



Setting our own house in order

Review of the Atlas Alliance'
Work on Women's Rights
and Gender Equality

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TABLE OF CONTENTS

Acknowledgements	2
1. Executive summary	3
1.1 Background	3
1.2 Findings	3
1.3 Looking forward	4
2. Introduction	6
2.1 Background	6
2.2 Objective of the Gender Review	6
2.3 Methodology and process	7
2.4 Obstacles	8
2.4.1 The representativity of the review.....	9
2.4.2 The validity of the review	10
3. Findings of the Atlas Gender Review	11
3.1 Gender issues in objectives, programming and implementation	11
3.1.1 Strategy, planning and programming	11
3.1.2 Monitoring and evaluation	15
3.2 Gender expertise, competence and capacity building	16
3.3 Staffing, human and financial resources and decision-making	19
3.4 Organizational culture and perception of achievement of gender equality	22
3.5 Conclusions	24
3.5.1 Gender issues in objectives, programming and implementation.....	24
3.5.2 Gender expertise, competence and capacity building	25
3.5.3 Staffing, human and financial resources and decision-making.....	25
3.5.4 Organizational culture and perception of achievement of gender equality.....	25
4. Implications for further work	26
4.1 Implications for the Atlas Alliance Secretariat and Board	26
4.1.1 Training	27
4.1.2 Gender in policies.....	27
4.1.3 Gender in programme work	27
4.1.4 Gender in information work.....	28
4.1.5 Budgets.....	28
4.2 Implications for the Secretariat and its member organizations	28
4.2.1 Gender Working Group.....	28
4.2.2 Gender Action Plan	29
4.2.3 Training and networking	29
4.2.4 Code of Conduct.....	30
4.3 Implications for the Partner organizations	30
4.3.1 Training	30
4.3.2 Gender in programming and policy	31
4.3.3 Code of Conduct.....	31
Annex 1 List of people met	32
Annex 2 Document analysis tables and summaries	34
Annex 3 Analysis of administrative factors	36
Annex 4 Review of the Atlas Alliance’ work	39
Annex 5 Gender issues and the gender machinery in Lesotho	46
Annex 6 Field study, Lesotho and SAFOD	51
Annex 7 Policies of the Atlas Alliance partner organisations in Lesotho	56
Annex 8 Terms of Reference	59

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1. Executive summary

1.1 Background

The Atlas Alliance's political commitment to equality between men and women has been their key motivation for doing a gender review of the Alliance and their partners. Gender relations shape men and women's opportunities and constraints differently, and disabled women and men are faced with different challenges in the development process. The Atlas Alliance therefore recognizes the importance of integrating a gender perspective in their work. The review process has raised awareness among staff and members, giving gender equality¹ a more central concern as a cross cutting issue to their agenda. In short, to be able to achieve gender equality it is important to identify the most important obstacles through careful analysis and then develop appropriate activities or policies in programmes or organizations.

The review set out to assess and document the Atlas Alliance' work on women's rights and gender equality and establish a baseline on gender mainstreaming² in the organization. The review was participatory in order to enhance maximum organizational learning on the "how to" of gender mainstreaming. It had three major components; surveys, desk review and a field study.

1.2 Findings

There are efforts in many of the member organizations to address gender issues. The review has found some good examples of organizations that include data disaggregated by sex, data analysis, gender training, gender equality objectives and indicators, as well as proposed strategies for action. There is also evidence that the organizations find it important to work on gender issues and that many want to improve their gender work. Of the documents that were analysed, however, only a minority could be considered to be even partly gender mainstreamed. The majority of documents were mainly gender blind. Some organizations partially mainstream gender by including data on men and women, or boys and girls, in some sections of a report or in the analysis in the documents. Overall, however, much of the data for the review indicate that gender is largely dealt with in an ad hoc manner.

Gender mainstreaming requires a systematic approach. Mechanisms must be in place to be able to measure, monitor and report on gender integration. The inclusion of gender indicators is therefore important to be able to measure whether objectives are reached. The review found that even though a number of the organizations collect sex disaggregated data, very few analyze and use this data to measure and improve their work. Moreover, the review found that gender issues were reported to the Atlas Alliance only when there was a specific question in the annual Norad report about this. On the other hand, the field study revealed that some

¹ The Atlas Alliance see **gender equality** as both the recognition that women and men have different needs and priorities, and the fact that women and men should experience equal conditions for realising their full human rights, and have the opportunity to contribute to and benefit from national, political, economic, social and cultural development.

² **Gender mainstreaming** is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

gender work was being done by the partners without being linked to indicators and therefore went unreported.

The field study showed that the gender specialist in SAFOD and the Women's Wings in partner organizations were generally valued by their organizations. The real powers of the Women's Wings were, however, questioned. There is a tendency for gender work to be carried out mainly by staff or volunteers with limited influence and resources. There is an urgent need for clear mandates and resources for the different Women's Wings to be able to promote mainstreaming in their various organizations. Furthermore, Women's Wings can also contribute to gender issues being sidelined and looked at as a concern for the Women's Wing only. Additionally, therefore, a stronger focus on mainstreaming gender into the overall work of the organization would be beneficial.

The review showed that there is a limited understanding of gender concepts in many of the organizations. There is also some confusion about what terms like gender equality and gender mainstreaming actually means, and the majority of the organizations clearly state that they would like to build their capacity on gender issues. The field study also showed that the partner organizations are quite open to more gender emphasis from their Atlas Alliance partner. The Norwegian partners could therefore be more proactive in promoting gender equality if they wanted to and knew how to do so. In order to improve the capacity on gender, networking with organizations and institutions with gender expertise should be developed.

There has been insufficient capacity building of staff and board on gender concepts and the 'how to' of gender analysis and gender planning. If any training has been given it has generally occurred on an ad hoc basis. Organizations need to systematically introduce gender in its planning and capacity building sessions with staff and board. While the review was a learning experience for the organizations involved in the field study, it could not meet the needs encountered everywhere for a thorough training in gender analysis, monitoring and planning. Ways need to be found to ensure that all staff and board have the opportunity to acquire basic knowledge which is fundamental to gender mainstreaming.

The review also looked at issues of organizational culture and found that there is a need for more work in a systematic manner to reduce discrimination and ensure gender equality. In general the field study found that staff is overwhelmed with the demands of work and have little time to reflect on gender issues. This very much affects the quality of the policy analysis, monitoring and implementation.

1.3 Looking forward

Mainstreaming gender would improve the quality and impact of the Atlas Alliance's work. In order to be able to integrate a gender perspective in the Atlas Alliance, the network as a whole and the various organizations among themselves need to develop a more holistic and systematic approach.

The review results suggest that gender mainstreaming would be enhanced through training on gender concepts and tools as well as through the integration of gender in organization policies, strategies and in the programme work. In order to start this process the Atlas Alliance would benefit from developing an action plan outlining goals, objectives and activities to be undertaken. The results from the review implies that actions need to be taken by all the different stakeholders; the Atlas Alliance secretariat and board, members and

partners. All stakeholders must therefore be given the opportunity and time to receive appropriate training and to work towards greater gender integration in their programme work. This will require allocated resources for these purposes. The Atlas Alliance should set up a gender working group for their members and partner organizations that can ensure support to gender mainstreaming and develop ways of promoting gender equality in the Atlas Alliance.

2. Introduction

2.1 Background

The Atlas Alliance is the umbrella organization for the development work of organizations of persons with disabilities and TB patients in Norway. It consists of 16 organizations and two affiliated organizations working with partners in over 20 countries, mainly in Africa. Since 1981 the member organizations have used their own experiences and competence in international development work to strengthen the rights of disabled people and those ill from tuberculosis. The Atlas Alliance aims to develop an inclusive society where no one is discriminated against because of disabilities or (chronic) disease.

This report discusses the results of a gender review of the Atlas Alliance carried out from October 2008 to April 2009. Rather than focussing on gender outcomes in projects and programmes the gender review process³ mainly addresses the Atlas Alliance' approach to gender in the practices and policies on the organizational level of the alliance as a whole, such as human resource issues, budgeting, organizational culture and management, to provide a holistic picture of the gender perspectives and how gender is perceived in the organizations.

The Atlas Alliance has begun to focus on gender as a cross cutting theme in its work during the past few years. The alliance aims at a more inclusive approach and recognizes that efforts to include women will not succeed without simultaneously looking at gender relations, in other words also addressing men's attitudes and practices and the relation between men and women. Achieving the full participation of and benefit for women in development programmes also requires transforming discriminatory institutional structures and legislation.

Two conditions prompted the request for carrying out a gender review. First, as part of the new long term plan 2010-2014 and new Framework agreement with Norad. The Atlas Alliance saw it as an opportune moment to push towards greater integration of gender issues. Secondly, the alliance recognized the importance of documenting actions taken or not taken when they are committing itself to addressing women's rights and gender equality.

2.2 Objective of the Gender Review

The Atlas Alliance is undertaking a gender review in order to improve the work on women and gender equality in the alliance. The overall objective of the gender review is to get a baseline assessing how the Atlas Alliance incorporates gender in policies, programme work and structures at the level of the organizations. Through the review the Atlas Alliance wants to bring out and document their achievements and best practices as well as potential for improvement in this area. The review aims at being a starting point for a process of raising awareness of the importance of improving women's rights and working towards gender equality for achieving sustainable development.

³ The review process used at the Atlas Alliance modified the ILO Participatory Gender Audit Methodology (2007) and the Gender Audit created by InterAction's Commission on the Advancement of Women, which was developed by Patricia Morris, Suzanne Kindervatter, and Amy Woods (<http://www.interaction.org>).

2.3 Methodology and process

The principal methodology used throughout the gender review has been a combination of a participatory process of self assessment and studies of a range of documents. Using this methodology, the review takes into account objective data as well as staff/board perceptions of the achievement of gender equality in an organization. This is done in order to better understand facts and interpretations. It is seen as particularly crucial to focus on the individuals' subjective perceptions as the single most important aspect of the review is to start an awareness process and a dialogue among the people in the various organizations in the Atlas Alliance. There are four steps to the process:

- First, a review of the latest reports and applications.
- The second step involves surveys of attitudes and actions about a range of gender issues in the organizations and an analysis of the responses.
- The third step constitutes a field study.
- The fourth step entails the start of a process working on the implications of the review in order to improve the Atlas Alliance gender integration work.

In sum, the review process:

- creates a picture (baseline) of people's understandings of gender in their organization and provides a starting point for an awareness process
- provides a forum for discussing gender issues
- gives incentives to develop policies such as an action plan for gender integration in the organizations

The review process focuses attention to four different aspects of an organization's operations which form a structural framework to the review:

1. Gender issues in objectives, programming and implementation
2. Gender expertise, competence and capacity building
3. Staffing, human and financial resources and decision-making
4. Organizational culture and perception of achievement of gender equality

In order to create a baseline which gives a broad picture of the entire Atlas Alliance, methods were chosen to get as representative and valid results as possible rather than going into in-depth studies of a few organizations. To be able to carry out a baseline review of around 80 organizations the choice of methods that captured feedback from as many as possible was important. Document studies and surveys were chosen as these methods reach many organizations in a short timeframe. Due to time constraints separate in-depth interviews with the members were not carried out, except for the organizations met during the field study in Lesotho and Botswana. As the first step of a process of awareness raising and change the surveys and analysis of documents have given information to the baseline that raises new questions to be followed up. It will be important that these issues are pursued by the Norwegian member organizations in a continuous dialogue with their partners.

As highlighted in the Terms of Reference for the review the Norwegian member organizations have a specific responsibility to engage their partners during the review process. This involved giving the partners information about the review, handing over and collect the questionnaire, as well as getting feedback from their partners on the Terms of References for the review and field study, seek recommendations for a local consultant in Lesotho and feedback on the draft report. The contact between the Norwegian member organization and their partners during the review is seen as an important part of the process in terms of raising

awareness and in order to put gender on the agenda in the dialogue between the partners. This aspect is considered as essential as the survey results per se.

The review includes an analysis of the latest reports and applications. 41 reports (2007) and 41 applications (2009) were rated together, counting a total of 41 answers. A rating system from 0 to 5 according to 11 statements in terms of how well it described the different issues gives a maximum score of 55. The analysis seeks to elicit general evidence of a gender perspective or gender analysis in the documents being reviewed (Annex 2). In other words, how the concerns and voices of women as well as men, girls and boys, are integrated into the documents. The documents were assessed according to how they were describing that the project activities are affecting males and females differently and what was being done about it. Documents failing to take into account the effect on men and women, boys and girls are so-called gender-neutral or gender-blind and overlook issues related to gender, equality and “double discrimination” of minority groups like women and girls with disabilities.

Two surveys were conducted targeting the Atlas Alliance members and their partners. The main questionnaire (Annex 4) was sent to around 80 organizations in the Atlas network. 50 partner organizations and eight Norwegian organizations responded to the questionnaire. Eight Atlas Alliance member organizations with programme/project funding through the Atlas Alliance responded to an additional survey concerning administrative issues (Annex 3).

During the field study meetings were held with partners in Lesotho and Botswana, as well as with gender organizations and gender units of national agencies. Semi structured interviews were conducted based on the questionnaire that the organizations had responded to a few months earlier. A range of documents, including policies and strategies as well as publications and other materials were assessed. Meetings with some of the beneficiaries provided an important background to the review. However, as the review looks at the organisational level, the primary focus has been the interviews with staff and board members. Findings from the field study are integrated in the findings chapter. More detailed information of particular relevance to the organisations visited in Botswana and Lesotho is to be found in Annexes 5, 6 and 7.

The review report is focussing on the overall trends and seeks to be relevant for all the organizations in the Atlas Alliance. The database, which will be accessible for the Atlas Alliance Secretariat, includes more detailed information on each of the organizations reviewed. This provides a basis for working more closely with each organization in order to enhance the gender work of the organizations within their particular context.

The review team consisted of two evaluators from Norway, Ms. Christine Wiik and Ms. Hanne Lotte Moen from Nord/Sør-konsulentene, and for the field study a local consultant with knowledge of women’s rights and gender equality in Lesotho, Ms Kuena Mophethe, was added to the team.

2.4 Obstacles

The main challenge for this undertaking has been the vast number of organizations taking part in the review. Due to budget constraints it was not feasible to conduct an in-depth assessment of all nine members and their partners although ideally every organization should have their separate gender review with in-depth interviews and workshops with staff and board members. Furthermore the Atlas Alliance members and partner organizations differ in size,

scope of work and have varying experience regarding gender work, which makes it difficult to cater for everyone's needs. Some organizations will find the results as "old news" as they have been working on these issues for some time whereas others have not reflected over gender issues at all. In spite of this variety among the organizations in the study some very distinct results and clear trends have emerged, which we have chosen to focus on and which should be relevant for all. Although the review results are of a general nature, the baseline will be useful for reflection for each organization and as a stepping stone for the for the Atlas Alliance Secretariat's next move.

