

Gender review

of

Plan Norway's Programme Department

NordSør
KONSULENTENE

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Acronyms

CCCD -	Child- Centred Community Development
CEDAW -	Convention on the Elimination of All Forms of Discrimination Against Women
CRC -	Convention on the Rights of the Child
CSP -	Country Strategic Plan
GE -	Gender Equality
ILO -	The International Labour Office
MFA -	The Norwegian Ministry of Foreign Affairs
Norad -	The Norwegian Agency for Development Cooperation
PALS –	Programme Accountability and Learning System
PEF –	Programme Effectiveness Framework

Executive Summary

This report discusses the process and results of a gender review carried out by Plan Norway's programme department from January to April 2010. The gender review addresses gender in programming issues, practices and policies of Plan Norway, to give a description of gender in several aspects of the programme department.

The Terms of Reference outlines the main objective for the review to improve Plan Norway's systematic work on gender mainstreaming in programmes. It states that the review will document and assess to what degree boys' and girls' needs and interests are been included in programmes and to what extent gender mainstreaming is institutionalised in the programme department.

The methodology used encourages reflection and discussion and has two major components:

- Interviews and a workshop with staff in the programme department, including heads of the programme, marketing and information departments.
- A desk review of key Plan Norway publications and documents; the Gender Protocol, training manuals, Norad applications and reports, PALS documents, strategies etc.

The methodology classifies three main issues, which form a structural framework to the review:

1. Political will - Mainstreaming of gender equality as a cross-cutting concern in Plan's strategic objectives;
2. Accountable governance - Mainstreaming of gender equality in the implementation of programmes, systems and instruments in use; and,
3. Technical capacity - Existing gender expertise, competence and capacity building.

The review found that the strategic framework for Plan International is aiming for gender mainstreaming. But this is not systematically developed or institutionalized in the programme department of Plan Norway.

The gender analysis throughout is uneven. Good examples of gender analysis and gender in programmes and projects can be found, backed up with some sex-disaggregated data, predominantly on the girl child or mothers. Boys and men are most often invisible as beneficiaries or agents of change.

Gender equality is still lacking as an objective in most programmes and projects, and there is a tendency to confuse gender mainstreaming with actions specific to girl's practical needs. Many documents fail to distinguish between gender neutral and gender-sensitive language. Too often, data disaggregated by sex is limited. These weaknesses show that, despite strong policy commitment to gender equality and mainstreaming, the mechanisms, tools and indicators to anchor policy in practice are still not completely in place.

In part this is because there are not enough gender indicators making the country office and staff in the department less bound to plan in compliance with core gender indicators. But it also reflects a lack of clarity about exactly what gender mainstreaming means and how to translate it into practice. This is also a challenge as regards to staff's knowledge base, and causes weak programme design which makes results-based management difficult.

The review results suggest that gender mainstreaming would be immensely enhanced through:

- Developing a new gender policy that include statements and strategies with clear objectives, achievement indicators, areas of intervention, capacity building for staff and country office partners, monitoring and evaluation of the strategy, and reporting.
- Clarifying the practical implications of terms such as gender equity, gender equality, gender mainstreaming, girls' empowerment, equal opportunities, men/boys and masculinities.
- Developing of a concrete action plan for the department as a useful tool to be able to identify and coordinate activities to integrate gender.
- Establishing a gender working group within Plan Norway with a clear mandate and tasks such as monitoring the action plan and preparing an annual report to the board on its implementation.
- Developing a training plan to improve the attention to gender, and for the institutionalization of gender expertise.
- Strengthening of Plan Norway's gender advisor through a precise allocation of time and tasks in job description.
- Developing qualitative as well as quantitative gender indicators and targets.
- Developing a "sex-disaggregated data and gender analysis" guide
- Keeping the leadership of Plan Norway responsible and accountable for successful implementation.

There are changes across Plan to institutionalize gender equality and effect real change towards building a more gender-equal world through Plan's programming. Ongoing processes such as the development of a new gender policy, initiation of more global gender audits, engendering the Country Strategic Plan (CSP) and PALS process, strategic capacity building, and development of strategic partnerships with gender-equality partners at all levels serve as a good foundation for intensive efforts. If these efforts and the recommendations above are followed through, Plan is on the way to improve their work on gender.

1. INTRODUCTION

From Plan International Gender Equality Protocol, 2005:

Plan believes that Gender Equality is central to achieving its Vision and Mission. Boys and girls have the same rights but face many different obstacles in accessing these rights as a result of their gender. Through our daily work, we see the negative impacts on boys and girls of gender-based discrimination, gender power relations and the denial of women's rights. The Protocol on Gender Equality reflects Plan's awareness that, more than ten years on from our first attempts to address gender-based inequalities through Gender Equity principle (1995), we must reaffirm and strengthen our efforts to promote gender equality (GE).

1.1 About this report

This report discusses the process and results of a gender review carried out by Plan Norway's programme department from January to April 2010. The gender review addresses gender in programming issues, practices and policies of Plan Norway, to give a description of gender in several aspects of the programme department.

There was an initiative to commission a gender audit of Plan Norway in 2008, but due to organisational constraints this was postponed. A new head of the department prompted the request to conduct a review of the department in 2010. It is an opportune moment to push towards greater integration of gender issues in programming as a new strategy plan from 2011 is to be developed. The head of the department noted that; *"Despite a lot of thinking about gender, in terms of girls, in my department I think there has been too little action towards integrating gender into our work. I believe therefore that it is now the time to take this more seriously, by looking at what we have done, what capacity we have, and the gaps and challenges. We can then design activities that will take us towards mainstreaming gender within the department."*

The report and its recommendations are based on interviews as well as a document study and a workshop discussion.

1.2 Objective of the Gender Review

The Terms of Reference outlines the main objective for the review to improve Plan Norway's systematic work on gender mainstreaming in programmes. It states that the review will document and assess to what degree boys' and girls' needs and interests are been included in programmes and to what extent gender mainstreaming is institutionalised in the programme department. Based on the findings from the review process concrete recommendations are to be given and the report will be used as a baseline for the department's achievements.

1.3 Methodology and process

The review is an external evaluation conducted by Nord/Sør-konsulentene. The methodology used encourages reflection and discussion and has two major components:

- Interviews and a workshop with staff in the programme department, including heads of the programme, marketing and information departments.
- A desk review of key Plan Norway publications and documents; the Gender Protocol, training manuals, Norad applications and reports, PALS documents, strategies etc.

The International Labour Office (ILO) Participatory Gender Audit Methodology, with modifications, was the basis for the review of Plan Norway's programme department. The review methodology aims at creating a picture of people's perceptions and understandings of gender in their organization, provides a forum for discussing gender issues, and gives recommendations for how to mainstream gender in the organization's programmes and practices.

The methodology classifies three main issues, which form a structural framework to the review:

1. Political will - Mainstreaming of gender equality as a cross-cutting concern in Plan's strategic objectives;
2. Accountable governance - Mainstreaming of gender equality in the implementation of programmes, systems and instruments in use; and,
3. Technical capacity - Existing gender expertise, competence and capacity building.

These issues formed a connecting thread throughout the review, linking the desk review and interviews providing a framework to facilitate a consistent approach. They were also used as the basis for identifying standards of good practice. Finally, they served as a reporting framework for the review.

