



ASIA PACIFIC FORUM
ADVANCING HUMAN RIGHTS IN OUR REGION

Mainstreaming the Human Rights of Women and Girls into Our Everyday Work



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NHRI Guidelines for Mainstreaming the Human Rights of Women and Girls into Our Everyday Work

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Foreword

Gender inequalities exist for women, girls and people of diverse gender identities in the Asia Pacific region and across the world.

These violations include entrenched roles, attitudes and stereotypes that lead to gender-based violence, discrimination, unequal access to basic services, poverty and under-representation in leadership and decision-making roles. Women and girls also experience disproportionately the impact of conflict/post conflict situations, climate change and natural disasters.

National human rights institutions (NHRIs) understand the importance of making gender equality a primary goal in their work. They recognise that a strategy of gender mainstreaming, in concert with gender specialisation, is the most effective means of achieving this goal.

The *NHRI Guidelines for Mainstreaming the Human Rights of Women and Girls into Our Everyday Work* (the Guidelines) focus on the generic or mainstream efforts that an NHRI can undertake as part of a 'business as usual' approach to consider the inclusion of women and girls in all aspects of its work.

Such mainstreaming efforts complement, but do not replace, the need for targeted, specialised gender equality policies and programmes, including affirmative action or special measures.

A handwritten signature in black ink, appearing to read 'Kieren Fitzpatrick', followed by a long horizontal line extending to the right.

Kieren Fitzpatrick

Director

Asia Pacific Forum of National Human Rights Institutions



Introduction to the Guidelines

BACKGROUND

NHRIs in the Asia Pacific have made a commitment to advance gender equality and to promote and protect the human rights of women and girls in their respective countries.

The APF Strategic Plan 2015–2022 identifies gender equality as one of six key strategic functions. Implementation of this strategy involves a ‘twin-track’ approach, utilising both gender specialisation and gender mainstreaming initiatives.

The APF recognises that gender-led human rights empowerment is critical to the realisation of human rights for everyone. The APF Gender Strategy includes a combination of gender specialisation and mainstreaming measures that are designed to:

- Support the APF’s membership to prioritise and focus on the human rights of women and girls
- Support gender mainstreaming processes within the APF’s membership
- Mainstream gender within the operation of the APF secretariat.

These Guidelines have been developed to support APF members and prospective members to mainstream gender within their institutions and across their external work. NHRIs may also wish to adopt or adapt these Guidelines as the basis for their own institutional mainstreaming strategy.

The Guidelines include a step-by-step gender mainstreaming process and make reference to resources, tools and case studies.

The APF also facilitates a gender mainstreaming capacity building program for its members and prospective members using various tools such as these Guidelines, an online community of practice, blended learning opportunities, roundtables and videos and fact sheets.

The capacity building program will be followed by support for NHRIs, where requested, to apply the Guidelines at the national level.

It is anticipated that the Guidelines will continue to develop as they are used by NHRIs. The APF will review and, if required, update the Guidelines on a regular basis.

SCOPE

The APF recognises that the term ‘gender’ refers to socially constructed roles of, and power relations among, men, women and gender diverse people, all of whom may be affected differently by an NHRI’s activities.

The APF also recognises the multiple discrimination faced by many women, girls and people of diverse gender identities because of additional factors such as race, disability, age, socio economic status/class, caste, indigeneity, sexual orientation, sex characteristics, rurality and migrant and refugee status.

Considering that women and girls have historically experienced discrimination as a result of patriarchal norms and power structures, these Guidelines focus on advancing gender equality between women and girls/men and boys, including cisgender and transgender.

The models and strategies included in the Guidelines can also be used for gender equality work involving diverse gender identities. They can be considered alongside other APF resources aimed at addressing discrimination on the basis of sexual orientation, gender identity and expression and sex characteristics.

APF RESOURCES RELATING TO MAINSTREAMING DIVERSE GENDER IDENTITIES AND EXPRESSIONS

- *Manual on Promoting and Protecting Human Rights in relation to Sexual Orientation, Gender Identity and Sex Characteristics*. Available at www.asiapacificforum.net/media/resource_file/SOGI_and_Sex_Characteristics_Manual_86Y1pVM.pdf
- *Part of Our Everyday Work: NHRI Guidelines for Mainstreaming SOGISC Work*. Available at www.asiapacificforum.net/media/resource_file/APF_Part_of_our_Everyday_Work_NHRI_SOGISC_Guidelines.pdf

The APF can offer capacity building programs and individualised support for NHRIs, where requested.



USING THE GUIDELINES

The Guidelines are made up of four sections.

Section 1 introduces gender mainstreaming and why it is important for NHRIs.

Section 2 gives practical guidance for NHRIs when planning, implementing, monitoring and evaluating a gender mainstreaming strategy.

Section 3 identifies the elements of a gender mainstreamed NHRI.

Section 4 features case studies with the APF secretariat, the Palestinian Independent Commission for Human Rights and the Commission on Human Rights of the Philippines.

CONCEPTS, TERMS AND DEFINITIONS USED

Gender and language are inextricably tied. Language communicates our attitudes, beliefs and realities and is one of the most powerful ways that gender-based discrimination is perpetuated. It is sometimes hard to know the appropriate language to use, especially as terminology continues to evolve.

These Guidelines use the following terms and definitions.

Cisgender refers to a person whose sense of personal identity and gender corresponds with the sex assigned to them at birth. For example, a person who was born female and whose gender identity is female is a cisgender female or cis-female. A person who was born male and whose gender identity is male is cisgender male or cis-male. Cisgender is often shortened to cis.

Gender refers to socially constructed characteristics, particularly norms, roles, behaviours and expectations that relate to sex categories. It varies from society to society and over time. Individuals or groups who do not 'fit' established gender norms often face stigma, discriminatory practices or social exclusion.

Gender balance refers to the equitable distribution of opportunities and resources among genders. It also includes equal representation.

Gender-disaggregated data refers to data that are collected and presented separately according to gender. They allow for the measurement of differences among genders on various other dimensions, such as social, economic and cultural dimensions.

Gender equality refers to the equal rights, responsibilities and opportunities for all genders. *Substantive* gender equality is the combination of formal gender equality with equality of outcome, meaning that equality in law, equal opportunities and equal treatment of women and men are complemented by equality in impact, outcome or result.

Gender expression relates to a person's way of communicating femininity or masculinity (or both or neither) through physical appearance and mannerisms, ways of speaking and patterns when interacting with others.

Gender identity refers to a person's internal sense of being female or male, or a third or alternative gender, or a combination of genders or of having no gender. A person's gender identity may not necessarily correspond with the sex they were assigned at birth.

Gender mainstreaming is a strategy to achieve gender equality. It is an active process of assessing and operationalising gender implications across all activities of an organisation, taking action to achieve gender equality and ensuring gender inequality is not perpetuated. Its goal is to achieve formal and substantive gender equality.

Gender specialisation is a strategy that specifically targets those who experience the most serious gender-based human rights violations and those that perpetuate these violations.

Intersectional approach to gender mainstreaming recognises that inequalities exist within genders as well as between them. Additional discrimination and disadvantage can occur as a result of multiple other identities.

Sex (biological) refers to a person's biological characteristics. These may be genetic, hormonal or anatomical. They are typically used to group people into two distinct categories, as either male or female. The term 'sex characteristics' is a more precise framing of biological sex.

Structural sexism refers to the acceptance of cultural, historical, institutional and interpersonal factors that result in preferential treatment for some people on the basis of gender, while producing adverse effects for others.

Transgender refers to a person whose sense of personal identity and gender does not correspond with the sex assigned to them at birth. Also commonly shortened to 'trans'.

There are also certain terms used in Asia and the Pacific.¹ Some common terms used by transgender woman are *kathoey* in Thailand, *waria* in Indonesia, *mak nyah* in Malaysia, *whakawahine* in New Zealand and *Sistergirl* in Australia. Terms used by those whose gender expression incorporates feminine elements are *fa'afine* in Samoa and Tokelau, *fakaleiti* or *leiti* in Tonga, *fakafifine* in Niue, *akava'ine* in Cook Islands and *palopa* in Papua New Guinea. These words are not limited to a person's individual identity but also describe their gender role within their extended family. In Samoa, for example, "*fa'afafine* are known for their hard work and dedication to the family in carrying out roles and responsibilities both for men and women".²



Section 1:

An introduction to gender mainstreaming and the human rights of women and girls

By engaging with this section, NHRIs will:

- Become familiar with some of the concepts and terms used in gender mainstreaming work
- Know what a gender mainstreaming approach is and how it is different from, but complements, a gender specialisation approach
- Know why gender mainstreaming is an important strategy to use in their organisations.



1.1. CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW),³ adopted by the United Nations in 1979, is often described as an “international bill of rights for women”. It is a core international human rights treaty that focuses on achieving gender equality for women.

CEDAW defines gender-based discrimination as any distinction, exclusion or restriction on the basis of sex, which intentionally or unintentionally nullifies or impairs the recognition, enjoyment and exercise of women’s social, cultural, political and economic rights.⁴

Discrimination against women, as set out in CEDAW, focuses on effect as well as purpose. The CEDAW Committee notes:

... identical or neutral treatment of women and men might constitute discrimination against women if such treatment resulted in or had the effect of women being denied the exercise of a right because there was no recognition of the pre-existing gender-based disadvantage and inequality that women face.⁵

CEDAW promotes a three-dimensional view of equality.

- *Substantive equality* or ‘equality of results’ between genders: CEDAW goes beyond equality of opportunity and looks at the condition of women’s lives as the measure of whether equality has been achieved.
- *State obligation*: CEDAW legally binds all States parties to fulfil, protect and respect women’s human rights. This means that States are responsible for their own actions and for eliminating discrimination that is perpetrated throughout society.
- *Non-discrimination*: CEDAW recognises that discrimination is often most deeply rooted in areas of life such as culture, family and interpersonal relations. It addresses the negative impact of gender stereotyping and highlights the need to make change at those levels.

1.2. GENDER MAINSTREAMING AND GENDER SPECIALISATION

NHRIs in the Asia Pacific region have made a commitment to promoting gender equality in their countries. Two approaches are generally taken to reach this goal. The first is a *gender mainstreaming* approach and the second involves the use of *specialised mechanisms*.⁶

These two approaches are complementary. They aim to ensure that, firstly, gender issues are integrated into the daily thinking and culture of an organisation and its external work, and secondly, specific gender inequalities are addressed.

1.2.1. Gender mainstreaming

Gender equality is the goal. Gender mainstreaming is the strategy.⁷

Gender mainstreaming is an active process of assessing gender implications across all activities of an organisation, taking action to achieve gender equality and ensuring gender inequality is not perpetuated. Its goal is to achieve formal and substantive gender equality. It identifies how gender-based discrimination and unconscious bias affects women and girls.

Gender mainstreaming was established as a major global strategy for achieving gender equality in the Beijing Platform for Action in 1995.⁸ Since then, considerable effort has been made to integrate a gender perspective and the human rights of women throughout the United Nations system. For example, Sustainable Development Goal 5, which seeks to “achieve gender equality and empower all women and girls,” calls for a gender mainstreaming strategy in all policies and programs.

International efforts to integrate a human rights-based gender perspective through a gender mainstreaming approach are important for NHRIs for several reasons.

- A clear mandate for the integration of a gender perspective and the human rights of women into the work of NHRIs and other bodies has been established.
- It is understood that securing women’s human rights requires explicit and systematic work toward goals of equality and non-discrimination at all stages.
- The limitations of women-specific approaches, which can be marginalised within broader institutions, structures and processes, have been highlighted.
- The concept of gender mainstreaming and how it can be effectively secured is better understood.⁹

Gender mainstreaming applies to all aspects of an NHRI’s internal organisation and to its external work. It requires an intersectional analysis to address additional disadvantage experienced by some people as a result of other identities.¹⁰ This intersectional discrimination does not always affect women and men equally or in the same way. There are circumstances in which discrimination based on other factors only or primarily affects women, or affects women in a different way, or to a different degree than men.

Gender mainstreaming involves developing a variety of responses and solutions to address women’s and girls’ diverse experiences, issues and contexts.

For the purposes of these Guidelines, gender mainstreaming is a process that:

- **Assesses gender considerations, putting into effect strategies to achieve formal and substantive gender equality between women and men**
- **Is inclusive of transgender and those whose gender identity corresponds with that assigned to them at birth**
- **Recognises multiple dimensions of discrimination and disadvantage across intersectional gender groupings and contexts.**



1.2.2. Gender specialisation

Gender mainstreaming efforts complement, but do not replace, the need for targeted, specialised policies and programs. Experience at both the international and national levels has confirmed that even with the best intentioned mainstreaming strategy in place, issues of concern to specific groups may be minimised or ignored without specialist, focused attention.

In some situations, different treatment is necessary to enable a specific group to achieve equality with others. These positive actions are called ‘special measures’ or ‘affirmative action’.

While these Guidelines are focused on a gender mainstreaming approach, it is important for NHRIs to recognise that achieving gender equality is also reliant on interventions that specifically focus on those who experience the most serious gender-based human rights violations and on those who perpetuate these violations.

1.3. WHY GENDER MAINSTREAMING IS IMPORTANT FOR NHRIs

NHRIs are responsible for promoting and protecting human rights. *Promotion* is about advocating for the full enjoyment of all the human rights of all people. *Protection* is about preventing human rights violations or the continuation of human rights violations.

NHRIs are required by the Paris Principles to demonstrate the principle of pluralism¹¹. In other words, the membership of the NHRI, its board and its staff should broadly reflect the society. In the case of gender, this means ensuring there is a gender balance as a minimum. It may also mean having a larger percentage of women as a special measure towards achieving gender equality.