As the Atlas Alliance was particularly interested in documenting their partners' efforts of working with gender a field study was carried out to get more in-depth information on some of the partners' work. By far most of the partner organizations visited were eager to discuss gender issues and seemed comfortable with the methodology of the review. Some of the partner organizations, however, confused self-evaluation with capacity building and where disappointed when not getting training. One organization showed some initial resistance to the process as they did not feel that they had received adequate information about the review beforehand. When learning more about the intentions of the review, however, they gave valuable input to the process.

Some of the Norwegian organizations expressed concern that their partner organizations would have problems understanding the terminology of the questionnaire or that they would give answers that were groomed for them, in other words giving a more positive picture than is the case. From the survey responses and interviews during the field study, this is, however, not seen as major obstacles.

Follow-up of the review is important. The review will have failed if there is not some kind of follow-up within a reasonable time. The adoption of any actions and the success of their implementation will depend not only on the acceptance of the members and their partners to take them on board, but also for the Atlas Alliance management to have an ownership and understanding of them. Therefore it has been stressed that the management level in the Atlas Alliance secretariat must be involved to be able to take this process further.

2.4.1 The representativity of the review

Various aspects may have had an impact with regard to the representativity of the review:

A reference group, consisting of four persons from different member organizations and staff from the Atlas Alliance secretariat, volunteered to take part in assisting the review team. These member organizations took part because they have a special interest and motivation for the review and may therefore not be representative for the Atlas members in general.

Depending on the circumstances, such as the availability of time and knowledge in an organization, it was left up to the different member organizations and partners to decide who answered the surveys. This may affect the representativity of the results. Due to the vast variety among the Atlas Alliance organizations regarding size and structure, it was, however, not considered meaningful to dictate who should answer the questionnaires. Instead a process of involving relevant staff in discussions of the survey questions was strongly encouraged. The sex of the persons filling out the questionnaire is recorded. There is, however, no record of position or age. This could have been an interesting cross reference, but as many of the organizations are small and the questionnaire is anonymous collecting too much information was considered inappropriate.

A field visit to Botswana and Lesotho was carried out. The partners selected may not be representative for all partners in the alliance, but the field visit gave a more in depth assessment of the issues raised in the review. The field study partners were selected from the following criteria:

- They are partners of member organizations that are part of the reference group for the review.
- There are several partner organizations in Lesotho. This saved resources and time for a condensed field study and made it possible to combine with a visit to a partner in Botswana.
- One member organization has a representative based in Lesotho who was helpful in making arrangements for meetings and possessed local knowledge.
- The partner organizations in Lesotho and Botswana were willing and had the capacity to take part.
- There were no security issues out of the ordinary for these countries.

2.4.2 The validity of the review

Questions can be misunderstood or interpreted differently by different people in different contexts. When studying the findings of the surveys it is therefore important to bear in mind the fact that the questionnaire is generating many subjective perceptions. Therefore the scoring might be higher or different from answers generated by a more objective survey. There may also be differences between the way people act and the way they think they act, just as there are differences between the way organizations act and the way they think they act. These different perspectives are especially relevant when considering gender equality and women's empowerment issues.

The review seeks to build a basis from which to move on in the gender integration work. Therefore the aim is not to establish "the objective truth" but rather a consensual understanding of the reality in which people are working. This self-assessment methodology establishes a consensus on how the organizations are working towards gender equality. It motivates participants to probe for and understand the deeper reality behind the data and experiences. This methodology is undeniably subjective. However, information gained through this self-assessment has been cross-checked against data provided by the desk review, observations, surveys, and through discussions with other partners and stakeholders.

3. Findings of the Atlas Gender Review



Students at the LNVIP Rehabilitation Centre outside Maseru

Gender mainstreaming in many places has been misunderstood to mean women. I think it is necessary for all people to know that it means that both men and women are playing different roles to achieve the same goal.

Partner organization

3.1 Gender issues in objectives, programming and implementation

3.1.1 Strategy, planning and programming

“Gender equality and promoting gender equality is already part of our internal policies. The organization has provided several training sessions on gender equality for all staff.”

NAD and Diakonia Middle East Office in Jerusalem

Most of the organizations say that they work with gender issues to some extent and there is clearly some awareness of gender equality concepts. The majority actually holds that this aspect is fairly well incorporated in their organizations. An overwhelming majority of 80% of the partner organizations report that gender equality goals and objectives are in some way included in the overall strategy and planning processes. Similarly, 86% holds that gender equality goals and objectives are included in the projects of the organization from a moderate to a full extent. Only one organization says that this is not included at all. The Norwegian organizations are slightly more reserved when it comes to the inclusion of gender into both strategies and project work. None of them holds that gender is fully included in strategies, planning processes or in the project work. However, half of them (4) say that they include gender to a significant extent.

Including gender in strategies, planning processes and in the project work is a prerequisite for a successful mainstreaming of gender, and this is therefore a very positive result. It tells us

that there is a certain commitment and awareness in the organizations and a willingness to incorporate gender issues. It is, however, important to bear in mind that the very high score concerning this question could partly stem from a lack of understanding the full extent of what gender integration entails. From the in depth interviews undertaken during the field visits, some organizations stated that they do not have gender discrimination issues, and therefore they say that they are including a gender perspective even though their written documents do not contain any specific information on gender. One partner put it this way: *“Our network pays attention to equality of both the sexes. There is no difference between male and female among intellectually disabled persons, so we have nothing to do with gender issues”*. Several organizations have expressed similar views.

The inclusion of gender indicators in plans is essential to be able to achieve the partners’ overall objectives. However, the evidence from the review suggests that there are few existing indicators for gender equality, and the documents studied are to a large extent gender blind. Moreover, nearly all the gender indicators that exist relate to equal participation and are quantitative rather than qualitative. They measure results in terms of the numbers, not the content of the programmes themselves. Additional qualitative indicators are needed to assess whether or to what extent gender equality is mainstreamed in the work of the organizations.

The document analysis gave only four programmes scores over 20. These are two documents from NAD (Palestine and Uganda) and two from NABP (Eritrea and India). These documents reflect to some degree that the programmes have incorporated a gender perspective in the analysis of economic, social, political and environmental factors. One of these organizations state that: *“During periods of conflict, their focus is not only on women with disabilities and women in households with a disabled family member, but also other vulnerable women in local communities.”* They also use and analyse some gender disaggregated information such as: *“25,979 disabled persons (52% men, 48% women; 57 % children)”* and *“ ... provided services to 6719 active cases of which 53.3% were males, 46.7% females.”* Furthermore they take into account the different experiences of women and men, for example, in case studies, anecdotal or testimonial materials: *“Women have also traditionally not been prioritized within education and have a much higher illiteracy rate than men.”*

Only five programmes made a minor distinction between a focus on one sex and a focus on gender relations in their documents. LHL in Tanzania states: *“TB is affecting the poor segments of the society disproportionately, and women have less access to the funds needed for transport to the clinic for example, and may need permit from her husband to visit the hospital. If he is not aware of the importance of detection, or is worried about stigma, this contributes to delay in diagnosis.”* The lack of focus on gender relations can explain why only 12 programmes (29%) address men’s contribution, benefits and behaviour in relation to gender equality. When focusing on gender one tends to concentrate on women and forget that gender relations and men are also important when working on gender equality and women’s rights. The NAD’s programme in Palestine have a focus on men: *“The CBR programme has more systematically focused on working with men to actively involve them as caretakers for disabled family members.”*

In the reports data and information on women’s rights and gender equality are mainly documented where there are specific questions on the issues. This part of the analysis gave the programmes their highest average score concerning separate programmes and activities provided for women’s empowerment. NABP’s programme in Eritrea and Malawi and NAD’s programme in Uganda and Palestine are good examples of this. According to NAD’s

programme in Palestine “Cooperation with Stars of Hope Society (SHS), a newly established national group of and for women with disabilities, started in 2007. Through SHS, women with disability have taken their own initiative to organize themselves into a national body in order to become more powerful and influential in policy discussions. The initiators of this movement and its leadership are linked to RP partners.”

Best practice:

The Norwegian Association of Disabled, NAD’s Action plan on gender equality and equity (2009-2014)

As the only member organization of the Atlas Alliance NAD has developed a gender action plan. The plan recalls NAD’s commitment to equality of opportunity and treatment between men and women in their work. “In this action plan NAD outlines a series of actions to ensure that both disabled men and women equitably benefit from the programmes it funds and supports and enhance their position in society. The action plan gives direction to NAD’s work and to focus its attention to the key areas its wishes to address in the area of gender roles and relations. The action plan also informs NAD’s partners and allies of our intentions and, thus, provides the basis of discussion for more profound cooperation to promote a world in which both disabled men and women can live, participate, work and contribute as full human beings.”

By the end of 2014 NAD wants to contribute to increased attention to gender and disability among partners and key stakeholders. The inclusion of gender indicators in plans is essential to be able to achieve the objectives. NAD have both internal and external activities with corresponding indicators like the ones highlighted here:

Internal	Indicator
Include attention to specific gender issues in the CBR and DPO programme in the project visits.	Reports of the visits include the discussion on gender.
Appoint a staff member (focal point, perhaps on a rotational basis) responsible to keep gender on NAD’s agenda.	A “focal point” appointed with a clear-cut task and mandate.
Provide new employees with an introduction/ training on the gender strategy.	Develop an inception plan for new employees which include gender.
External	
Lobby for gender as a topic for the next CBR Africa Conference in 2010.	Gender is included in the programme, and sessions are well attended.
Lobby the Atlas Alliance to establish a working group on gender.	Well-functioning working group.
Advocate for the inclusion of disabled women and men in Norwegian Development Cooperation strategies/ action plan and general work on women and gender – (tool: art. 32 in the UNCRPD)	Disability included in official documents on gender.

Even though the documents assessed during the review are mainly gender blind, as many as 30 programmes (73%) do answer the report questions on women's rights and gender equality showing some conceptual clarity that these issues affects the projects. NABP's in India states: *"The recently announced National Policy for Persons with Disability, stressed the urgent need for providing support to disabled girls and women, who are considered to be among the most vulnerable and overlooked groups in society."* There is some interest in and knowledge of the importance of these issues in the organizations and there might be more activities that are not reported in these documents. Underreporting is common due to donors not asking for this information or partners may lack a good monitoring system.

To be able to gender mainstream the documents a monitoring system has to be in place asking about women's rights and gender equality and thereby holding organizations accountable. The annual reports have some questions and forces the organizations to some degree to assess activities in terms of gender. A gender-sensitive system obliges people to take certain actions to comply with policy commitments on gender mainstreaming.

Best practice:

SAFOD's gender policy aim at 50%

While measuring is often considered to be a technical exercise, the process of choosing what to measure is political. Southern Africa Federation of the Disabled (SAFOD) is not only advocating and lobbying for the human rights of disabled people, but has also chosen to measure their gender policy. SAFOD constitutes of 10 national cross disability Federations of the disabled people in Southern Africa. Their Women's Development Regional Programme (WDRP) aims to supports women with disabilities to develop confidence and leadership skills to obtain equal opportunities and equal treatment in both disability organizations and mainstream structures. In terms of reaching this aim they set participation in the structures of SAFOD has successfully managed to achieve amendment of its constitution to provide for 50-50% participation by women and men in the organizational programmes and activities. This is a good way to verify their aim and relatively straightforward to track. Counting heads is also a concrete way to measure change and draw comparisons between different countries. These quantitative data can clearly show changes in gender equality over time, and such evidence can help make explicit the interrelated factors which inhibit or encourage participation in decision-making bodies.

"More men are applying, but our administrative officer is always looking for women. The organization is prioritizing the disabled, but our strategy states a 50% involvement of women and we are working towards this. Unfortunately we are not keeping track of how the members are doing on their staffing and board concerning 50% women."

However, SAFOD's member organizations' interest in gender issues varies. LNFOD are making efforts to recruit more females into positions of the board and LNVIP is similarly ensuring female participation in the board leadership. This strategy should not be confused or equated with mainstreaming a gender perspective into the work agenda. Female representation does not guarantee gender-sensitive policies and actions. To ensure this knowledge and competence of gender sensitivity of individual men and women is needed.

3.1.2 Monitoring and evaluation

“Research was undertaken among women in some rural areas, which showed their needs and gave evidence of how gender issues need to be taken into account when planning programmes.”

Partner organization

When it comes to monitoring and evaluation there is great variety between the organizations. Half of the Norwegian organizations do not collect or analyze sex disaggregated data or they have no knowledge of whether this is being done. Only one organization reports that they collect and analyze such data to a significant extent. Among the partner organizations 42% say that they collect sex disaggregated data. Slightly fewer (34%) say that they *analyze* sex disaggregated data, whereas as many as 46% say that they do not analyze such data at all or they do it only to a limited extent.

Sex disaggregated data can give us valuable information on men and women’s different needs and the effects of interventions on men and women. The fact that many of the organizations already collect such data means that they possess valuable information on men and women which could be of a tremendous help for them in adjusting their programmes and activities to better meet men and women’s different needs. During the field study it was found that organizations such as SAFOD and its members have some sex disaggregated data from the SINTEF survey, and that the NABP Eye Health Project collects sex disaggregated data. Still very few of the organizations are analyzing and using this information, which is needed to mainstream gender in their work. Collecting and using gendered data will enable partners to look at the comparative experiences of men and women with disabilities, and proposing strategies based on this.



Are the projects evaluated to assess impact for females and males? Female student and her teacher making candles at LNVIP Rehabilitation Centre for visually impaired people.

Monitoring and evaluation of the actual gender impacts of programmes and activities is only done to a very limited extent, if at all. Only two partner organizations say that they do this fully, whereas the vast majority of around 67% does this only to a limited extent or they do not monitor or evaluate gender impact at all. One partner organization puts it this way: *“There is a lack of monitoring and evaluation along with the statistics of the blind and partially sighted persons and also the prejudice by the society towards blind female. Society and parents do not easily allow blind female to come forward and get involved in the organizational activities.”* Half of the Norwegian organizations say that they do not monitor or evaluate gender impacts or they do not know if they do so. Interestingly, still a vast majority holds that their programmes contribute to the empowerment of women and girls and the changing of unequal gender relations. 92% of the partner organizations and seven out of eight Norwegian organizations agree that they contribute this way. Since there is little monitoring and evaluation of the gender

impact this is largely based on assumptions and remains undocumented. The organizations assume that they have a substantial positive impact, but there are no surveys or reports verifying these assumptions. By collecting and using sex disaggregated data and monitoring and evaluating the impact on men and women, boys and girls, the programmes and activities would benefit greatly and a much more accurate and targeted approach would be possible.