All staff member from the programme department and the three heads of departments in Plan Norway were interviewed and took part in the workshop. The workshop discussions offer an opportunity to clarify the understanding held by the staff and to hear their opinions. The goal is to see which views are more widely held and to clarify their meaning, and help to create ownership and engagement among the staff.

In order to obtain perceptions of Plan's performance on gender equality, interviews of Plan Norway's Secretary General, Plan International Global Gender Advisor and Plan Norway's contact officer in Norad were included. The total number of persons participating in the review was 14, four men and ten women (see Annex I).

A wide range of documents were assessed, including Plan Norway's applications and reports to Norad, documentation on policy and strategic development, and monitoring

mechanisms. The total number of documents reviewed by the external research consultant was 22 (see Annex II).

The gender review gives an opportunity to stand back and get an overview of the programme department. Those who took part might have found that the process itself is as important as the findings and recommendations. Some reported the value of the review as a contribution to cohesiveness about gender issues, their understanding of them, and the way they handle them in their daily work. Even more importantly, the review is a chance to reflect collectively on progress and problems, on where they stand with respect to gender mainstreaming and where they propose to go. The review enhanced the gender knowledge and capacity for gender analysis of the staff as they were encouraged to reflect on the meaning of gender mainstreaming and gender equality in their work and how these should be operationalized. On the other hand, the staff identified good practices and ways of strengthening their performance, and identified challenges, needs and ways to address these needs more clearly. Examples that came up are the need to include boys and men when incorporating the gender dimension and that doing gender or girl-specific projects without a gender analysis may fall short of changing underlying causes.

1.4 Limitations to the review

The review covers only the programme department and not Plan Norway or Plan International as a whole. However, as the different levels of the organization are closely interlinked these are also mentioned in the report.

During the interviews several people voiced the need of a wider gender review or audit of Plan Norway. Questions about the way Plan Norway develops policy analysis and puts it into practice, questions about management structures and decision-making, and about information management and organizational culture could have been raised, but are left out in this review. Such an 'organizational audit' is critical to being able to implement gender mainstreaming as "setting our own house in order" gives accountability and credit for the organisation, both internally and externally.

Some of the staff said that the current organizational culture is not that of a learning organization as it does not have in place adequate structures and systems for sharing and learning. Another problem of fragmentation or compartmentalization was brought up by some staff; individuals working in different areas in the same department without much information sharing. This feature of organizational culture is particularly unfavourable for the promotion of crosscutting issues like gender as it makes it more difficult to integrate throughout the department. Concern was also raised about the sex balance of the staff. These problems are not covered in this review, but could have become an entry point to a discussion of wider operational issues in the organization.

2. BACKGROUND FRAMEWORK IN PLAN INTERNATIONAL

Achieving gender equality depends upon identifying strength and obstacles and then develops suitable activities or policies to remove the barriers, whether in programmes or the organization. The following section refers to some of Plan International's key frameworks for working towards gender equality and how the organization defines gender and related terms and concepts.

2.1 Policy and strategy formulation in Plan International

Plan International's vision is of a world in which all children realise their full potential in societies that respect people's rights and dignity. The Child Centred Community Development (CCCD) is the framework for Plan's rights-based approach in which children, youth, families and communities are active and leading participants in their own development.

*“Plan’s programme approach is known as Child Centred Community Development. It is a **rights-based approach**, and it incorporates all the key elements vital for children’s rights to be known, respected, protected and enjoyed by all. CCCD addresses both immediate and underlying consequences of gaps and violations in child rights. CCCD is guided by **clear standards and obligations** provided by **international human rights instruments, primarily the CRC**, but also the Universal Declaration of Human Rights and CEDAW. All of our work will be based on the best interests of the child. This focus on child rights enables us to simultaneously address some of the structural causes of child poverty in our programming and deepen the impact of our work.”¹*

Plan's Gender Equity (GE) Principle from 1995² and Protocol on Gender Equality from 2005 outlines the guiding principles, strategies and accountabilities for the organization's commitment to gender equality. A briefing note was prepared to accompany the Protocol. It provides background information and rationale behind the Protocol document. It states that the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) together form an essential framework for Plan to promote and protect the rights of girls and women throughout the life-cycle, and decisively eradicate inequality and discrimination. In addition to CRC and CEDAW, Plan promote the Beijing Platform for Action, where there are specific recommendations regarding the girl child, and the Millennium Development Goals as important frameworks.

The briefing note also underlines that across the world girls face the double discrimination of their gender and age, leaving them suffering at the bottom of the social ladder. Plan therefore sees gender inequality as a major obstacle for achieving their organisational vision and mission. To be able to address structural causes and

¹ From Plan International strategic planning meeting (2008).

² The Gender Equity Principle: Across its program interventions, Plan will actively work towards the eradication of gender-based inequalities in opportunities, and the access to and control over resources. (1995)

consequences of child poverty Plan wants to focus attention to gender inequalities, bringing a gender analysis to the core of the analysis of child poverty. By understanding the causes of gender discrimination Plan believes the organization is better equipped to help women and children to realise their human rights. For this reason, Plan's strategy for 2008-2010 is focusing on girls' rights especially.

2.2 Key terms and concepts in Plan International

Gender is the social and cultural construction of what is considered "male" and "female". Gender is about the relationships between women and men, girls and boys, and the way these relationships are socially constructed.³

Gender equity is the process of being fair to women and men, girls and boys. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men, girls and boys, from otherwise operating on a level playing field. Equity leads to equality.⁴

Gender equality means that women and men, girls and boys, enjoy the same status. Gender equality means that women and men, girls and boys, have equal conditions for realising their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men, girls and boys, and the varying roles that they play.⁵

Gender mainstreaming is about integrating gender equality concerns into every part of project, policy and programme. Gender mainstreaming means that we consider the implications and experiences for women, men, girls and boys within the design, implementation, monitoring, and evaluation of all activities, projects, programmes and policies. The goal of gender mainstreaming is to make sure that inequality is not perpetuated, women's, men's, girls' and boys' different rights and needs are recognized and addressed.⁶

Gender-disaggregated information. All data should be broken down or disaggregated by sex. Disaggregating information by sex makes gender imbalances visible.⁷

³ Plan Canada, Planning for Results: Results-Based Management and Gender Equality Training Manual (2009)

⁴ The Gender Equality Protocol (2005)

⁵ The Gender Equality Protocol (2005)

⁶ Plan Canada, Planning for Results: Results-Based Management and Gender Equality Training Manual (2009)

⁷ Plan India, Training Manual on Gender Programming. For Plan Project Staff and Community Volunteers (2008)

Gender analysis is a process of analyzing the way in which women's and men's, or girls' and boys' experiences differ. It often draws on sex-disaggregated data, and analyzes the causes and consequences of gender difference and inequality.⁸

Practical gender needs and interests. Needs and interests of women and men, girls and boys, relating to their different gender roles, activities and responsibilities. Broadly speaking, meeting practical gender needs and interests can help to improve beneficiaries' conditions without changing their social status. For instance, building wells to reduce the amount of time women have to spend collecting water helps to meet their practical needs, but does not directly improve their social status.⁹

Strategic gender needs and interests. The needs and interests of women and men, girls and boys relating to unequal gender relations. Strategic interests are longer term investments in women's and men's abilities to develop and reach their full potential. Strategic interests challenge the status quo in terms of roles and power relations; meeting such interests in the quest for gender equality is not always comfortable because it often requires a change in the power balance. Sharing power and decision-making depends on mutually respectful gender relations that recognize the interdependence and equal value of men and women.¹⁰

