

# Foreign Economic Cooperation Office

## Gender Mainstreaming Methodology

Recent years have witnessed some progress in social gender equality. However, women are still in a weak position, as there still exists gender binary opposition stereotypes and gender mainstreaming still needs advocacy and practice.

The Foreign Economic Cooperation Office, Ministry of Environmental Protection (hereinafter referred to as FECO) has recognized gender discrimination and inequality and therefore taken gender mainstreaming as an important part of its mission, focusing on improving the rights and interests of women and encouraging balanced gender participation and equality in environmental protection.

According to its own characteristics and mission, FECO has established 7 steps and methods to achieve gender mainstreaming.

### **(1) Adhering to the “gender sensitivity” commitment and advocacy**

FECO focuses on gender mainstreaming commitment and advocacy. Specifically speaking, FECO adheres to a positive “gender-sensitive” policy, promoting gender equality and gender-related development.

“Gender sensitivity” is used to gauge whether a decision or activity has the same effect on both men and women. It is necessary to consider the different needs and manners of men and women and narrow the gap in gender benefits on the basis of respect for differences.

Specifically, FECO will fulfill the following commitment and advocacy:

1. FECO shall introduce “gender sensitivity” into its purpose and strategy, taking gender equality as one of its fundamental principles and developing relevant measures;
2. FECO shall have its management use separate data for men and women in public speeches and publicity campaigns, taking gender perspective as an analytical category;
3. FECO shall have each of its own planning and project implementation plans crafted from a “gender-sensitive” perspective;

4. FECO shall have its gender equality commitment reflected in concrete budget and resource allocations, and ensure the proper implementation of related policies and programs. Resource assurance includes funds to achieve gender equality and appropriate institutional and human settings.

FECO shall hold meetings to discuss the implementation of gender-related decisions and evaluations, establishing a team of experts in charge of development and improvement of gender mainstreaming, striving to document annual gender statistics and analysis, regularly communicating with the media, publishing progress in gender equality, applying experience and lessons to the future work, forming a gender mainstreaming system characterized by self-correction and self-improvement.

## **(2) Improving institutional configuration, promoting women participation**

Improvement of the status of women and gender equality depends not only on awareness raising but also on institutional assurance in which the institutional setting is a very important part. FECO shall ensure a sound institutional configuration, and promote women participation and gender balance in the following 3 respects:

1. FECO shall establish its internal gender equality mechanism consisting of a special cross-office and interdisciplinary coordination mechanism, which can be called "Gender Coordination Group", to effectively coordinate resources and implement gender equality in specific work, and "gender mainstreaming coordinators" to regularly convene joint meetings of the principals of departments or projects to have communication and coordination on gender equality.

2. FECO shall establish a cooperation mechanism with the project implementing agency. In addition to internal mechanisms, FECO shall strive to develop platforms for the project implementation agencies, encouraging them to establish cooperation mechanisms for gender equality, strengthen communication on gender issues, sharing experience and information, and enabling the project to achieve its gender equality goals. FECO shall encourage the project implementing agencies to develop their own gender equality network systems, integrating efforts to promote gender equality understanding and application.

3. FECO shall regularly collect statistics on the gender proportion of participants, ensuring that women representatives will account for 30% in decision and program making so as to constitute an effective group and influence decision-making. It is not necessary to pursue a gender proportion of 50% vs. 50% in all aspects of the project, but a proper gender proportion is an important indicator of gender balance.

FECO shall constantly improve its gender sensitivity institutional configuration, taking it as gender mainstreaming structural protection.