In addition to gender mainstreaming being the right thing to do, a gender mainstreaming approach benefits an NHRI’s operations and outcomes in several ways.

1. An NHRI that ‘walks its talk’, that does what it says others should do, will be respected and valued. *The reputation of the NHRI will be enhanced.*
2. An NHRI that values equality, where genders are represented equitably and are treated fairly and equally, will have staff who engage more and work harder. *The NHRI will perform better.*
3. Having diverse perspectives on a board and among staff contributes positively to an NHRI’s decision-making processes, activities and culture. *The decisions and activities of the NHRI will be more informed.*
4. Having people in the organisation who understand and reflect an ‘insider perspective’ or ‘lived experience’ of an issue the NHRI is working on will gain more external support and credibility. *The NHRI will be more trusted.*

If you wear glasses, then you understand how difficult it is to see things clearly without them. All the information is there but, without your glasses, it might as well be invisible to you.

If you don't wear glasses, then think what it's like to try to see underwater without goggles or a mask.

Looking at the world without a gender lens can be a bit like swimming without goggles or reading without glasses.

The gender-related assumptions that underlie our thinking are likely to remain invisible or blurry and therefore they can mislead us, even without our realising it, unless we bring them to attention.

Using a gender lens when analysing, planning, and making decisions means carefully and deliberately examining all the implications of our work in terms of gender.



Funding Centre, Australia.

Available at www.fundingcentre.com.au/help/gender-lens

RESOURCES: MAINSTREAMING GENDER AND THE HUMAN RIGHTS OF WOMEN AND GIRLS

CEDAW

UN Women, IWRAP Asia Pacific, Foreign Affairs Trade and Development, Canada (2014)

- *Substantive equality* (3.39). Available at: www.youtube.com/watch?v=LtkH1s5CtjI
- *Non-Discrimination* (4.30). Available at: www.youtube.com/watch?v=Y6BD-qmZ-G0
- *State Obligation* (5.14). Available at: www.youtube.com/watch?v=umETapJ4b8o

Concepts, terms and definitions

- UN, *Gender Inclusive language*. Available at: www.un.org/en/gender-inclusive-language/
- APF and UNDP (2016) *Promoting and protecting human rights in relation to sexual orientation, gender identity and sex characteristics* (region-specific terms, p. 15). Available at: www.asiapacificforum.net/media/resource_file/SOGI_and_Sex_Characteristics_Manual_86Y1pVM.pdf



Gender equality

- ILO Gender Equality and Diversity Branch (2019) *A Quantum LEAP for gender equality: For a better future of work for all*. Available at: www.ilo.org/global/publications/books/WCMS_674831/lang--en/index.htm
- UN Women (2018) *Turning Promises into Action: Gender equality in the 2030 Agenda for Sustainable Development*. Available at: www.unwomen.org/en/digital-library/publications/2018/2/gender-equality-in-the-2030-agenda-for-sustainable-development-2018#view



- OHCHR (2014) *Women's rights are human rights*. Available at: www.ohchr.org/Documents/Events/WHRD/WomenRightsAreHR.pdf

Gender mainstreaming

- EU Gender (2016) *Gender mainstreaming in development cooperation: why and how* (2.45). Available at <http://eugender.itcilo.org> and <https://www.youtube.com/watch?v=u-5HXwRoLE>
- European Institute for Gender Equality (2016) *An Essential Guide to Gender Mainstreaming* (2.16). Available at: www.youtube.com/watch?v=WZvNcfIKBDs
- Sustainable Gender Equality, *A film about gender mainstreaming in practice* (12.18). Available at: www.youtube.com/watch?v=udSjBbGwJEg
- Oxfam (2017) *Gender Mainstreaming Approach* (4.12). Available at: www.youtube.com/watch?v=Kaeyl0903fk

Intersectionality

- APF (2016) *Promoting and Protecting Human Rights in relation to Sexual Orientation, Gender Identity and Sex Characteristics*. Available at: www.asiapacificforum.net/media/resource_file/SOGI_and_Sex_Characteristics_Manual_86Y1pVM.pdf
- APF (2017) *Part of our Everyday Work: NHRI Guidelines for Mainstreaming SOGISC Work*. Available at: www.asiapacificforum.net/media/resource_file/APF_Part_of_our_Everyday_Work_NHRI_SOGISC_Guidelines.pdf
- ILGA (2018) *Voice of LGBTI women human rights defenders*. Available at: <https://ilga.org/LBTI-women-human-rights-defenders-CEDAW-70>
- Kumu Hina, Tonga (2018) *Leitis in Waiting* (2.35). Available at: <https://www.youtube.com/watch?v=cu8EP3K7v1s>
- OHCHR (2012) *Born Free and Equal: Sexual Orientation and Gender Identity in International Human Rights Law*. Available at: www.ohchr.org/Documents/Publications/BornFreeAndEqualLowRes.pdf
- UN Women (2012) *Women Migrant Workers* (0.31s). Available at: www.youtube.com/watch?time_continue=17&v=uxOxC17TvGg (*Respect Them*) and www.youtube.com/watch?v=O-VVYdm9pg0 (*Speak Out*)
- UN Women (2017) *Making the SDGs count for women and girls with disabilities*. Available at: www.unwomen.org/en/digital-library/publications/2017/6/issue-brief-making-the-sdgs-count-for-women-and-girls-with-disabilities
- UN Women (2018) *Empower indigenous women, strengthen communities* (1.22). Available at: www.youtube.com/watch?v=Nh1OuJEd8cU
- UN Women (2019) *Amplify the voices of the unheard*. Available at: <http://interactive.unwomen.org/multimedia/campaign/unheardwomen/index.html> (interactive)



Section 2:

Developing an NHRI gender mainstreaming strategy¹²

By engaging with this section, NHRIs will understand the three key steps involved in developing a gender mainstreaming strategy:

- Planning and design
- Implementation
- Monitoring and evaluation.



Addressing gender equality within an NHRI, and becoming an institution that comprehensively understands and practices gender equality, requires a planned strategic and systematic approach. Gender equality is achieved by combining both gender mainstreaming and gender specialisation strategies.

2.1. PHASES OF A GENDER MAINSTREAMING STRATEGY

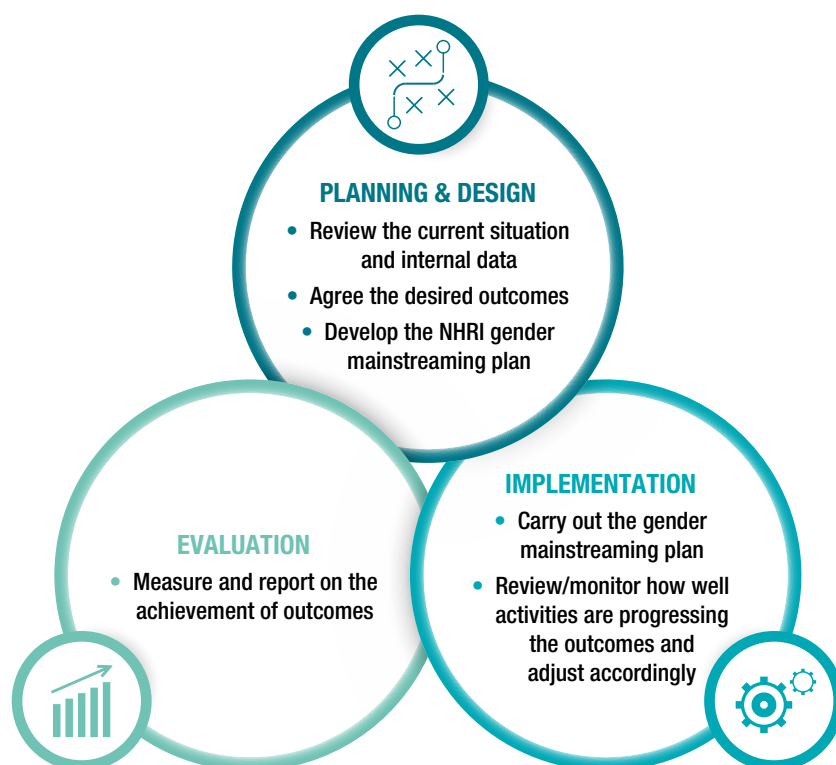
Processes of change and development generally go through three broad stages:

- Planning and design
- Implementation
- Evaluation.

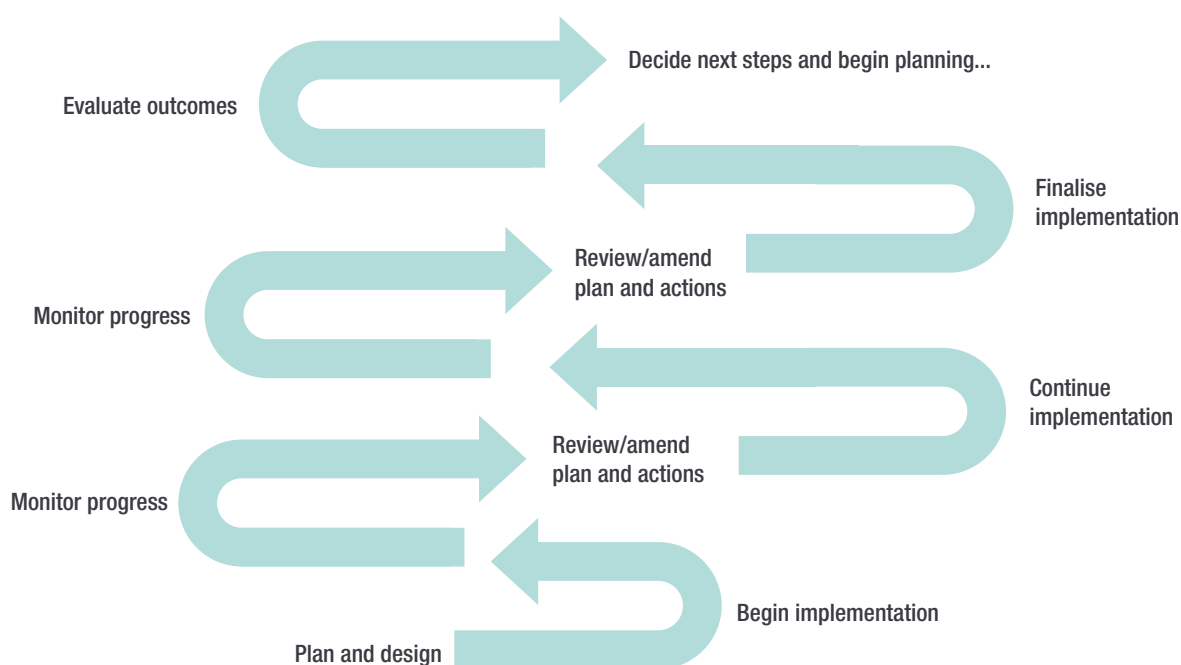
Monitoring progress occurs concurrently and throughout the three stages.

The figure below shows these three stages in a cycle sequence.

However, there will be times when an NHRI may need to go back to a previous step. If, for example, in the 'implementation' stage a review of progress shows that the activities need adjusting, it will be necessary to return to the 'plan and design' stage. If in the 'evaluation' stage it is decided that an outcome has not yet been reached, it will be necessary to return to the 'plan and design' and 'implementation' stage.



The actual strategy, when it is implemented, may look more like the figure below.



The monitoring and evaluation processes will provide information for ongoing planning and implementation activities. The result will be continual improvement and a greater likelihood of achieving the outcomes.

2.2. PRINCIPLES OF A GENDER MAINSTREAMING STRATEGY

While the specific elements of a gender mainstreaming strategy will differ according to the diverse contexts and priorities of each NHRI, the following six principles can help guide an NHRI as it plans, implements and evaluates its gender mainstreaming strategy.



Participant/stakeholder-centred and relevant

Identify those stakeholders (internal and external to the NHRI) who have an interest and investment in gender mainstreaming work and ensure that their interests and perspectives are understood and served by the strategy.



Collaborative

Identify others who may have useful information, data, strategies and good practice examples that will contribute to the successful outcome of the strategy.



Participatory and inclusive

Ensure that those who are impacted by the strategy have a say in its development, especially those who experience human rights violations as a result of their gender. This is the principle of “nothing about us, without us”.



Probing

Use multiple strategies, methods and tools that will provide robust information and result in quality and sustainable outcomes.



Research-based

Compare information from various sources to gain a good understanding of the situation, develop strong recommendations and implement effective activities.



Empowering

Ensure that the process of planning, implementing and evaluating the strategy will build the NHRI's confidence and ability to understand and practice gender equality.

2.3. PLANNING AND DESIGNING A GENDER MAINSTREAMING STRATEGY



It is essential to allocate time, effort and resources in order to design an effective gender mainstreaming strategy. This stage can often be rushed because organisations are impatient to take action. However, if the NHRI gets this stage right then it will set a strong foundation for achieving genuine and sustainable outcomes.

Key people within the institution should be closely involved in planning, implementing and reporting on the strategy. This could involve a cross-organisation team established for this purpose, a focal point/unit or some other mechanism that is appropriate to the NHRI's context and that ensures institution-wide ownership of the strategy and its outcomes.

The NHRI may also invite the participation of key external stakeholders and gender experts¹³ with experience in strategic planning. This could involve an external advisory group or through a more informal process.

The gender mainstreaming strategy must be linked with the NHRI's broader strategic plan to ensure that gender is considered and integrated across all institutional work and processes.