⁸ Plan Canada, Planning for Results: Results-Based Management and Gender Equality Training Manual (2009)

⁹ Plan India, Training Manual on Gender Programming. For Plan Project Staff and Community Volunteers (2008)

¹⁰ Plan India, Training Manual on Gender Programming. For Plan Project Staff and Community Volunteers (2008)

3. REVIEW AND DISCUSSION OF REVIEW RESULTS

An effective implementation of the policies and strategies requires commitment and organizational support from the management. A number of the staff interviewed said that there has been a new energy to the work on gender the last year due to the commitment put forward by the new head of the department. The staff seemed to be confident that the new management has the will to carry out activities to advance the knowledge and skills of staff, provide funding and time, and improve efforts to mainstream gender. The challenge, as the staff expressed it, lies in the difference of capacity and lack of systems within the department, Plan Norway and Plan International. As one interviewee said: *“We cannot make our own project reporting system as this will create extra work burden for our country offices, even though the change will benefit the result management. We have to make changes from within the system and that can take time.”*

Prior to starting the gender review, Plan Norway already had many structural elements in place to assist and support gender mainstreaming, including:

- Guidelines for gender mainstreaming in the programme/project cycle management;
- Gender advisor in Plan International and a Human Rights Advisor with responsibility for gender in Plan Norway;
- Existence of an International Technical Gender Group for Plan International;
- Strong statements supporting the targeting of gender inequalities in the Strategic Plan, a Gender Equity Principle and a Gender Equality Protocol;
- Several good examples of gender integration in activities;
- Gender training manuals from Plan India and Plan Canada;
- High level of awareness of the importance of addressing gender inequalities and their effect on development work among staff; and,
- Completion of gender audits of some country offices¹¹.

3.1 Political will

Plan Norway’s strategy for 2008-2010¹² has a gender mainstreaming statement and reference to the Gender Equity principle. The strategy confirms a two-way approach to gender mainstreaming, consisting of integrating a gender dimension into all work while at the same time supporting gender specific (to date, girl-specific) activities. Several of the staff interviewed stressed that; *“Having an overall strategy in place*

¹¹ According to an overview from Plan International about 17 county offices have carried out gender audits in the period from 1999 to 2007.

¹² From Strategi for Plan Norge FY2008-FY2010: Likestilling er et prinsipp og et mål i hele organisasjonen (programmer, administrasjonen, personalpolitikk). Konvensjonen om eliminering av alle former for diskriminering mot jenter og kvinner er veiledende. Full likestilling krever to komplementære strategier: 1. Integrere kjønnsdimensjonen i alt vi gjør. 2. Styrke posisjonen til det kjønnnet som blir diskriminert.

does not mean that Plan has a gender mainstreaming approach in how we work. There is a big challenge to translating the policy into action, thus putting into practice the political commitment expressed”.

3.1.1 Gender Policy

Overall, staff members are aware of the existence of the Gender Equality Protocol, but said it to be a “sleeping” document that is not in use or referred to in their daily work. When asked about the Briefing note accompanying the protocol and the Gender Equity Principle, however, none of them had knowledge of these documents.

Several of the staff said that the present framework, including the strategy and protocol, is not able to describe how the organization wants to work towards gender equality. They underline the need for a strategy or policy that recognizes the existence of gender differences and their impact on programmes as well as the operations of the organization. Some of the staff expressed the need of a gender policy that applies to the entire organization, including its programming, human resources issues, work environment, and that spells out the responsibility for the development and implementation of activities.

The newly appointed global gender advisor for Plan International will facilitate the development of a new Gender Policy for Plan International in the coming fiscal year. She states that a new policy must include accountability mechanisms that would signal high level commitment to gender equality. Several of the staff said that it is important for Plan Norway to take part in this development in order to influence the outcome and secure ownership of the document.

Furthermore, a global strategic plan on gender equality from Plan International will be finalised shortly. According to the global gender advisor this document will give clarity on the approach and strategies to be implemented to the work on gender equality for Plan International.

3.1.2 Gender = girls

All of the interviewees stated that there is a tendency to equate ‘gender’ with ‘girls’ needs in the department, in Plan Norway and in Plan International. While some documents demonstrate a clear analysis based on an understanding of unequal gender power relations, gender mainstreaming is still, in many documents, perceived as, and limited to, girl/women-specific interventions. Programmes or projects often describe girls’ situation relative to that of boys’, but pay less attention to gender-based power relations and how to deal with or change them.

Gender mainstreaming may include girl/women-specific activities, but is not limited to them. A gender analysis must therefore include the different experiences and needs of both boys/men and girls/women and the relations between them. For example, many young men are victimized as they face involuntary recruitment into armed forces. And in some contexts women may be among the principal instigators of conflict and may themselves engage as combatants. In crisis situations men often have great difficulty in dealing with their changed identities, the loss of their

breadwinner and protective roles. As a result gender-based violence has been seen to escalate¹³.

The Briefing note, backing the Gender Protocol thoroughly, sets out the gender agenda for Plan International. It highlights equality and non-discrimination as at the heart of the rights based approach. But to a large extent the note is a child/girl-specific rather than a gender-specific document. Nonetheless it has a section called “*What about men and boys*”, under which two issues are pointed out; to be aware of the importance of tackling gender-based discrimination as it impacts on men and boys as well and; the growing recognition that the role of men and boys is crucial in challenging and changing unequal power relations.

This section is the only place found in the framework documents that includes men/boys explicitly. Given the high profile accorded to gender equality in key documents, the main challenge is to make the implementation itself gender-sensitive. Since the programme documents focuses on girls rather than gender mainstreaming, care needs to be taken that the gender dimension is not operationalized entirely in terms of girl-specific projects/programmes. The Plan Norway Strategy also refers to girls as a target group, but does not address gendered power relations and the way these are embedded in structures and institutions of society and the Plan organization itself.

Every person interviewed for this review mentioned that there should be more discussion in the organization on gender in order to understand the difference between the actions addressing girl’s practical needs and those addressing strategic gender needs which challenge gender relations. Unpacking the term gender in framework documents was expressed by the staff as most needed as this would help them in their communication with country offices, as well as in marketing and information work.

Plan Norway’s programme documents often contain many pages describing the situation of the child, but make almost no reference to gender relations beyond reference to the girl child. The tendency to understand gender equality only in terms of women’s or girls’ immediate needs and not strategic gender relations can lead to the formulation of indicators and strategies on the basis of a biased analysis. An example is indicators and strategies which by referring only to ‘the special situation of the girl child’ in the worst forms of child violence leave out the different and equally appalling situation of boys.

Plan Norway’s strategy places gender as a cross-cutting issue, but leaves it up to the programme department to interpret gender and put it into practice as it sees fit leaving the staff almost free to decide to what extent they will comply with the broad requirement to mainstream gender. The programme documents illustrate the great variety of emphasis and approaches currently being used in the department. Some staff interviewed saw the need of a gender analysis that is comprehensive and collectively developed, not a series of individual gender analyses made by various authors of documents. One staff said. “*We have examples of projects with successful unintended results, like the water-project in Ethiopia. When girls did not have to carry*

¹³ Inter-Agency Standing Committee, Gender Handbook in Humanitarian Action (2006)

water long distances girl's school attendance increased. But the baseline analysis supporting the project did not include this."