3.2 Gender expertise, competence and capacity building

“Mainstreaming gender will need staff and members to receive training and procedures changed to guarantee that the gender issues are always taken into account.”

Partner organization

To be able to work systematically with gender issues organizations need capacity building for project staff, partner organizations and implementing partners on gender equality concepts and gender mainstreaming. Knowledge of gender issues related to the different needs of men and women with disabilities is the first requirement for integrating a gender perspective in the work of the Atlas Alliance organizations.

Training:

Many staff members with some training and commitment to gender work raised the issue of basic gender training for all including board members.

Partner organizations:

- *“You need to have workshops that train both men and women what gender is all about. We say gender but we do not know what it is.”*

- *“In our country we have not really come to terms with what gender equality is. We still tend to think that it is getting the man to do household chores. Often when you talk about gender equality even the men will challenge you and say why women not go to dig the grave.”*

- *“It is important to get training on basic knowledge as gender issues can be interpreted wrong. Gender is not just about women. When men see gender they shake. They fear that you have ideas that will threaten them.”*

- *“To be able to mainstream gender in every programme we have to train on sensitization on the issue and involve women in the planning, policy and budget process.”*

Training is important to be able to build capacity on gender mainstreaming accompanied by the development of tools and good practices, in other words training on why and how to.

Even though many of the organizations are incorporating a gender perspective to some extent in their work, poor understanding of gender equality concepts among staff, board members and management and lack of systematic gender training is reported as a significant obstacle to mainstreaming gender into the work of the Atlas Alliance. One organization says that: *“There is confusion over “Gender Issues” and “Women Issues” and our people tend to think that*

“Gender Issues” means “Women Issues”. We need to train them and change this perception.” When asked to point out barriers to incorporating gender, lack of staff training on gender and lack of gender analysis tools was mentioned by 60% of the organizations. Lack of gender training is also being pointed out by the Norwegian organizations as the most important barrier to incorporating gender.

Relating to this, few of the organizations report that they are actually receiving gender training. Among the partner organizations only 23% say that there is some training of staff in gender planning and gender analysis. Five out of eight Norwegian organizations say that no such training is provided to them and only one organization reports that there is training of staff in gender planning and analysis to a full extent.

Throughout the process of this review various organizations have repeatedly called for gender training. They want staff and board members to learn basic gender concepts and to know the rationale behind the importance of working with gender issues. Many say that their leaders must learn more about these issues in order for the organizations to be able to mainstream gender into all their work: *“First we need training and convincing senior management that it is necessary to include gender issues in our programmes,”* one partner organization states. The organizations also want to learn about gender analysis tools and concrete ways to implement an integrated gender approach.



SAFOD staff discussing tools for making gender assessments.

By far most of the partners interviewed during the field visit showed a great interest in gender issues and embraced the opportunity to discuss how they can improve gender integration in their work. Many of them stated that answering the questionnaire had been eye opening and had started an awareness process within themselves and among their colleagues. They reported, however, that they need assistance to build capacity on gender issues and how to promote gender equality. SAFOD, LNFOD and their members all recognize the important role of the women’s wings as their gender specialists and focal points in the

regions, but they also stress the need to expand the expertise by having more basic knowledge on gender in the other parts of the organizations and building the capacity of staff and board. They are clear that this requires specific resource allocations to be earmarked for gender mainstreaming.

Best practice:**Training and workshops in SAFOD**

SAFOD have conducted training on how to get women into leadership positions and have requested members to include women in meetings and management to achieve 50% female representation. *“We did this because many members saw gender issues as only from the recipient side, not on the organizational level.”*

SAFOD facilitated a workshop in Lesotho in April 2008 focusing on this issue and made a list of recommendations to be followed up. The main objective for the workshop was to create an opportunity for women with disabilities to exchange their views, experiences and knowledge on a range of development issues and come up with clear recommendations on the UNCRPD, United Nation Convention on the Rights of Persons with Disability.

The Norwegian member organizations very rarely provide training and tools on gender planning, analysis and evaluation to their partners. Two organizations say that they do this occasionally, whereas the rest say that this never or rarely occurs. One Norwegian organization states: *“We can learn more about how to support gender integration in our programmes, and how to make sure that systems for gender integration are implemented. We also need to make gender a topic of discussion whenever we meet our partners.”* Despite little attention to gender in the Norwegian organizations they can learn from their partners. One of the organizations puts it this way: *“Even though gender haven’t been a regular topic on the agenda, our partner organization is conscious about gender, and it’s interesting to see that there are women in leading positions. We need to encourage this, and influence them to be active about gender issues.”* Interestingly, one of the partner organizations argues that it is difficult to get the donors to acknowledge the importance of gender, highlighting *“... the need to advocate for mainstreaming gender and disability in donor funding support. There is the concern that many international organization agencies do not see the line between gender and disability, hence there is a need to strongly advocate for this.”*

Best practice:**NAD and Diakonia Middle East Office in Jerusalem**

Our programme is already working with partner organizations – programmes- on promoting gender equality in all their activities; partners are aware of including 50% of women in their activities and having men more participating in the stereotyped women roles in taking care of children. We have been providing trainings and continuing education in gender for our partner organization. We should organize for more gender training to our partner organizations in the region, Jordan and Lebanon.

Gender equality and promoting gender equality is already part of our internal policies and the organization has provided several training sessions on gender equality for all staff. Our major success is that men are more involved in caring for their disabled children as reported by our partner organizations. Since our programme is addressing disability which is a stigma in our society at the community level, it has been a challenge to address gender that is another controversial issue. It was not easy to address two controversial issues at the community level.

Similar to the lack of training few resources and reference materials for improving gender integration seem to be available to staff of the organizations. 54% say that they do not have access to such materials or access is limited. Only 7% say that such materials are fully available. Despite this reported lack of gender knowledge and training and limited gender reference materials a significant proportion of the organizations hold that the staff do have the necessary knowledge, skills and attitude to carry out their work in a gender sensitive and gender aware manner. Only 16% say that they do not possess such knowledge and skills, whereas 69% say that they have such skills. The subjective nature of the survey might partly explain this seemingly contradictory finding. It can also partly be explained by a lack of understanding of the complexity of integrating a gender perspective. Furthermore it should be seen as an expression of a great will to take on a more systematic gender integration approach.

The study shows that a vast majority agree that their organization could do much more than it is currently doing to institutionalize gender integration. The fact that so many explicitly say that there is confusion over gender concepts and that they are in need for training must, however, be taken seriously. It must be seen as an indication that much of the gender work is at best done in an ad hoc manner and that many of the organizations could benefit from working more systematically with mainstreaming gender in the organization, including a more systematic approach to capacity building on gender concepts and tools.

3.3 Staffing, human and financial resources and decision-making

“In our organization we have a majority of women, also in leading positions. But maybe we can do more to institutionalize gender – to secure that it is taken into consideration and that gender is being discussed at all levels in our organization.”

Norwegian member organization

The eight Norwegian member organizations were asked to view how well they are doing on 11 areas concerning their administration on a scale from 0-5 and adding comments, giving a total score of 55 (Table 1 and Annex 3). The organization with the highest score, 38, is an organization that has, according to the document analysis, been working more systematically on women’s rights and gender equality. The organization with the second best total score, 33, did not mention gender or women in their annual plan and report analyzed for this review.

Administrative factors	Total score (55)
Norwegian member organizations	
	38
	33
	28
	27
	25
	15
	12
	1

This organization has not provided any narrative comments complementing its score, making it difficult to analyze their answers and assess if there are differences between the way the organization act and the way they think they act.

The Norwegian organizations get a high score for their staff and board gender representation as counting heads is a relatively easily reached aim for gender equality in the Norwegian



Female leadership: Ms. Aria Likenkeng Molibeli, Executive Director of LNVIP

context. One organization puts it like this: *“It is an even distribution between men and women, but this is believed to be more as a result of co incidents then by an active gender policy.”* A total of six organizations state that the staff list shows an even distribution of women and men, and all of them believe that both women and men are represented in decision-making positions and roles in the organization/unit (senior management and above, including board). In one organization 67% of the staff is women. This makes the distribution uneven in favour of women, but in the board only 5 out of 11 members are women. Measures have been taken to promote a more equal sex balance among staff, supplementing the organization’s personnel policies and procedures in this organization and four others.

Four Norwegian organizations state that staff meeting agendas show that gender issues are raised and addressed in meetings. Only one of them makes a comment which indicates that gender is not an issue in

connection with their work agenda: *“Not as an issue that is discussed on a regular basis, more if it comes up in relation to different happenings in the society/media.”*

Mission reports can be a tool to be more systematic and raise awareness. All of the Norwegian organizations are concerned that mission reports should reflect gender issues being raised during field visits, regardless of men or women counterparts. One organization states that they do so *“to some extent, but typically in cases where there are special challenges and needs for addressing such issues”*. Another organization says that the topic is: *“Discussed but not always documented”*. Three organizations give a high score. One comments that: *“Gender issues are now a regular issue on every field trip”*, another says that: *“We should definitely have discussions with partners about the added value of gender equality. We know that women with disabilities are double discriminated and women with disabilities should probably to a greater extent be present in boards and in decision-making bodies. Our role should be to inspire and put more emphasis on the gender discussions, more in the “name of fame” manner.”*

Other areas of systematically mainstreaming gender are the development of terms of reference (ToR) for consultants, and gender being an issue when selecting consultants. Four Norwegian organizations do include gender equality issues to be reported upon within assignments to some extent. Only one organization makes a high score commenting that: *“Over the past year we have been able to include gender issues in ToR.”*

As many as six Norwegian member organizations state that they occasionally or frequently pay attention to gender issues as a factor when they select partner organizations, but only one of them says that requirements for gender integration are always included in the written agreements with implementing partners. Four organizations never include this. One of them admits that *“we need to be more conscious and systematic about gender issues in our work, both in what we do as an organization and in dialogue with our partners”*.

More than half of the partner organizations do not have a person or division responsible for gender, but many say that they are asked to consider gender in their work. Among the Norwegian organizations five out of eight do not have a person or division responsible for gender. One Norwegian organization puts it this way: *“In the international department the employees are taking the responsibility for this task from time to time, although not having a certain percentage of their time dedicated to the task”*. This indicates a certain awareness, but also that gender is not incorporated in a systematic manner.

Cooperating with national machineries responsible for gender or women’s affairs and gender expert organizations gives access to expertise and knowledge on how to implement gender mainstreaming. Most of the partner organizations say that their programmes and activities to some extent are influenced and advised by women’s organizations, networks, and gender experts. Only 4% say that they do not use such expertise at all. The four programmes with an average high score in the document analysis do have good connections with women’s networks. NABP’s partner organization in India says that: *“AICB’s Women’s Forum works actively in close cooperation with mainstream women’s organizations at the National and State levels.”* NAD’s partner organization in Palestine holds that: *“CBR workers have conducted meetings with women’s organizations to plan and arrange for activities on gender issues, disability prevention, community empowerment, lobbying and advocacy.”* The Norwegian organizations use such expertise to a lesser extent than their partners. Five out of eight organizations state that their activities and programmes are influenced in some way by gender expertise.

During the field visit the review team visited external organizations and government bodies with gender expertise in order to get an overview of the existing network of gender expertise in Lesotho. The partner organizations within the Atlas Alliance could benefit from the gender knowledge and capacity within these organizations when it comes to training and advice on how to integrate gender into policies, strategies and the work of the organizations in general. The team found that there is a relatively large amount of organizations with a wide range of gender expertise within Lesotho. More detailed information can be found in annex 5. Most countries do have organizations possessing such knowledge, which the partners of the Atlas Alliance could benefit from.

A clear commitment of time and resources available for gender integration work, including separate budget allocations is an important tool for gender mainstreaming. According to the review financial resources for gender integration work and for gender training are to a very large extent reported as being insufficient or lacking. The lack of financial resources for gender integration is also stated as one of the main barriers to incorporating gender. 76% of the partner organizations say that gender integration and gender analysis is not systematically budgeted for. The document study found that 22 programmes contain information of time and resources allocated to gender integration work. NADs programme in Palestine describes it like this: *“CBR workers and supervisors of all CBR projects in the West Bank (WB) and Gaza received 96 hours of gender training from WATC, Diakonia’s gender resource organization in Palestine. The training aimed at reaching a common understanding among the different CBR partners of basic gender issues and at providing practical ways of mainstreaming gender into project planning and implementation. This training will enable the CBR programme (CBRP) to systematize a gender perspective within the programme. RP staff has also participated in gender training within Diakonia.”*

3.4 Organizational culture and perception of achievement of gender equality

A big challenge is that women are not confident in doing things. They always think things are more important when raised by men”

Partner organization

There seems to be a general openness around gender issues in the organizations. More than half of the partner organizations say that gender issues are frequently or always being taken seriously and discussed openly by men and women in the organization. It is, however, worth noting that 18% say that gender issues are never or seldom being taken seriously and discussed openly. There might be substantial challenges behind these figures. Findings for the Norwegian organizations are similar. Seven out of eight organizations say that gender issues are taken seriously and discussed openly. In general the partner organizations report that staff members are enthusiastic about gender work. 70% say that this is the case. Among the Norwegian organizations, however, only two out of eight say that staff members are enthusiastic about gender work. Surprisingly, six out of eight Norwegian organizations say that they have no opinion about this or say that they do not know. This response should be investigated further in order to better understand the perceptions of gender work within the Norwegian organizations.

Best practice:

Mainstreaming Gender

Gender mainstreaming is an organizational strategy to bring a gender perspective to all aspects of an institution’s policy and programme/project processes. The danger is that when gender concerns are left to the ‘mainstream’ – rather than to specific gender units, staff or programmes – they can become invisible. SAFOD highlights one effort on how they have tried to mainstream the programme:

“We put forward for the general assembly to change the name from Women to Gender Programme. The women in our member organizations were very negative as they were afraid the men would take it over. But we wanted to involve the men, not make it an exclusive programme for women and chasing the men away. Men must understand what we are fighting for. When we changed the name from women to gender programme more men got involved. We have to sensitize for collaboration in the organization to get a common understanding of what gender means.”

Among the partner organizations there is a clear perception of a gap between how men and women in the organizations view gender issues, and 63% agree or strongly agree that men and women view gender issues differently. One organization holds that: *“The men agree that gender issues are important, but I believe that they do not really care so much.”* Contrary to this only one Norwegian organization agrees that there is a difference in how men and women view gender issues.

When asked if the organizational culture places higher value on the way that men tend to work and less value on the way that women tend to work, the answer is again very clear. Only 12% of all the organizations agree that the organizational culture places higher value on men’s work. At the same time cultural patterns are cited as one of four main barriers to gender

integration in the organizations, indicating that there might be a gap between the way people act and the way they think they act.

