender has had an impact on the success of development projects in the region was seen as a necessary starting step. Two development projects were selected as the subject of the case studies, one in Palestine and the other in Egypt. The gender analysis was based on a number of general guidelines used to verify how the gender dimension directly or indirectly influenced the success of the project. Rather than determining a specific gender methodology to be followed, each of the two research teams was given a free hand both in selecting the case study topic, and in controlling the research process. Interestingly, both research teams independently made use of the DPU-Gender Analysis Framework.

The resulting case studies provide a wealth of detail on two very different initiatives. However, we must not assume that they are representative

of development projects either in Palestine or in Egypt. It is clear that more case studies need to be undertaken. Building up a body of these kinds of investigations will enrich our understanding of how to effectively mainstream gender into development practice in the region.

Common themes emerge from the Case Studies, which will be familiar

to any observer of the region. Both Alternative Paradigms- UNDP, 1998, raise questions on how the development process is defined, including issues of participation and sustainability. In the Egyptian case, we are dealing with a donor-funded and donor-driven development project to affect improvements in the standard of living or conditions of a specific disadvantaged community. This means that project benefits can be closely observed in one geographical location and over a relatively long span of time. At the same time, the Egyptian research team was able to directly access the perceptions of men and women at the grass-root level, through individual interviews, group interviews and focus group sessions, and to compare these to the approaches adopted by project planners, implementers and the providers of technical assistance. The Palestinian case study offers an example of a different kind of project altogether. In this case, we are presented with an initiative created and planned by a state agency, whose benefits are diffuse and therefore more difficult to assess. Most importantly, while the Egyptian case study is looking at gender mainstreaming from a project perspective, the Palestinian case is focusing on the institutional level. Without yielding to the temptation of making widespread

"Practical gender needs are those deriving from the concrete conditions women experience based on their position within the gender division of labour. Practical gender needs thus arise and are articulated by women themselves in response to some immediate perceived need, based on the existing gender division of labour, for such basic items as food, shelter, health care and water. In contrast, strategic gender needs refer to those needs deriving from an analysis of women's subordination to men and the formulation of an alternative, more equal organisation of society." DPU Framework as explained

by Carol Miller and Shahra Razavi, "Gender Analysis:

generalizations based on two context-specific case-studies, one can say that they provide us with numerous insights into the main challenges faced by gender-sensitive professionals: how to ensure that gender is mainstreamed, not only on a project by project basis, but also within high-level institutions.

II. The Palestinian Ministry Of Youth And Sports: A Case Study Of Gender Integration

The Palestinian Case study provides an example of the formation of a Palestinian governmental organization. It follows the organization's attempts to integrate gender into its policies, plans, programs and projects. The organization selected was the newly established Ministry of Youth and Sport (MOYS). The Case Study examines the vision of the MOYS and evaluates its success in incorporating gender in its activities. The extent to which different ministerial departments take gender into consideration in formulating policies, planning and implementation, is also evaluated. Specifically, the case study examines the MOYS Summer Camp program.

A. Project Description

In Palestine, where the population rate is among the highest in the world, the young constitute not only a demographic force but also an important political group. Young men and women have played a pivotal role in the struggle against the Israeli occupation, leading the wave of popular resistance, the *intifada*. The young constitute an important group in the West Bank and Gaza with particular interests and needs. They are also a group that suffers disproportionately from unemployment.

In the past, non-governmental and youth organizations made a significant social contribution by providing needed services to the Palestinian community (health care, education, and recreation). The nascent Palestinian State is now trying to take over some of these functions. Since its establishment in 1995, the MOYS has been trying to develop a mandate and a scope of work for itself that involves taking over some of the roles previously played by voluntary and non-governmental youth clubs and centers. The mission of this newly established Ministry is to work with the young by providing programs and activities targeted directly at them. Summer camps have been an important feature of Palestinian civil life since the 1970s. They offer various educational and recreational activities. Up until recently, youth clubs and NGOs have organized these camps. At the present time, the MOYS is involved as well in organizing these camps both independently and in association with Palestinian NGOs.

In developing a vision for the MOYS, a "trial and error" approach was adopted. However, this did not yield useful results. The Ministry was not able to design a national policy or develop a plan of action. The Minister in charge, who was the driving force during this stage, recognized that the needs of target groups had to be considered more carefully and that information needed to be collected about existing services. The Minister took the initiative to involve all parties working with Youth,

including NGOs, youth organizations and UNICEF. The MOYS presents an example of the unique cooperation between non-governmental organizations and the nascent state. The Ministry has had to rely on the accumulated experience of Palestinian mass organizations, NGOs and Palestinian experts working with UNICEF.

The planning phase involved a number of workshops attended by ministerial and non-governmental actors. These workshops resulted in a mission statement, which was then used as a guide by the Ministry. The workshops concluded that, since it was not possible to develop a general or national plan because of the lack of information, the Ministry should instead formulate a modest general plan targeting youth up to 35 years of age. The Ministry also undertook a needs assessment involving NGOs. The needs assessment made gender issues visible for the first time in the planning process. However, gender integration was not a priority during policy formulation.

Five years after its establishment, the MOYS still suffers from the lack of a clear national policy. With the appointment of a new minister, the initial action plan was interrupted. The Ministry is currently fragmented in planning and operations, and there is an observable lack of cooperation between different structures.