3.2 Technical capacity

Plan Norway is staffed with a majority of women. This should not be confused or equated with mainstreaming a gender perspective into the work. Although Plan Norway's staff is largely female their level of interest, understanding and articulation of the gender implications in their work may vary considerably. Female representation does not guarantee gender-sensitive¹⁴ policies and actions, which is rather a matter of exposure and competence of men and women.

3.2.1 Gender Advisors

A new global gender advisor for Plan International has recently been appointed. Plan International had a global gender advisor earlier, but the position was terminated in 2005, along with other global thematic advisors, due to international restructuring around technical capacity and where it should be located. Now Plan International wants to have a global gender advisor in order to ensure that Plan's programmatic, research and advocacy capacity on gender equality is strengthened given the increased investment and commitment to the *Because I am a Girl* campaign.

The global gender advisor stressed during the interview that she will guide, strengthen and support Plan's global capacity and expertise in both gender equality programming, and policy/research development. This involves working with a range of individuals and teams across the organization to develop systems, tools, and processes to build Plan's capacities on gender equality. It also involves increasing Plan's visibility with key external stakeholders and partners in the arena of gender equality and child poverty reduction.

Plan Norway has a person in the programme department with responsibility for gender. Her official title is Human Rights Advisor. All of the staff responded that there was useful to have a person in the department in charge of gender issues. It emerged in discussions that this was helpful as she reminded them of gender in their work from time to time, thereby making them more aware. However, several interviewees mentioned that it is not possible for a single person to handle all the work of gender integration for the entire department or organization, highlighting the need to strengthen the staff's knowledge and skills in gender integration and to clarify the human rights advisor's responsibility for gender. This would ensure that the responsibilities for gender mainstreaming in the department is shared more widely.

¹⁴ Gender-sensitive terms should be used instead of gender-blind, which often results in women/men and girls/boys becoming invisible. Gender-blind terms, such as "informal economy workers" or "rural non-farm workers", often disguise the fact that women form a large part of these groups. Instead, precise terms should be used, such as "women working in the informal economy" and "boys who are rural non-farm workers" and "young men and women who are facing barriers to..." Adapted from ILO's Manual for Gender Audit Facilitators (2007).

The human rights advisor is also representing Plan Norway in Plan International's Technical Gender Working group. According to the advisor this group is a forum for ad hoc discussions of gender issues brought about in connection to international conferences and meetings, not as much on gender mainstreaming tools and training.

3.2.2 Training

The staff members revealed that they have got little or no specific training on gender related issues. The training given is not systematic in nature. The programme department is in a process of identifying the competence and skills of the staff and their need for training. The knowledge base in the programme department is by the staff seen as adequate, but how to gender mainstream the project cycle was mentioned by everyone to be an area where more training is needed. The staff expressed a need to get more individual training. The lack of mechanisms in place to build staff capacity in the programme department was expressed by a number of staff interviewed to be a challenge. Only one staff member had knowledge of the existing gender analysis guidance prepared by Plan International in 2004¹⁵. Several of the staff suggested that training on addressing gender in the programme process would be helpful for them.

A positive finding is the fact that the staff perceives that there is no difference between how men and women view gender issues in Plan Norway. However, all staff interviewed stated that there are disparities in the knowledge between staff members in different departments and therefore there is also a need for basic gender knowledge in Plan Norway as a whole.

There is no common set of training manuals on gender or guidance on how to gender mainstream for Plan International. However, developing an overarching operational tool will be a priority for the new global gender advisor. A global capacity building strategy on gender equality is being developed and said to be available by spring 2010. The strategy will include operational tools and guidance on how to mainstream gender equality for staff at various levels across the organization.

Several of the staff interviewed stressed the need for capacity building of their country office partner as the applications and reports coming from them vary in quality. That said, some underlined that raising gender related issues in direct communication with partners is unproblematic and often perceived as positive. *"When I visit our country office partners and observe girls carry heavy burdens in the field, while boys are playing football I have pointed this out for our partners for discussion. They have expressed that bringing this to their attention is helpful for their awareness raising."*

Some of the Plan country offices, such as Plan India and Plan Canada have developed training manuals on gender mainstreaming. They have been used to train various country and regional offices in gender awareness, gender analysis frameworks and planning for gender equality results. The Plan Canada gender training also provides guidance on how to perform a gender analysis. As part of the

¹⁵ Gender perspective in program/project cycle management.

development of the Plan Canada gender training manual, they pilot tested the training program and then went back to targeted country offices in order to assess its' impact. It was reported that the training seemed to have an influence in overall office culture. It improved staff's ability to identify results in the development of program unit planning process, with more integrated gender-targeted and gender-mainstreaming objectives.

During the workshop several staff members mentioned that the targeted gender campaigns have raised awareness; *“but if the enthusiasm created during the campaigns should last longer Plan Norway must select one or two countries to focus on gender over a longer period. This will give time for more discussions on various gender issues with the country office.”*

3.3 Accountable governance

Gender-sensitive measurements are critical for taking gender equality seriously, for enabling better planning and actions, and for holding institutions accountable to their commitments on gender. Overall, the people interviewed for this review perceived that the staff in the programme department has basic gender knowledge, but lack the tools and skills related to measurement techniques and that data remains limited and poorly utilised. This makes it difficult to know if efforts are on track to achieve gender equality goals and commitments. The interviewees reported that little work is being done to assess the impact of sex-disaggregated data that is being collected for programs and activities. They all strongly agreed that Plan could do much more to institutionalize gender integration in the programme work. The staff clearly stated during the workshop a need for a new global gender policy to guide their programme work which is both simplified and integrated in the documents they already have as *“there are too many documents in the system with unclear status”*.

3.3.1 Applications and reports

Results-based management makes it easier to implement gender mainstreaming, because it defines and measures the work done in terms of results achieved rather than activities carried out, and enable quality as well as quantity to be tracked. Making gender a cross-cutting issue in Plan's Strategic Framework (2008-10) has had a visible impact on the design and implementation of gender sensitive programmes. The Norad applications for 2008-2010 proposes priority to gender related issues:

Plan Norway's current strategy places special focus on gender issues and girls' rights. The new global report series from Plan “Because I am a Girl”, which was started in May 2007, is an important contribution to increased knowledge about the special situation of girls, vis-à-vis women and the gender-neutral concept “children”. Plan Norway has been consulting the MFA concerning the white paper which is being written as a follow up the action plan on women's rights and gender equality and development cooperation, and emphasised the need to see the special needs and rights of girls. Our approach does not exclude boys and men however – Plan believes that the contribution of boys and men is vital to secure girls' and women's rights.

By making gender equality a cross-cutting issue, Plan has created a good potential for gender mainstreaming. To a limited extent this is carried forward into objectives and indicators in both the applications and reports submitted to Norad. The degree to which this potential is realized seems not to be consistent in the Norad documents, as the documents hardly mention gender equality statistics. Women are often only mentioned in the context of being mothers. Children are to some extent divided by sex, but this is not consistent through out the programmes. Most often the data presented are on children, adolescent/youth, families, staff, infants, volunteers, communities, health workers, teachers, students, disabled and parents, not taking into account that these groups have a sex that can give important insight to the programme.