During the review process the issue of male dominance has been discussed repeatedly. Many have stated that women are not being listened to as much as men. One organization puts it like this:



Ophthalmic nurses Ms. Malekhotla Sello and Ms. Retselisitsoe Taoana are trained with support from NABP and currently working at the NABP Eye Clinic in Maseru

“At the lower political levels there is equality in terms of representation. The challenge is that the women are not at the same level of discussion with the men. The men tend to dominate the discussions and hence the contribution of women is overshadowed.” Another organization says that: *“There are strong women in the women’s wing, but sometimes they are afraid to tell their true feelings. If the board members dismiss their ideas they accept it and it dies out.”* Observations of meeting dynamics during the field study confirmed these statements about men tending to dominate.

According to the survey, however, most of the partner organizations (68%) say that meetings do not tend to be dominated by men. This suggests that the culture varies between the organizations, but again it may also reflect the fact that these are subtle issues difficult to pin point. It is, however, well worth noting that as many as 28% say that male dominance in meetings is frequently or always the case. This may mean that it is seen as a problem by a substantial number of people. None of the Norwegian organizations agree that meetings are dominated by men.

Is 50% enough?

“When a women is saying something it is not taken seriously, but when a man are saying the same people are.”

“Men say that women are always talking a lot, but will never admit that you have a point.”

These are comments from staff members in partner organizations where they have a commitment to a 50% representation in staff and board. Quantitative data is not always as objective as it may seem. One issue relates to “adverse inclusion” whereby women or men may not be equally represented despite data suggesting advances in gender equality. Witnessing group meetings during the field study confirm this. Men tended to speak reasonably more than the women present. Women tended to speak more openly in separate interviews and if there were no men in the meeting. While quantitative data may measure the success of an intervention in terms of the number of women participating, it fails to capture the quality of that participation. Are women’s voices actually being heard? Are they involved in decision-making or just ‘participating’ as silent observers?

There is anecdotal evidence that the relationship between female and particularly senior male staff is not always respectful, and that some male staff treat female staff as inferiors. When the issue of sexual harassment was raised during the field study one organization stated that they have a contract with teachers saying that when a case of sexual harassment perpetrated

by a teacher was reported the teacher in question would be fired. Staff members said it was difficult to take these cases on board as whistleblowers were afraid to come forward as they could experience harassment from fellow teachers. These cases also tend to be seen as a matter between the teacher and the abused children's parents. In general the organizations with which this issue was raised have no procedures on how to handle cases of sexual abuse. This has led to grave dilemmas and difficult situations for people in the organizations. Simple procedures of how the organization handles sexual harassment and abuse would provide for a safer and more predictable environment for staff, board members and beneficiaries.

3.5 Conclusions

The findings of the gender review of the Atlas Alliance are coinciding with the results from a range of other similar studies⁴. Not surprisingly, the gender review has pointed to a lack of systematic integration of a gender perspective in policy, planning and programming. The lack of a clear focus on gender issues suggests the need for stronger leadership, more resources and adequate capacity building. No particular type of organization or geographical region has proved to generate results specific only to that kind of organization or region. The main findings are therefore valid for all of the Atlas Alliance organizations regardless of thematic work or geographic location. Some of the organizations have worked more than others with integrating a gender perspective. However, no organization have a fully integrated gender perspective in all its work, and therefore all the organizations should be able to benefit from the findings and use the baseline as a means to move their integration work further.

3.5.1 Gender issues in objectives, programming and implementation

Most of the Atlas Alliance organizations say that they work with gender issues to some extent and there is clearly some awareness of gender equality concepts. The majority of the organizations hold that this aspect is fairly well incorporated in their organizations. A general observation is that some organizations think that they have integrated a gender perspective because they have some awareness about the importance of maintaining a gender balance among staff and board members. Some have also expressed that inclusion of a gender perspective is not necessary as they do have male and female patients, pupils, participants etc. The field study revealed that some of the organizations think that they are doing well partly because of a lack of understanding of what integrating a gender perspective entails.

Sex disaggregated data can give us valuable information on men and women's different needs and the effects of interventions on men and women. The fact that many of the organizations already collect such data means that they possess valuable information on men and women which could be of a tremendous help for them in adjusting their programmes and activities to better meet men and women's different needs. Many do not make use of this opportunity, and they could benefit greatly if they began analyzing and using these data.

Monitoring and evaluation of the actual gender impacts of programmes and activities is only done to a very limited extent, if at all. Interestingly, still a vast majority hold that their programmes contribute to the empowerment of women and girls and the changing of unequal gender relations. This is largely based on assumptions and remains undocumented. The

⁴ Erfaringer fra evalueringer av kvinne- og likestillingsrettet bistand Berit Aasen, Norsk institutt for by- og regionforskning (NIBR), Oslo, oktober 2006, Norad elaborates on the tendency for gender reviews to reveal similar findings.

organizations assume that they have a substantial positive impact, but there are no surveys or reports verifying these assumptions. By collecting and using sex disaggregated data and monitoring and evaluating the impact on men and women, boys and girls, the programmes and activities would benefit greatly.

3.5.2 Gender expertise, competence and capacity building

Very little gender training is provided to the staff of the organizations in the Atlas Alliance. Similarly there seems to be few gender resources and reference materials available to the staff. Lack of understanding of gender concepts among staff, board members and management is reported as being a significant barrier to mainstreaming gender. The fact that so many explicitly say that there are confusion related to the understanding of gender concepts and that they are in need for training indicate that much of the gender work is at best done in an ad hoc manner and that many of the organizations could benefit from working more systematically with mainstreaming gender in the organization, including a more systematic approach to capacity building on gender concepts and tools.

3.5.3 Staffing, human and financial resources and decision-making

More than half of the organizations do not have a person or division responsible for gender, but many say that they are asked to consider gender in their work. Resources for gender integration work and for gender training are to a very large extent reported as being insufficient or lacking. The findings contribute to the impression that gender work is not being dealt with in a systematic and holistic manner.

3.5.4 Organizational culture and perception of achievement of gender equality

Although there is generally a reported openness around gender issues a modest proportion of the partner organizations say that gender issues are never or seldom being taken seriously and discussed openly. Similarly a few organizations say that the organizational culture places higher value on the way men tend to work. Even if these figures are small, there might be substantial challenges behind this information and it could prove beneficial to address this issue. Among the partner organizations there is a clear perception of a gap between how men and women in the organizations view gender issues, and cultural patterns is reported to be one of the main barriers to gender integration. A majority of the organizations admit that much more could be done to institutionalize gender integration, which provides a good opportunity to enter into a dialogue among the partners on how to move the gender integration work forward.

4. Implications for further work

The review has shown good efforts of integrating a gender perspective by many organizations in the Atlas Alliance. Challenges that the organizations are faced with have, however, also been revealed, and the majority of the organizations agree that they could do much more than they are currently doing to institutionalize gender. A lack of real integration of gender in objectives, programming and implementation is common. Sex disaggregated data is inadequately collected, analyzed and used. Monitoring and evaluation systems fail to assure the integration of a gender perspective, training is insufficient, and gender integration is not systematically budgeted for.

In order to be able to integrate a gender perspective in the Atlas Alliance, the network as a whole and the various organizations among themselves need to develop a more holistic and systematic approach. Gender equality issues tend to disappear at some point unless gender is systematically integrated in the organizations' work throughout the programme cycle. To systematically develop and institutionalize gender mainstreaming, the review results suggest that gender mainstreaming would be enhanced through training on gender concepts and tools as well as through the integration of gender in organization policies, strategies and in the work agenda. In order to start this process the Atlas Alliance would benefit from developing an action plan. The results from the review implies that actions need to be taken by all the different stakeholders; the Atlas Alliance secretariat and board, members and partners.

The implications for further work outlined below, are largely based on input from the organizations reviewed. With reference to the ToR and the scope of this review, the implications are general and meant to be valid for all the organizations in order to create a baseline from which the Atlas Alliance Secretariat can lead the process forward. Within the database for the review more detailed information on each organisation, accessible to the Atlas Alliance Secretariat, will provide a basis for working strategically within the specific cultural context of each organization. The review results provide a starting point for a process of mainstreaming gender in the Atlas Alliance, and in order to move the process further it is vital for each organisation to keep gender on the agenda and continue the process in their own context. An important task within this work will be to explore gender in the context of working with the disabled and those ill from TB.

4.1 Implications for the Atlas Alliance Secretariat and Board⁵

A clear and focused leadership is a prerequisite for achieving real gender mainstreaming in the Atlas Alliance. The Secretariat should take a lead role in this effort, and the necessary human and financial resources must be provided in order to achieve real changes. The Secretariat should actively use the database from the review as a guide to understanding the various organizations' level of mainstreaming gender and as a basis for assessing each organization's needs.

⁵ "Secretariat and board" refers to the decision making level of the Atlas Alliance as well as the executing role of the Secretariat. For practical purposes it is in the following referred to as the Secretariat.

4.1.1 Training

Targeted training of the Atlas Alliance secretariat would be needed to empower the employees to be leaders and advisers in gender integration for their respective members. All staff needs to have sufficient knowledge on gender issues to be able to give advice to members and partner organizations on gender integration issues both on policy level and on project/programme level as well as being able to monitor gender integration in projects and programmes. In order to equip the secretariat with the necessary skills needed to take on this role, a training plan for all staff should be developed and systematic gender training needs to be given to all staff to strengthen their capacity. All staff should have basic knowledge on issues related to gender and development giving them an understanding of why it is important for the Atlas Alliance to integrate gender. This includes basic gender concepts, TB and disability in a gender perspective, national and international legal framework, rationale for gender integration etc. All programme coordinators within the Secretariat should have a more in depth understanding of how to integrate a gender perspective into programme work and how to perform a basic gender analysis. They should be able to give advice to the member organizations on gender issues and monitor gender integration in documents and programme work.

The gender training should be systematic and continuous and should be given to all staff including management and administrative staff. It is of vital importance that the training is well suited for the concrete and everyday needs of each staff. The controller, the information officer and the director do all need to have basic knowledge, but they might also have specific needs suited to their day to day tasks. There are a variety of training courses in Norway and abroad. If possible some of the training sessions could be conducted together with partner organizations, adding an extra dimension and maintaining both a north and south perspective. The quality and relevance of the training is more important than the time spent. However, a yearly one to two full day relevant gender training should be considered for all, whereas programme coordinators should receive a more in depth training in gender analysis and gender integration work.

4.1.2 Gender in policies

In order to maintain a holistic gender perspective in the organization, it is important that the gender dimension is reflected systematically in the strategies and policy documents. This will add to the notion of the Atlas Alliance being an organization with a mainstreamed gender perspective and it will act as an internal and external reminder of this. Rather than revising all existing documents, the secretariat should be responsible for ensuring a gender perspective in any new organizational document being developed.

4.1.3 Gender in programme work

The Secretariat should develop a system ensuring that gender is systematically addressed in all programme work, including the assessment of applications and reports and in documents such as annual plans etc. Specific questions regarding gender should be built into the existing formats for applications and reports. Simple tailor made check lists could be developed in order to help systematize this work. Feedback should be given to the member organizations on their ability to integrate gender, and gender should be an issue on the agenda for all programme related dialogue with members. A system ensuring the reflection of gender issues in mission reports and in dialogue with partner organizations during field visits should also be in place. In order to create a common base for the gender dialogue the Secretariat should

develop a simple check list specifying topics to be raised in meetings with partners and ensuring that gender is systematically included in mission reports. Similarly a gender perspective should be systematically included in the Terms of Reference for reviews, evaluations and when hiring consultants. All these actions will help partners and members identify and report on gender work and gender successes.

4.1.4 Gender in information work

All information materials should be gender screened to make sure that the language and pictures used are gender sensitive and that gender has been considered in terms of content, language and images. This is relevant to all materials such as web page, leaflets, fact sheets, the electronic news letter, the annual report etc. In addition to the information officer's knowledge on gender and information work a simple gender checklist would be useful in order to ensure gender sensitive information materials. The development of a few simple indicators to measure progress would make monitoring easier.

4.1.5 Budgets

If the Atlas Alliance decides to encourage gender mainstreaming among its' members and their partners, an important task for the Secretariat would be to systematically budget for adequate financial resources to support gender integration work. This would include measures to mainstream gender into the organizations as well as staff training in gender concepts, gender integration and gender analysis. It would be advisable to engage in discussions with Norad in order to be able to facilitate such funding without having to rely too heavily on reallocating existing funds.

4.2 Implications for the Secretariat and its member organizations

4.2.1 Gender Working Group

Efforts from the Secretariat alone will not be sufficient in order to achieve gender mainstreaming in the Atlas Alliance. It is vital that the Norwegian member organizations are actively participating in the process in a joint effort to move forward with the gender integration. To facilitate this work a gender working group should be set up consisting of representatives from the Secretariat and the member organizations with a specific interest in gender issues. The gender working group should be headed by the Atlas Alliance Executive Director and one of the programme coordinators in the Secretariat should act as a gender focal point and carry out the daily tasks related to the working group. The gender focal point needs to be adequately trained in gender issues and time and resources must be allocated to carry out this task. The gender working group should aim to strengthen the common effort of mainstreaming gender in the Atlas Alliance as well as act as a venue for information sharing and provide assistance to each organization. The gender working group should have a clearly defined Terms of Reference with an explicit expression of its' role in leading the Atlas Alliance' efforts to mainstream gender.

The appointed members of the gender working group should act as gender focal points in their respective organizations being catalysts for the internal gender integration work within the organization and in dialogue with their partners. The capacity of these gender coordinators will be strengthened through a clear allocation of time and tasks in their job descriptions,

making it clear that their role is being an advocate, catalyst and coordinator for gender integration work.

4.2.2 Gender Action Plan

Developing an Action Plan for gender integration would be a useful way for the Secretariat and the Norwegian member organizations of starting the process of working systematically to mainstream gender in the Atlas Alliance. The plan must build on the increasing interest in and need for support on gender issues from the members, and find ways of promoting the work on gender equality more actively with members and partner organizations. The working group must discuss and decide whether one common action plan is sufficient or whether the individual member organisations need to develop separate plans in addition to the common plan.

The Action Plan should be developed by the gender working group and should include a common goal and a set of actions to be taken to achieve the goal. It should clearly show how the Atlas Alliance must work in order to make gender a cross cutting issue in all the work being done. The plan should be concrete and encompass common gender indicators, qualitative and quantitative, and targets, responsibility and timeframe, so as to make results based monitoring of gender mainstreaming possible.