B. Project Target Group

The beneficiaries or clients of the project are Palestinian youth/adolescents. As elsewhere in the Arab world, the population in the West Bank and Gaza is very young. Forty-five percent of the population is composed of children less than 15 years old. Within this greater target group, MOYS identified several sub-groupings. In addition to young adults, three sub-groups were targeted as a priority:

- The disabled
- Girls under 15 (a largely neglected category)
- Children up to 18

C. Project Partners

- MOYS
- NGOs/Youth Centers/Organizations

D. Project Implementers

The case study considers several of the different ministerial structures involved in the summer camps program. These included the following:

1. Planning and Public Relations Directorate

The function of this directorate is limited to supporting the development of infrastructure (premises and facilities) and providing technical assistance (equipment) to institutions serving the youth. Its financial resources are dependent on outside funding.

2. Gender Directorate

The case of the Gender Directorate highlights the gap between planning and implementation, and the difficulties of integrating gender into an institution's activities

by setting up a separate gender or "women's" unit. This directorate was established in 1995, a few months after the set up of the MOYS, through direct donor agency intervention. The Director General is based in Gaza. The West Bank headquarters consists of a director and one staff person. There is little coordination between the two units.

The Gender Directorate's mandate is to facilitate the integration of girls and women into the Ministry's programs and activities, but it does not administer its own programs. Although it has managed to establish contact with different directorates, it still suffers from a lack of legitimacy. Some officials see no need for such a directorate, since they believe that they already give sufficient consideration to gender in the design and implementation of projects and activities. This point of view is reinforced by the self-perception of the Gender Directorate staff who consider themselves to be a "watchdog" for all MOYS plans and policies, with a mission to ensure that the design of programs and planning of activities at different directorates are gender sensitive and gender aware. Other directors do not seem to find this role useful and would prefer the Gender Directorate to play a more proactive role and initiate programs to overcome the lack of female participation in their different activities and programs. The Gender Directorate, as it is, can do little to realize its objectives. It faces a number of difficulties, including:

- Lack of institutional legitimacy
- Lack of backing/support from top-level administration
- Perception by some that it is a donor-mandated body (UNDP funding)
- Lack of cooperation with other departments at the Ministry

3. Department of Young Adults

This department is part of the Directorate of Children and Young Adults. Unlike other MOYS departments, it is actively involved in planning and implementing programs. Young adults were targeted as a separate group in 1996, when the department began to formulate a national plan to address their needs. This plan of action included data collection, conducting a needs assessment and developing strategies to address identified needs. During implementation of its plan of action, the Department of Young Adults worked in consultation with NGOs, youth organizations and members of the target group.

The Department of Young Adults implements program at the national level throughout the year, and is responsible for organizing summer camps in the West Bank and Gaza. Since 1996 when it started functioning as a governmental structure, the Department of Young Adults has organized and implemented up to eight camps each summer. There is a general guiding framework for the organization and implementation of activities governing these summer camps.

The Department possesses a certain degree of gender awareness. The organization of co-ed camps is one way the department promotes equal opportunities for both sexes. Gender sensitivity was also apparent in the design of the needs assessment questionnaire and its distribution to an equal number of men and women.

While the Department is gender aware and intends to integrate gender into all its activities and programs, field research revealed that this orientation has not been

translated into concrete procedures. Meeting gender needs is highly dependent on the individual awareness and initiative of each administrator, trainer or group leader. In their daily work, camp leaders are aware that attention should be paid to girls, but they do not have the knowledge or skills to meet gender needs. Sex disaggregation reveals a gender gap in the number and status of staff. There is a gendered perception of women's roles and capabilities. For example, boys are targeted for leadership training, and take on leading roles in coordinating and supervising activities. At the same time, girls' sports activities do not seem to get the same level of attention as those of the boys, in terms of planning, funding or human resources.

E. MOYS Impact

The MOYS has had a generally positive impact in Palestinian society. It has attempted to set priorities for working with youth:

- Capacity building including infrastructure and human resource development. This was achieved through developing a sports infrastructure and developing human resources such as youth leaders and trainers.
- NGO empowerment through the direct management of the summer camps.
- Targeting most vulnerable groups in society—concern with groups identified has not yet been translated into concrete programs or activities.

While the MOYS subdivided the category of youth according to such factors as age, geographical location and ability, it did not do so according to gender. This is significant, as activities are not designed to meet even the practical needs of girls attending the camps. The Ministry has, therefore, had only a limited gender impact. As seen above, the Gender Directorate, which has the principal responsibility for promoting gender equity in the Ministry has had only a limited impact on the functioning of other sections in the Ministry.

F. Lessons Learnt/Observations

Despite the Palestinian National Authority's (macro-level) commitment to mainstream gender, there have been numerous problems in translating this general policy orientation into concrete procedures. In 1996, an overall coordinating body, the Inter-Ministerial Gender Committee (IMCG), was set up and was composed of personnel from gender or women's unit in various ministries. Its role was to implement the Palestinian National Plan of Action for the Advancement of Women, including the formulation of projects for women, and to seek funds to execute them. The IMCG has been able to act as a support group and network for information exchange among members. However, it has been unable to effectively mainstream gender into the Palestinian National Authority's (PNA) structures because of the following shortcomings:

- Lack of access to basic data and resources.
- Weak gender planning skills.
- Absence of well defined structures and procedures.
- Weak legitimacy and relative powerlessness within the PNA system.