Whatever method is decided by the NHRI to develop the strategy, it is important to include the perspectives and insights of:

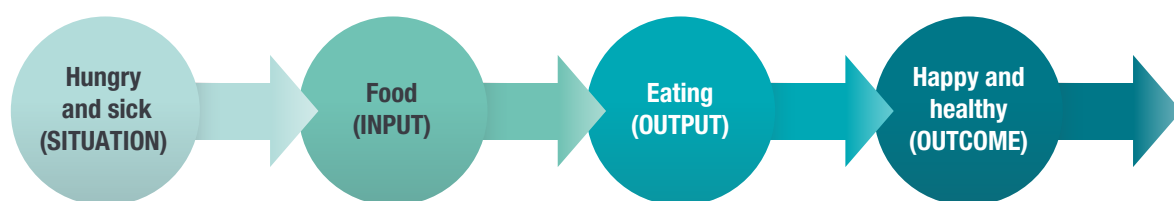
- Those who experience human rights issues as a result of their gender identity (rights holders)
- Those who have the structural mandate and responsibility to promote and protect the rights of all staff and who make decisions about how the NHRI will undertake its external work, such as Commissioners and senior leaders (duty bearers)
- Those who help inform and influence the NHRI's priorities and decisions, such as managers, researchers, policy and data analysts, communications staff, educators, complaints staff and investigators (influencers).

The NHRI may decide it does not have adequate internal capacity or capability and may choose to engage external technical advice and support for some, or all, of stages of the gender mainstreaming strategy. This would be a facilitative role, with the NHRI retaining ownership and leadership of the work.

A logic model is a useful tool when planning and designing a gender mainstreaming strategy. A logic model helps identify *what* the NHRI is trying to achieve and *how* it should be done. It identifies the resources, the participants and the potential collaborators. It also identifies the methods and tools that will best achieve the outcomes and the processes for monitoring and evaluation.

In its simplest form, a logic model helps you:

- Assess a human rights situation: *situation analysis*.
- Determine what a positive result would be: *outcomes*.
- Decide how you will achieve the result: resources (*inputs*) and activities (*outputs*).
- Know when you have achieved the result: *indicators*.



1 Plan and design a gender mainstreaming strategy

STEP 1: REVIEW THE CURRENT SITUATION – UNDERTAKE A GENDER AUDIT

Before an NHRI begins to develop a gender mainstreaming strategy, it needs to take stock of the ‘now’, the current situation. It needs to understand, from multiple points of view, to what extent gender equality is built into its existing processes and activities.

The first step, therefore, in the planning stage of a gender mainstreaming strategy involves undertaking a review of the NHRI. This review could be called a gender audit, a gender impact assessment, a gender analysis or something similar.

There are a number of gender equality review tools available. Some of these are listed at the end of this section. For the purpose of these Guidelines, the gender equality review tool is referred to as the NHRI gender audit.

2.3.1. The purpose of the NHRI gender audit

A gender audit is useful for understanding the current situation. It helps determine the extent to which gender mainstreaming is understood and acted on by staff and NHRI members. It also offers the NHRI an opportunity to increase its understanding of gender equality and to work across the organisation to strengthen its practices.

Specifically, the purpose of the NHRI gender audit is to:

- Establish a baseline of information against which progress can be compared
- Identify what the NHRI does well and what it could be doing better
- Recommend strategies and activities to address the gaps

- Share and document good practices across the organisation
- Strengthen the capacity of the NHRI to apply a gender perspective to its activities and internal policies and practices.
- Contribute to organisational ownership and support for further development.

2.3.2. Planning an NHRI gender audit

1. *Form the team* to lead the gender mainstreaming strategy (a gender mainstreaming team) and decide the roles people will take. These roles could include designing the audit tool, carrying out the audit, analysing the information gathered and communicating across the organisation and externally. It may be necessary for members of the team to deepen their own understanding and practice of gender mainstreaming through a relevant program. The gender mainstreaming team should also include an NHRI member to ensure ownership at the leadership level.
2. *Decide the outcomes* of the gender audit. Identify the type and level of information the NHRI needs in order to develop strong and relevant recommendations and to design a gender mainstreaming plan. The outcomes will also be useful for the development of several high-level questions that form an overall framework for the strategy.
3. *Identify the personnel and other resources* required to carry out the audit and analyse its results.
 - Personnel will be needed who have the skills and experience to coordinate activities and ensure progress, communicate the audit's intentions, facilitate the audit methods and analyse and report on its results. The NHRI may also decide that it needs external input for additional (but temporary) expertise. Support or assistance with local expertise from women's organisations, in particular, or expertise from UN agencies such as ILO or UN Women, may also be sought.
 - Other resources will include finance, documentation, data capture systems and processes, support systems, communications mechanisms, materials and equipment.
4. *Decide who will be involved in the audit.* Will the audit include every member of the NHRI? Or selected groups? If so, what groups? How will they be organised? Is it best to separate by gender identity, by unit within the NHRI or by the level of seniority? Is it better to mix the groups? Or will it be based on a mixed model, where everyone in the NHRI is involved in a survey/questionnaire (if that method is used) and then selected people are included for group methods?
5. *Develop a realistic and achievable audit program* that includes timelines and milestones, such as preparing for the audit, conducting the audit, analysing the information gathered from the audit and reporting on the audit results.
6. *Develop a communications strategy* that lets people know what the gender audit is about, how it will benefit the NHRI and their work within the NHRI, the contributions that are sought from them and the timeframes for their involvement. Apart from normal communication methods used by the NHRI, such as intranet, newsletter, staff announcements and notice boards, the gender audit could also be a standing agenda item in regular team and NHRI member meetings.

OUTPUT

A gender audit plan that has been developed by an appropriate gender mainstreaming strategy team, organisationally owned and supported and widely communicated and understood.

2.3.3. Designing the NHRI gender audit tool

The NHRI must ensure that the audit methods are accessible to, and appropriate for, multiple perspectives and views to be canvassed (especially from those who experience gender-based inequalities) and that will meet the outcomes planned for the audit.

Surveys and questionnaires can be very useful tools to gather information from a large number of people. However, that information tends to be more superficial. On the other hand, focus groups, workshops and interviews will be suitable for smaller numbers of people and the information will be more detailed.

It is good practice to use a combination of methods to provide robust and in-depth information. Audit methods could include:

- Gathering the views of people across the NHRI through:
 - focus groups,
 - workshops,
 - individual and/or group interviews,
 - survey questionnaires,
 - other participatory techniques such as force field analysis¹⁴, community mapping¹⁵, photovoice¹⁶ and theatre¹⁷.

Depending on the size of the NHRI you may choose to involve all or some of the NHRI's personnel. If only selected people's views are canvassed, it is important to ensure that they include a cross-section of those groupings mentioned previously: those impacted by gender discrimination (rights holders), those who have the structural mandate and responsibility to promote and protect the rights of staff (duty bearers) and those who inform and influence (influencers).

- Gathering the views of relevant external stakeholders who have experience of the NHRI and/or an interest in the NHRI's efforts to achieve gender equity. Similar methods as above may be used.
- Reviewing relevant documentation, such as strategic, decision-making and performance documents and reports; budgetary decision-making and allocations; relevant policy and operational documents; human resource policies, practices and data and case studies and/or reports of previous gender equality work.
- Observing the physical and cultural environment of the NHRI, such as messages, symbols, imagery and informal attitudes, behaviours, norms and hierarchies.

In all of the above, appropriate methods of effectively documenting information need to be considered.

OUTPUT

A gender audit tool designed to gather in-depth and robust information involving high levels of participation from across the NHRI.

2.3.4. Carrying out the NHRI gender audit

The gender mainstreaming team will identify the appropriate personnel resources required to facilitate the audit methods. It is important that the facilitators are skilled at using the audit methods selected and create environments that enable the full and authentic engagement of NHRI members, staff and others.

During group activities, facilitators need to ensure that people feel free to have open and deep discussions about the strengths, weaknesses, opportunities and challenges facing them. Among other things, good facilitators will minimise formal and informal power differences, will use techniques to encourage free thinking, will encourage participants to clarify and refine their ideas and then demonstrate that these

have been heard, and will enable diverse views to be expressed and balanced.¹⁸ By checking the information gathered during group activities with participants, the facilitator will ensure that it is accurate and that it is owned by the group as a fair representation of their contributions.

Effective interviewers, whether in formal or informal situations, will listen well, ask questions that draw people out, seek clarification and encourage examples.

If survey methods are used, attention needs to be given to crafting the survey questions. The right questions need to be asked in order to collect useful and accurate information.

It is good practice to systematically collate the information and identify key themes as the audit progresses. This is particularly valuable when monitoring the progress of the audit, to ensure the information being gathered is useful. It also ensures that analysing and reporting on the findings can happen in a timely manner following the audit.

OUTPUT

A audit has been carried out that provides in-depth and robust information about the extent to which gender mainstreaming is understood and applied within the NHRI.

2.3.5. Reviewing, analysing and reporting the outcomes of the NHRI gender audit

In order to maintain momentum and commitment to the gender mainstreaming strategy, it is important to consider and report on draft findings as soon as possible after the audit.

A lot of information will be gathered during the audit and the final report could take a while to prepare. However, and particularly if information has been collated and themed during the audit, the gender mainstreaming team will be able to prepare a draft summary that includes:

- Key findings on what the NHRI does well and what it could do better to effectively gender mainstream the NHRI
- Draft recommendations to address the gaps.

The team should discuss the draft summary with the senior leader/s of the NHRI to enable a discussion of the audit findings and proposed strategies and actions. Buy-in at senior level is key to the successful progression of the next stages. This discussion could also involve deciding how and when to communicate the draft summary to the relevant teams/groups within the NHRI, particularly to those who participated in the audit. These discussions will contribute to preparing and refining the final report.

The final report should be prepared by the gender mainstreaming team as soon as possible. This is the basis for the next step in the NHRI's gender mainstreaming strategy. Once completed it is important that the report's findings and recommendations are communicated across the organisation and that opportunities to discuss the implications of the report are facilitated.

OUTPUT

An audit report that provides in-depth information about the extent to which gender mainstreaming is understood and applied within the NHRI. This will inform how the NHRI continues its gender mainstreaming work and will be the basis for further comparative audits.

2 Plan and design a gender mainstreaming strategy

STEP 2: DETERMINE THE DESIRED OUTCOMES AND RELATED INDICATORS

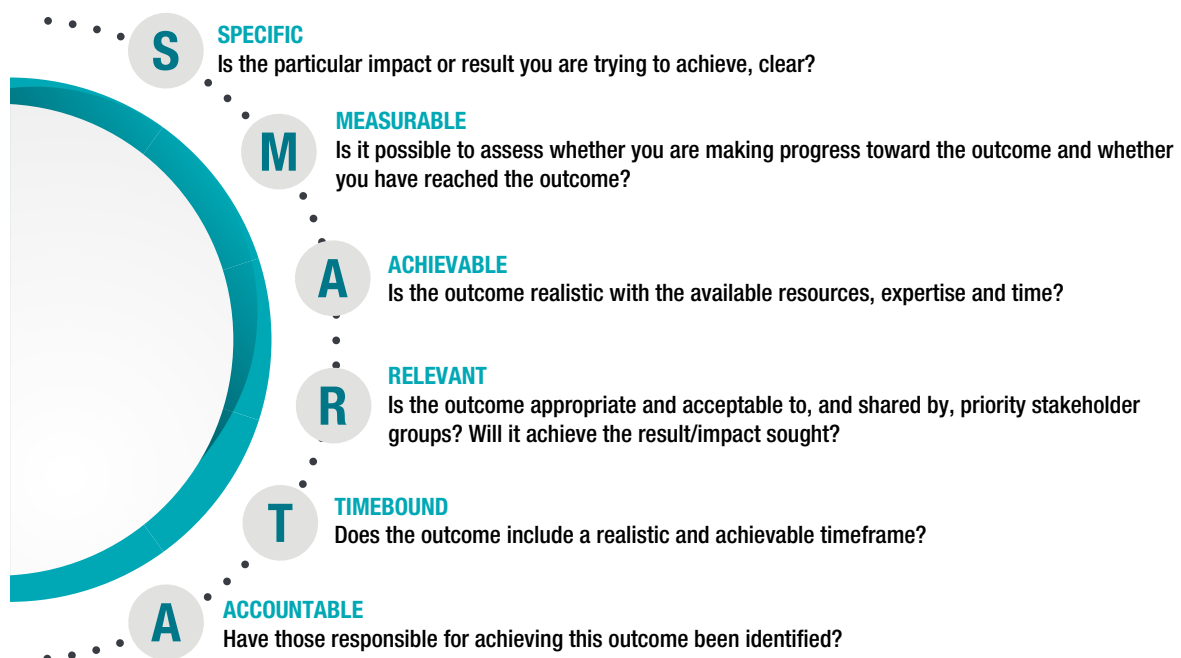
On completing the gender audit, you will have:

- Established a baseline of information about the extent to which gender equality is built into the NHRI's activities
- Identified what the NHRI does well and what it could be doing better
- Recommended actions to address the gaps
- Documented good practices across the organisation
- Strengthened the capacity of the NHRI to apply a gender perspective to its activities
- Gained organisational ownership and support for further development.

Before the gender mainstreaming plan can be developed, the NHRI needs to know the outcomes it is anticipating as a result of the strategy. The second step in the planning stage involves agreeing on these outcomes and developing indicators to measure how well the outcomes are being achieved.

Outcomes-based planning is different from other planning in that it focuses on results and measuring those results. The focus is not on what the NHRI aims to do (objective) but what the NHRI is aiming to achieve (impact/outcome). Outcomes define what the NHRI will look like if the gender mainstreaming strategy is successful.