4.2.3 Training and networking

Targeted training of the Atlas Alliance members is needed to improve their capacity to integrate gender in their work. Training is important in order to make gender sensitivity a specific requirement for all staff and board members in the Atlas Alliance. The working group should develop a gender training plan for the Atlas Alliance member organizations. First priority might be given to members of the gender working group. The training will define and deepen the understanding of gender equality concepts such as gender roles, gender equality, empowerment of women, men's roles and masculinities and equip the trainees with the necessary tools and knowledge to successfully implement gender integration in their work. The training should give concrete gender competence (e.g. ability to carry out a basic gender analysis) and should be provided to all staff and board members. The training should be systematic and continuous.

Organizations such as FOKUS and Norwegian Missions in Development (BN) have relevant experiences and should be approached for advice on the "how to" of gender integration. Furthermore, a study tour among the working group members would contribute to build common gender skills and shared experiences. There are training courses available in several European countries. Visiting organizations with gender mainstreaming experience would also add to the learning process.

In close collaboration with the partner organizations a training plan for the partners should also be developed⁶. This training must be concrete and useful for the day to day work of the participants. It should bring staff and board members to a basic level of understanding of gender issues and introduce tools for analysis and gender integration planning, monitoring and evaluation for those who need a more in depth knowledge. To be able to target as many as

⁶ In addition to a general stated need for gender training several of the partners visited for the review have specifically asked for gender training (LNFOD (member meeting in May/June) and SAFOD (member meeting in September) and LNLVIP.

possible of the partner organizations regional gender networking conferences⁷ can be useful. It brings the north and south perspectives together, provide good venues for networking and prove to be good environments for learning. This would also provide an arena for sharing the successful efforts in gender integration and the achievement of gender equality demonstrated in the activities of implementing partners and member organizations.

Gender should be on the agenda in all meetings between partners, and the sharing of good and best practices should be part of the continuous dialogue among the partners in the Atlas Alliance. A specific check list would be useful in order to systematize this work (Look at chapter 4.1.3 “Gender in programme work” above for more details).

4.2.4 Code of Conduct

A Code of Conduct is an important step in order to create a gender sensitive and safe environment in the workplace and in the programming work. Therefore the Atlas Alliance should request that all Atlas Alliance members and partner organizations develop a Code of Conduct to meet sexual and other forms of harassment and all forms of sexist behaviour with zero tolerance. This must be regarded as grave offences requiring disciplinary action. The Code of Conduct should be signed by the Atlas Alliance members and be included in the contract signed with their partners.

4.3 Implications for the Partner organizations

4.3.1 Training

In cooperation with their Norwegian partner (See chapter 4.2.3) each organization should find ways of ensuring relevant gender training for all staff on basic gender concepts, gender analysis and tools for gender integration. The review results suggest that the organizations would benefit from strengthening their analytical abilities on gender including gender analysis and the collection and analysis of sex disaggregated data.

Basic gender training should be provided to all staff including management and board members. This should include a discussion of the most common gender concepts and definitions according to the specific cultural context, awareness of discrimination, stereotyping, sexist behaviour and sexual harassment. Each organization need to define in their context terms such as gender roles, gender equality, gender mainstreaming, women’s empowerment, equal opportunities, men’s roles and masculinities. Programme staff and others may have a need for more in depth training on gender analysis and integration of gender in programming.

The training should be systematic and continuous, e.g. on a yearly basis. A gender component should also be included in other training programmes where possible. This could provide a good strategy in order to reach a wider audience. It would be advisable to increase male involvement in gender equality via more exploration on how to integrate the male side of gender and incentives to encourage men to promote gender equality. This could be part of the discussion in the training sessions. Workshops or seminars on men and masculinities could be another way of promoting this issue.

⁷ The Norwegian missions in development (BN) and FOKUS are arranging thematic networking conferences.

4.3.2 Gender in programming and policy

In order to work more systematically with gender issues, a gender perspective should be included in all policy and strategy documents, information materials and other documents such as annual plans and reports. Rather than revising all existing documents, the organizations should ensure a gender perspective in any new organizational document being developed. Furthermore, all organizations should ensure systematic collection and use of sex disaggregated data in the projects and programmes in order to strengthen their programmes and better meet men and women's different needs. Where possible a Gender Action Plan for the organization should be developed with concrete measures to be implemented. The local or national gender network including Women's Organizations should be used actively in these processes, and the organizations should draw on the experience of organizations/institutions in the region that have already adopted a gender mainstreaming policy and strategies.

Many of the organisations have a Women's Wing taking care of gender issues, which can be a valuable driving force in enhancing the gender work of the organisations. A Women's Wing must have a clear mandate, adequate resources as well as influence and power in order to be an efficient tool. Gender and women's issues should, however, not be a concern for the Women's Wings only, and their role should be to actively contribute to mainstreaming gender in the organisations as a cross cutting issue.

4.3.3 Code of Conduct

A Code of Conduct is a very important step in order to create a gender sensitive and safe environment in the workplace and in the programming work. Therefore each organization should develop a Code of Conduct to meet sexual and other forms of harassment and all forms of sexist behaviour with zero tolerance. This must be regarded as grave offences requiring disciplinary action. It is further important to ensure openness and flexibility related to work/life conflicts including flexibility that will allow for fulfilling family responsibilities.

Annex 1 List of people met

Mr. Marius Rohdin Karlsen	The Norwegian Association of the Blind and Partially Sighted (NABP)
Mr. Agustin Sambola	The Norwegian Association of the Blind and Partially Sighted (NABP)
Ms. Hanne Witsø	The Norwegian Federation of Organizations of Disabled (FFO)
Ms. Mette Kloumann	The Norwegian Heart and Lung Patient Organization (LHL)
Ms. Kari Lindemann	The Norwegian Association of Disabled (NAD)
Mr. Erik Alfredsen	The Norwegian Association of Disabled (NAD)
Ms. Anne Jensrud	The Atlas Alliance secretariat
Ms. Rikke Bækkevold,	The Atlas Alliance secretariat
Ms. Trine Riis-Hansen	The Atlas Alliance secretariat

Field Study

Southern Africa Federation of the Disabled (SAFOD)

Ms. Tecla Butau
Ms. Koloppdiso Koontse
Mr Yambas Nchinano
Mr. Alexander Phiri
Ms. Dorothy Musakanya
Ms. Sikhohliwe Mpofo
Mr Panganai Sande
Ms. Prosperity Sibanda
Ms. Norma Fjwela
Mr. Robert Mkozho
Ms. Annie Malinga

Government of Lesotho Ministry of Health and Social Welfare

Director Department of SW, Ms. Limakatso Chisepo
Chief Rehab Officer, Ms. Mamohau Matsoso
Senior Rehab Officer, Ms. Liphohlo Liphohlo

Lesotho Society of Mentally Handicapped Persons (LSMHP)

Executive Director, Ms. Kgomoco Motsamai
Programme Officer, Ms. Mafumane Makhele

National Association of the Deaf Lesotho (NADL)

Programme Manager, Ms. Likopo Lesoetsa

Lesotho National Association of the Physically Disabled (LNAPD)

Chairperson, Mr Bolofo Motlatsi
Member, Mr Khotso Petje
Treasurer, Mr. Lehlohonolo Mafofo
Member, Mr. John Mohale
Member, Ms Phonyane Damane
Secretary, Ms. Malerato Moeketsi

Federation of Organizations of the Disabled (LNFOD)

Programme Officer, Ms. Mapitso
Finance and Administration Officer, Ms Mokome Monaheng
President, Mr. Lehlohonolo Mafofo
2nd Vice President, Mr. Tseliso Leisa
Vice Secretary, Ms. Masenate Tau
Secretary General, Mr. Stephen Thoahlane
Vice Publicity, Ms. Pascalina Letsau
1st Vice President, Ms. Likopo Lesoetsa

Lesotho National League of the Visually Impaired Persons (LNVIP)

Executive Director, Ms. Aria Likenkeng Molibeli,
Braille index officer, Ms. Mathebokoane Karabelo,
Vice secr general, Mr. Themba Molikoe,
President, Ms. Mabataung Khetsi (also member of LNFOD
women's wing)
Secretary/accountant and driver, Ms. Cecilia Rahlao
Secretary General and Minister of Labour and Employment,
Mr. Moses Refiloe Masemene

NABP Eye health project Lesotho

Project coordinator and ophthalmologist, Dr. Sharma
Consultant ophthalmologist, Dr. Musi Mokete
Ophthalmic nurse, Ms. Malekhotla sello
Ophthalmic nurse, Ms. Retselisitsoe Taoana

Lesotho Planned Parenthood Association (LPPA)

Chief Executive, Mr. Dan Mofokeng Makhetha
Programme Director, Ms. Toto Sekoto
Project Coordinator, Ms. Tati Manjani
Project Coordinator, Ms. Matumelo

Lesotho Ministry of Gender and Youth, Sport and Recreation

Director of Gender, Ms. Matau Futho-Letsatsi

The Lesotho Council of Non-Governmental Organizations (LCN)

Women and children commission coordinator, Ms. Masebueng
Majara

Federation of women lawyers (FIDA)

Legal aid officer, Ms. Tsoarelo Nyai

Justice and Peace

Director, Mr. Booi Mohapi

Annex 2 Document analysis tables and summaries

The document analysis table seeks to elicit general evidence of a gender perspective or gender analysis in the documents being reviewed. Indicate the document title in Part 1 and rate each of the statements in Part 2 in terms of how well it describes the document by circling the appropriate number.

In your view, how well do the following statements fit the document? Use the following scale from 0-5 when responding:

0 – statement does not fit at all

1 – statement fits some parts (10-25%)

2 – statement fits moderately (25-50%)

3 – statement fits adequately (50-75%)

4 – statement fits quite well (75-95%)

5 – statement fits very/absolutely well (95-100%) (Gender is mainstreamed throughout the document consistently)

The right-hand column is reserved for your comments. We encourage you to use it to complement your analysis. Now add up the statement scores and enter the total next to the title in Part 1.

Part 1

Organization	
Document title	
Score	

Part 2

Analysis	Comments
1. The document reflects that the project has incorporated a gender perspective in its analysis of economic, social political and environmental factors. 0 1 2 3 4 5	
2. It shows conceptual clarity on what gender equality, gender mainstreaming, etc., mean to the project. 0 1 2 3 4 5	
3. The document uses and analyses gender disaggregated data/information. 0 1 2 3 4 5	
4. It takes into account the different experiences of women and men, for example, in case studies, anecdotal or testimonial materials. 0 1 2 3 4 5	
5. It distinguishes between a focus on one sex and a	

<p>focus on gender relations.</p> <p>0 1 2 3 4 5</p>	
<p>6. It includes the gender equality objectives and indicators to monitor and measure outcomes and impacts on gender equality.</p> <p>0 1 2 3 4 5</p>	
<p>7. It outlines clearly what commitment of time and resources are made available for gender mainstreaming, including separate budget allocation.</p> <p>0 1 2 3 4 5</p>	
<p>8. The document focuses on women's empowerment and provides for separate programmes and activities.</p> <p>0 1 2 3 4 5</p>	
<p>9. The document addresses men's contribution, benefits and behaviour in relation to gender equality.</p> <p>0 1 2 3 4 5</p>	
<p>10. The document indicates capacity building for project staff, partner organizations and implementing partners on gender equality concepts and gender mainstreaming.</p> <p>0 1 2 3 4 5</p>	
<p>11. The document indicates capacity building for national machineries responsible for gender/women and for gender expert organizations on gender issues.</p> <p>0 1 2 3 4 5</p>	

Use the space below to record any salient comments from the unit's technical cooperation document analysis tables that you think can inform your organization's discussion on gender mainstreaming. Please use additional sheets if necessary.

Annex 3 Analysis of administrative factors

The assessment of the Atlas Alliance work on women’s rights and gender equality includes analysis of the organization’s written policies, documents and handbooks and will determine if members actually apply these – and if so how well and with what results. They reveal not only if the job is being done the right way, but opportunities to improve and innovate. For this reason we will collect and analyse the perceptions of people working in the organization.

We use a participatory approach in this assessment in order to promote learning and ownership of the process and outcome. It is also used because individuals employed in the Atlas Alliance member organizations have the motivation and capacity to assess themselves and their organizations.

We would like you to gather as many people as possible from your organization or unit and discuss the following areas. Hand in one answer from your organization to Christine Wiik, cw@nordsor.no by **28th of November**. **The answers will be handled anonymously in the report.**

In your view, how well do the following statements fit your organization? Use the following scale from 0-5 when responding. You must high light the no. of your choice in **red**.

- 0 – statement does not fit at all
- 1 – statement fits some parts (10-25%)
- 2 – statement fits moderately (25-50%)
- 3 – statement fits adequately (50-75%)
- 4 – statement fits quite well (75-95%)
- 5 – statement fits very/absolutely well (95-100%) (Gender is mainstreamed throughout the organization consistently)

The right-hand column is reserved for your comments. We encourage you to use it to complement your analysis.

Analysis	Comments
1. The staff list shows that there is an even distribution of staff posts among women and men. 0 1 2 3 4 5	
2. Women and men are both represented in decision-making positions and roles in the organization/unit (senior management and above, including board). 0 1 2 3 4 5	
3. Staff responsible for gender issues is identified on the staff list or on a separate task	

<p>list, and the percentage of their time dedicated to gender is specified.</p> <p>0 1 2 3 4 5</p>	
<p>4. Staff has participated in awareness-raising/training/capacity building courses or seminars on gender.</p> <p>0 1 2 3 4 5</p>	
<p>5. Measures have been taken to promote a more equal sex balance among staff in the organization, supplementing the organization's personnel policies and procedures.</p> <p>0 1 2 3 4 5</p>	
<p>6. Staff meeting agendas show that gender issues are frequently raised and addressed in regular meetings.</p> <p>0 1 2 3 4 5</p>	
<p>7. Organization's documents (<i>styringsdokumenter/prinsippprogram</i>) clearly indicate gender objectives and indicators for the organization.</p> <p>0 1 2 3 4 5</p>	
<p>8. Organization's budgets clearly indicate what resources are ear-marked for gender-related work.</p> <p>0 1 2 3 4 5</p>	
<p>9. Mission reports reflect gender issues being raised during field visits, regardless of men or women counterparts.</p> <p>0 1 2 3 4 5</p>	
<p>10. Terms of reference for consultants include gender equality issues to be reported upon within their assignment.</p> <p>0 1 2 3 4 5</p>	

11. Knowledge of gender issues is included when selecting consultants. 0 1 2 3 4 5	
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Kindly use the space below to record any salient comments from your organization's administrative work that you think can inform your organization's discussion on gender mainstreaming. Please use additional sheets, if necessary.