Many ministries within the recently established PNA have taken the initiative of setting up gender or women's units. A number of motivations underpin the creation of such units for this was mixed. In some cases, they were created simply to create positions for specific influential women. In other cases, newly appointed women committed to gender mainstreaming were the driving force behind these new units. Finally, international donors have played an important role in the creating and funding these units. In total, twelve ministries and agencies have set up gender/women's units, employing over fifty women. Some of these have produced considerable results, and have demonstrated a sophisticated understanding of gender mainstreaming and its importance for national-level planning.

The Palestinian case study raises a number of interesting questions about where the responsibility for following through and overseeing a gender mainstreaming approach ultimately resides. Although there is a specific department/unit charged with ensuring the adequate integration of women's and girls' needs, its performance is mixed. The Gender Directorate does not implement any activities directly. At the same time, while implementers are aware of the need to do "something" for young women and girls, they do not have the necessary skills and/or resources to translate this rudimentary gender awareness into concrete activities. The research process also revealed the difficulty of assessing the success of various projects and activities from a gender perspective, in the absence of systematically applied monitoring criteria.

III. Nasseriya Participatory Urban Development Project

The Egyptian case study documents a physical upgrading and community development project, funded and managed by GTZ. The project was implemented over the span of ten years. It represents an excellent example of donor commitment to effecting tangible change in one community. The case study presents a wealth of information on the project, documenting its various phases and the shift in the way the gender dimension was dealt with. While women were not a target group at project inception, a gender component, using a women-in-development (WID) approach, was introduced after the first phase of the project. A WID specialist was appointed at the GTZ Cairo office and activities targeted specifically at women were added to the main trunk of the project. The case study discusses the origin of this shift in orientation and the effects it had on project activities and on men and women in the community.

A. Project Description

In the early 1980s, GTZ decided to expand its activities in Egypt beyond the transfer of technical expertise, by undertaking an urban upgrading and development project. In consultation with the Egyptian government, Nasseriya, an informal settlement in the city of Aswan in Upper Egypt, was selected as a suitable site for this initiative. The project, which was based on a community participation approach, concentrated on physical upgrading, infrastructure improvement, extension of basic services, as well as community development and capacity building.

B. Project Site

Nasseriya is a relatively small informal community of 42,836 inhabitants, located near the center of Aswan City in Upper Egypt. The community is composed of unskilled labor migrants who are generally extremely poor. Drawn to Aswan by the numerous employment opportunities created by such major labor-intensive national projects as the construction of the Aswan dam and the Kema Factory, they settled in the area in successive waves beginning in the mid-50s. The new settlers illegally occupied the land, resulting in a haphazardly built settlement suffering from a lack of basic infrastructure and services and generally poor living conditions.

The main internal social division is based on "ethnic" and kin groups. The community is composed of a heterogeneous mix of labor migrants from a number of Upper Egyptian governorates, including Sohag, Assiut, Minya and Beni Suef. These migrants have managed to maintain their links with their home villages in their new surroundings. They do not intermarry and members of the same group usually live close together in small urban clusters. These groups have constituted up to 39 small village solidarity associations offering assistance and some basic social services to kin members. The community is characterized by extremely conservative social traditions. Until recently, the custom dictated women's total exclusion from the public sphere and they were even denied entrance to the only social organizations in the community, the village solidarity societies.

C. Project Partners

The principal project partners include:

- GTZ
- Egyptian government: General Organization of Physical Planning
- Governorate of Aswan
- Nasseriya local community

D. Project Implementers

The project was implemented by:

- GTZ/Egypt Headquarters with the support from international consultants
- The GTZ Project Office-Nasseriya, Aswan
- The General Organization for Physical Planning (GOPP)
- Local Community Organizations (the peoples Council and its successor, the Community Development Association)

E. Project Objectives

The project was designed to improve overall living conditions in the community, through the extension of basic infrastructure and services. To ensure sustainability, the project also focused on human capacity building for community participation and self help. This objective was to be achieved by assisting the community in setting up a community development association. GTZ's goal was also the creation of a

model of development built on popular participation and comprehensive development. The primary concern of the project was the extension of infrastructure services, as apparent in the allocation of financial resources.

F. Main Project Components

The project had eight major components:

- Wastewater network development
- Potable water network and water purification station development
- Solid waste disposal system development
- Social services center creation
- Community capacity building including upgrading of local NGOs/organizations
- Construction and improvement of schools
- Creation of preschools and playgrounds
- Solving land tenure problems

G. Lessons Learnt/Observations

1. Problem Identification, Needs Assessment, Monitoring and Evaluation

In spite of the project's conscious espousal of a participatory approach, actual community participation was constrained by numerous flaws in project design, for example:

- No needs assessment was conducted during project preparation to help in problem identification.
- No baseline investigation was undertaken to establish impact monitoring indicators.
- No regular monitoring, evaluation or reporting mechanisms were established.
- Community participation in design of activities was limited.
- To date, no comprehensive evaluation of the Nassereya project has been undertaken by any of the participating parties.