Writing effective outcomes can take time, particularly if they are being written collaboratively with others in the NHRI and with external stakeholders. A tool for developing quality outcomes is **“SMARTA”**, which identifies six key elements to consider.



Outcomes can be short-term, medium-term or long-term.

- Short-term outcomes are usually measured at the end of a program, plan or strategy. They refer to changes in knowledge, attitudes, or behaviours, including those behaviours that participants intend to change.

- Medium-term outcomes usually measure the actions that people have taken as a result of the program or strategy.
- Long-term outcomes usually measure changes in overall conditions as a result of the program or strategy.

An example of an NHRI's gender mainstreaming outcomes could be:

- **Short-term outcome:** Within [3-6 months] there is general awareness of gender equality across the NHRI and specific commitments have been made to apply this understanding to the NHRI's culture and operations.
- **Medium-term outcome:** By [6-12 months], specific actions toward gender mainstreaming have been undertaken at all levels of the NHRI, with positive results as reported by # focus groups of staff and NHRI members.
- **Long-term outcome:** After [2 years], the culture and operations of the NHRI have improved against the baseline gender audit, as shown by the indicators and tools used in the baseline audit.



Once the outcomes have been agreed, it is important to know whether and how well they are being achieved. One way to do this is by using *indicators*. Indicators are specific, observable and measurable pointers that enable the NHRI to measure progress toward the outcome. There are two main types of indicators: quantitative and qualitative. The indicators will also be gender sensitive. That is, for these Guidelines, they will measure changes for women compared to men.

Gender-sensitive quantitative indicators will measure things that can be counted, such as:

- Comparisons of gender in senior positions at the NHRI
- Comparisons of pay levels of various gender groupings
- Budget specifically tagged for gender equality work
- Whether gender-specific policies exist
- Whether gender disaggregated data is collected.

Data for quantitative indicators can be found by reviewing an NHRI's documentation: performance documents and reports; budgetary decision-making and allocations; relevant policy and operational documents; human resource policies, practices and data. Surveys are also useful tools for accessing quantitative information.

Gender-sensitive qualitative indicators will measure people's experiences, opinions, judgements or viewpoints, such as staff feedback about:

- Gender representation in senior positions at the NHRI
- Adequacy of the budget tagged for gender equality work
- Their own understanding about gender mainstreaming and their confidence to apply it to their work
- How valued they feel within the organisation as a result of their gender identity.

Data for qualitative indicators can be measured through comments on anonymous and confidential staff surveys, interviews, focus groups, workshops and other participatory tools.

Both types of indicators have their strengths and weaknesses. Quantitative indicators produce data that is easy to measure and compare but do not give in-depth information. Qualitative indicators provide in-depth information, but this information is more difficult to measure and compare. It is ideal to use a combination of both.

Section 3 of the Guidelines provides more information about developing gender mainstreaming indicators for an NHRI's internal culture and operations and its external work.

It is good practice to determine these outcomes and indicators as an NHRI-wide activity. That way the outcomes will be pertinent to the NHRI's context and will be owned by the NHRI members. The gender audit may already have involved the NHRI in these discussions. If that hasn't happened, the gender mainstreaming team could facilitate an activity that enables all people in the NHRI to contribute their thinking about what the organisation would be like if gender equality was achieved and how that would be measured.

3 Plan and design a gender mainstreaming strategy **STEP 3: DEVELOP THE GENDER MAINSTREAMING PLAN**

Now that the NHRI knows its current situation and recommendations for change (through the gender audit) and, as a result of that, knows what it wants to achieve (its outcomes and related indicators), the third step involves developing the gender mainstreaming plan. This will involve deciding how to achieve the outcomes and how to measure progress toward them.

The plan will outline all the things that need to happen: how, when, with whom and with what resources. It is a good idea to allow enough, but not too much, time for the life of the plan. Most actions in the plan should be achieved within a 12 to 18-month period.

There are many models for developing an action plan and the NHRI may well have a model that it already uses. In general, the components of the plan will include:

Outcomes

- As discussed above, and indicators that will be used to measure progress toward the outcomes.

Outputs/actions

- The interventions required to address the recommendations from the gender audit report and reach the outcomes
- Monitoring and evaluation plan
- Communications plan.

Inputs/resources

- Lead personnel responsible for the activities
- Others who will be involved in the activity and clarity about the role they will play
- Timeframes for progress checks and completion of milestones
- Non-personnel resources, such as finances, documentation, data capture systems and processes, support systems, communications mechanisms, materials and equipment.

It is the gender mainstreaming team's role to develop the gender mainstreaming plan. However, it does this alongside the NHRI's senior leadership and ensures the involvement of the key focus groups – those affected, those with the duty to promote and protect gender rights and those who influence and inform.

OUTPUT

A gender mainstreaming plan that is strategic, based on hard evidence, appropriate to the NHRI's context, has broad ownership across the NHRI, has clear outcomes and related indicators, and identifies what is required for it to be successfully implemented and evaluated.

2.4. IMPLEMENTING A GENDER MAINSTREAMING PLAN



4

Implementing a gender mainstreaming strategy

STEP 4: CARRY OUT THE GENDER MAINSTREAMING PLAN

The NHRI now has a plan for its gender mainstreaming strategy that is based on strong evidence, appropriate to the NHRI's context, has broad ownership across the NHRI, has clear outcomes and related indicators and identifies what is required for it to be successfully implemented and evaluated.

This step involves putting the plan into action. This could take up to 12 or 18 months.

As well as ensuring the progress of the plan, the gender mainstreaming team has a role to ensure that it is carried out in a way that is robust and will ensure maximum engagement of all people within the NHRI, acknowledging specifically the three groups identified above¹⁹, and any other external people or groups who may be identified as expert informants.

A useful framework to use is the 4xA Framework which is based on four broad standards: availability, accessibility, acceptability, adaptability. While the framework is borrowed from the right to education movement,²⁰ it is transferable to other activities. The gender mainstreaming team could check the implementation of the plan against the following questions.

- **Availability:** The plan is in place, but are there skilled facilitators/other experts available to put the plan into action?
- **Accessibility:** Is the plan non-discriminatory and accessible to all? Have steps been taken to ensure women, in particular, are included and fully engaged?

- **Acceptability:** Will the activities of the plan result in positive, effective and sustainable change? Have actions been taken to ensure that people can engage honestly and without repercussions?
- **Adaptability:** Are activities of the plan flexible and have they been adapted for the specific context of the NHRI and groups within the NHRI?

5 **Implementing a gender mainstreaming strategy**

STEP 5: REVIEW/MONITOR HOW WELL ACTIVITIES ARE PROGRESSING THE OUTCOMES AND ADJUST ACCORDINGLY

Monitoring and reviewing progress toward outcomes is critical to the success of the plan.

Monitoring is a systematic process of keeping track of how activities are progressing, identifying potential problems and taking action if necessary, to ensure that progress is being made toward achieving the outcomes on time and within allocated budget.

The monitoring process will let the NHRI know:

- What is working well and why
- What is not working so well and why
- What is being learned about how to improve progress
- Any changes that are needed.

Information gained from the monitoring process enables the NHRI to report on the progress it is making toward its outcomes and identify changes that may be required in order to improve progress

The monitoring results will most likely require some adjustment to the gender mainstreaming plan or certain components of it, such as scope, activities, personnel, resource allocations, timing and/or the communications. It may even require a review of the outcomes. This is natural and to be expected.

Monitoring is an ongoing process of reviewing, planning and acting and reviewing again.

Although not always the case, monitoring is usually undertaken against the short-term and medium-term outcomes whereas the evaluation process (discussed in the next section) assesses the long-term outcome.

Regular time should be set aside for this. Milestones will have been identified during the development of the gender mainstreaming plan and they will provide the opportunity to review what achievements have been made to date and whether the work is on track.

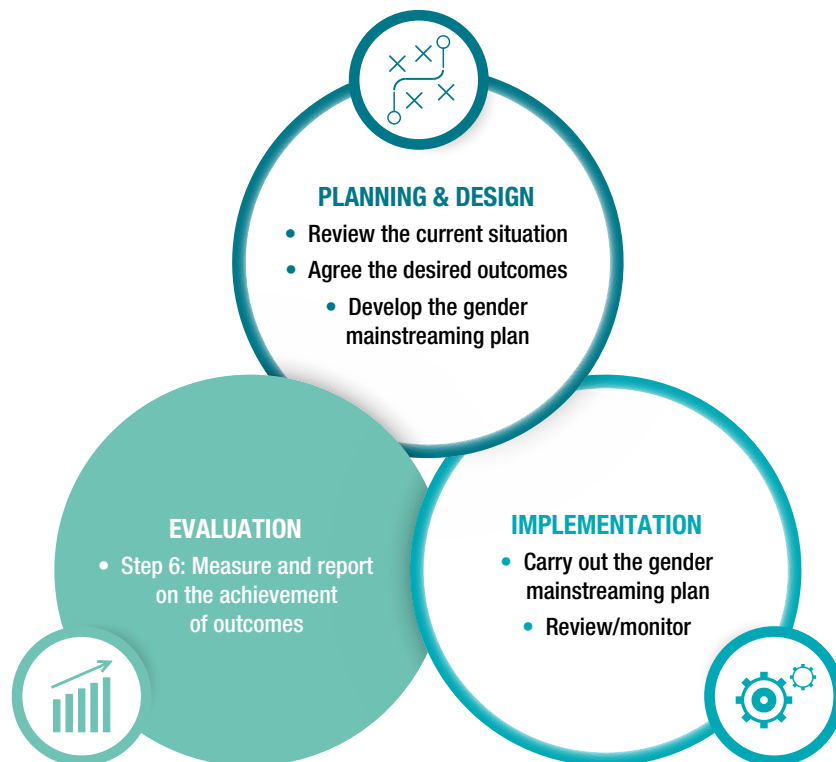
Teams, including the NHRI members, may have the gender mainstreaming strategy as a standing agenda item at their meetings where they can discuss and report on progress. It will be the gender mainstreaming team's role, along with the senior executive officer, or their delegate, to monitor and document progress and to communicate that across the NHRI.

There are many monitoring tools available. Some of these are included in the Tool Kit and resource links in the appendices.

OUTPUT

The successful implementation of an effectively facilitated, resourced and monitored outcomes-based gender mainstreaming plan.

2.5. EVALUATING A GENDER MAINSTREAMING STRATEGY



Evaluation is the deliberate and planned assessment of the results of an activity and how well the related outcomes have been achieved. Evaluation will occur once the gender mainstreaming plan has been implemented. It enables the NHRI to measure the contribution that the gender mainstreaming plan and related activities have made to its goal of becoming a gender mainstreamed organisation.

The evaluation will let the NHRI know:

- What worked well and why
- What didn't work so well and why
- What was learned that could be useful for future gender mainstreaming work.

Information gained from the evaluation:

- Enables the NHRI to report on what it has achieved,
- Provides information about how to improve future activities
- Ensures accountability to funders, partners and other key stakeholders
- Provides information that may be useful for the gender mainstreaming efforts of other NHRIs.

6

Evaluating a gender mainstreaming strategy

STEP 6: MEASURE AND REPORT ON HOW WELL THE OUTCOMES HAVE BEEN ACHIEVED

2.5.1. Undertaking the evaluation

At this stage, the NHRI has committed personnel and resources to implement a gender mainstreaming plan. While the plan has been monitored through its implementation, the NHRI now needs to assess whether the plan has successfully achieved the outcomes it specified at the start.

There are three broad types of evaluation: self-evaluation, peer evaluation and external evaluation. Any or all of these types of evaluation may be used on their own or in combination with the others. In deciding which process will be used to evaluate the success of the gender mainstreaming strategy, it is important to consider:

- The purpose of the evaluation
- The scope, length and complexity of the gender mainstreaming strategy (the more complex the strategy, the more resources and time should be committed to the evaluation)
- Whether there are external stakeholders or funders who require accountability
- Whether the strategy would benefit from an independent or external perspective
- Whether there is a need to ‘triangulate’ information (that is, to validate the evaluation findings by using more than one source or using more than one methodology).

There are many evaluation methods available and deciding which one to use can be daunting. It should, however, be appropriate to the gender mainstreaming strategy, its internal capacity and resource availability.

Given that a comprehensive gender audit was undertaken between 12 and 18 months previously, it would be good practice to repeat the baseline gender audit as the evaluation tool.

Additional feedback could be sought from NHRI members and staff about whether they had experienced noticeable changes, what they were and what affect they were having on the overall culture and operations of the NHRI. Again, the NHRI may decide to invite the participation of key external stakeholders, particularly if they were involved in the baseline audit.

Using the gender audit tool will provide valuable comparative information with which the NHRI can gauge those changes that may have occurred as a result of the gender mainstreaming work. Information gathered and documented during the monitoring of the plan’s implementation will also contribute to the evaluation.

2.5.2. Reporting the evaluation outcomes

The final step of an evaluation process is to communicate the results. The NHRI will need to decide the audiences for the evaluation results. As the gender mainstreaming strategy was internally focused, NHRI members and staff will be the primary audience for the report. If external participants have been involved, they should also be informed of the evaluation results.

There may also be other stakeholders to whom the NHRI is accountable, such as funders and partners. The NHRI may also wish to make the results of its work accessible to others, enabling different people to learn from its experiences, both negative and positive.

Communicating evaluation results is an opportunity to highlight the results achieved by the gender mainstreaming strategy and to tell the story of how the NHRI is contributing to gender equality.