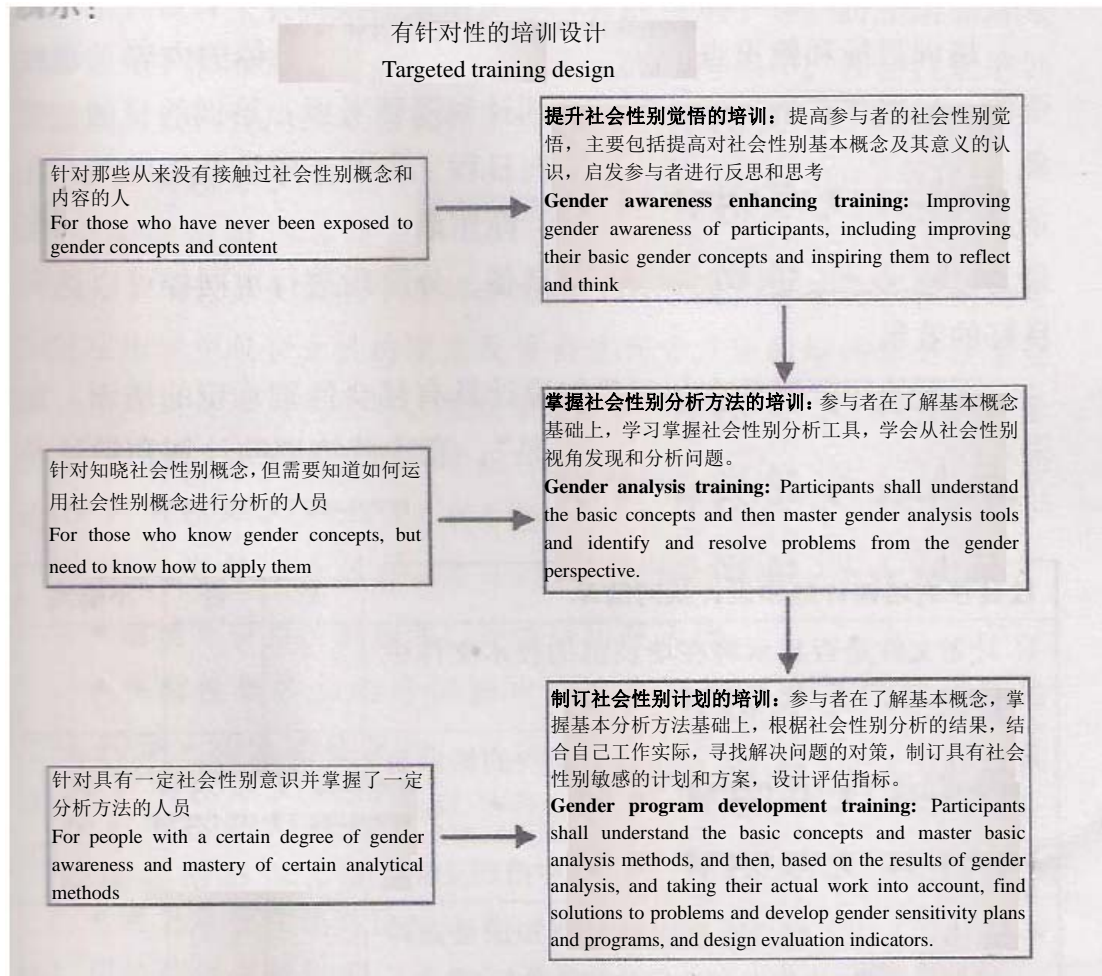
### **(3) Developing ongoing capacity, closing the gender gap**

Failing to be achieved with commitment and institutional configuration naturally, gender mainstreaming wants relevant decision-makers, implementers and participants to have certain gender awareness and capacity, especially gender analysis, planning, implementation and evaluation capacity.

FECO shall cooperate with universities, research institutions and international organizations to carry out a series of gender awareness and gender mainstreaming training programs, including those related to gender-awareness training, gender project design training, gender budgeting training, and gender assessment training.

Specifically, the following steps are to be taken:

1. FECO shall conduct a survey of the needs of the project-related personnel. Before the project design and implementation, it is necessary to examine and assess gender awareness of project-related personnel, including their views of gender equality, their gender-related experience, background and expectation for the training so as to better design the gender training.
2. FECO shall determine training objectives and content. FECO and project implementation agencies are different in gender-related experience, and FECO shall take differentiated training, designing training of different depths and breadths according to the characteristics of participants. Please see the table below for the detail:



3. FECO shall design, implement and evaluate training programs. After the theme is determined, FECO shall begin to design, implement, and evaluate the training programs. FECO has designed a checklist for each link, indicating the gender program to be inquired about and completed in each stage, stressing gender participation especially men participation, achieving men and women balanced participation. It is necessary to stress that gender issues should be a matter of concern to everyone, not just women.