2. Effects of Infrastructure Improvement and Physical Upgrading on Women and Men

Even though the impact of infrastructure improvement was potentially stronger on women than on men, there was no attempt to understand the implications of gender, age or class differences. For example, the potential labor input of women was never factored in as a possible community contribution to the project. It was only taken into consideration when it became obvious that women were indeed participating in the work. The project's impact on women should have been considered for the following reasons:

- Women suffered disproportionately from lack of water and wastewater disposal services.
- Women were responsible for providing all of household's water needs and for disposing of wastewater. The disposal of wastes in the street was a major cause of disputes among neighbors, which affected women more than men.

3. Project Impact on Gender Roles

The change that occurred in the household division of labor is an unintended result of the project. The extension of water and wastewater connections, involving dealing with the municipality and paying fees, has removed water and wastewater from being the sole responsibility of women and transferred it to the men. What this has meant in terms of the allocation of resources and domestic control is not clear. It is only important to realize that any change occurring in the public sphere in a given community will have an impact on the domestic sphere and on the gendered distribution of power.

At the community level, a relative change occurred in the traditional perception of women in Nassereya as second-class citizens. For the first time, women were allowed to leave the home, participate in work such as digging and installations, join in the religious debates held in the NGOs, and benefit from the activities offered by the Community Development Society and El Nasr club, such as medical services, knitting and dressmaking classes, and other handicrafts. The acquisition of such skills was, in itself, an important achievement.

4. Separate Women's Component/WID Approach

The WID policy adopted by GTZ at the end of the first phase of project implementation had a visible effect upon gender issues, as GTZ tried to incorporate women into the development process. This methodology helped in fulfilling certain practical and strategic needs of women, and allowed them a level of participation in the decision-making process. However, at the same time, this approach did not instigate changes to the unequal relationship existing between men and women.

It is clear that project partners, including donor agencies, foresaw no role for women in the program. The original project did not even include a separate "women's" component. The exclusion of a gender perspective during the planning phases meant that once women imposed themselves as active participants in the development process, channels had to be found to represent their interests and integrate their participation.

The later integration of women as a component in the project came about for two principle reasons. First, it resulted from women's participation in infrastructure improvements, including physical work, of their own will. As a result, project staff became aware of women's actual and potential contribution and tried to provide some services or activities specifically targeted to them. Second, because the integration of women in development had become part of the professed lingo of international donors. In fact, it can be argued that the integration of women as such in the project owed more to the shifting priorities of the donor agency than to any change that occurred in the field.

As part of its new focus on women's issues, GTZ launched initiatives that were mostly targeted at meeting women's practical needs through women specific activities. The agency's attempts to incorporate women in the project's decision-making structure were largely unsuccessful. As a first step, women were added on the board of the local Community Development Association (CDA), created to oversee project

implementation. This was, however, resisted by the CDA and a separate women CDA was created to oversee the women's component of the project.

5. Impact of GTZ Support

The support given by GTZ was a crucial factor in helping to fulfill many of the practical and strategic needs of both men and women. This came about when the newly appointed WID Program Administrator in GTZ's Cairo office decided to develop the women's component within the Nasseriya project, and to support it by providing specific funds within the project's overall budget. The Women's Committee depended in its development and progress on the financial and technical support presented by GTZ. Moreover, the institutionalizing of women in development in the Nassereya area was a direct outcome of the intervention of GTZ and its imposing of the Women's Committee, first on the People's Council, then on the Community Development Society.

GTZ also facilitated linkages between women's leadership in Nassereya, other NGOs, and women's organizations or organizations involved in women's issues. This had the effect of broadening the horizons of the members of the Women's Committee and enabled them to acquire a deeper knowledge of women's issues. However, it must be stated that not all women in Nasseriya have benefited equally. One observation of the case study research team is that those who are involved in the Women's Committee have begun to represent an "elite" amongst women of medium education, almost detached from the problems and needs of the low-income women of Nassereya.

IV. Common Themes and Issues

The gender analysis provided in both case studies contributes to our empirical knowledge about the status of gender integration in two very different programs.

A. Gender Blindness in Problem Identification and Project Planning

Planners in both instances seemed to assume that their projects were "gender blind", and that the benefits would fall equally on men and women. In both case studies, project planners did not collect factual data on the status of women and the framework within which they function. They also seemed unaware of the importance of the following issues: power, authority as well as access to and control of resources. There were no studies of the political environment and the socio-economic and cultural status and of the impact of these factors on gender.

In the Nasseriya case, there seems to have been little awareness of the need to integrate a gender perspective at the beginning of the project. Women were excluded from public meetings. No attempt was made to elicit women's reactions or to assess women's needs. A case in point is the fact that the partial needs assessment study carried out at the beginning incorporated the viewpoints of local children but not those of women. There seems to have been no attempt to understand gender division of labor or the actual or potential roles of women, generally, within the community, or specifically, in relation to the project.

The exclusion of women was partially due to the donor's caution in raising the gender issue in such a conservative society. At the same time, the project's designers viewed infrastructure improvement as a "straightforward" technical matter. The case study highlighted the flaws in this conception. Infrastructure improvement had a multi-dimensional impact on the distribution of authority within the household, on the relationship between spouses and among neighbors, and on women's perception of their public and political role in the community.