Deciding the audience for the evaluation will determine the reporting method that is used. Evaluation outcomes may be documented in a number of ways, such as data collection, tables, graphs, videos, newsletters, press releases, portfolios, photos and graphics. Creative methods, such as photography, art, music and drama, can also be very powerful, if appropriate.

The most common means for communicating the results of a final evaluation is through a written report. It may also be appropriate to have a mixed method, where the evaluation reported to the staff of the NHRI may be in a creative form, while the evaluation to the NHRI members and funders, if involved, may be a written report

When recording the success of the gender mainstreaming strategy, the focus should be on documenting the outcomes rather than the outputs of the activity. It is, of course, also useful to acknowledge the outputs, such as how many focus groups or workshops were held, how many staff and/or external stakeholders were involved and the number of policies that were identified for revision.

Implementing the gender mainstreaming strategy is, however, not the same as achieving results from the Strategy. It is important to know whether the outcomes that were established at the planning stage of the strategy have been achieved, and whether formal and substantive gender equality between women and men has improved.

RESOURCES: DEVELOPING A NHRI GENDER MAINSTREAMING STRATEGY

Logic model

- APF (2019) *Manual on Human Rights Education* (Chapter 6 and Chapter 9). Available at: www.asiapacificforum.net/resources/human-rights-education-manual/
- The Use of Logic Models (2011), (4.07). Available at: <https://www.youtube.com/watch?v=OZ2oBVCDU9I>

Gender auditing

- European Institute for Gender Equality, *Gender audit as a gender mainstreaming tool*. Available at: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-audit>
- European Institute for Gender Equality, *Checklist: Key questions for organisational change*. Available at: <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-institutional-transformation/checklist-key-questions-organisational-change>
- GIZ Gender Programme (2018) *Participatory Gender Audits: Transfer of knowledge and experience in the Middle East*. Available at: https://www.youtube.com/watch?v=B_6gEnpZQY8
- InterAction (2010) *The Gender Audit Handbook: A Tool for Organizational Self-Assessment and Transformation*. Available at: <https://www.interaction.org/wp-content/uploads/2019/03/Gender-Audit-Handbook-2010-Copy.pdf>
- International Labour Organization (2012) *A Manual for Gender Audit Facilitators: The ILO Participatory Gender Audit Methodology* (2nd ed). Available at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_187411.pdf



Developing outcomes and indicators

- APF (2019) *Manual on Human Rights Education* (Chapter 6 and Chapter 9). Available at: <https://www.asiapacificforum.net/resources/human-rights-education-manual/>
- *Understanding Indicators in 7 Quick Chapters* (2017), (11.10). Available at: <https://www.youtube.com/watch?v=pswhgh4u-Gg>
- United Nations, *Target and indicators for SDG5 and up to date progress*. Available at: <https://sustainabledevelopment.un.org/sdg5>

Developing a gender mainstreaming plan

- European Institute for Gender Equality, *Developing a gender mainstreaming strategy and a working plan*. Available at: <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-institutional-transformation/step-4-developing-gender-mainstreaming-strategy-and-working-plan>
- *Short- and long-term planning* (2016), (3.06). Available at: <https://www.youtube.com/watch?v=De0HyiqRXIU>

Implementing a gender mainstreaming plan

- Integrity Watch Afghanistan (2012) *Lack of monitoring* (0.38). Available at: <https://www.youtube.com/watch?v=BaXAxZWwBnE>
- STAND (2015) *Introduction to monitoring and evaluation* (2.06). Available at: https://www.youtube.com/watch?v=Y_z9H0aISqQ (English and Arabic)

Evaluating a gender mainstreaming plan

- UN Women (2016) *Evaluation* (4.20). Available at: <https://www.youtube.com/watch?v=iW08qXAZn-E>
- World Bank (2016) *What is impact evaluation?* (2.07) Available at: <https://www.youtube.com/watch?v=HEJIT8t5ezU>



Section 3:

Gender mainstreaming in an NHRI

By engaging with this section, NHRIs will know what gender mainstreaming could involve as it relates to their:

- culture and internal operations
- external work.



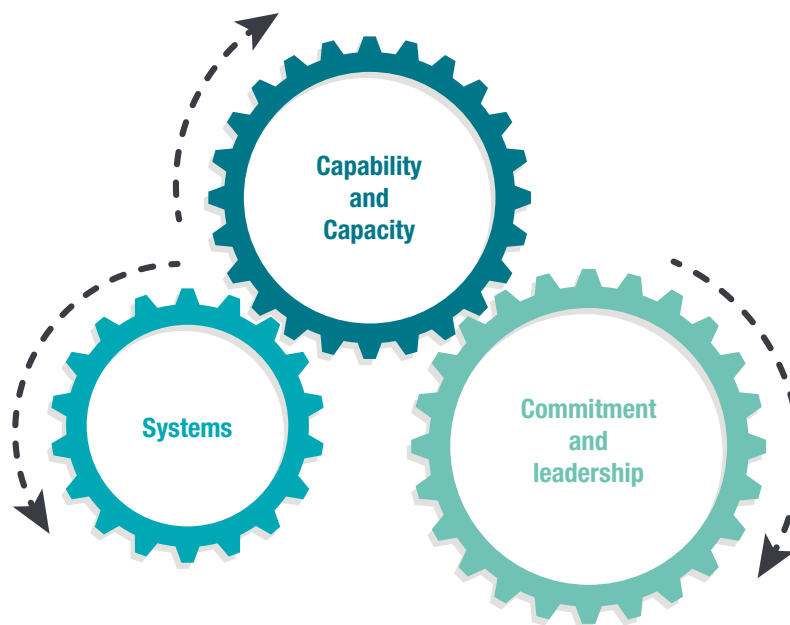
The work practices of NHRIs directly relate to their capacity to effectively integrate gender and the rights of women and girls.

For example, the way in which an NHRI's complaint handling procedure is structured, or the way in which monitoring is undertaken, can determine whether or not particular issues, such as reproductive rights or violations against particular groups, such as migrant domestic workers, are brought to its attention.

The way in which the NHRI develops its work program and organises its reporting can also have an effect on the integration of gender and the human rights of women and girls.²¹

But what does this mean in practice? What would a gender-mainstreamed organisation be like? What would it need to consider? What would demonstrate that the NHRI considers, values and favours equally the diverse behaviours, aspirations, priorities and experiences of women and men?

At a high level, there are three enabling factors that interact to drive a gender mainstreaming strategy. Where any of these factors are weak, they will prevent or slow down the gender mainstreaming process.²²



Commitment and leadership

- *Legal and policy framework*: the extent that gender equality and mainstreaming commitments are part of the NHRI's formal systems.
- *Demonstrated political will*: the extent that action is taken on gender equality commitments and that action is formalised within systems and mechanisms to ensure mainstreaming is sustainable.

Systems

- *Organisational culture*: the extent that the attitudes of staff, NHRI members and formal institutional systems, policies and structures support or marginalise gender equality.
- *Accountability and responsibility*: the extent that actions on commitments to gender mainstreaming are monitored and reported on within the NHRI.

Capability and capacity

- *Technical capacity*: the extent of skills and experience that the NHRI can draw on to support gender and human rights mainstreaming initiatives across and within their operations and programs.
- *Adequate resources*: the extent of human and financial resources allocated to gender mainstreaming.²³

PITFALLS TO AVOID WHEN IMPLEMENTING A GENDER MAINSTREAMING STRATEGY

- Responsibility for gender equality policies are not placed at a sufficiently senior level within the NHRI
- Gender focal points/units are under-resourced
- Gender equality programs are under-resourced
- Work on gender equality occurs in silos, with insufficient capacity, planning and accountability
- Mainstreaming strategies are coordinated and supported at the national level, but not at the regional level
- Lack of sanctions for employees who do not comply to gender equality requirements and/or a lack of incentives encouraging compliance
- Lack of tailored gender expertise in policy areas targeted with mainstreaming strategies (i.e. gender in climate change, gender in technologies etc.)
- Coordination mechanisms/efforts are fragmented and responsibilities reside in multiple departments with risks of duplication, overlapping and missed opportunities.



Adapted by APF from the OECD, *Toolkit for Mainstreaming and Implementing Gender Equality: Implementing the 2015 OECD Recommendation on Gender Equality in Public Life*. Available at www.oecd.org/gov/toolkit-for-mainstreaming-and-implementing-gender-equality.pdf

The following two sections identify the key areas of an NHRI's internal and external operations and highlight some of the factors that would demonstrate that a gender mainstreaming strategy has been successfully planned and implemented.

3.1. GENDER MAINSTREAMING THE CULTURE AND INTERNAL OPERATIONS OF AN NHRI²⁴

As the Guidelines have discussed, gender mainstreaming is not just an 'add-on' activity. It requires a systematic and strategic approach that involves:

- An assessment of the NHRI to understand how well gender equality is integrated into all functions, roles and divisions and at all levels
- Developing a plan to increase the NHRI's commitment to gender equality
- Executing, monitoring, evaluating and reporting on that plan.

Implementing a gender mainstreaming strategy within an NHRI takes commitment, time and resources.

There are **seven areas of an NHRI's internal operations** where gender mainstreaming may apply. These areas will intersect with each other and may vary according to the NHRI priorities.



The table below begins to identify the factors that would demonstrate that an NHRI is acting on its commitment to gender equality and the human rights of women in its internal operations and culture. It also includes possible actions that may be taken by the NHRI.

NHRIs can add to this list as they test and implement their gender mainstreaming strategies.

1. Governance and strategic planning

A gender mainstreamed NHRI ...	Possible actions
• Has a commitment to gender equality and leadership that is able to realise it. • Has a balanced gender representation among members. • Includes member/s with a specific gender equality mandate. • Is committed to gender equality in its values, vision and purpose statements. • Integrates gender perspectives into strategic statements and decision-making processes. • Has goals and targets for gender equality.	• Advocate to government for balanced gender representation among NHRI members. • Identify a focal point for gender equality, with a work stream that is linked to the NHRI's strategic plan and is appropriately resourced. • Adopt a gender strategy that is regularly audited and that drives strategy and decision-making. • Ensure that a commitment to gender equality is visible in all of the NHRI's strategic documents. • Ensure that all strategic planning processes (including logistical frameworks, design, evaluation, impact monitoring and reporting) incorporate gender perspectives that identify the most significant priorities for women and girls and work toward gender equality. • Involve women and girls, agencies that represent them and other specialised institutions in the NHRI's planning processes. • Include gender mainstreaming as a standing agenda item in NHRI member meetings.

2. Senior staff leadership/management

A gender mainstreamed NHRI ...	Possible actions
• Has balanced gender representation at the senior leadership level. • Proactively promotes and recruits for gender equality at senior leadership positions. • Designates leadership responsibility for the gender equality portfolio. • Commits to ensuring gender equality is integrated in operational plans.	• Use an affirmative action process to ensure a balanced gender representation at the senior leadership level. • Ensure senior leadership are engaged in, and lead, gender equality work. • Identify designated leadership responsibility for gender equality, linked to the NHRI strategy and work plan. • Ensure appropriate capacity and capability to implement the gender equality strategy.

3. Organisation culture and practice

A gender mainstreamed NHRI ...	Possible actions
• Has staff/NHRI members who understand gender mainstreaming and can apply a gender perspective to their work. • Demonstrates awareness, attitudes and behaviours that reflect a practical understanding of gender equality, gender stereotypes and unconscious bias. • Has an organisational culture, language and physical environment that reflect gender equality. • Demonstrates gender awareness and sensitivity in its values, structures, systems, processes and relations of power. • Has a reputation for integrity, inclusivity and competence on gender issues among leaders in the field of gender and development.	• Facilitate internal capability building on gender equality and gender mainstreaming through the provision of a gender mainstreaming education programs, targeted resources and mentoring. • Facilitate creative ways to gauge staff/NHRI member views about the dominant attitudes, behaviours, language, physical environment etc of the NHRI. • Facilitate organisation-wide dialogue about how staff/ NHRI members experience the current culture and what they would like the ideal culture to be. Decide how to acknowledge actions that are consistent with it and take the appropriate actions when actions are inconsistent. • Develop a gender equality code of practice that is owned across the organisation and to which personal commitments can be made, starting with, and modelled by, leadership.

4. Human resource management/policies and procedures

A gender mainstreamed NHRI ...	Possible actions
• Has policies and procedures about gender equality, including equal employment opportunity, sexual harassment and domestic violence.²⁵ • Ensures gender considerations are included in all human resource management policies and practices, including recruitment, job descriptions, induction programmes, code of conduct, performance assessments, professional development, staff support systems, leave allocations (including family and parental leave), complaints processes, remuneration levels, promotion and retention. • Includes gender equality as a measure in performance assessments. • Collects and reports on gender disaggregated data with regards to internal processes and employees. • Has a gender balance across the organisation, including all functions and at all levels. • Has personnel who understand gender mainstreaming and can apply a gender perspective to their work.	• Review all policies to ensure gender considerations are included. • Develop specific gender-related policies. • Review all staff and consultant job descriptions and build in actions for gender mainstreaming. • Provide gender equality and gender mainstreaming education as part of the preparatory/induction program for new NHRI members and staff. • Include gender awareness as a criterion when evaluating staff performance. • Carry out an annual anonymous survey on sexual harassment that includes all NHRI members and staff.

5. Organisation structure

A gender mainstreamed NHRI ...	Possible actions
• Has a designated division, unit or work program focused on gender equality. • Has gender mainstreamed strategies, priorities and practices throughout functional and portfolio areas.	• Identify specific personnel with responsibility for coordinating gender issues across the NHRI – including facilitating the NHRI gender mainstreaming strategy – and ensure that the position/unit is appropriately skilled and resourced and is mandated at the most senior level of the NHRI.