Annex 4 Review of the Atlas Alliance' work

'Working on gender issues obliges organizations to set their own houses in order, and change aspects of the organizational culture which discriminate against women staff and women beneficiaries', Sweetman (1997).

Your Norwegian partner is a member of The Atlas Alliance, a Norwegian umbrella organization for the development work of disabled people's organizations in Norway and the fight against tuberculosis. Through a review of the work on women's rights and gender equality the Atlas Alliance wants to bring out and document their partner's achievements and best practices in the area of women's rights and gender equality. Gender mainstreaming within the Norwegian organizations will also be assessed. The review aims at being a starting point for a process of raising awareness within the organization on the importance of improving women's rights and working towards gender equality for achieving sustainable development, and to create a realistic and practical plan for this work.

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

The Atlas Alliance see **gender equality** as both the recognition that women and men have different needs and priorities, and the fact that women and men should experience equal conditions for realising their full human rights, and have the opportunity to contribute to and benefit from national, political, economic, social and cultural development.

To be able to assess progress in gender mainstreaming the Atlas Alliance **need your help**. We are consulting you in order to understand your perceptions on gender mainstreaming. This comprises a short anonymous questionnaire and should not take longer than 15 minutes to complete. We would be most grateful if you could make the time to complete it. By answering the questions below we will be able to measure the implementation of gender mainstreaming in terms of:

- Address women's or men's practical needs, i.e. new skills, resources, opportunities or services in the context of their existing gender roles.
- Increase gender equality of opportunity, influence or benefit, e.g. targeted actions to increase women's roles in decision-making, opening up new opportunities for women/men in non-traditional skill areas.
- Develop gender awareness and skills among policy-making, management and implementation staff.

- Promote greater gender equality within the staffing and organizational culture of development organizations, i.e. the impact of affirmative action policy.

We appreciate your help in completing the survey. Please answer the questions honestly and thoughtfully so that they will be as useful as possible. Not everyone will know the answers to all the questions. Circle the “Don’t know” response when needed. Please feel free to contact Christine Wiik if you have questions (cw@nordsor.no).

Your contributions are anonymous and will be handled confidential. The source of the contribution will not be revealed to superiors or recorded in the report. However, for practical reasons the facilitators need to record who has answered the survey. For this purpose we need you to indicate the name of your organization. This information will not be used in the report.

Demographic Information

Please check or tick the appropriate box:

Sex: Male Female

Name of organization⁸ and country: _____

Programming: Programme Planning and Design and Activity Implementation

To what extent
1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully

1. Are gender equality goals and objectives included in the overall strategy and planning processes by your organization?	1	2	3	4	5	Don’t know
2. Are gender equality goals and objectives included in the organization’s projects?	1	2	3	4	5	Don’t know

⁸ For the purpose of this survey we will use the name “organization” in spite of the fact that you might represent a network, institution or other agencies.

3. Are your programmes and activities influenced and advised by women’s organization, networks, and gender experts? 1 2 3 4 5 Don’t know

4. Do you agree that your organization has the capacity to addressing gender issues in its programmes/activities?

1 = Strongly Disagree 2 = Disagree 3 = No Opinion 4 = Agree 5 = Strongly Agree

5. Are any of the following issues barriers when you try to incorporate gender in your organization?

- | | |
|---|--|
| Size of the organization | Number of staff |
| Office culture/environment | Cultural patterns |
| Lack of staff training on gender | Lack of financial resources for gender integration programming |
| Lack of gender analysis tools | Lack of support from senior management |
| Low organizational priority for gender issues | |

Other: _____

Programming: Technical Expertise

To What Extent.....
1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully

6. Is there a person or division responsible for gender in your organization? 1 2 3 4 5 Don’t know

7. Is there training of staff in gender planning and gender analysis? 1 2 3 4 5 Don’t know

8. Are there easily accessible resources and reference materials available to staff for improving gender integration? 1 2 3 4 5 Don’t know

15. Are requirements for gender integration included in the written agreements with implementing partners? 1 2 3 4 5 Don't know

16. Does your organization provide training and tools on gender planning, analysis, and evaluation to implementing partners? 1 2 3 4 5 Don't know

Organizational Framework and Dynamics: Guidance on Gender

To What Extent.....
1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully

17. Do you agree that management rather than technical staff is responsible for the development and implementation of gender guidance?
 1 = Strongly Disagree 2 = Disagree 3 = No Opinion 4 = Agree 5 = Strongly Agree

Organizational Framework and Dynamics: Human and Financial Resources

To What Extent.....
1 = Not at all 2 = To a limited extent 3 = To a moderate extent 4 = To a significant extent 5 = Fully

18. Is gender equality/gender issues something that you are specifically asked to consider in your work? 1 2 3 4 5 Don't know

19. Has your organization budgeted adequate financial resources to support gender integration work? 1 2 3 4 5 Don't know

20. Is staff training in gender integration and gender analysis systematically budgeted for? 1 2 3 4 5 Don't know

Do you agree that.....
1 = Strongly Disagree 2 = Disagree 3 = No Opinion 4 = Agree 5 = Strongly Agree

21. There has been a gradual increase over the past few years of gender expertise among staff members (e.g., more training on gender, hiring more people with knowledge of gender, etc.)? 1 2 3 4 5 Don't know

22. There should be active strategies to recruit or promote women in your organization? 1 2 3 4 5
 Don't know

Organizational Framework and Dynamics: Organizational Culture

23. Are gender issues taken seriously and discussed openly by men and women in your organization?
 1 = Never 2 = Seldom 3 = Occasionally 4 = Frequently 5 = Always

24. If it occurs, is gender stereotyping challenged by individual staff members in your organization?
 (For example, if someone makes a generalization related to gender such as "All men are lazy" or
 "all women are greedy," does anyone contradict the statement?)
 1 = Never 2 = Seldom 3 = Occasionally 4 = Frequently 5 = Always

Do you agree that..... 1 = Strongly Disagree 2 = Disagree 3 = No Opinion 4 = Agree 5 = Strongly Agree

25. There is a gap between how men and women in your organization view gender issues? 1 2 3 4 5 Don't know

26. The staff members are enthusiastic about gender work? 1 2 3 4 5 Don't know

27. Your organization could do much more than it is currently doing to institutionalize gender integration? 1 2 3 4 5 Don't know

28. Regular meetings at your organization tend to be dominated by men? 1 2 3 4 5 Don't know

29. The organizational culture of your organization places higher value on the way that men tend to work and less value on the way women tend to work. 1 2 3 4 5 Don't know

30. What do you think your organization should do to promote gender equality in programmes?

31. What do you think your organization should do to promote gender equality in its internal operations and policies?

32. Please describe any successes or challenges you have experienced in integrating gender in programming or other aspects of work in your organization.

Other comments:

Annex 5 Gender issues and the gender machinery in Lesotho

1. INTRODUCTION:

Atlas Alliance has commissioned an audit on its member organizations in Lesotho. The focus of the audit is to determine the extent to which its members are gender sensitive and the extent to which that sensitivity is reflected in the policies and programmes of its members or to which it is reflected in their practices.

In addition Atlas Alliance also wanted to undertake a review of some selected organizations that are not its members but which deal with gender issues. These organizations were to be visited by the Atlas Alliance consultant during the two days of 3rd and 4th February. A limited number of appointments were made for the consultant in view of the time constraints.

The following are the organizations that were selected and whose policies and strategies were reviewed:

1. Federation of Women Lawyers (FIDA);
2. Women and Law in Southern Africa Research and Education Trust (WLSA);
3. Lesotho Council of Non-Governmental organizations (LCN);
4. Lesotho Planned Parenthood Association (LPPA);
5. Justice and Peace;
6. PHELA Health and Development Communications (PHELA);
7. Ministry of Gender, Youth and Sports; and
8. Gender and Child Protection Unit, Ministry of Home Affairs (CGPU)

2. Background Information on Gender issues in Lesotho:

In order to understand and put in perspective the policies or lack of policies on gender issues in some of the selected organizations it is important to have an overview of the policy framework on gender in the Kingdom of Lesotho.

Lesotho is situated in Southern Africa, a landlocked country that is completely surrounded by the Republic of South Africa.

It is one of the least developed countries with meager natural resources.

It is a primarily rural society with 20 – 30 percent of its 2 million estimated population dependent on and surviving on subsistence agriculture. A large number of Basotho males, about one in six, used to work in the mining industry in the neighbouring Republic of South Africa (RSA). These miners were then able to care for their families by remittances they sent home. Large numbers of these Basotho miners were retrenched from the RSA mines in the 1990s with the result that the economic status of majority of Basotho families has declined.

2.2 Legal Status of Women:

Until 2006 when a new law, “The Legal Capacity of Married Persons Act” was enacted, women in Lesotho were regarded as minors under the law. This legal minority of women, coupled with discrimination on the basis of gender, has for decades contributed to making women in Lesotho economically depended on other people, in particular their husbands, brothers or uncles.

2.2.1 Lesotho Constitution:

The 1993 Constitution of Lesotho is the highest law of the land. Under section 18, the Lesotho Constitution prohibits discrimination of all forms. Under section 19 it guarantees all individuals equality before the law.

2.2.2 Legal System:

Lesotho has a dual legal system. This means that it practices in parallel both the Basotho customary law as well as the civil law. Both legal systems are on an equal footing.

Under both systems women were regarded as minors and were rendered legally incapable of holding property in their own names or entering into commercial transactions unassisted by some male relative.

Under customary law women could not inherit from their parents. Under customary law there was no emancipation and women were perpetual minors.

Under the civil law women who were under their husbands' marital power, could not hold property in their own names and could not enter into any commercial transaction unassisted or without the husband's consent.

A number of laws were passed to perpetuate this legal minority of women and discrimination. Some of the relevant laws are:

The Deeds Registry Act of 1967, prohibiting registration of immovable property in a woman's name;

The Company's Act of 1967, prohibiting women from being shareholders in companies or being directors in a company without the husband's consent;

The Land Act of 1979(an exception was later made for residential property);

The Inheritance Proclamation, the Intestate Succession and many other laws.

The effect of these laws was to perpetuate women's minority status meaning that women could not, in their own right and without their husbands' permission, engage in any business activities. They could not hold shares or be directors in companies without such consent. They could not be appointed as trustees, they could not hold property in their own names, they could not (under custom inherit) and many others.

3. WOMEN HUMAN RIGHTS DEFENDERS:

It is against this background that the policies and programmes of a number of organizations selected for this assignment should be viewed. Women organizations such as the Federation of Women Lawyers (FIDA), Women and Law in Southern Africa Research Trust (WLSA), through their research efforts, lobbying and advocacy role have emerged and distinguished themselves by being in the forefront in fighting for and defending women's rights. They fought for the removal of the legal minority of women.

In 2006, in part through the efforts of these women's organizations, a bill that was intended to deal with the issue of the legal minority of women was tabled before the Lesotho Parliament. In December 2006 the Lesotho Parliament passed into law, "The Legal Capacity of Married Persons Act, No. 60 of 2006".

The passing of this law became a watershed moment in the lives of Basotho women, particularly economically. It removed the legal minority of women, it removed gender inequality, it recognized Lesotho women as complete human beings capable, just like men, of handling their legal and economic affairs and capable of entering into any developmental or commercial transactions.

This newly found gender equality is a new phenomenon in Lesotho and is still not quite understood by many people and certainly not understood by most women. This fuels a number of misunderstandings and fear amongst some men who wrongly perceive the new law as reversing the gender roles.

In addition the women human rights defenders have to fight a new war for the mainstreaming of gender in all the government policies, to ensure that the gender inequality is eradicated in practice, allowing women to play a more meaningful role in the country's economic development.

3. ABOUT SELECTED ORGANIZATIONS:

3.1 Federation of Women Lawyers (FIDA): FIDA is an NGO that was established in 1988. It is a non profit making organization. It therefore depends to a large degree on donors and financiers to sponsor its projects. It has at its disposal a wide array of professional legal expertise and experience through its membership. FIDA's general objectives are;

- 3.1.1 To promote gender equality;
- 3.1.2 To promote and enhance the welfare of women and children;
- 3.1.3 To work for the promotion of democracy in Lesotho and to take steps necessary to promote and protect human rights;
- 3.1.4 To influence and advocate for law reform especially on laws that adversely affect women and children

FIDA has had considerable successes. Through its efforts the Lesotho government has been able to amongst others;

- ✓ Enact the Legal Capacity of Married Persons Act in 2006;
- ✓ Enact the Sexual Offenses Act;
- ✓ Establish the Law Reform Commission; and many other policies

FIDA has simplified and disseminated a number of laws and policies, sits and participates in the Law Reform Commission, has trained and continues to train paralegals, runs a legal clinic for disadvantaged persons, both male and female and undertakes awareness campaigns and radio programmes to teach the public on gender equality and a number of issues facing the society such as HIV and AIDS and others.

Recommendation:

FIDA is very strong on issues of preparation of information to suit recipients' dissemination of such information, training and awareness raising campaigns. It is in these fields that the organization can be used.

3.2 Women and Law in Southern Africa Research and Education Trust (WLSA)

WILSA was founded in 1992. Its developmental objectives are to improve the legal status of women in Southern Africa and to develop the research skills of women law researchers in the network countries. These are achieved through, amongst others:

- 3.2.1 Conducting research on gender issues inn Southern Africa, particularly issues related to legal rights;

- 3.2.2 Cooperating and liaising with other organizations which are interested in issues relating to gender and the law in all WLSA countries, in the region and internationally;
- 3.2.3 Providing information on gender and the law in order to influence policy and law reform in each country.

WLSA undertakes a number of programmes to achieve the above objectives. Such programmes include research, information, documentation and dissemination, training and education and lobbying and advocacy.

Recommendation:

WLSA is very strong on research, it can be used to research into any issues of gender or to provide information on such issues from the researches they have already undertaken.

3.3 Lesotho Council of Non Governmental Organizations (LCN): LCN is an umbrella body that has membership from a wide range of non-governmental organizations with varying objectives. Some of its members have as their main objective, the promotion of gender equality while others do not. This organization does not have any internal policies or strategies aimed at or directly dealing with gender issues, it has however a gender commission that is entrusted with oversight on gender issues.

Recommendation: It can be used for networking purposes and sharing of experiences with other organizations as well as guidance on issues of common interest to the members. It can also source appropriate training for its members

3.3.1 Lesotho Planned Parenthood Association (LPPA): LPPA is a non profit organization that deals with the following thematic areas:

- 3.3.2 Advocacy;
- 3.3.3 Adolescence, providing information and recreation to them;
- 3.3.4 Access to family planning services;
- 3.3.5 Aids prevention and awareness;
- 3.3.6 Male clinic

It assists abused children, it provides counselling services, both physical and psychological, and it provides treatment such as emergency contraception. It is muting having mobile clinics.