4. Training reports and follow-up activities. After the training, FECO shall encourage exchanges of reports, and follow-up plans and practices, trying to develop an exchange and sharing platform to participants, making the effect of training continue to play a role, and really have an impact on practices.

Only through completion of capacity development can it become possible to implement gender equality and assure gender mainstreaming in a meaningful manner.

#### (4) Establishing a gender analysis and evaluation system

Gender analysis is an important tool to achieve gender mainstreaming. Popularity of

the concept of gender is one of the goals of gender mainstreaming. It is emphasized that the gap between men and women is determined by physiology and more important by culture, and therefore can be changed. It is necessary to oppose binary opposition as well as the belief that “men and women are the same”. It is necessary to start from the perspective of differences and emphasize uniqueness of men and women, which is not directly related to gender. In development, social judgment of an individual can not be based on group attribute. It is necessary to have analysis and judgment according to specific circumstances.

Against this concept, FECO focuses on the following 2 aspects in gender analysis and assessment: First, having gender statistics and analysis; Second, having development free from “gender gap” and having analysis and assessment. Specifically, FECO shall analyze and assess the following:

FECO shall identify the impact of different roles, needs, institutions, policies, programs or activities of men and women on different gender groups in institutions, policies, projects or activities so as to achieve the sensitive goals of policies and projects;

FECO shall analyze and summarize the past experience of institutions, policies, projects or activities in promoting gender equality;

Identifying the areas where the problem of gender inequality lies, and making specific suggestions for future development and improvement;

Including gender analysis and assessment into capacity development, making participants understand the concept of gender and make comments and suggestions on their situation, promoting dialogues between various parties.

To achieve the above objectives, FECO shall specifically complete the following:

FECO shall collect and analyze gender data and information, focusing on quantitative and qualitative combination, historical and present comparisons, comprehensive understanding and assessment of gender equality in environmental protection.

FECO shall apply gender analysis frameworks and evaluation framework for data and material analysis: The relatively mature gender analysis frameworks are: Harvard Analytical Framework, Moser Framework, Parker Gender Analysis Framework, capacity and vulnerability analysis framework, women empowerment framework and social relation analysis method. The relatively mature gender assessment frameworks are: Gender need assessment framework and gender impact assessment framework. FECO shall select, analyze and evaluate appropriate frameworks according to the specific situation and the project.

FECO shall assist the project implementing agencies in developing and achieving gender analysis frameworks and evaluation system in line with their specific circumstances so as to promote gender equality.

Gender analysis and assessment is the starting point and junction point of gender mainstreaming, an important part of gender mainstreaming. In general, gender analysis begins with the design and implementation of the agency or project. Assessment is usually at the stage of results of the project. Gender analysis and assessment influence each other. Different assessment objectives will affect analysis perspectives, and analysis focus will be included into assessment content. Therefore, the two are complementary to each other.