In the MOYS case, as discussed above, youth were addressed as a more or less homogeneous groups with decidedly masculine characteristics and needs. While attention was paid to such elements as age, geographical location and ability, gender was not sufficiently taken into account. The fact that the MOYS has a donor funded Gender Directorate is quite significant. However, the responsibilities of this directorate are unclear and its impact negligible, particularly in relation to on-the-ground activities.

B. Participatory Approach

Just as the donors who fund development projects, and to a great degree dictate their design, have championed gender mainstreaming, they are also advocating the use of participatory approaches. However, the nature and extent of participation varies widely. In most cases, this is taken to mean giving people the opportunity to articulate their perceived needs, but without giving them control over the allocation of project resources or implementation of activities. Participation is taken as an exercise to improve project effectiveness, not as a tool for empowerment activity or decision sharing.

In Nasseriya, GTZ was committed to using a participatory approach in implementation. However, during the initial stages this conception seemed to refer more to the mobilization of community resources rather than partnership in the design and planning of activities. Initially, GTZ wanted the community to contribute 1/3 of the costs of the planned improvements. After negotiation with officials, it was agreed that this would take the form of in-kind contributions, mainly labor.

The community does not seem to have participated in any meaningful way in the planning of activities. The assumption on the part of GTZ and GOPP seems to have been that infrastructure improvement was a technical issue requiring participation of the community only in the form of free labor. The project-planning phase involved information collection by GTZ consultants, including a needs assessment and the set up of the project management office.

Participation was limited to attendance at large public meetings used to raise public awareness about the project, and to mobilize community support. Some of these meetings included over 600 participants.

To coordinate community participation, a local council made up of representatives of community residents was set up. This was dissolved because of certain political difficulties. A local CD A was set up as an alternative. Eventually, project management, including financial control, was transferred to this CDA.

For the MOYS, participation meant consulting with NGOs and youth training experts in an informal manner, and undertaking a needs assessment survey. There did not seem to be much room for young people, even as an undifferentiated category, to become involved in developing their program of activities. Participation was seen as a once and for all activity during planning stages, and not as an on-going process. Significantly, while the summer camps were seen as serving a nationalist agenda, specifically serving the PNA political program by raising nationalist consciousness among youth, and fostering loyalty to PNA leadership, other political activities were forbidden in the camps.

C. Religious Discourse as an Entry Strategy

In both cases, reflecting the importance of religion in Middle Eastern societies, religious leaders played a role in project implementation. However, their influence has been ambivalent, sometimes acting as friends and facilitators, and sometimes as foes and obstructers. Religious discourse is a double-edged sword and great care must be taken when using religion as an entry point for development projects. Although, it offers opportunities for engaging women in conservative societies, it serves to reinforce traditional gender conceptions. It can, therefore, not be relied upon to help in bringing about the kind of social transformation promoted by gender approaches.

In Nasseriya, for example, the first activity that specifically targeted women was religious in nature. A series of religious meetings were organized for women, marking the first time village solidarity associations opened their doors to women. These seminars gradually moved beyond the religious sphere to address issues of relevance to women's daily life. However, as the program started being perceived as a potential threat to the gender status quo, religious leaders played the leading role in resisting women's increasing participation in the development process. Thus, the limitations inherent in using religion as an entry point to facilitate women's participation became rapidly apparent.

In the Palestinian case, local religious leaders expressed on several occasions their opposition to the participation of girls in the summer camp program. They brought their influence to bear on parents so they prevent their girls from attending these co-educational facilities. Summer Camp organizers have had to use different strategies to regain the trust of parents. On at least one occasion that meant persuading local religious leaders that their image of the camps was mistaken.

Recommendations and Conclusions

I. Recommendations

The primary goal of this project was to develop a tool kit with regional relevance, to offer practical suggestions for development practitioners on how to mainstream gender into their activities. However, the committee found it difficult to extrapolate from the process of gender analysis to that of gender planning. They are related but not identical activities and gender analysis is the first step of a gender planning exercise. In addition, committee members agreed that a large number of tools are available for gender planning that are applicable to the Middle Eastern context without requiring the development of special methodologies.

This is in itself a major finding of the activity. However, stating that existing tools are appropriate for gender analysis does not imply that gender mainstreaming strategies can be implemented without paying due regard to local specificities. Jo Beall observes that the gender division of labor and gender relations are **context-specific**. She argues that "in looking for gender-aware strategies for the urban sector that are replicable, the focus needs to be on **processes and forms**, rather than blueprint solutions."⁵ (*my emphasis*) Finally, she argues that taking up the available opportunities and potentials for integrating gender into urban development, needs a clear conceptual and operational framework. This requires a sound empirical foundation based on valid qualitative and quantitative data.

What is required is that gender tools be adapted to suit each project development and planning situation and each local context. For this to happen there has to be a much wider dissemination of gender concepts and translation of existing material into the Arabic language.