Recommendation:

It can be used for counselling services and all services related to the reproductive system and organs and related matters.

3.4 Justice and Peace: This is a non- governmental and Roman Catholic organization that undertakes field studies and research on a number of issues including gender. It works closely with organizations such as FIDA through referring gender violations that come to their attention to it for assistance and handling as appropriate. They do not have any policies or strategies on gender issues.

3.5 PHELA Health and Development Communications (PHELA): PHELA as its name suggests, undertakes research on health and development issues and publishes/communicates its findings and shares the information with the public through booklets that it publishes and distributes, radio programmes, billboards and drama. It also engages in community mobilization on current issues on health and development.

Recommendation:

PHELA can be used for communicating messages that need to go to the public, through its various means.

3.6 Ministry of Gender, Youth and Sports: As the name suggests this is the Lesotho Government Ministry that is responsible for the gender issues, including initiation of the formulation of policies on gender as well as the sponsoring of relevant laws on gender. The Ministry has a policy on gender known as the Gender and Development Policy. This policy was passed in 2003 and its mission is said to be the advancement of gender equity and equality through capacity building, socio-economic and political empowerment as well as networking with governmental and civil society groups. The policy's overall objective is to take gender concerns into account in all national and sectoral policies, programmes, budgets and plans in order to achieve gender equality in the development process. In 2006, the Lesotho government passed a law called the Legal Capacity of Married Persons, abolishing the legal minority status of women. This law still needs to be made a reality in the lives of many women and this is a challenge that faces both the Ministry and civil society organizations.

3.7 Child and Gender Protection Unit (CGPU): CGPU is a unit within the police service that is dedicated to the protection of women and children as well as handling cases of abuse.

Issues of gender violations are referred to this unit which is specialized and specifically trained on handling gender issues. Sensitive gender issues such as sexual offences, domestic violence and others are handled by this unit and where there is a criminal case to prosecute they do so, otherwise they refer issues of a civil nature to organizations such as FIDA to mediate on or take to court on behalf of the victims.

Recommendation:

It can be used to deal with cases of abuse.

4. Conclusion and Recommendations:

These selected organizations have in house specialized expertise in their core fields. The Lesotho partners of the members of the Atlas Alliance can benefit from the services that are provided by these organizations and others. They can be used in their different areas of expertise as briefly articulated on in the document under recommendations following a brief on each organization.

Annex 6 Field study, Lesotho and SAFOD

Introduction

This summarizes the main findings and recommendations from the field study. As part of the gender review some selected partners were visited in order to obtain a deeper understanding of the way they work with gender issues. For this reason it was important to collect and analyse the perceptions of people working in the partner organizations (Annex 1).

To be able to gender mainstream organizations need technical capacity with monitoring skills and an organizational culture that translate policy into action. These are the areas assessed during the visit to partners in Lesotho and SAFOD in Botswana.

Gender issues in objectives, programming and implementation

As a starting point, SAFOD, an association of 10 national cross disability Federations of the disabled people in Southern Africa, has good potential to be a driving force for their members in the work of gender. SAFOD has a political commitment with a gender policy which supports women with disabilities to obtain equal opportunities and equal treatment in disability organizations and mainstream structures. However, the meaning of gender equality is limited to participation in the structures of SAFOD to have a constitutional claim to fifty percent in all decision-making bodies. Gender equality is not explicitly defined further than this reference to equality of participation. SAFOD still needs to develop a more systematic and analytical approach to gender integration and to have this commonly shared and applied by the network as a whole. A clearer definition of gender equality as a policy objective for SAFOD would strengthen its gender analysis.

SAFOD's member organizations' interest in gender issues varies. LNFOD are making efforts to recruit more females into positions of the board and LNVIP is similarly ensuring female participation in the board leadership. This strategy should not be confused or equated with mainstreaming a gender perspective into the work agenda. Female representation does not guarantee gender-sensitive policies and actions. To ensure this knowledge and competence of gender sensitivity of individual men and women is needed.

Implications

- A gender perspective should be integrated in the existing policies and strategies of all partner organizations. The organizations should be encouraged to develop a gender Action Plan, which should be distributed to all members of the organizations and all their staff/board members.
- The partners should strengthen their analytical abilities on gender and define in their context terms such as gender equality, gender mainstreaming, women's empowerment, equal opportunities, men and masculinities.
- Partners should benefit from the experience of organizations/institutions in the region that have already adopted a gender mainstreaming policy and strategies.
- Increase male involvement in gender equality via more exploration on how to integrate the male side of gender and incentives to encourage men to promote gender equality. Organize workshops or seminars on men and masculinities.
- Ensure that gender policy issues are addressed in the preparation and follow-up of forthcoming SAFOD discussions on the constitution in September 2009.
- SAFOD and LNFOD should use the meeting in September 2009 to begin work on coordinating a new interregional project that aims to enhance gender mainstreaming

among their members. Working with some pilot countries, this project should aim to help members identify their needs regarding gender mainstreaming on the basis of an assessment of their experiences and situations. It should contribute to strengthening the institutionalization of gender by various means including the setting up of joint task forces on gender mainstreaming. An inter-regional meeting should review the experiences and also help to promote understanding on the need for an organization-wide policy.

Technical expertise, competence and capacity building

A knowledge base about the different needs of men and women with disabilities is the first requirement for making a good gender analysis. Ownership of gender mainstreaming will be easier if partners are capable of making their own gender analysis.

The partners visited reported interest in gender issues, but need assistance to build capacity on gender issues and how to promote gender equality. SAFOD, LNFOD and their members all recognize the important role of the women's wings as their gender specialists and focal points in the regions, but they also stress the need to expand expertise by having more basic knowledge on gender in the organizations and building up the capacity of staff and board. They are clear that this requires specific resource allocations to be earmarked for gender mainstreaming.

The review team visited external organizations and government bodies with gender expertise in order to get an overview of the existing network of gender expertise in Lesotho. The partner organizations within the Atlas Alliance could benefit from the gender knowledge and capacity within these organizations when it comes to training and advice on how to integrate gender into policies, strategies and the work of the organization in general. The team found that there is a relatively large amount of organizations with gender expertise in different areas within Lesotho. Detailed information on various agencies can be found in Annex 5.

Within the Lesotho Ministry of Gender and Youth, Sport and Recreation the office of the Director of Gender is an important agency in training government ministries in gender integration work and to help the ministries develop policies in order to achieve real gender mainstreaming. They are also conducting some gender training for NGOs. The Director admitted, however, that these services are unreliable as the office is severely understaffed and are subject to high turnover of staff. The Ministry of Social Welfare could benefit from a closer contact with the Gender office for training and mainstreaming purposes.

For advice on legal matters and policy issues as well as research on gender issues the Federation of women lawyers (FIDA) and Women and Law in Southern Africa Research and Education Trust (WLSA) would be able to contribute.

A useful network for the Atlas partner organizations is The Lesotho Council of Non-Governmental Organizations (LCN). LNFOD and LNVIP are already members. It is an umbrella organization for non-governmental organizations with the objective of providing supportive services to the NGO Community. The Council does this through networking, leadership training and development, information dissemination, capacity building, coordination, advocacy and representation when dealing with the government and the international community. Within the LCN there is a Women and Children commission aiming at promoting women's political participation as well as ensuring that women and children's rights are not violated. They are working on how to mainstream gender into NGOs, providing

an arena for discussion, information sharing and training. It is strongly recommended that the Atlas partner organizations in Lesotho become members of the Women and Children Commission and attend their monthly meetings.

Implications

- Partners should set a clear standard for the basic knowledge that is the requirement for all staff and board members to be competent in carrying out gender analysis, as well as planning, monitoring and evaluation with a gender perspective.
- Training on basic gender sensitivity and competence (e.g. ability to carry out a basic gender analysis) must become a specific requirement for all staff.
- Make training in gender issues a part of staff/board development, and provide opportunities for staff/board to refresh their knowledge of gender issues. Include gender in all training programmes.
- Training on gender issues should include awareness of discrimination, stereotyping, sexist behaviour and sexual harassment.

Staffing, human and financial resources and decision-making

The inclusion of gender indicators in plans is essential to be able to achieve the partners overall objectives. However, the evidence from the review suggests that there are few existing indicators for gender equality. Moreover, nearly all the indicators relate to equal participation and are quantitative rather than qualitative. They measure results in terms of the numbers, not the content of the programme themselves. Additional qualitative indicators are needed to assess whether or to what extent gender equality is mainstreamed in the work of the organizations.

To be able to carry out a good gender analysis sex-disaggregated data is needed. Few of the partner organizations visited are systematically collecting this. SAFOD and its members have some data from for example the SINTEF survey, and the NABP Eye Health Project does collect sex disaggregated data. Still very few of the organizations are analyzing and using these data, which is needed to mainstream gender in their work. Collecting and using this data will enable partners to look at the comparative experience of men and women with disabilities, and proposing strategies based on this.

The Government of Lesotho Ministry of Health and Social Welfare is in the process of developing a new monitoring system and have got three extra project staff on board to facilitate the process. The work is in a pilot starting face and it was difficult to assess the quality at this stage concerning gender.

Implications

- LNFOD and its members should follow the monitoring work done by the Ministry and learn from this system.
- LNFOD will conduct a study on living conditions in 2010 together with SINTEF Health Research and should use this opportunity to mainstream gender in the Terms of Reference, learn how to collect sex-disaggregated data, build a monitoring system and develop gender indicators.
- The organizations should develop indicators that will monitor how gender equality has been integrated into the work done and measure the results of interventions on gender.
- The organizations should develop qualitative indicators through a process of discussion and consultation among staff and board and other stakeholders such as the

target group if possible. Also look at existing indicators and make them more gender sensitive where possible.

- SAFOD and LNFOD should hold its members accountable for the development of indicators and targets.
- Incorporate baseline data on gender issues and sex-disaggregated data, routinely in planning and research documents.

Organizational culture and perception of achievement of gender equality

Although several of the organizations said differences between the sexes did not strongly affect relations in the organization, this did not always seem to apply to professional teamwork. In meetings during the field study it was clear that men tend to dominate. There is also anecdotal evidence that the relationship between female and senior male staff is not always respectful, and that some male staff treat female staff as inferiors.

When the issue of sexual harassment was raised one organization stated that they have a contract with teachers saying that when a case of sexual harassment perpetrated by a teacher was reported the teacher in question would be fired. Staff members said it was difficult to take these cases on board as whistleblowers were afraid to come forward as they could experience harassment from fellow teachers. In addition these cases were also seen as a matter between the teacher and the abused children's parents. Some staff members said these cases were coming in from different sources, but in general the organizations have no procedures on how to handle cases of sexual abuse.

Among the "good practice" events related to gender issues was a workshop organised by SAFOD in collaboration with LNFOD, FFO and the Women Regional Development Programme for disabled women in Southern Africa in Lesotho April 2008. The workshop aimed to discuss issues of women with disabilities in relation to the new United Nations Convention on the Rights of Persons with Disabilities, Reproductive Health, HIV / AIDS and strategies for putting disabled women on the development map. The workshop also looked at governments' commitment to disabled women's issues.

A challenge in this area is to have workshops that are useful and concrete and give the participants hands on knowledge and incentives to take their new knowledge back into practise with their organizations. Organizations that had people taking part at the April SAFOD workshop said that they did not see any results from it.

SAFOD has a gender focal point (GFP) responsible for a gender programme. Some staff in SAFOD and members see the expertise in SAFOD as a valuable resource, but the GFP is severely overloaded, managing the gender-related work single-handed in addition to other regular work. Mainstreaming is clearly impossible since the gender work falls to just one staff member. SAFOD has encouraged its' members to designate a women's wing to coordinate gender issues. But anecdotal feedback state that the women's wings do not have allocated adequate resources or power to be able to gender mainstream their respective organizations (e.g. organizing activities, capacity building, following up with GFP/staff, taking a strategic view). They do not have a clear principal role as to being an advocate, catalyst, coordinator or that of a 'doer' in the organizations.

Implications

- Include more gender issues on the agenda of mainstream events.
- Organize "gender equality events" on a regular basis.

- Increase the coordination between staff/board in SAFOD's member organizations, Gender Focal Points and gender specialists/organizations in the region to ensure more team work. •
- Strengthen the gender focal point system at SAFOD, LNFOD and women's wings through a precise allocation of time and tasks.
- Strengthen the functioning of the Women's Wings through capacity building and develop a terms of reference for the women's wings, emphasizing their roles in assisting the development of action plans and gender tools.
- Ensure openness and flexibility related to work/life conflicts including flexibility that will allow for fulfilling family responsibilities.
- Develop a Code of Conduct to meet sexual and other forms of harassment and all forms of sexist behaviour with zero tolerance. This must be regarded as grave offences requiring disciplinary action.

Annex 7 Policies of the Atlas Alliance partner organisations in Lesotho

1. Ministry of Health and Social Welfare (Social Welfare Department)

- 1.1 National Social Welfare Policy of 2002: It provides as one of the guiding principles under clause 5 that social welfare services will be provided to all irrespective of...gender..... and will aim to create an enabling environment in which individuals will have equal opportunities to develop their unique potential. It also has specific group policies and under the sub clause on improving the status of women it also acknowledges the need for urgent sensitizing of the communities on gender issues.
- 1.2 Agreement between Ministry of Health and Social Welfare and LNLVIP and the Norwegian Association of the Blind And Partially Sighted Concerning Training of Eye Health Personnel and Prevention of Blindness Project (of 2005): This Agreement is a framework agreement governing the rights and responsibilities of the parties and has no provision on gender.
- 1.3 Rehabilitation unit Initial Assessment form for Disabled People:
 - 1.3.1 The data contained in these forms is not collected for nor used for any statistical purposes or analysis or monitoring.
 - 1.3.2 The information is used for the following purposes:
 - 1.3.2.1 Identification of the disabled persons and for ease of follow up;
 - 1.3.2.2 To assess *the* literacy level of the disabled person in order to determine his/her entry level at any skills or technical training provided through or by the Unit;
 - 1.3.2.3 To determine whether there is need for a referral to the department of Social Welfare for a social grant.
- 1.4 Procedure Manual for Social Welfare Routine Information System (SWRIS): The manual provides the procedure for data collection tools and guidelines for routine data collection and reporting on orphans and vulnerable children (OVCs). It contains a number of tools such as the general OVC assessment form, the OVC register, OVC monthly reporting form and national stakeholder reporting form. It was pointed out that the OVC M&E programme was a pilot that would then be rolled out to cover other areas. This programme was introduced at a time when the plans and budgets had already been prepared, consequently there may not be enough resources to train and equip those who are to use the M&E tools on their use.