### **(5) Establishing a gender statistic system**

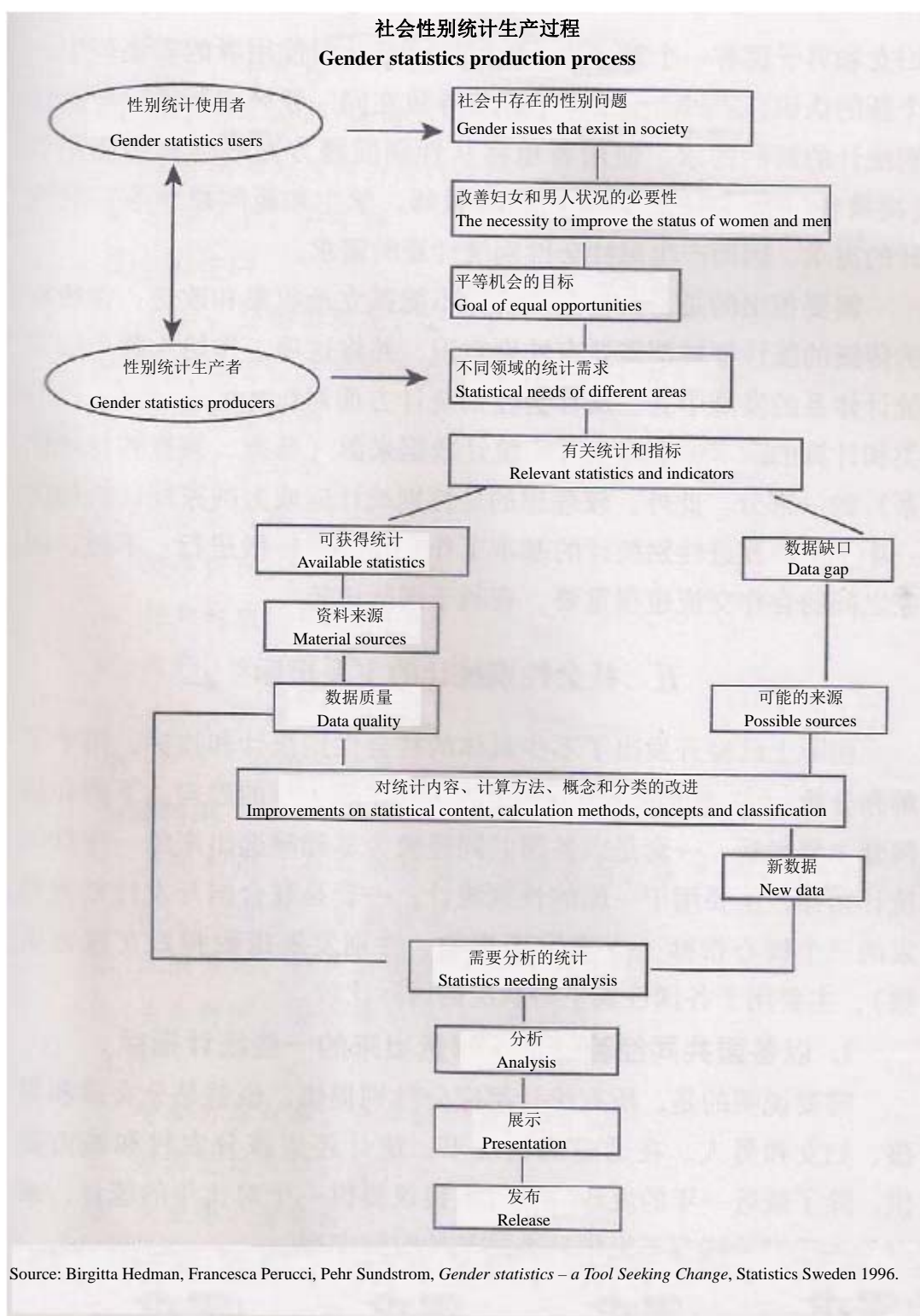
Statistics and indicators reflecting women status and men status are important tools to promote gender equality. Gender statistical methods play an important role in eliminating prejudices, developing policies, and inspecting development.

FECO gender statistical system has the following characteristics and connotations:

1. Materials with individuals as the statistical unit should be collected, sorted, and presented by (physiological) gender;
2. All variables and characteristics are analyzed and presented as gender-conscious and comprehensive items;
3. Relevant information collection and statistics accord with gender issues to be analyzed and discussed;
4. In environmental protection, gender statistics focuses on gender-based differences and therefore gender statistics and gender differences related issues are reflected in the survey;
5. Gender equality and gender development indicator system defined by FECO are applied to design various statistical variables and assess them from a gender perspective;
6. Gender statistics is a continuous (even traceable), representative, and cross-cutting analysis system, rather than an isolated and periodic system;
7. In projects and practices with the family as the basic unit, gender statistics distinguishes family members, ages and other backgrounds for classification statistics and analysis;

8. Gender statistics is carried out in combination with the Human Development Indicator (HDI), Gender Development Indicator (GDI), and Gender Empowerment Measure (GEM).

Gender statistics is very important. It is the basis for policy-making, project decisions, assessment and publicity. Its birth is complicated, requiring specially designed survey topics reflecting gender issues, understanding different cultures of men and women, considering gender bias. On this basis, research and announcement can be properly conducted. The following figure shows gender statistics production process.