With this in mind, the committee identified several elements that could contribute to gender mainstreaming and increasing gender equity in the region. The committee recommended that development planners focus on the following issues in their work. Questions should be posed during project identification and design phases to assess how well a project responds to women's needs, promotes women's active participation in implementation and predicts how women are likely to be affected by the project. The kinds of questions that will be asked have to be tailored to suit each particular context, each project site, and each special location. The committee identified several elements that should be taken into account:

1. Actors

In the design of any project the following actors should be consulted:

- Policy makers
- Legislators

⁵Jo Beall "Integrating The Gender Variable Into Urban Development: A Conceptual and Operational Framework for the New Urban Agenda" DPU Working Paper, 1993

- Planners
- Providers/ funders
- Stakeholders

2. Entry Points (Assets and Constraints)

In initiating a project and creating the momentum to ensure the sustainability of project benefits, the following actions can be useful entry points:

- Securing the endorsement of influential decision makers viewed as legitimate by local communities.
- Securing the support of important national and religious leaders.
- Using consultants and specialists to raise awareness and provide technical expertise.
- Mobilizing local support and identifying receptive people as allies within the community (local government representatives, local NGOs, natural/community leaders).
- Using the family and other primordial groupings (tribe, ethnic group) as an entry point.
- Raising awareness of gender as a development issue.
- Raising awareness that the gender approach provides benefits for all.
- Targeting men as well as women and including gender within all project components and not as a separate component.
- Lobbying donor agencies to use their funding leverage in promoting the adoption of a gender-aware approach.

3. Monitoring and Impact Assessment

Monitoring should be an essential feature in the development process. Monitoring systems should be built into any development project, and resources must be allocated for this purpose. We must also be aware of the following issues:

- Gender indicators must be developed that comprise both quantitative and qualitative data.
- Monitoring and evaluation should be continuous and should provide opportunities for readjustment and adaptation to change.
- There should be flexibility regarding impact and monitoring methods.
- Indicators of success and failure should be realistic.
- Both planners and evaluators should consider unanticipated impacts.
- Control over resources is one of the most significant parameters in assessing the extent of integration of gender equity. In particular, what effect, if any, has the project had on women's access to community resources, and how much control do women have on the distribution of project resources.
- The evaluation of change must be conducted over a long period of time, because real social change occurs slowly and incrementally.

4. Gender Mainstreaming Strategy

The following elements should be kept in mind in the design of any gender mainstreaming strategy:

- Strengthening and creating coordination between gender units/women's departments and larger institutions.
- Promoting participatory development approaches that include men and women and provide them with equal opportunities to express their needs.
- Developing women-only activities can be more effective than a mainstreaming approach, and should not be ruled out.
- Training should be understood as a continuous learning process, and should include increasing both awareness and particular skills.
- Training should be offered to different sectors: decision makers, development practitioners, planners, implementers, NGOs and local leaders.
- The process of gender-informed decision-making and planning should be promoted.
- Advocacy approach should be adopted including a media strategy for mainstreaming gender concepts into public consciousness and to overcome resistance to it.
- There is a need to promote the development of reliable sex-disaggregated data by research institutions, universities, and government ministries.

After these general formulations, the committee recommended that the gender planning literature be reviewed to identify other suitable tools for translation, adaptation and inclusion in the publication currently being prepared. Some of these tools are referred to below.

II. Conclusion

One of the key findings to emerge from this activity is that gender concerns intersect all development areas and sectors because all policies, programs and projects have an impact on women.⁶ It is hoped that this project will be able to contribute to increasing awareness among all stakeholders in the region, including donors, implementing agencies, local government structures and local communities, that development is a process that should be built on partnership and on the contributions of both men and women.

This understanding is not as widespread as one would expect or hope for despite over a decade of "gender sensitization" in the development community. In both case studies, it can be concluded that the lack of a gendered framework of understanding and action negatively influenced efforts. In the Palestinian case, gender concerns have generally remained at a theoretical level. In the Egyptian case, gender imposed itself as an element in the success of the project. However, it can be argued that the integration of women has been only partial and incomplete. The gender dimension in both cases has directly affected the outreach capability and sustainability of the development process.

The two meetings of the Regional Gender Committee provided the opportunity for participants to raise some important questions:

⁶ CIDA's Policy on Women in Development and Gender Equity 1995, p5

How can existing gender methodologies be put into practice in the region? Do they need to be adapted to suit the local context?

The consensus among members of the Committee is that existing gender methodologies offer a wealth of resources for the development practitioner and planner. To suit the local context, they should be made more accessible, in other words, they need to be both translated into Arabic and made available to all potential stakeholders in easily accessible formats. This means that representatives of local communities also need to be aware of their existence and know how to use them.

How can we move from gender awareness to gender practice? Despite a great deal of training delivered to different actors, we are still very far from having developed sufficient awareness of the importance of a gender aware perspective. There still remains a great deal to be done in the field of training and sensitization not only within local communities, but among representatives of governmental and non-governmental agencies generally, as well as among development specialists themselves. If project designers can accept the responsibilities of integrating gender into all their programs and initiatives they will be able to accomplish a great deal toward gender mainstreaming. But this commitment is much more than a technical issue. It requires a personal and professional commitment on the part of donors and development planners to integrate gender as a key element for equitable and sustainable human development.

What kinds of political processes (global, national, local, etc.) underpin local development and planning?