2. Lesotho National League of the Visually Impaired Persons: (LNLVIP): The following were the findings on their policies and programs:

- 2.1 No policies or programmes specifically targeting or addressing gender issues;
- 2.2 Although they have a Constitution that in part provides for gender issues, that constitution was not specific enough. It states as one of the Association's objectives: "4.10 To promote leadership and participation of visually disabled women in relation to women of other disabilities and non disabled women."

2.3 The Constitution also makes provision for establishment of a women's wing sub committee, but this wing does not have specific mandates that would enable and guide that committee on what its specific objectives are.

Women's wing has made some sporadic attempts to be gender sensitive but are not systematic and lack technical know how in driving and promoting gender equality;

2.4 They said that the Atlas Alliance audit questionnaire made them aware of the importance of mainstreaming gender into their programmes and that was now going to be included in their next 5 year plan;

2.5 They had an activity plan which reflected that once a year it would conduct leadership training for the empowerment and development of VIP women.

The documents provided for the audit: A copy of the constitution and a 3 year activity plan for 2006 – 2009.

3. Lesotho Society of Mentally Handicapped Persons (LSMHP)

3.1 It has no policies or programmes addressing gender;

3.2 It was not aware of the importance of such policy provisions until they had to fill questionnaires/ forms as part of the Atlas alliance partner member's audit by Atlas Alliance;

3.3 In practice they have tried to include both mothers and fathers of their mentally handicapped members in their activities and their activities do not discriminate against their members on the basis of gender.

No documentation was provided

4. Lesotho National Association of the Physically Disabled (LNAPD)

4.1 It has no policies or programmes addressing gender issues;

4.2 It has in its Constitution a provision for the establishment of a woman's wing, but the mandate of this wing was not specified in the constitution and members seemed not quite clear about its role as far as gender was concerned;

4.3 In practice the women's wing seemed not clear as to what is expected of it.

No documentation was provided to the consultant for the audit.

5. Lesotho National Federation of organizations of Disabled (LNFOD) Secretariat:

5.1 Their constitution provides under Article 4 clause 17,

“ for the establishment of a structure within the federation for the articulation of rights..... and full participation of women with disabilities...”

5.2 In practice have had a needs assessment for women with disabilities and had conducted training of trainers on women's issues;

5.3 Have informal working arrangements with the South African Federation of the disabled (SAFOD) and to a degree LNFOD's programmes on women's issues were influenced by SAFOD;

5.5 have built links with other gender networks;

Documents provided: The LNFOD constitution.

6. CONCLUSION:

The Department of Social Welfare has a general social welfare policy which recognizes the need for gender equality and awareness raising on the issue. The mechanisms that have been in place so far for collecting and analyzing data were either inadequate or non existent. It is to be hoped that the OVCs pilot project on the collection of data and monitoring and evaluation will be successful and rolled down to other areas such as the rehabilitation unit of the Ministry to enable the mainstreaming of gender into the Ministry's programmes and plans. That data may also be made

available for the use of other Atlas Alliance members' partners, enabling them to extract such information as they need.

Relating to other audited organizations, they all expressed a desire to be trained and to be assisted with awareness and sensitization campaigns about their specific challenges. The campaign is to target both the public at large but also the immediate family members of the disabled persons who often did not understand or know how to deal with the family member's disability.

They need training on what gender equality is and what it entails and on mainstreaming gender issues in their programmes;

They have very little data collected and analysed, they need to start doing that in order to assist them with planning;

They need training on ethical standards and governance especially for members of the board so that they can fully appreciate their responsibilities and carry them out;

Although capacity was also mentioned as one of the barriers, while that may be so, the issue that was evident was that there was lack of competence on gender issues as opposed to capacity.

From the external organizations that were selected for the audit, the Atlas Alliance member partners will be able to find the expertise needed to address their specific needs.

Annex 8 Terms of Reference

Oppdragsbeskrivelse for gjennomgang av kvinnens rettigheter og likestilling i Atlas-alliansens utviklingsamarbeid

Innledning

Atlas-alliansen er funksjonshemmedes egen bistandsstiftelse. Siden 1981 har alliansens medlemsorganisasjoner brukt egne erfaringer og kompetanse i bistandsarbeidet for å styrke menneskerettighetene til funksjonshemmede og tuberkuloserammede. Atlas-alliansen ønsker nå å foreta en gjennomgang av nettverkets arbeid på området kvinnens rettigheter og likestilling. Gjennomgangen vil innebære et omfattende kartleggingsarbeid for å synliggjøre og dokumentere resultater på dette feltet. Samtidig gir gjennomgangen en mulighet for medlemsorganisasjonene til å bedre sitt arbeid for kvinnens rettigheter og likestilling. Kartleggingen vil være med på å starte en bevisstgjørings- og endringsprosess i organisasjonene på alle nivåer om viktigheten av å bedre kvinnens situasjon og likestilling for å oppnå bærekraftig fattigdomsbekjempelse. Atlas-alliansen ønsker å engasjere og involvere medlemsorganisasjonene og deres partnere som aktive deltakere i denne prosessen, for å oppnå endring og forbedring slik at prosjektene og resultatene blir bedre. Gjennomgangen er med andre ord en start på en større prosess der hele Atlas-alliansens nettverk, inkludert partnere ute er representert.

Bakgrunn

Om lag 70% av verdens 1,3 milliarder mennesker som lever i ekstrem fattigdom er kvinner. Vi ser en feminisering av fattigdommen, fordi kjønn er en faktor som bestemmer om du har makt og tilgang til ressurser. Kvinner utsettes i større grad enn menn for diskriminering og vold. Kvinner har dårligere utdanning, lavere inntekt og blir nedprioritert når det gjelder tilgang til helsetjenester. Kvinner og menn opplever også fattigdom ulikt, de har ulik tilgang til makt og ressurser og ulike behov og prioriteringer. Dette er det viktig å ta hensyn til for å oppnå bedre og mer effektiv bistand

Funksjonshemmede kvinner i utviklingsland utsettes for dobbel diskriminering. Kvinnens rettigheter og muligheter blir redusert på grunn av både kjønn og deres funksjonsevne. Grunnet fysiske, praktiske og holdningsrelaterte barrierer utestenges de fra vaksineprogrammer og nødvendige helsetjenester. I følge UNESCO går over nitti prosent av barn med funksjonsnedsettelse ikke på skole. Ser man på statistikken for jenter er tallet enda lavere. Det samme gjelder vold og overgrep. Kvinner med funksjonsnedsettelse er mer utsatt enn andre kvinner.

I tillegg opplever kvinner som er mødre til barn med funksjonsnedsettelse ofte å bli forlatt av sine partnere, og havner dermed i en spesielt vanskelig situasjon, både ved at de blir alene om

omsorgen for barnet og fordi de i mindre grad får mulighet til å ta seg inntektsbringende arbeid. Noen steder bidrar myten om at barn med funksjonsnedsettelse er en straff fra høyere makter til at disse kvinnene også blir sosialt ekskludert.

Mange løfter dette temaet høyt. Flere internasjonale instrumenter har nedfelt kvinners rettigheter generelt og funksjonshemmede kvinners rettigheter spesielt. I tillegg finnes mange konvensjoner og handlingsplaner. FN-systemet har blant annet FNs Tusenårs mål nr. 3 som skal fremme likestilling og styrke kvinners stilling innen 2015. Tusenårs mål nr. 5 skal redusere svangerskapsrelatert dødelighet. FN har vedtatt en Kvinnekonvensjon om avskaffelse av alle former for diskriminering av kvinner, mens FN-konvensjonen om funksjonshemmedes rettigheter i Artikkel 6 pålegger statene å sikre fulle rettigheter og deltakelse for kvinner med funksjonsnedsettelse.

Den sittende regjering har kvinners rettigheter som en av fire satsningsområder. De har kommet med en handlingsplan for gjennomføring av FNs Sikkerhetsråds resolusjon 1325 (2000) om kvinner, fred og sikkerhet (2006) og en [handlingsplan for kvinners rettigheter og likestilling i utviklingssamarbeidet](#) (2007). Stortingsmelding nr. 11 "På like vilkår: Kvinners rettigheter og likestilling i utviklingspolitikken" som den første i sitt slag, er også viktig for støtte til dette arbeidet.

Til tross for stadig mer lovgivning med intensjon om ikke-diskriminering, står religiøs praksis og lokal sedvane ofte sterkere, derfor er det viktig for Atlas-alliansen å ha som mål å bidra til at kvinners rettigheter innfris.

Målgruppe:

Atlas-alliansens sekretariat, Atlas-alliansens medlemmer og deres partnere.

Overordnet målsetting:

Bedre arbeidet med kvinners rettigheter og likestilling i Atlas-alliansens arbeid, blant medlemsorganisasjonene og deres partnere.

Gjennomgangens målsetting:

1. Synliggjøre Atlas-alliansens arbeid for kvinners rettigheter og likestilling i bistanden.
2. Identifisere hvordan Atlas-alliansen kan bli bedre til å ivareta kvinners rettigheter og likestilling og starte en endringsprosess.

Forventede resultater:

1. En baselinerapport som dokumenter Atlas-alliansen, Atlas-alliansens medlemmer og partneres arbeid med kvinners rettigheter og likestilling. Rapporten vil inneholde konkrete anbefalinger.
2. Identifisere forbedringspotensiale i samarbeid med organisasjonene og konkretisere målsettinger og legge planer for endring (for eksempel kompetanseheving, nettverkskonferanser og forvaltningsrutiner).

Beskrivelse av gjennomgangen

Baselinestudien skal kartlegge de norske medlemsorganisasjonenes arbeid når det gjelder kvinners rettigheter og likestilling i egen organisasjon og identifisere muligheter for styrking av arbeidet. Studien vil for eksempel kunne avdekke om det er stor/liten bevissthet i organisasjonene, om det blir rapportert på kjønnsaspektet, om det jobbes systematisk, om det

er kjønnsbalanse i organisasjonene, om kjønnsaspektet er nedfelt i planer og strategier og hvordan det jobbes med tematikken blant partnerorganisasjonene.

Baselinestudien vil gi et helhetlig bilde av Atlas-alliansens medlemmer og partneres arbeid med kvinners rettigheter og likestilling. Studien vil videre identifisere muligheter for styrking av arbeidet og gi konkrete anbefalinger for videre arbeid.

Gjennomgangen skal være starten på en bevisstgjørings- og endringsprosess i organisasjonene, som igjen har som mål å føre til forbedringer på prosjekt/programnivå når det gjelder arbeidet med kvinners rettigheter og likestilling. Gjennomgangen vil basere seg på deltakelse, og fokus vil være på prosess så vel som rapport. Atlas-alliansen ønsker at gjennomgangen skal sette i gang dialog og skape bevissthet rundt tematikken både i Norge, i Sør og mellom Norge og partner i Sør.

For å få dette til er det nødvendig å involvere så mange som mulig, og medlemmer og partnere må bli hørt underveis. Dette vil også skape vilje og motivasjon til å delta. Hver organisasjon som får prosjektstøtte fra Atlas-alliansen må utnevne en kontaktperson. Denne kontaktpersonen/ambassadøren skal bidra med informasjon til baselinestudien, være med på diskusjoner og samlinger og ha et særlig ansvar for å informere og engasjere egen organisasjon. En viktig oppgave for denne personen blir å informere og inkludere samarbeidspartner i Sør. I tillegg vil en referansegruppe/ressursgruppe med deltakere fra Atlas-alliansens sekretariat, medlemsorganisasjoner og konsulenter bli opprettet. Denne gruppen vil ha hyppig kontakt for blant annet å kunne diskutere detaljer, avklare spørsmål og holde nettverket informert.

Forankring i ledelsen hos den enkelte organisasjon/bistandsavdeling er avgjørende for å oppnå suksess. På den måten blir det også enklere å sette av ressurser i form av tid og penger. Det er viktig å understreke at gjennomgangen er et startskudd for en prosess som vil ta lengre tid en rammen for tiltakene skissert i denne oppdragsbeskrivelsen.

Metode

Nord/Sør-konsulentene er engasjert for å gjennomføre prosessen for Atlas-alliansen. De har lang erfaring med prosjekter knyttet til kvinners rettigheter og likestilling, og integrering av denne tematikken i bistanden. Kompetanseheving og evalueringer på dette området er deres spesialområde. Lokale konsulenter vil bli engasjert for å bidra med språk-, fag- og lokalkunnskap under feltarbeidet.

Informasjon vil bli innhentet fra medlemsorganisasjonene og partnerne via:

- Spørreskjema
- Intervjuer
- Dokumentstudie – strategier, plandokumenter, søknader, rapporter osv.

Prosjektgjennomgang¹⁰:

- Gjennomgangen vil gå gjennom og analysere en større del av Atlas-alliansens prosjektportefølje ved dokumentstudie for dernest å gå i dybden på noen utvalgte prosjekter. Dette vil innbefatte gjennomgang av to-fire prosjekter inkludert feltbesøk. Målsetningen er å dokumentere arbeid med kvinners rettigheter og likestilling i felt.

¹⁰ Det vil bli laget egne oppdragsbeskrivelser til feltstudiene.

- Dokumentstudie – gjennomgang av søknader, rapporter og andre relevante dokumenter
- Intervjuer
- Fokusgrupper

Organisasjonene skal diskutere resultatene fra Baselinestudien for å identifisere forbedringspotensiale og arbeide fram målsetninger og legge konkrete planer for endring (for eksempel kurs, nettverkskonferanser og forvaltningsrutiner):

- To seminarer

Verktøy/tiltak:

- Referansegruppe/ressursgruppe (Forslag: Atlas-alliansens daglig leder, Atlas-alliansen rådgiver, konsulenter, to medlemsorganisasjoner)
- Kontaktpersoner/ambassadører (en fra hver organisasjon som får prosjektstøtte fra Atlas-alliansen)
- Dokumenter, søknader og rapporter.
- Seminarer og møter
- Utvalg av 2-4 prosjekter

Rapport

Baselinerapporten skal være på maksimum 20 sider ekskl. vedlegg. Rapporten skal leveres på engelsk og skal inneholde følgende:

- Sammendrag (maks to sider)
- Bakgrunn, beskrivelse av gjennomgangen
- Metode
- Analyse av data
- Anbefalinger
- Vedlegg, liste over intervjuer med mer.

Tidsplan

September:	Informasjon på engelsk Ferdigstille oppdragsbeskrivelsen og skrive kontrakt med konsulenter
November/desember:	Spørreundersøkelse, intervjuer, dokumentgjennomgang
Januar:	Feltarbeid i Sør
Januar:	Første utkast Baselinerapport
10. februar:	Ferdig Baselinerapport
Februar:	Presentasjon av Baselinerapport
Februar/mars:	Endringsprosess: Jobbe med å bli bedre.