6. Funding and resourcing

A gender mainstreamed NHRI ...	Possible actions
• Incorporates a gender perspective at all levels of the budgetary process. • Structures income and expenditure policy and practices to promote gender equality. • Uses special measures where necessary to achieve gender equality in its resource allocations. • Promotes and protects gender equality in its procurement practices and supply chains.	• Review process and outcomes of budget processes to understand its impact on reducing/increasing gender equality. • Build in allocations for gender-specific and gender mainstreaming initiatives in budget frameworks. • Strengthen the capability of finance staff to undertake gender budgeting. • Review the NHRI's procurement practices and supply chains to ensure gender ethical practices. • Report annually on percentage of budget spent on gender mainstreaming.

7. Monitoring and reporting

A gender mainstreamed NHRI ...	Possible actions
• Monitors organisational gender mainstreaming performance using gender disaggregated data. • Documents and reports progress toward gender equality in internal and external reporting. • Undertakes research aimed at developing an evidence base for its work on gender and the human rights of women. • Involves diverse genders in planning and conducting research/data gathering. • Develops measurable outcomes and indicators on gender equality work. • Records, disaggregates and reports on gender-based data. • Includes gender considerations in NHRI reporting processes. • Has staff who are able to apply a gender lens to data gathering and reporting.	• Ensure gender questions are included in annual surveys or questionnaires. • Ensure gender indicators are included in monitoring, evaluation and reporting systems. • Identify what percentage of work had a component that was either gender-specific or relevant to gender mainstreaming. • Report on gender mainstreaming actions taken, including collecting gender disaggregated data and gender budgeting, in its annual reporting.

3.2. GENDER MAINSTREAMING THE EXTERNAL WORK OF AN NHRI²⁶

NHRIs have the potential to be powerful organisations for the realisation of a nation's human rights. Gender mainstreaming the functions and responsibilities of an NHRI will strengthen its ability to do this important work.

There are **nine areas of an NHRI's external work** where gender mainstreaming may apply. These areas will intersect with each other and may vary according to the NHRI strategic direction and priorities.



The table below begins to identify the factors that would demonstrate that an NHRI is acting on its commitment to gender equality and the human rights of women and girls in its external work. It also includes possible actions that may be taken by the NHRI.

NHRIs can add to this list as they test and implement their gender mainstreaming strategies.

3.2.1. General to all NHRI projects, programs, activities and functions

A gender mainstreamed NHRI ...		Possible actions
Planning and design 	• Mandates gender considerations for inclusion in external work and approval processes. • Includes an analysis of gender roles and implications in its planning. • Includes the views and preferences of diverse genders in its planning and design. • Seeks internal and external gender perspectives in its planning processes.	• Adopt a gender mainstreaming strategy related to the NHRI's external work. • Review existing projects, programs and activities to ensure a gender lens is applied to all planning, implementation, monitoring and evaluation processes. Address gaps that are identified. • Apply a gender lens to forward planning, implementation, monitoring and evaluation processes. • Allocate resources specifically for gender work.²⁷
Implementation 	• Aims to redress gender imbalances and uphold and strengthen gender equality in projects, programs and functions. • Has staff with the necessary knowledge, skills and attitudes to gender mainstream their work.	
Monitoring and evaluation 	• Monitors and evaluates the gender impact of its programs/projects and functions. • Can demonstrate that it contributes to gender equality and the empowerment of women and girls through its programs, projects and functions.	

3.2.2. Specific to NHRI functions and in addition to the above

1. Provision of human rights advice

A gender mainstreamed NHRI ...	Possible actions
• Includes gender equality and the promotion and protection of women and girls in advice, opinions, recommendation and reports as they relate to: – Legislation and administrative provisions – Specific situations of gender violations – National situations with regard gender equality – Drawing the attention of government to these situations. • Ensures gender equality is central to cooperation and engagement with external human rights actors, such as the parliament, State institutions, the judiciary, non-governmental organisations, media, legal professional associations, indigenous groups, religious organisations, business and private sector, and academics and educational institutions. • Has staff who are competent to advise on gender equality approaches and the human rights of women and girls.	• Engage and collaborate with a range of stakeholders, including government, civil society, business and industry, to enhance the NHRI's ability to provide advice about the human rights of women and girls. • Facilitate advocacy and awareness raising initiatives with government ministers, parliamentarians and key officials of relevant ministries and departments. • Advocate for the integration of a gender perspective and a commitment to promoting and protecting the human rights of women and girls in national human rights action plans.

2. Policy and legislative review

A gender mainstreamed NHRI ...	Possible actions
• Applies a gender lens to reviews of, and advice about, policy and legislation. • Has staff who are competent in applying a gender lens to policy and legislation and can articulate the issues of not doing so.	• National laws and policies should fully reflect the needs of women and girls and fully protect their rights. NHRIs can contribute to strengthening national laws and policies by: – Encouraging ratification or accession by the State to key human rights treaties to which it is not yet party – Promoting compliance with the human rights treaties to which the State is party. – Encouraging the withdrawal of reservations to treaties to which the State is party. – Helping develop tools, such as human rights indicators and national action plans, to assist States implement their obligations and monitor the situation with respect to the rights of women and girls. – Promoting community awareness about national laws and policies and practices, as well as relevant international laws, policies and good practices.²⁸ • These actions also relate to the NHRI's function of monitoring and implementing the State's international human rights commitments. • Advocate for a national gender strategy. This could be part of a national human rights action plan.

3. Human rights education

A gender mainstreamed NHRI ...	Possible actions
• Increases knowledge about gender equality; encourages values, attitudes and beliefs that promote gender equality and facilitates action toward gender equality through its education programs. • Has formal and informal relationships with stakeholder groups that work for gender equality. • Includes gender considerations in external communications, branding material and marketing tools/strategies. • Applies a gender perspective to all communications and advocacy campaigns. • Has staff who understand gender mainstreaming as a process to achieve gender equality and can apply a gender perspective to education, external engagement and communications work.	• Include gender specific elements in all stages of education and training activities, including planning, implementation, monitoring and evaluation. • Include a requirement for gender balance in representation and content in the communications strategy. • Continue to include a diversity and balance of genders among NHRI spokespersons and avoid stereotyped representations of gender. • Continue to proactively profile gender issues so that there is gender balance in the content of products. • Consider gender representation and content when drafting website content, newsletters and other communications.

4. Detention monitoring

A gender mainstreamed NHRI ...	Possible actions
- Includes a specific focus on women and girls when monitoring and reporting on places of detention. - Has staff who are sensitive to the specific issues facing women and girls in detention and are competent to monitor and report on such issues.	- Ensure an appropriate (intersectional) gender composition, expertise and experience among members of detention monitoring groups. - Ensure all members of detention monitoring groups are able to work with sexual violence and other sensitive gender-specific issues. - Facilitate awareness raising, attitude- and behaviour-changing initiatives with departments, institutions and personnel responsible for detention centres involving women, including the adoption of the UN Rules on the Treatment of Women Prisoners (the Bangkok Rules).

5. Monitoring implementation of human rights commitments

A gender mainstreamed NHRI ...	Possible actions
- Monitors and reports on the State's performance of its human rights obligations toward gender equality. - Prioritises and adequately resources monitoring and reporting of the State's performance against CEDAW commitments. - Supports and encourages those working for gender equality to submit alternative reports of the State's performance of its human rights obligations. - Has staff who are competent to monitor the State's commitment toward gender equality.	- Advocate for the adoption of international standards and the removal of reservations as they relate to the rights of women and girls. - Use education and outreach activities to share information with the community, NGOs and other civil society stakeholders about the importance of monitoring the State's performance as it relates to gender equality. - Include gender considerations in formal mechanisms, such as NHRI reports or submissions to government or other inquiries.

6. Complaints handling and mediation

A gender mainstreamed NHRI ...	Possible actions
- Receives, investigates and/or mediates complaints of gender-based violations. - Collects, analyses and reports on data identifying gender-based violations. - Applies a gender perspective to its complaints handling processes. - Has staff who are competent to investigate and/or mediate gender-based violations, including by applying a gender perspective.	- Examine the NHRI's complaint handling procedures from a gender perspective, paying special attention to: - Accessibility, with a view to identifying any obstacles that women and girls might experience in lodging or pursuing a complaint with the NHRI - Effectiveness, with a view to identifying how the complaint handling process can be strengthened when dealing with violations of women's and girls' human rights.²⁹ - Ensure that data collected from complaints includes gender disaggregated information and any other intersectional identities of priority to the NHRI.

7. Court proceedings and interventions

A gender mainstreamed NHRI ...	Possible actions
• Applies a gender lens to court proceedings and interventions. • Has staff who can effectively litigate for gender equality within the mandate of the NHRI to intervene in proceedings or as amicus curiae ('friend of the court').	• Identify opportunities to use the NHRIs powers of intervention to bring the human rights dimensions of gender-based discrimination to the court's attention that may not otherwise be considered.

8. Thematic inquiries and investigations

A gender mainstreamed NHRI ...	Possible actions
• Conducts thematic inquiries on gender-based human rights violations. • Applies a gender lens to all inquiries. • Has staff and inquiry teams who are competent to apply a gender lens to inquiry and investigations processes.	• Use relevant powers of investigation and inquiry to undertake a public inquiry into systemic gender-based human rights violations. • Ensure the inclusion of appropriate gender considerations in non-gender focused inquiries.

9. Engagement with international human rights mechanisms

A gender mainstreamed NHRI ...	Possible actions
• Prioritises and adequately resources monitoring and reporting on the State's performance of human rights commitments under CEDAW. • Includes gender considerations in its monitoring and reporting to UN human rights treaty bodies and other human rights mechanisms. • Promotes gender equality and the rights of women and girls across the region and in international activities. • Forms partnerships with international bodies working toward gender equality. • Has staff who understand the international human rights framework and standards and their importance to the achievement of gender equality.	• Facilitate advocacy and awareness raising initiatives involving government ministers, parliamentarians and key officials of relevant ministries and departments. • Use formal mechanisms, such as NHRI reports or submissions to government or other inquiries, to explain the importance of ratification and to address any potential obstacles. • Facilitate education and outreach activities to share information with the community, NGOs and other civil society stakeholders about the importance of ratifying a particular human rights treaty. • Identify opportunities to promote ratification through engagement with the international human rights system; for example, submitting information to the universal periodic review process.

The New Zealand Human Rights Commission has developed *Tracking Equality at Work* as an evidential base for monitoring fairness at work.

It is a web-based interactive tool, updated every two years, that measures equality at work. It includes data on four key aspects of work: employment, pay, leadership and discrimination, using 26 indicators. The data is disaggregated by sex (female and male), ethnicity, age, and disability and indicates trends over time, including whether or not progress towards equality is being achieved across some or all aspects of work.

Tracking Equality at Work is available at <https://tracking-equality.hrc.co.nz/>.



RESOURCES: GENDER MAINSTREAMING IN AN NHRI

General

- APF (updated 2019) *Manual on Human Rights Education for NHRIs*. Available at: www.asiapacificforum.net/resources/human-rights-education-manual/
- APF (updated 2019) *Manual on National Human Rights Institutions* (Chapter 20). Available at: www.asiapacificforum.net/resources/manual-on-nhris/
- *Apia Statement for National Human Rights Institutions on the Rights of Women and Girls in the Pacific Region* (2018). Available at: www.asiapacificforum.net/resources/apia-statement/
- APF (2017) *Part of our Everyday Work: NHRI Guidelines for Mainstreaming SOGISC Work*. Available at www.asiapacificforum.net/media/resource_file/APF_Part_of_our_Everyday_Work_NHRI_SOGISC_Guidelines.pdf
- Commission on Human Rights of the Philippines (2016) *CHR Gender Ombud Guidelines*. Available at: <http://chr.gov.ph/wp-content/uploads/2018/09/CHR-Gender-Ombud-Guidelines.pdf>
- European Institute for Gender Equality. *Gender Mainstreaming*. Available at: <https://eige.europa.eu/gender-mainstreaming>
- OECD (2018) *Toolkit for Mainstreaming and Implementing Gender Equality*. Available at: www.oecd.org/gender/governance/toolkit/government/assessment-of-gender-impact/available-expertise/
- OHCHR (2000) *Gender Mainstreaming and Human Rights of Women: OHCHR Policy Statement*. Available at: www.un.org/ruleoflaw/files/POL_GENDER_HR_WOMEN.pdf
- Pacific Community (2019) *Gender Mainstreaming Handbook: Government of the Kingdom of Tonga*. Available at: www.spc.int/DigitalLibrary/Doc/HDP/Gender/Gender_Mainstreaming_Handbook_Final.html
- Secretariat of the Pacific Community Social Development Programme (2017) *Gender Mainstreaming Handbook*. Available at: www.spc.int/DigitalLibrary/HDP/Collection/Gender
- UNDP (2013) *Gender Mainstreaming Made Easy: Handbook for Programme Staff*. Available at: www.undp.org/content/dam/somalia/docs/Project_Documents/Womens_Empowerment/Gender%20Mainstreaming%20Made%20Easy_Handbook%20for%20Programme%20Staff1.pdf



Advisory

- APF (2016) *National legal and policy frameworks* (7.11). Available at: www.youtube.com/watch?v=NR7f0d2R8Vs&feature=youtu.be
- Human Rights Council (2019) *Gender Guidelines on Business and Human Rights* (A-HRC-41-43). Available at: www.ohchr.org/EN/Issues/Business/Pages/Reports.aspx
- New Zealand Human Rights Commission (2018) *How to become a business that's working to end family violence*. Available at: www.businessworkingtoendfamilyviolence.co.nz/. Toolkit available at: <https://static1.squarespace.com/static/5afbac7a70e8029924f23a6b/t/5b4bc04c88251b376ec46fd2/1531691134686/BWTEFV+Template+FINAL+Linked.pdf>