The aim of urban management is to improve quality of life. This requires an understanding of the gendered nature of urban life and relations and how this affects the management of urban resources. The project was initially designed to develop a tool kit for urban planning professionals, but during the course of the project, it was evident that this was a limited perspective. Urban/rural divisions in many countries in the Middle East are not as easily definable as elsewhere. In both case studies, this was clear. Nasseriya is an informal settlement located within a city, but all its residents come from rural areas and they have brought much of their rural backgrounds with them, including customs, traditions and patterns of social organization. In Palestine, because of the narrowness of the territory, rural/urban areas meld into one another, so that the distinction is not always as important as it seems. There is a great deal of gender bias underlying the political process that needs to be investigated. This bias is entrenched. Efforts to change it have to be on going and realistic.

How do we define the Development Agenda, and how can we ensure Participation?

Despite the widespread acceptance of the necessity of participation by local communities in the planning process, there is considerable confusion about what participation entails and what mechanisms are to be used for engagement and dialogue. Participation is essential but we need to know who will participate and how. This is especially true when we think of how to integrate both men and women in the process.

Annexes: Selected Gender Tools

Checklist for Gender Issues in Project Identification and Design⁷

Women's Dimension in Project Identification

Assessing Women's needs:

- What needs and opportunities exist for increasing women's productivity and/or production?
- What needs and opportunities exist for increasing women's access to and control of resources?
- What needs and opportunities exist for increasing women's access to and control of benefits?
- How do these needs and opportunities relate to the country's other general and sectoral development needs and opportunities?
- Have women been directly consulted in identifying such needs and opportunities?

Defining general project objectives:

- Are project objectives explicitly related to women's needs?
- Do these objectives adequately reflect women's needs?
- Have women participated in setting those objectives?
- Have there been any earlier efforts?
- How has the present proposal built on earlier efforts?

Identifying possible negative effects:

- Might the project reduce women's access to, or control of, resources and benefits?
- Might it adversely affect women's situation in some other way?
- What will be the effects on women in the short and longer run?

Women's Dimension in Project Design

Project impact on women's activities:

- Which of these activities (production, reproduction and maintenance, sociopolitical) does the project affect?
- Is the planned component consistent with the current gender denomination for the activity?
- If the project aims at improving the women's performance within specific activities (focus of the activity, remunerative mode, technology, mode of activity), is this feasible, and what positive or negative effects would it have on women?
- If there is no change is this a missed opportunity for women's roles in the development process?
- How can the project design be adjusted to increase the above-mentioned positive effects, and reduce or eliminate the negative ones?

Project Impact on Women's Access and Control

- How will each of the project's components affect women's access to and control of the resources and benefits engaged in and stemming from the production of goods and services?

⁷ Adapted from Rao, Anderson and Overholt *Gender Analysis in Development Planning: A Case Book* Hartford, Conn.: Kumarian Press, 1991

How will each of the project's components affect women's access to and control of the resources and benefits negated in and stemming from the reproduction and maintenance of the human resources?

How will each of the project's components affect women's access to and control of the resources and benefits engaged in and stemming from the sociopolitical functions?

What forces have been set into motion to induce further exploration of constraints and possible improvements?

How can the project design be adjusted to increase women's access to and control of resources and benefits?

Project Framework Checklist⁸

Project Structure	Indicators of Achievement	How Indicators Can be Quantified & Assessed	Risks & Assumptions
OBJECTIVES			
<p>To what extent do the wider or immediate objectives meet women's <i>practical</i> or <i>strategic</i> needs? Are women's needs explicitly identified as objectives? If women are not mentioned, what is the reason?</p>	<p>Is provision made to monitor and evaluate the impact of the project on women? What factual indicators would be relevant?</p>	<p>Are the means of measuring these indicators appropriate for assessing their impact on women?</p>	<p>What assumptions have been made about the position of women in society? Are these explicit and are they justified? What other factors could effect the success of the project?</p>
INPUTS & OUTPUTS			
<p>Are inputs appropriate for meeting women's needs? Which project outputs relate directly to women's needs? Are there any outputs which could adversely affect women?</p>			<p>Have any women been asked what their needs are? Are inputs culturally and socially appropriate for women?</p>

⁸ Excerpted from *A Guide to Social Analysis For Projects in Developing Countries* (London:HMSO, 1995)

Checklist of Gender Issues for Project Preparation and Appraisal in Agriculture

Information Needed/Questions

Clarify gender roles in agriculture & their implications for project strategies:

- What are the gender roles and existing gender division of labor in agriculture?
- What are their implications for project strategies?

Analyze eligibility to receive project inputs and services and to participate in project activities:

- Are there gender differences in eligibility to receive project inputs and services and to participate in project activities or benefits?

Examine outreach capabilities:

- Do institutions and services have direct contact with men and women farmers?

Assess the appropriateness of proposed technical packages, messages, and technologies:

- Are they appropriate for both men and women?

Examine the distribution of benefits and its effect on incentives:

- Will both men and women receive benefits and incentives from the project?

Consider the reliability of feedback mechanisms:

- Will reporting and monitoring be gender-disaggregated?
- How reliable are feedback mechanisms?

*Anticipate changes in the gender roles and link these to expected project impact:
How will men and women farm differently?*

- How will their access to resources differ?
- Will workloads increase?
- What affect will the project have on women's and men's independent income, status, food security, household cash flow, and family health?