At present, China has its gender statistics still in the development stage. There is no mature system available. FECO shall combine its own characteristics to explore gender statistics in environmental protection.



## **(6) Establishing a gender budget and evaluation system**

Gender budgeting is the process introducing gender awareness into the budget at all levels. It is a means and a method used to assess the impact of income and expenditure in different organizations or projects on women and men, girls and boys. There are multiple types of gender budgeting, such as women budgets, gender sensitivity budgets, gender-responsive budgets, and applied gender budget analysis.

It should be emphasized that the gender budgeting of FECO does not mean to distribute the funds equally between men and women, boys and girls, but to meet the different needs of women and men, girls and boys and their groups from a gender perspective, while considering the different impact of the project implementation on men and women, boys and girls so as to reduce the fund required to be invested to minimize the impact.

Depending on the circumstances, FECO generally adopts 2 kinds of gender budgets: Single budget based on gender and overall budget system integrating gender sensitivity. Both budgets have advantages and disadvantages. FECO shall select the appropriate budget system based on the specific situation.

To conduct gender budget, FECO shall refer to the mature gender budget analysis framework, and design and implement gender analysis. FECO shall select the following 3 gender budget analysis frameworks:

1. South Africa - 3-type method: Gender-related expenses, equal-opportunity expenses in the public sector, other expenses impacting gender;
2. Australia - 5-step method: Analyzing the situation of men and women, boys and girls, assessing the sensitivity of the policy to gender, evaluating budget allocations, monitoring expenditures and service provision, and assessment results;
3. Gender sensitivity budget analysis tools: Gender awareness policy assessment, beneficiary assessments by gender, analysis of public spending by gender, taxation analysis by gender, analysis of the impact of the budget on time use by gender, gender sensitivity medium-term economic policy framework, and gender sensitivity budget report.

In specific project and policy implementation, FECO shall use the South African 3-type method in combination with the Australian 5-step method and the gender sensitivity budget analysis tools to design a specific gender budget analysis based on specific topics.

On the basis of a budget, FECO shall provide the assessment team with gender training, incorporating gender sensitivity into the whole system, adopting the gender

budgeting analysis tools mentioned above, in combination with the budget for assessment and summary, and feed back the results in a timely manner to relevant departments and agencies or project implementing agencies so as to make participants revise and improve gender equality.

### **(7) Gender program design and implementation for all projects**

Gender planning refers to the process of crafting a gender sensitivity development plan or project. In plan making, it is necessary to take into account the impact of different gender roles and gender needs of the target groups. Gender planning includes selecting appropriate means, meeting practical needs of women and men, girls and boys, striving to challenge unequal gender relations, and enhancing dialogues on gender sensitivity policies.

FECO shall develop gender plans for its own institutional development and each project, trying to make the policy, program and project meet different needs and interests of men and women, achieving fair and reasonable configuration of public resources between men and women, improving unequal gender relations and women power and capacity to access and control resources, promoting participation of women and men in gender-related work, making men and women have the same representation.

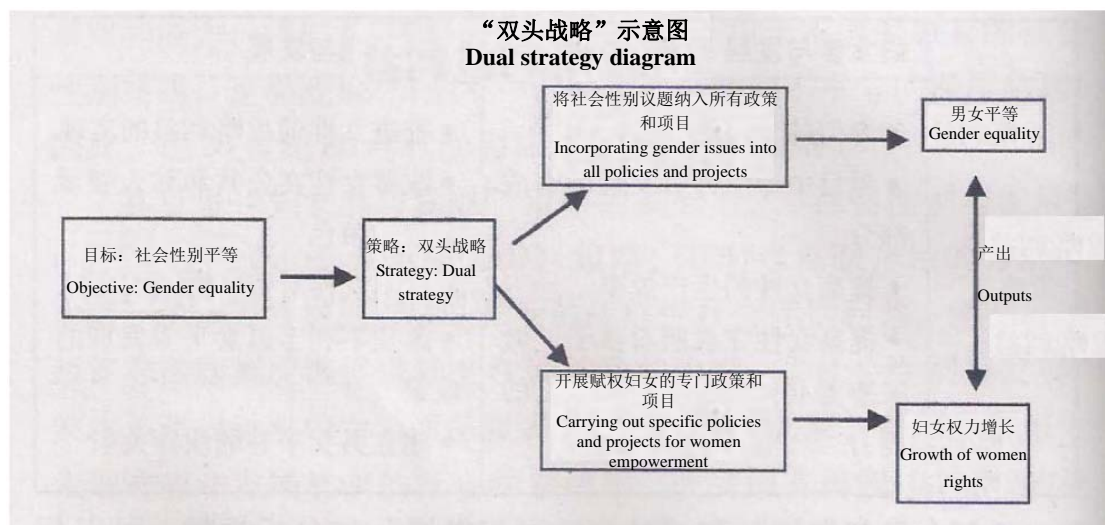
Although gender plans it designs vary with the project, FECO shall in general design its gender plans according to the following principles:

1. Balancing Practical Gender Needs (PGN) and Strategic Gender Interests (SGI) to meet the current needs of women as far as possible while focusing on the future, improving current gender division of labor and cultural environment and promoting the development of gender equality.

Practical gender needs of women refer to the needs of women in their daily life, which often stem from the traditional gender division of roles assigned to them. Strategic gender needs and interests of women are defined as the needs required by the construction of a more equitable, and better society, meaning it is necessary to have radical changes in the gender relations and structure. Sometimes there is a contradiction between the two. Some practical gender-based needs stem from the traditional unequal division of labor. Meeting the practical needs sometimes reinforces the unequal gender relations, contrary to the object and purpose. However, strategic gender benefits will probably make them pay a higher price instead of have their needs met. Therefore, FECO takes introducing the concept of gender sensitivity, balancing the two genders, meeting the real needs of women under the framework of promoting gender equality as one of the principles it sticks to in conducting gender planning and plan execution.

2. Establishing Gender and Development (GDP) strategy. Different from the previous strategy of women participation in development, the gender strategy focuses on gender relations coordination and gender structure review, emphasizing gender equal participation in different aspects instead of unilateral emphasis on women participation. The objects include women and men. The gender strategy focuses on sustainable and harmonious development, encouraging active participation of women and men in different aspects, trying to improve the role of women in decision-making, promote joint development of gender interests, and establish partnership between women and men.

3. Adopting dual gender equality strategy. FECO refers to the dual gender equality strategy adopted by multiple mature organizations to advance their gender programs, which means that on the one hand gender mainstreaming is included in all policies, programs and actions, and equal participation of men and women is encouraged, on the other hand gender measures or special events for women are conducted so as to improve women capacities in all respects so as to achieve the goal of women empowerment. “Dual strategy” introduces gender equality into the mainstream in the development of gender plans and jobs and projects developed for women. (See figure below for the detail)



FECO shall promote women participation in program development and decision making, making their voices heard. Referring to the indicators of women participation in use at the United Nations, in program setting and decision making, FECO arranges women to account for more than 30% so as to make their voices heard. Specifically, FECO examines the following indicators: whether the proportions of men and women plan developers are balanced, whether the proportion of women plan developers exceeds 30%, whether gender experts are hired in program developing, whether the proportions of men and women beneficiaries are balanced, and whether there are differences between men and women benefits.

In the implementation of the gender program, FECO shall constantly improve gender sensitivity awareness of performers and participants, establish mechanisms for consultation and research, provide timely and effective information services and technical guidance, establish platforms for exchanges of information and experience, conduct rigorous monitoring and evaluation, and incorporate implementation of gender equality into the project appraisal.

In order to facilitate implementation, FECO has referred to the experience of some international agencies, and has designed its gender mainstreaming indicator system, which will effectively enable each project to have a detailed gender program guiding framework.

Through the above 7 steps and methods, namely adhering to the “gender sensitivity” political commitment and advocacy, improving the institutional configuration, promoting women participation, ongoing capacity developing, closing the gender gap, establishing a gender analysis and evaluation system, establishing a gender statistics system, establishing a gender budgeting and evaluation system, and making each project have gender program design and implementation, FECO is confident in implementing gender mainstreaming and making it a requisite analysis perspective of its and an assessment tool, so as to promote gender equality in environmental protection.