One programme in Kenya is including gender analysis in their programme goal, but no data in the related documents supports this. The programme in Malawi is the only one giving specific information on abuse affecting boys, but the indicators provided are not disaggregated by sex. The Feeding programme in Zimbabwe supported by MFA has a section under The Gender Perspective analysing the participation of men and women:

However, women also did most of the work – fetching water and firewood, cooking and cleaning. It is reasonable to assume that this is due to the traditional role of women in these shores. As discussed previously in the report, feeding would go on till as late as 15:00 hours if cooking pots were inadequate. Women would then be away working at schools almost all day and then going back home to work again. Although men, in some communities, helped with carting firewood and water using scotch carts, the level of involvement of men in all chores was low. The Program had more demands on women than men. There is a need to encourage men to increase their participation.

According to Plan's *Do no harm* policy¹⁶, the above information implies that adjustments should be made to the programme as adding burdens to the women was not intentional. Information on whether or not this has been done and on how men are included in the programme is not to be found in the subsequent application or reports.

3.3.2 Indicators

Indicators are both a tool and a mechanism for ensuring gender mainstreaming. The use of indicators as a guide to planning, monitoring and reporting is one of the major advances introduced by results-based management. Plan Norway's Norad applications and reports contain few examples of indicators that are either explicitly or implicitly gender-sensitive. Some staff interviewed stressed the strong need of gender sensitive indicators as gender related results are easier to achieve wherever there is a gender indicator to be met.

However, the evidence from this review suggests that there are few existing indicators for gender equality. Moreover, nearly all the indicators and targets in the Norad funded programmes are quantitative rather than qualitative. They measure

¹⁶ Referred to in the Norad programme documents.

results in terms of the numbers, and often the numbers are taken as a result, not looking at the content. The quantitative nature of the indicators limits their potential for bringing out to what extent gender equality and gender mainstreaming has been achieved.

The incorporation of gender equality objectives and gender indicators into programmes might be linked to staff not having a good understanding of how to develop gender indicators. The difficulties with designing and using gender indicators do not, however, imply that no attention is being paid to gender indicators, or that no action is being taken. All the staff without exception felt the need for gender indicators, and some are already beginning to develop them. One interviewee suggested that Plan must develop core indicators corresponding to the objectives of Plan, addressing the process of gender mainstreaming and as a guide to planning and a measure of achievement. However, many are confused by the task of designing such indicators. Several staff expressed the wish for greater institutional support, especially closer and more regular collaboration with Plan International, as regards specific advisory inputs around the development of tools and indicators. Moreover, the current development of indicators in the department are not systematic and are taking place in relative isolation, and opportunities for real learning by sharing across the department are being missed.

3.3.3 Programme management systems

The new Programme Accountability and Learning System (PALS) is said to include gender equality as a cross-cutting issue, and provides staff an opportunity to reflect on how gender equality may be improved within the scope of programming. However, gender is only mentioned explicitly a few times in the PALS document; related to the situation analysis section and the heading *Sources of Information* (page 12), and under *Baseline study* concerning gender disaggregated data (page 23). To improve the PALS, the global gender advisor will develop some focused questions on gender equality as part of the revised PALS toolkit for country situation analysis. There are still several parts of the new system which does not provide enough guidance on the “How to...” guides to mainstream gender. For example, the *How to: Select and use indicators guide* does not refer to gender at all.

The staff reports that monitoring and reporting becomes time consuming as they have to go back several times to partners for more information to get the full picture of a programme. Linked to the PALS system the programme department in Plan Norway is therefore in a process of developing a better system for monitoring and evaluation. This will assist their monitoring system by improving their situational analysis and baselines with clear objectives and indicators.

Moreover, it was stated that the department will change the budget setup by asking for budgets with more than 3-6 budget lines as is currently often the case to make sure that activities and budget are consistent. One staff member underlined: “*It has been difficult to get hold of the overall budget from Country Office as they have many donors. We therefore need to change how we follow programmes with more detailed budgets broken down by activities to be able to monitor achieved results.*”

Another new checklist for planning and monitoring has been developed for the staff in the programme department by the gender advisor in Plan Norway. The checklist is said to be used primarily during field visits and holds a paragraph on gender equality. Some of the staff stated that they use it from time to time as a reminder, but not consistently. *“We must have a monitoring system for our field visits that are mandatory and follows a standard analytical framework for reporting that are circulated within the department if we are to learn from our visits”*, as one staff expressed.

Gender audits have been undertaken randomly across Plan country offices. Few have been carried out during the recent years, however. According to Plan International’s global gender advisor they will be rolling out a gender audit process across the global organization in the coming year. The audits will establish a baseline of current practices and performances in gender mainstreaming in country offices and across programs, identify best practices, strengths, gaps and lessons learned across all regions, identify benchmarks for future progress, develop locally appropriate mainstreaming strategies, action plans and accountability frameworks, create a common understanding of where the organization as a whole and in each region is, where it wants to go and how it intends to get there.

On the program side, there was a widespread perception among the people interviewed that projects/programmes used a participatory process in their design, influenced to some degree by women’s groups or networks. The staff interviewed stated that they assume that the work of partners and support for their activities on gender has improved the wellbeing of women/girls and reduced inequalities in access to essential services. However, again several believed that sex-disaggregated data was collected and analyzed at the activity level only to a limited extent, pointing to the need to be more systematic. One interviewee said: *“We have to base our work on facts/data not assumptions to justify our focus on girls and make sure that we are not discriminating against boys. If we improve our programme design we will improve our work on gender mainstreaming. Doing our baselines with a gender perspective will also force us to raise controversial issues”*.

Another factor is the degree of control the Plan Norway staff ultimately has over a programme. Especially sponsorship programmes which goes through Plan International limits Plan Norway’s degree of control over a programme and hence over its gender dimension. This problem was raised by several staff members. This clearly presents constraints as to how far the department staff can stretch the boundaries of control in a given situation, for instance in challenging lip-service or tokenism or the underreporting of gender relevant data. Pressure from different donors comes into play here as well. Some staff pointed not only to donor driven priorities but also Headquarter driven activities which are not necessarily coordinated or integrated at the country level.

3.3.4 Norad

The staff in the programme department underlined the importance of Norad’s gender reporting templates. *“We have to comply with Norad’s formats which forces us to consider gender. These templates thereby raise awareness as we often have to go back to the country office for more information. But the information we get depends*

on the competence of the staff there and the quality of the country office strategic plan.” Still some staff reported that they wanted more feedback from and discussion about gender with Norad.

Plan Norway’s contact officer in Norad perceives Plan as a competent organization when it comes to integrating gender in their programmes. *“They have a targeted approach to gender, focusing on girls, which I think they do well.”* To what extent Plan Norway manage to mainstream gender Norad was not in a position to say, but it was stated that Norad is pleased with the documentation presented to them. Norad also assesses Plan Norway to be at an average level compared to other organisations in their work to improve their indicators and results-based management system.

3.4 Conclusion

The strategic framework for Plan International is aiming for gender mainstreaming. But this is not systematically developed or institutionalized in the programme department of Plan Norway.

The gender analysis throughout is uneven. Good examples of gender analysis and gender in programmes and projects can be found, backed up with some sex-disaggregated data, predominantly on the girl child or mothers. Boys and men are most often invisible as beneficiaries or agents of change.