Benefits of Gender Analysis

Main actors can be identified and targeted. Labor constraints within the household will be recognized. Components and interventions to further project goals can be reliably identified.

Credit, inputs, and extension can be made available for those doing the activity being promoted. Incentives can be increased when the person doing the work benefits from the revenue.

Research will be informed by the technology needs of all farmers; for example, drugs can be developed and made available for small ruminants and poultry kept by women.

Greater acceptance of technical packages and activities will help realize the project's full potential.

Women will be more likely to support the project if they benefit, for example, by gaining an independent source of income.

Project planners need to know if the proposed interventions are acceptable to men and women. Technologies will be more suitable and adaptable where local women participate in selecting and testing technologies and in evaluating results. Project managers will know the project benefits to men and women. Project objectives can be better served.

Project planner will know the likely effect of the project on all members of the rural community.

Checklist of Strategy Options for Incorporating Gender in Water And Sanitation¹⁰

Levels/Objectives/Options	Key Stakeholders
<p>Level: Country Policy</p> <p>Objective: Develop + implement more efficient, cost-effective, and demand-responsive water and sanitation policies by incorporating gender issues.</p> <p>Options:</p> <ul style="list-style-type: none"> • Introduce gender issues in sector reviews, policy workshops, and other activities that are part of policy development. • Put gender issues on the agenda of annual sector meetings and policy implementation reviews. • Include gender expertise on policy development + implementation teams. 	<p>Government ministries, donor agencies, women's and other NGOs, and sometimes user groups</p>
<p>Level: National Water and Sanitation Programs</p> <p>Objective: Improve country-level program design + implementation by incorporating gender concerns.</p> <p>Options:</p> <ul style="list-style-type: none"> • Include gender issues in country program framework. • Include gender-related guidelines + principles in country program • Employ gender analysis in designing projects. • Include government staff with gender expertise in monitoring the national program. • Monitor gender issues regularly. 	<p>Government ministries, donor agencies, women's and other NGOs, and user groups</p>
<p>Level: Water + Sanitation Projects</p> <p>Objective: Design + implement projects that are driven by the demands of both men and women.</p> <p>Options:</p> <p><i>Project Design:</i></p> <ul style="list-style-type: none"> • Structure project rules + procedures to facilitate participation by both men and women. • Determine gender roles in the sector in the proposed project area • Determine barriers to gender-appropriate project implementation. • Determine steps to reducing or removing the barriers. • Make projects flexible so they may adapt appropriately as more is learned about gender issues. • Include a gender expert on the team during project design/preparation. <p><i>Implementation + Supervision:</i></p> <ul style="list-style-type: none"> • Amend project rules + procedures to facilitate participation by both men and women in implementation. • Ensure that project management is aware of the importance of gender issues through training, workshops, and study tours. • Include gender experts on project implementation staff. • Prevent "fade-out" on attention to gender through specific tracking during supervision. 	<p>Project Staff, local government, and user groups</p>

Checklist of Strategy Options for Incorporating Gender in Water And Sanitation (contd.)

Monitoring + Evaluation (M & E)

- Collect, tabulate, and analyze indicators by gender as appropriate.
Include specific indicators addressing gender issues in project M&E systems.
- Examine gender-related M&E indicators during supervision.

Level: Community

Objective: Increase project sustainability by improving implementation at the community level.

Options:

Project Design:

- Base men's and women's involvement on the local cultural context: for example, separate meetings of men and women or female staff meeting with community women, as necessary.
Use participatory techniques to ensure both women's and men's participation in project decision-making concerning:
 - Technology choice
 - Cost recovery
 - O&M arrangementsObtain men's and women's preferences about:
 - Technology design
 - Siting of facilities

Operations and Maintenance

- Suggest that a certain percentage of water and sanitation committee members be women.
- Suggest that women should hold at least one water + sanitation officer post, such as treasurer.
- Provide training for both men and women in the roles they are to fill in the project.
Include additional training for women in leadership + organization, as appropriate.
- Train both women + men in basic O&M techniques.

Examples of Available Gender Planning Tool Kits/Publications

ASIAN-PACIFIC RESOURCE AND RESEARCH CENTER FOR WOMEN
(ARROW)

Women-Centered and Gender Sensitive Experiences: Changing Our Perspectives,
Policies and Programmes on Women's Health in Asia and The Pacific Resource
Kit (1995)

USAID: GENESYS PROJECT (GENDER in ECONOMIC and SOCIAL SYSTEMS
GENDER ANALYSIS TOOL KIT) (1994)

CENTRE FOR DEVELOPMENT AND POPULATION ACTIVITIES
Gender Equity: Concepts and Tools for Development 1996

INTERACTION COMMISSION ON THE ADVANCEMENT OF WOMEN Best
Practices for Gender Integration in Organizations and Programs from the
Interaction Community: Findings from a Survey of Member Agencies

UNIFEM (and the National Commission on the Role of Filipino Women)
Gender and Development. Making the bureaucracy gender-responsive: A
sourcebook for advocates, planners and implementers 1994

SIDA

Handbook for the Integration of a Gender Perspective in the Health Sector 1996
Handbook for the Integration of a Gender Perspective in the Agricultural Sector 1997