Human rights education, external engagement and communications

- APF (updated 2019) *Manual on Human Rights Education for NHRIs* (Chapter 9). Available at: www.asiapacificforum.net/resources/human-rights-education-manual/
- APF (2017) *APF Gender Mainstreaming Guidelines for Trainers and Developers of APF Training Materials*. Available at: www.asiapacificforum.net/media/resource_file/APF_Gender_Mainstreaming_Guidelines_Trainers.pdf
- APF (2016) *Promoting the rights of women and girls* (6.42). Available at: www.youtube.com/watch?v=sU9HGto5lXI&feature=youtu.be

Investigations and complaints

- APF (2016) *Monitoring violations and protecting women's rights* (6.24). Available at: www.youtube.com/watch?v=J1Jd9kt0WL8&feature=youtu.be
- APF (updated 2018) *Undertaking Effective Investigations: A Guide for NHRIs*. Available at: www.asiapacificforum.net/resources/guide-to-effective-investigations/
- OHCHR (2018) *Integrating a gender perspective into human rights investigations*. Available at: www.asiapacificforum.net/resources/integrating-gender-perspective-human-rights-investigations/

Thematic inquiries and investigations

- APF (2016) *Conducting Inquiries into Systemic Human Rights Violations* (7.24). Available at: <https://youtu.be/adVGXh5lstc>
- APF (updated 2019) *Manual on Conducting a National Inquiry into Systemic Patterns of Human Rights Violation*. Available at: www.asiapacificforum.net/resources/manual-conducting-a-national-inquiry/
- Afghanistan Independent Human Rights Commission (2012–2013) *National Inquiry on Factors and Causes of Rape and Honor Killings in Afghanistan*. Report available at: www.aihrc.org.af/media/files/PDF/Natioan%20Inquiry%20final%20-%20for%20meru.pdf
- Australian Human Rights Commission (2018–current) *National Inquiry into Sexual Harassment in the Workplace*. Available at: www.humanrights.gov.au/our-work/sex-discrimination/projects/national-inquiry-sexual-harassment-australian-workplaces
- New Zealand Human Rights Commission (2006–2008) *National Inquiry into Discrimination Experienced by Transgender People. To Be Who I Am Kia Noho Au Ki Toku Ano Ao*. Available at: www.hrc.co.nz/files/5714/2378/7661/15-Jan-2008_14-56-48_HRC_Transgender_FINAL.pdf
- Samoa Office of the Ombudsman/National Human Rights Institution (2016–2018) *National Inquiry into Family Violence*. Report available at: www.asiapacificforum.net/news/inquiry-report-breaks-veil-silence-family-violence/



- Human Rights Commission of Malaysia (2010–2012) *National Inquiry into the Land Rights of Indigenous People*. Report available at: <https://nhri.ohchr.org/EN/Themes/BusinessHR/Business%20Womens%20and%20Childrens%20Rights/SUHAKAM%20BI%20FINAL.CD.pdf>
- National Human Rights Commission of Nepal, *Inquiry on Access to Justice for Rape Victims* (2017) and *National Inquiry on Chhaupadi* (2018)

Detention monitoring

- Association for the Prevention of Torture (2015) *Women in detention: A guide to gender sensitive monitoring*. Available at: www.apt.ch/en/resources/women-in-detention/

Data gathering

- Commission on Human Rights of the Philippines, *Making Data Work for Women: CHR's Gender Based Violence Observatory Project*
- European Institute for Gender Equality (2015) *Introduction to gender statistics* (3.20). Available at: www.youtube.com/watch?v=wT5nAjpVQjw

International engagement

- APF (2015) *International Human Rights and the International Human Rights System: A Manual for National Human Rights Institutions*. Available at: www.asiapacificforum.net/resources/manual-on-international-human-rights-system/
- APF (2016) *Engaging with the international system* (6.50). Available at: <https://youtu.be/GIFUIQRibz8>
- New Zealand Human Rights Commission Report to CEDAW (2018) Available at: www.hrc.co.nz/files/5815/2877/2344/NZ_Human_Rights_Commission_Submission_on_Women27s_Rights_in_New_Zealand_June_2018.pdf
- National Human Rights Commission of Nepal/UN Women (2018) *Final evaluation of abolition of Chhaupadi in the Far- and Mid-West Regions of Nepal* (2015–2017). Available at: www2.unwomen.org/-/media/field%20office%20untp/publications/2018/rdn20executive20summarycompressed.pdf?la=en&vs=431

Sustainable Development Goals

- Asia Development Bank (2018) *Gender Equality and the Sustainable Development Goals in Asia and the Pacific: Baseline and Pathways for Transformative Change by 2030*. Available at: www.adb.org/publications/gender-equality-sdgs-asia-pacific
- GANHRI (2017) *National Human Rights Institutions Engaging with the Sustainable Development Goals*. Available at: https://nhri.ohchr.org/EN/News/Documents/GANHRI_NHRIs%20engaging%20with%20the%20SDGs.pdf
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- UN Women (2018) *Infographic: Why gender equality matters to achieving all 17 SDGs*. Available at: www.unwomen.org/en/digital-library/multimedia/2018/7/infographic-why-gender-equality-matters-to-achieving-all-17-sdgs



Section 4:

Gender mainstreaming case studies

This section includes case studies from three institutions who have committed to gender mainstreaming their organisations:

- APF secretariat
- Palestinian Independent Commission for Human Rights
- The Commission on Human Rights of the Philippines.



Case Study 1:

GENDER MAINSTREAMING WITHIN THE APF SECRETARIAT³⁰

Background

An independent donor evaluation of the APF (referred to as the Dwyer Review) in 2010, which was jointly commissioned by the New Zealand Ministry for Foreign Affairs and Trade, the Swedish International Development Cooperation Agency (SIDA) and the Australian Government's aid agency, AusAID (as it was known then), found that:

The APF does apply a gender analysis in program planning, delivery and evaluation. Members indicate that the APF has been influential in improving their capacity to deal with gender-related issues and offer examples of this. However, APF documentation does not sufficiently highlight that a gender focus is applied.³¹

Accordingly, the Dwyer Review recommended:

- Better documentation of the gender focus be applied in strategic planning, capacity building and scoping missions
- Capacity-development programs on gender mainstreaming be developed, and
- That the APF develop a Plan for coordinating Member input to the United Nations Commission on the Status of Women (CSW) (recommendation 14, page 25).

Since the Dwyer Review, the following gender equality and mainstreaming actions have been implemented by the APF:

- In 2011, the APF Forum Council adopted the APF Gender Policy, which seeks to integrate gender into the APF's strategic objectives, programs and activities.
- Since 2011 the APF secretariat's Deputy Director has been the APF Gender Focal Point to drive the work of the APF to achieve the gender equality priorities in the APF Strategic Plan.
- In 2012, following the adoption of the Amman Declaration and Programme of Action on the Human Rights of Women and Girls: Promoting Gender Equality (the Amman Declaration), the APF adopted the APF Action Plan Human Rights of Women and Girls: Promoting Gender Equality (the Action Plan).
- In 2014, APF Member and Stakeholder Situational Analysis Surveys were revised to include specific questions about gender and diversity, with this data utilised for the APF Annual Report and discussed at the APF Annual Meeting.

- In 2014, a consultant was commissioned by the APF to conduct its first *Gender Mainstreaming: Operational Review of the APF Secretariat*.
- This was followed by a workshop for APF secretariat staff and selected consultants on gender equality and gender analysis.
- In 2014, the APF published a manual for *NHRIs on Promoting and Protecting the Human Rights of Women and Girls*.
- In 2015, the APF made a commitment to integrate gender equality and women's and girls' human rights in its *2015–2020 Strategic Plan*. 'The APF promotes gender equality and mainstreams gender across all its work' is one of the APF's six strategic functions.
- In 2015, the APF secretariat updated its internal Monitoring, Evaluation and Reporting Plan to include gender and gender mainstreaming indicators.
- In 2015, the APF began a capacity development program on 'Promoting and Protecting the Human Rights of Women and Girls' for APF members, delivered at the sub-regional and national levels. The program includes blended learning training courses and roundtables. To date, this has included a sub-regional blended learning course for South Asian NHRIs (Nepal, 2015), a sub-regional roundtable for West Asian NHRIs (Jordan, 2018) and a sub-regional roundtable for Pacific NHRIs and States (Samoa, 2018).³² At the national level, the APF has delivered training to the Commission on Human Rights of the Philippines (2017), the National Human Rights Commission of India (2017) and the Provedor for Human Rights and Justice of Timor-Leste (2019).
- During 2016 and 2017, the APF prepared Gender Mainstreaming Guidelines for Trainers and Developers of APF Training Material to guide the application of gender mainstreaming with regards to training materials and activities.
- Additionally, at the international level, the APF has actively engaged at annual sessions of the UN Commission on the Status of Women to advocate for the independent participation rights of NHRIs, as well to draw attention to the role of NHRIs in promoting and protecting the human rights of women and girls.³³

APF gender mainstreaming review

In 2017, a second gender mainstreaming review of the APF secretariat focused on integrating and mainstreaming gender into the internal operations of the APF secretariat. Its aims were to

- Explore how gender was mainstreamed at a practical daily level within the work of the APF secretariat
- Identify what opportunities there were for improving gender mainstreaming, including developing individualised checklists for staff and consultants
- Identify what further capacity building was required to ensure ongoing gender mainstreaming in the APF secretariat.

The methodology for the gender mainstreaming review involved one-on-one interviews with all staff and selected consultants, roundtable discussions with all staff following the release of the draft report and developing joint recommendations for strengthening the gender mainstreaming work of the APF secretariat.

Findings

The review found:

- Gaps in the documentation of gender mainstreaming work undertaken within the APF secretariat
- Strong awareness among staff and consultants of the importance of gender mainstreaming within the organisation
- A lack of a systematic gender mainstreaming and the documenting of gender mainstreaming.

While staff and consultants were committed to integrating gender and to promoting women's and girls' human rights through their work, reporting on this was inconsistent and ad hoc. Some of the reasons included:

- Lack of shared understanding of what gender mainstreaming involved
- Lack of ability to apply a gender analysis
- Challenge of large workloads that didn't provide space to reflect and consider how to mainstream gender aspects into specific pieces of work.

Recommendations

The recommendations of the review focused on the following areas of the Secretariat's operations.

Governance

1. Develop an internal focused gender mainstreaming action plan for the APF secretariat across thematic, operational, functional and governance aspects of APF's work.
2. The APF secretariat leadership to model and drive gender mainstreaming and make APF a leading organisation that integrates gender across its work.
3. Review, with a gender expert, the APF Constitution to consider integrating gender in the organisation's composition, objectives and functions.
4. Continue to report on the recommendations from the 2014 Gender Mainstreaming: Operational Review of the APF Secretariat.

Reporting

5. In accordance with the APF Gender Policy, identify measures of gender mainstreaming performance and integrate these into the APF Measurement and Reporting Framework to provide an evidence basis for future gender planning.
6. Ensure all draft donor proposals, concept papers, etc, are reviewed by the Gender Focal Point and Monitoring and Evaluation consultant to ensure gender is mainstreamed and that clear gender objectives and indicators are identified.
7. Review the monitoring and evaluation framework from a gender perspective and strengthen the gender mainstreaming indicators.
8. Integrate gender mainstreaming measures and reporting in APF performance reports and annual reports.
9. Develop an agreed methodology for estimating what proportion of the work was relevant to gender mainstreaming and include in all reporting for APF annual reports and performance reports, as well as project and activity reports.

10. All consultants be required to share what proportion of their work was relevant to gender mainstreaming.
11. Develop an agreed methodology with consultants for assessing proportion of work that is relevant to gender mainstreaming.

Personnel

12. Review all staff and consultant job descriptions and build in actions for gender mainstreaming.

Funding, budgeting and finance

13. Ensure all draft donor proposals are reviewed by the Gender Focal Point and Monitoring and Evaluation consultant to ensure gender is mainstreamed and clear gender objectives and indicators are identified.
14. Undertake gender budgeting across all areas of the APF secretariat's work.

Other

15. Utilise the agreed APF working definition of gender mainstreaming.
16. Utilise the APF Gender Mainstreaming Guidelines for Trainers and Developers of APF Training Materials.
17. Source gender expertise for review and comment as required.
18. Provide ongoing opportunities for on-the-job and formalised training for staff and consultants on gender analysis and gender mainstreaming.
19. Create opportunities to replicate strategies for gender mainstreaming within APF membership of NHRIs.

Follow-up activity

By mid-2019, the APF secretariat had acted on all of the above recommendations. In addition, the organisation:

- Established a Governance Committee comprised of five representative of 'A status' member NHRIs. Gender considerations were applied to the election process. While still working towards a gender balance on the Governance Committee, the one women member is the Chairperson.
- Boosted capacity to deliver the APF gender program by one extra staff member.
- Adopted the APF Gender Strategy which outlines the APF's two-prong approach for gender specialisation and gender mainstreaming.
- Commenced a project to gender mainstream all APF training manuals.
- Developed these gender mainstreaming guidelines to support the work of APF member institutions.
- Organised a gender awareness workshop for APF secretariat staff and consultants.