Gender equality is still lacking as an objective in most programmes and projects, and there is a tendency to confuse gender mainstreaming with actions specific to girl’s practical needs. Many documents fail to distinguish between gender neutral and gender-sensitive language. Too often, data disaggregated by sex is limited. These weaknesses show that, despite strong policy commitment to gender equality and mainstreaming, the mechanisms, tools and indicators to anchor policy in practice are still not completely in place.

In part this is because there are not enough gender indicators making the country office and staff in the department less bound to plan in compliance with core gender indicators. But it also reflects a lack of clarity about exactly what gender mainstreaming means and how to translate it into practice. This is also a challenge as regards to staff’s knowledge base, and causes weak programme design which makes results-bases management difficult.

4. NEXT STEPS TOWARDS GENDER MAINSTREAMING

4.1 Follow-up of the gender review

There are now great scopes for change across Plan to institutionalize gender equality and effect real change towards building a more gender-equal world through Plan's programming. Ongoing processes such as the development of a new gender policy, initiation of more global gender audits, engendering the Country Strategic Plan (CSP) and PALS process, strategic capacity building, and development of strategic partnerships with gender-equality partners at all levels serve as a good foundation for intensive efforts. If these efforts are followed through, Plan is on the way to improve their work on gender.

Mainstreaming a gender perspective into programmes or projects begins with a gender analysis. This analysis should be carried through the whole programming cycle and should inform policy, strategy, design, implementation, monitoring and evaluation. Unfortunately, this is not always realized in practice, as gender equality concerns tend to disappear, or 'evaporate' at some point in the cycle.

There is to some extent a short institutional memory in Plan Norway which may lead to the production of new documents rather than revisiting the existing ones, and for initiatives to grow and then sink without trace. Therefore, the staff interviewed expressed a strong need to reduce the amount of documents and highlight the status of which ones to use to better understand their roles and responsibilities in achieving gender mainstreaming in their work. The following will contribute to this aim.

4.2 Political will

4.2.1 Develop a new gender policy

Defining and articulating a gender policy is one of the first steps to be able to mainstream gender in Plan International. The new gender policy to be developed by Plan International should include statements and strategies with clear objectives, achievement indicators, areas of intervention, capacity building for staff and country office partners, monitoring and evaluation of the strategy, and reporting. In this process it will be important to establish gender equality as a Plan policy objective that cuts across all strategic areas, and define gender equality objectives for men/boys and women/girls as beneficiaries, for the cooperation with country office partner, and for Plan International members. The new policy must be published and distributed to all personnel in Norway and all country members of the organization. Building on the increasing interest in and need for support on gender issues of the staff is one way of promoting the new Plan gender policy more actively.

Plan International's framework documents emphasize a strong commitment to the equal participation of men/boys and women/girls in activities and decision-making processes. However, the gender review has revealed that a mainstreaming strategy

has been followed up by Plan Norway only to a limited degree. There is therefore a need to strengthen Plan's analytical frameworks on gender and clarify the practical implications of terms such as gender equity, gender equality, gender mainstreaming, girls' empowerment, equal opportunities, men/boys and masculinities. A clearer definition of these terms as a part of the policy objective would strengthen the department's ability to perform gender analysis, and broaden the understanding of the work on gender to a gender perspective that clearly outlines the changes in gender relations that Plan wants to achieve.

The department should take part in the development of a new gender policy for Plan International in order to contribute with Plan Norway's views and thereby get a stronger ownership of the final policy. Contributions to the policy must be vetted by the department itself to be sure that there is concurrence and that it accurately captures the department's needs. In this process it is important that the gender advisor in the department is not doing this by herself, but have the entire staff involved as this improves the contribution and as a consequence raises awareness in the department.

4.2.2 Include men and masculinities in gender

Masculinities are not an unknown area for Plan Norway, as a published article from 2009 on the topic proves. The initiative for the article came from the new head of the programme department. Even though the article of this type is published for the public at large it raises awareness within the organization as well, arguing for the importance of including a masculinities approach; that true mainstreaming takes account of men. It is therefore important for Plan to clarify the difference between a girl/women's and a gender mainstreamed approach by putting boys/men back into the picture.

The gender mainstreaming strategy in Plan has to a large extent been interpreted and operationalized in terms of girl/women-specific activities only. A focus on one sex should never be assumed to be the same as a focus on gender, but should always be justified by explaining why a focus on one sex is the most appropriate way of operationalizing a gender analysis in that particular case.

Plan needs to elaborate its own definition of gender mainstreaming. Such a definition would underpin the necessary analysis by the programme department of exactly what mainstreaming means for them in their work. The development of a policy with an accompanied action plan could form a useful starting point for this.

Plan Norway should also explore how to integrate the male side of gender in Plan's work more actively. Incentives to encourage men to promote gender equality and initiatives for studies on boys and men can be ways to increase interest in the organisation.

4.2.3 Develop an action plan and a gender working group

A concrete action plan for the department will be a useful tool to be able to identify and coordinate activities to integrate gender. It should be organized into a work plan

with deadlines and responsibilities against each task to help both to clarify the expectations for each staff member and to offer a way for the management to demonstrate leadership and accountability in the gender mainstreaming process. It would enable the establishment of an effective monitoring and evaluation mechanism. By defining a baseline and track progress on both process and impact this will measure the extent to which gender is being mainstreamed into programmes as well as whether there is an impact on key gender equality measures.

A gender working group within Plan Norway should be established. The group should have a clear mandate and be responsible for tasks such as monitoring the action plan and preparing an annual report to the board on its implementation.

4.3 Technical capacity

4.3.1 Develop a training plan

It is clear that training is a critical component to improve the attention to gender, and for the institutionalization of gender expertise. Connecting training in results-based management for the programme cycle to gender mainstreaming will give a better understanding for the staff of how to include gender in their work and enhance their skills of gender analysis.

It would be helpful to set a clear standard for gender performance that incorporates the requirement that all staff in the department must be competent in performing a gender analysis, and gender sensitive planning, monitoring and evaluation. Developing a training plan to meet the different needs of different segments of the department therefore should be a priority. As expressed in the workshop, a wide range of activities can be considered under the rubric of training, from oral reports from partners to more formal workshops and multi-day training programs. The training plan would demonstrate how these different activities would be related and which audiences would be targeted. Building ways to share knowledge, across teams, and after individual trainings is one component of this effort.

The manual from Canada serve as a set of tools to improve the effective design and implementation of project and programmes. It is meant to impart in a workshop setting lasting about five days. The same goes for the Plan India manual. These manuals contains useful tools and training modules, however, they are extensive in nature and therefore can be difficult to carry out as staff might not have the time to set aside. The manuals can be used as a toolkit for development of a more dense training and checklist for gender analysis accompanying the programme management guides and PALS system.

Plan Norway should document and compile best practices on promoting gender equality in Plan's programmes, both as a general resource and as part of training materials for use in workshops, seminars, etc.

4.4 Accountable governance

The staff members are required to participate and contribute with commitment to the implementation of the gender equality and mainstreaming policy, but lacks procedures to monitor whether commitments at the policy level are reflected in the internal structure, procedures and whether they are being implemented in programming practice.

4.4.1 Focus on leadership responsibility

The overall responsibility and accountability for successful implementation rests with the Secretary General of Plan Norway and the heads of the departments. They demonstrate gender awareness, competence and will to improve Plan Norway's work on gender. It is, however, not always clear to the staff who is responsible or accountable for what, or to what extent the commitment for gender mainstreaming is implemented and monitored. There should be an aim that all staff members in the programme department take responsibility for gender mainstreaming in their own work. But if this is to be met, everyone will need to build a minimum level of gender competence, and gender competence will need to be made a specific core competency in recruitment and staff performance appraisal. This has to be followed up by the management of Plan Norway.

4.4.2 Use the gender expertise available

The newly appointed global gender advisor will have an important role as a support and catalyst to gender mainstreaming for Plan International. A closer and more regular collaboration with the advisor, especially as regards specific advisory inputs concerning the development of tools and indicators will be beneficial. With more recourse available to the work on gender, Plan International should exert pressure to their members to mainstream gender considerations, and vice versa. The ongoing work to develop a new policy, training, tools and improvements of framework documents will be of valuable importance for Plan Norway's gender work.

The above mentioned mainstreaming efforts will be best promoted by cooperation between the gender specialists/advisors (including the Technical Gender Working Group) within Plan International and all programme staff within Plan International. Together they can for instance develop solid integrated indicators on the core of Plan's work, as the inputs of both gender advisors and programme staff is necessary in this process.

The Technical Gender Working Group will be an important arena for discussions and development. Plan Norway should therefore initiate a revitalisation of the Technical Gender Working Group and push forward a mandate for the group that includes how to gender mainstream in programme work; best practises, tools, training workshops etc.

Many programme staff reported that they see the gender advisor of Plan Norway as a valuable resource, but having this position can be overwhelming, managing the gender-related work single-handed as well as her other regular work. In this situation gender is often pushed to a lower priority, and mainstreaming is clearly impossible

since the gender work falls to just one staff member. Plan Norway should strengthen the gender advisor through a precise allocation of time and tasks in her job description. Clear terms of reference should be developed with emphasis on the catalytic and advisory role in assisting the development of gender analysis tools in the department programme work.

4.4.2 Develop gender indicators

The challenge of designing gender indicators touches the heart of gender mainstreaming; to integrate gender equality explicitly into the whole system of programming and budgeting, at all levels. Qualitative as well as quantitative indicators and targets need to be designed.

All indicators, current and to be developed, should be disaggregated by sex. Resources should be allocated for improving the collection of data on key gender indicators. Greater attention should be given to qualitative indicators by holding seminar or other discussion meeting on gender indicators, and to bring together existing experiences and build on them. Managers should be held accountable for the achievement of indicators and targets once established.

4.4.3 Develop a “sex-disaggregated data and gender analysis” guide

In development programmes in general it is often a misunderstanding of what gender-neutral and gender-sensitive means. This has the unintended effect of erasing gender differences that are fundamental to the situation being analysed and consequently of leading the attention away from the need for gender-sensitive responses. A poor understanding of what a gender analysis is and what it should be used for contributes to this.

A short guide (one page) on ‘sex-disaggregated data and gender analysis’ should be developed and incorporated into the PALS system as a Plan house style manual. However, because many user-friendly and well-researched guides of direct relevance to Plan’s work already exist, these must be used as a base for the guide.

Baseline data on gender issues and sex-disaggregated data should also be incorporated routinely in research documents, like in the *Because I am girl*-reports.

Annex I: List of participants

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Annex II: List of documents reviewed

Advocacy Strategy for Plan Norway, FY 2010-2013

Application (2008) and Report (2008) Norad cooperation agreement (2008-2010)

Briefing Note to accompany Protocol on Gender Equality, 2005, Plan International

Checklist for Planning and Monitoring, draft 20.01.10, Plan Norway

Child Centred Community Development, date lacking, Plan International

Gender Audit of Plan Ethiopia, November 2007

Gender Equality Check-list for New Project Proposals, draft 03.10, Plan International

Gender Equality Protocol (2005), Plan International

Gender Perspective in Program/Project Cycle Management, version 1 July 2004, Plan International

Plan Asia Regional Gender Survey, February 2005

Mapping Plan's Experience in Improving the Lives of Girls, Summary Report and Analysis, October 26. 2009, Plan International

Multiyear Applications (2008) and Reports (2008) Vulnerable Children Feeding Programme-Zimbabwe to MFA

New monitoring system accompanying the PALS system for the Programme Department, draft 03.10, Plan Norway

Planning for Results: Results-Based Management and Gender Equality Training Manual, 2009, Plan Canada

Plan's Programme Framework, Promoting Child Rights to End Child Poverty, august 2009, Plan International

Programme Accountability and Learning System (PALS) (2009), with the "How to" guide, Plan International

Programme Effectiveness Framework, July 2009, Plan International

Retningslinjer for programkoordinatorer, Plan Norge, utkast 12.01.09

Strategi for Plan Norge FY2008-FY2010

Training Manual on Gender Programming, For Plan Project Staff and Community Volunteers (2008), Plan India

Virksomhetsplan for programavdelingen, budsjettår 2010, Plan Norge

Worldwide Annual Review and Combined Financial Statements 2009, Plan International

Annex III: Terms of Reference

Oppdragsbeskrivelse Gender Audit Plan Norges programarbeid

Bakgrunn

Plans visjon er å bidra til en verden der alle barn får realisert sine muligheter i samfunn som respekterer menneskers rettigheter og verdighet. Hovedfokuset til Plan er alle barn, både gutter og jenter, men i store deler av verden er det fortsatt slik at jenter blir diskriminert basert på deres kjønn og fratatt elementære rettigheter. Det er med dette som bakgrunn at Plan, i vår innværende strategi, har satt et særskilt fokus på realisering av jenters rettigheter.

For å oppnå likestilling, som er målet ved å satse spesifikt på jenter, kreves det at vi integrerer kjønnsdimensjonen og aldersdimensjonen i alt vi gjør. Kjønn er en parameter i programsyklusen, i lovgivning, i politikk, i strategi og i praksis. Jenter og gutters ulike behov og meninger må vektlegges, slik at begge kjønn får samme fordeler og utbytte av den politiske, økonomiske og sosiale utviklingen. Videre er det viktig å styrke posisjonen til det kjønn som blir diskriminert, ved å bevisstgjøre om maktrelasjoner. Styrket selvtillit og kapasitet gjennom deltagelse, ressurstilgang og lovgivning, både individuelt og kollektivt, vil gi grunnlag for å utfordre diskriminerende relasjoner og praksis.

Hvordan jobber Plan Norge med kjønn?

Arbeidet med kjønn er en integrert del av Plans menneskerettslige tilnærming til utvikling, CCCD, hvor man ser holistisk på de strukturelle årsakene og konsekvensene av fattigdom. Som en rettighetsbasert organisasjon er ikke-diskrimineringsprinsippet en av rettesnorene i vårt arbeid. Ingen barn skal diskrimineres på noe grunnlag. Dette ligger da også til grunn i vårt arbeid spesifikt med kjønn. Plan Norges arbeid med kjønn er i stor grad knyttet til jenters rettigheter, uten at det på noen måte betyr at gutter skal ekskluderes.

Mange av våre prosjekter har et særskilt jentefokus som f.eks. prosjekter rettet mot tidlig ekteskap i Kenya, skadelig tradisjonell praksis og vold mot jenter i Etiopia og sosial inkludering og ikke-diskriminering i Nepal. Disse og flere av våre prosjekter setter søkelyset på spesifikke områder hvor jenter er mer utsatt for diskriminering enn gutter. Dette betyr derimot ikke at gutter ekskluderes. Plan jobber for alle barn, og i

de tiltak som spesifikt rettes mot å bedre jenters situasjon inkluderes hele lokalsamfunnet; gutter, menn, kvinner og jenter.