In 2017–18, 12% of the APF budget went towards activities that promote gender equality.³⁴

Case Study 2:

GENDER AUDIT OF THE PALESTINIAN INDEPENDENT COMMISSION FOR HUMAN RIGHTS³⁵

Background

The Palestinian Independent Commission for Human Rights (ICHR) undertook a gender audit with the aim of improving its performance and effectiveness in gender equality and ensuring its gender sensitivity, both internally and throughout the organisation's work.

The ICHR determined that it did not have the internal capability to undertake the audit itself. It sought the support of the Women's Studies Center, who based their methodology on that of the International Labor Office, which uses a participatory process.

The ICHR gender audit aimed to promote organisational learning on how to implement gender mainstreaming effectively in policies, programs and structures and to assess the extent to which policies have been institutionalised at the level of the organisation, work unit and individual.

Aims of the gender audit

Specifically, the gender audit aimed to:

- Generate understanding of the extent to which gender mainstreaming had been internalised and acted upon by staff
- Assess the extent of gender mainstreaming in terms of the development and delivery of gender-sensitive products and services
- Identify and share information on mechanisms, practices and attitudes that had made a positive contribution to mainstreaming gender in the organisation
- Assess the level of resources allocated and spent on gender mainstreaming and gender activities
- Examine the extent to which human resources policies were gender-sensitive
- Examine the staff gender balance at different levels of the organisation
- Set up the initial baseline of performance on gender mainstreaming with a view to introducing an ongoing process of benchmarking to measure progress in promoting gender equality.

Methodology

The gender audit involved training a group of ICHR staff to work with the audit team; collecting data from literature; individual interviews and three targeted workshops (including the involvement of partner organisations); and data analysis and reporting. Analysis was divided into five key areas.

1. Gender issues in the context of the ICHR, and existing gender expertise, competence and capacity-building
2. Gender in the ICHR's objectives, programming and implementation cycles, and choice of partner organisations
3. Information and knowledge management within the ICHR, and gender equality policy as reflected in its products and public image
4. Decision-making, staffing and human resources, and organisational culture
5. ICHR's perception of achievement on gender equality.

Findings

Findings were developed against these five areas and the following recommendations made for further action:

- Develop a gender training methodology for male and female employees, at different levels of the organisation and according to each level's requirements
- Consider gender training as part of the preparatory/induction program for new ICHR staff members
- Consider gender awareness as a criterion when evaluating staff performance
- Develop a special strategy for gender mainstreaming the ICHR's work
- Create a unit or a position with the organisation whose responsibility is to follow-up gender mainstreaming in the ICHR
- Conduct a comprehensive review of the different program objectives in a way that incorporates and ensures gender mainstreaming
- Review different program objectives in a way that incorporates and ensures gender mainstreaming
- Determine gender-related indicators in all plans and use them to measure improvement of the ICHR's work
- Review all governmental laws and policies and measure their compatibility with CEDAW
- Adopt the method of a gender-aggregated data categorisation
- Paternal leave should be increased to seven days
- Develop a policy regarding sexual harassment that ensures confidentiality and respect of the victim's dignity and rights
- Consider gender awareness as a criterion when evaluating the ICHR's human resources.

The audit results were presented to ICHR's Board of Commissioners and its recommendations will be integrated in the ICHR 2020–2021 Strategic Plan.

(Reported to the APF Senior Executive Officers' meeting in February 2019)

Case Study 3:

PARTICIPATORY GENDER AUDIT OF THE COMMISSION ON HUMAN RIGHTS OF THE PHILIPPINES³⁶

Background

In addition to being the country's NHRI, the Commission on Human Rights of the Philippines was designated by the country's gender equality law (Magna Carta of Women) as the Gender and Development Ombud. As such it is tasked to investigate violations and non-compliance of the law and to promote and protect women's human rights.

Among the directives of the Magna Carta of Women is the adoption by all government agencies of institutional mechanisms for gender mainstreaming. This include the designation of gender focal point systems, the adoption of Gender and Development (GAD) planning and budgeting, the conduct of gender audit, the adoption of GAD codes, the maintenance of sex disaggregated data and the provision of not less than five percent budget.

As Gender Ombud, the Commission is expected not only to be compliant with the mandates of the law but also to receive complaints in cases of violations. With this, the Commission finds the conduct of an institutional gender audit both strategic and urgent.

In 2016, with funding support from GO Just Fortaleza Project, the Commission conducted a participatory gender audit led by the Gender Equality and Women's Human Rights Center and in partnership with professors and independent consultants from the University of the Philippines College of Social Work and Development.

The Commission engaged three consultants to conduct the audit. They worked for eight months at the Commission's central office and four regional offices. The audit consisted of:

- Desk review and interviews/workshops with various units of the Commission
- Capacity building with the Commission's staff on gender sensitivity and their role as Gender Ombud.

The outputs of the project were the Final Report and the Gender Sensitivity and Gender Ombud Module for the Commission's Staff.

Aims of the gender audit

The objectives of the participatory gender audit were to:

1. Assess the structure, mechanisms (i.e. policies, programs and services), processes and people of the Commission in terms of compliance to mainstreaming gender
2. Identify the gaps and necessary interventions given the results of the assessment
3. Conduct capacity building activities and relevant interventions.

Methodology

The audit was conducted in a span of eight months and involved interviews with the Commission's leadership, officers of the central office and officers and staff of four regional offices. As the audit could not cover all of the Commission's 16 regional offices, pilot areas were selected.

In preparation for the audit, the experts met and planned with the Commission, identifying pilot areas, developing the tools and references to be used for the audit,³⁷ and setting the timeline and resources. The team adopted the four entry points for gender mainstreaming, specifically assessing the current level of gender mainstreaming in the following areas: policy; people; programs, activities and projects;

and enabling mechanisms. Document reviews were conducted as well as series of interviews and focus group discussions.

The results of the audit were processed by the experts and a final report was submitted to the Commission. Since its submission, the final report has been presented to the Chairperson and the Focal Commissioner, as well as the Commission's directorate during the Strategic Planning Session of 2018. It was also taken into consideration in the preparation of plans for 2020 and the preparation and consultations for the development of the Commission's Gender and Development Vision, Mission, Goals and Agenda.

Steps have also been undertaken to address gaps identified in the report; for instance, in 2018, the Commission's Strategic Plan already includes Gender and Development (GAD) as one of its key indicators and GAD-related work of the Commission's staff is already included in the performance evaluation.

Upon its approval, the Commission will disseminate the report to all its regional offices. The publication of the participatory gender audit tools and processes is also underway.

Recommendations

In general, the audit surfaced the most pressing concerns of the Commission's staff and officers in undertaking its Gender Ombud work and in complying with the gender mainstreaming requirements of the Magna Carta.

The final report reflects the voices and sentiments of the staff covering the four major areas of assessment. The key recommendations from the report are:

1. Amendment of the current gender focal point system to include regional directors and offices and the adoption of gender mainstreaming guidelines in the Commission to complement the existing Gender Ombud Guidelines, which is 'client-focused' rather than organisation-focused
2. Inclusion in the gender mainstreaming guidelines the analysis and use of GAD data and information in planning and budgeting as well as monitoring and evaluation
3. Development of a GAD agenda and time-bound strategic plan, aligning the same with the Commission's strategic plan
4. Alignment of GAD plans and budget with the Agency Plan
5. Establishment of a GAD-knowledge management system and mapping of gender related indicators relevant to the work of the Commission
6. Inclusion of gender mainstreaming and Gender Ombud functions in the performance indicators of staff
7. Conduct of strategic and systematic capacity building on GAD and gender mainstreaming for central and regional office staff
8. Enhance capacities and multiply champions for gender mainstreaming in the top management level
9. Purposeful and strategic targeting of external clients in the conduct PAPs and the conduct of more trainings on the relevance of gender mainstreaming in the Commission's work.

These are just some of the recommendations from the audit, as the report, including the recommendations, is extensive. To address the recommendations strategically, the Commission is in the process of adopting a GAD agenda and prioritising the issues raised in the audit and those raised by reports and consultations with CSO and government partners.

In conclusion, the audit has enabled the Commission to identify existing gaps in its compliance with the Magna Carta and its efforts towards gender mainstreaming as an NHRI. The process has enabled a more grounded approach to strategic planning and agenda setting within the institution.

Endnotes

- 1 Some region-specific terms are discussed in the APF Manual *Promoting and Protecting Human Rights in Relation to Sexual Orientation, Gender Identity and Sex Characteristics* (p15) available at www.asiapacificforum.net/media/resource_file/SOGI_and_Sex_Characteristics_Manual_86Y1pVM.pdf.
- 2 Office of the Ombudsman of Samoa, *State of Human Rights Report*, 2015, p. 23.
- 3 States parties to CEDAW can be found at https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en.
- 4 CEDAW, PART I, Article 1.
- 5 General Recommendation No. 28 on the core obligations of States parties under article 2 of the Convention, 2010, para. 3.
- 6 As noted in the *APF Performance Report* (Nov 2017), s11.5. pp 51-58; and *APF Gender Strategy 2015–2020* at www.asiapacificforum.net/media/resource_file/APF_22_AGM_Papers_v2.pdf.
- 7 Slogan of the United Nations Office of the Special Adviser to the Secretary General on Gender Issues and Advancement of Women (OSAGI) at www.un.org/womenwatch/osaginew/gendermainstreaming.htm.
- 8 Fourth World Conference on Women, Beijing September 1995. Available at www.un.org/womenwatch/daw/beijing/platform/.
- 9 APF (2015) *Promoting and Protecting the Human Rights of Women and Girls: A Manual for NHRIs*. Available at www.asiapacificforum.net/resources/manual-on-women-and-girls/ (s 12.2, p 171).
- 10 Such as race, disability, age, socio economic status/class, caste, indigeneity, sexual orientation, sex characteristics, rurality, migrant and refugee status.
- 11 Paris Principles relating to the status of national institutions. Available at <https://nhri.ohchr.org/EN/AboutUs/Pages/ParisPrinciples.aspx>.
- 12 Note: These Guidelines focus on developing a gender mainstreaming strategy that is focused on gender equality between women and men, including cis and trans people. NHRIs can refer to *Part of Our Everyday Work: NHRI Guidelines for Mainstreaming SOGISC Work* when seeking to develop a mainstreaming strategy for people who identify as gender diverse.
- 13 Such as those from the ILO or UN Women.
- 14 APF, *Human Rights Education Manual*, at www.asiapacificforum.net/resources/human-rights-education-manual/, Tool 1– Force Field Analysis, p116.
- 15 As above, Tool 5 – Community Mapping, p122.
- 16 As above, Tool 6 – Photo Voice, p123.
- 17 As above, Tool 13 – Role-play, play back theatre, p133.
- 18 As above, Tool 10, Facilitation Techniques, HRE Manual, pp128-130.
- 19 Namely, those impacted, those who have the structural mandate and responsibility to promote and protect human rights and those who play a role that informs and influences.
- 20 The late Katarina Tomaševski, former UN Special Rapporteur on the right to education (1998–2004), developed a set of four broad standards as a framework from which the realisation of the right to education could be assessed. These standards are usefully transferable to other activities.
- 21 APF (2015), *Promoting and Protecting the Human Rights of Women and Girls: A Manual for NHRIs*. Available at www.asiapacificforum.net/resources/manual-on-women-and-girls/ (s 12.2, p 171).
- 22 Secretariat of the Pacific Community Social Development Programme (2017). *Gender Mainstreaming Handbook*. (p11).
- 23 Ibid.
- 24 Further information can be found in the APF Manual, *Promoting and Protecting the Human Rights of Women and Girls: A Manual for NHRIs*. Available at: www.asiapacificforum.net/resources/manual-on-women-and-girls/ (Part IV, Integrating gender and the human rights of women and girls).
- 25 The New Zealand Human Rights Commission worked with a number of employers to develop a Family Violence Policy. Available at: www.hrc.co.nz/news/employers-offered-family-violence-model-policy/. The Commission has also adopted this policy as part of its Health, Safety and Wellbeing policy framework.
- 26 Further information can be found in the APF Manual, *Promoting and Protecting the Human Rights of Women and Girls: A Manual for NHRIs*. Available at: www.asiapacificforum.net/resources/manual-on-women-and-girls/ (Part II, NHRIs in Action; Part IV, Integrating gender and the human rights of women and girls).

- 27 The Commission on Human Rights of the Philippines allocates a Gender and Development budget of 5% for its external work. This is annually reported and monitored.
- 28 APF Manual, *Promoting and Protecting the Human Rights of Women and Girls: A Manual for NHRIs*. "Questions to ask when applying a gender lens to laws and policies." (Part II, Chapter 4). Available at: www.asiapacificforum.net/resources/manual-on-women-and-girls/.
- 29 Ibid, Chapter 5.
- 30 Submitted by the APF Secretariat.
- 31 Dwyer, J. *Review of the Asia Pacific Forum of National Human Rights Institutions*, (2010, p.7).
- 32 The Apia Statement for NHRIs on the rights of women and girls in the Pacific Region was developed and adopted at the Roundtable. Available at: www.asiapacificforum.net/resources/apia-statement/.
- 33 Further information is available at: www.asiapacificforum.net/support/international-regional-advocacy/united-nations/csw/.
- 34 APF, *Annual Report 2017–2018*. Available at: www.asiapacificforum.net/resources/2017-18-apf-annual-report/.
- 35 Submitted by the ICHR Palestine.
- 36 Submitted by the CHRP.
- 37 The various tools and references developed for the PGA were the following: (1) Primer on PGA; (2) KII Guide with Top management; (3) KII Guide for members of the Commission's Gender Focal Point System; (4) Guide to PGA; (5) Consent Forms; (6) Document checklist; (7) Data Processing Tool.



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