I situasjonsanalysene som foretas før prosjekter starter opp er det integrert en kjønnsanalyse av jenter og gutter situasjon på lokalt nivå, så vel som på nasjonalt nivå.

En viktig del av Plan Norges arbeid i Sør er kapasitetsbygging av våre partnere. Dette innebærer å holde opplæringer av regionkontor, landkontor og partnere. Et av kjerneområdene i disse opplæringene er opplæringsmodulene på ikke-diskriminering og kjønn, med et særskilt fokus på jenter.

I Plan Norges påvirkningsarbeid jobber vi for at norske myndigheter, og verdenssamfunnet for øvrig, skal ha det nødvendige fokuset på kjønn OG alder når de utarbeider utviklingspolitiske strategier. Plan Norge deltar i kvinnerettede fora som FNs kvinnekommisjon som en viktig bidragsyter til at aldersdimensjonen ikke forsvinner i kjønnsdebatten, og i barnerettede miljøer som Day of General Discussion som en bidragsyter for at kjønnsdimensjonen ikke forsvinner i debatten rundt barns rettigheter.

Plans fokus på jenter spesifikt ser man også tydelig i vårt påvirkningsarbeid i Norge. Plan har i de siste års kommentarer til statsbudsjettene, stortingsmeldinger, NOUer og andre policy dokumenter gjort det klart at vi mener det er for lite fokus på jenter i norsk utviklingspolitikk.

Jentefokuset er ikke begrenset til Plans prosjekter i Sør eller vårt påvirkningsarbeid mot norske og utenlandske myndigheter, men er også en stor del av vårt PR og kommunikasjonsarbeid, vårt markedsføringsarbeid og vårt samarbeid med norske bedrifter og privatpersoner.

Målsetning

Plan Norge ønsker å få gjennomført en gender audit/gjennomgang av kjønnsdimensjonen i programarbeidet. Gjennomgangen vil kartlegge hvordan Plan Norge arbeider med kjønnsdimensjonen i sitt programarbeid og vurdere om både gutter og jenters behov og interesser blir ivaretatt i det løpende programarbeidet. Gjennom dokumentstudier og intervjuer av de ansatte i programavdelingen vil gjennomgangen kartlegge hvorvidt kjønnsdimensjonen er ivaretatt på en systematisk og helhetlig måte. På bakgrunn av denne kartleggingen vil det gis konkrete

anbefalinger for videre arbeid. Gjennomgangen kan deretter bli brukt som en baseline som videre arbeid kan måles opp mot.

Overordnet målsetning:

Å styrke arbeidet med systematisk integrering av kjønnsperspektivet i Plan Norges programarbeid.

Gjennomgangen skal:

1. Kartlegge hvordan Plan Norge ivaretar kjønnsdimensjonen i sitt programarbeid.
2. Identifisere forbedringspotensiale og gi konkrete anbefalinger for hvordan Plan Norge kan ivareta kjønnsdimensjonen på en helhetlig og systematisk måte i programarbeidet.

Gjennomgangen vil belyse følgende aspekter:

- Kjønnsdimensjonen i Plan Norges strategier, handlingsplaner og andre førende dokumenter.
- Kjønnsdimensjonen reflektert i ressurser/budsjetter relatert til programarbeidet
- Rutiner og systemer for ivaretagelse av kjønnsdimensjonen i løpende monitorering og evaluering av programarbeidet (inkludert søknader/rapporter/maler/kontrakter, indikatorer osv).
- Plan Norges dialog med landkontorene (inkl. strategisk valg av landkontor som samarbeidspartner)
- Opplæring og eksisterende kompetanse i programavdelingen
- Plan Norges relasjon til nasjonalt og internasjonalt rammeverk og den eksisterende nasjonale og internasjonale debatten rundt kjønnsdimensjonen i bistanden, samt forholdet til eksterne miljøer som arbeider med kjønn og utvikling (kvinneorganisasjoner, myndigheter og lignende)

Det er viktig å understreke at gjennomgangen vil være første skritt i en større prosess. Anbefalingene fra kartleggingen vil være utgangspunktet for Plan Norges videre arbeid med å styrke integreringen av kjønnsdimensjonen i programarbeidet. I den videre prosessen vil det være viktig å sette av ressurser i form av tid og penger. God forankring i ledelsen vil være avgjørende for suksess med dette arbeidet.

Metode

Nord/Sør-konsulentene er engasjert for å gjennomføre en gender audit av Plan Norges programarbeid. Konsulentene har lang erfaring fra arbeid med integrering av kjønnsdimensjonen i bistanden, og har utført tilsvarende gjennomganger av norske organisasjoner de senere årene.

Følgende metoder vil bli benyttet:

- Informasjonsseminar (introdusere prosessen og informere om hvorfor)
- Dokumentstudier av strategidokumenter, programdokumenter etc. (måle/vurdere kjønns sensitivitet)
- Semi-strukturerte intervjuer etter utarbeidet intervjuguide (alle ansatte i programavdelingen vil bli intervjuet separat og/eller i mindre grupper.) I tillegg intervju av generalsekretær, kommunikasjonssjef og markedssjef, evt. andre)
- Fokusgrupper (få fram bevissthet og diskusjon i avdelingen)
- Intervju av Norad/andre eksterne aktører (hvis tid og ressurser)
- Lanseringsseminar/presentasjon av rapport (Presentasjon av rapporten og en diskusjon om veien videre)

Gjennomgangen vil ta utgangspunkt i ILOs metode for gender audit, men metodikken vil skreddersys etter Plan Norges utgangspunkt og behov.

En eller flere ansatte i Plan vil være konsulentenes kontaktperson og legge til rette for intervjuer, fokusgrupper og tilgang til dokumenter etc.

Rapport

Kartleggingen vil munne ut i en rapport på maksimum 20 sider ekskl. sammendrag og vedlegg. Rapporten skal skrives på norsk og skal inneholde følgende:

- Sammendrag (maks to sider)
- Bakgrunn, målsetning og beskrivelse av gjennomgangen
- Metode og begrensninger
- Hovedfunn/Analyse av data
- Anbefalinger
- Diverse vedlegg, liste over intervjuer med mer.

Tidsplan

Plan Norge har bevilget NOK 100 000 ekskl. mva til gjennomgangen, som er stipulert til ca. 20 arbeidsdager/dagsverk.

Fase 1: Forberedelse

Tid: november-januar 2009

Ferdigstillelse av Oppdragsbeskrivelse

Underskrift av kontrakt

Utarbeidelse av tidsplan, arbeidsplan og intervjuguide med spørsmål

Ansvar: Plan Norge i samarbeid med Nord/Sør-konsulentene

Fase 2: Datainnsamling og analyse

Tid: Januar-mars 2010

Dokumentstudie

Gjennomføring av intervjuer

Analysering av informasjon

Ansvar: Nord/Sør-konsulentene

Fase 3: Feedback og rapport

Tid: mars 2010

Foreløpig rapport

Innspill til rapport fra Plan Norge

Ferdigstillelse av rapport senest 31. mars

Presentasjon av rapport

Ansvar: Nord/Sør-konsulentene