

GUIDE

PARTICIPATORY GENDER AUDITS IN JORDAN

A Guide for Ministries and Government Departments



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USAID Takamol

USAID Takamol Jordan Gender Activity is a seven-year program focusing on gender mainstreaming in Jordan at the policy, national, and community levels. The objectives of the Activity are to expand social dialogue on gender equality and strengthen policymaking and advocacy for female empowerment. USAID Takamol delivers support to build the capacity of national and grassroots organizations including civil society and government actors, as well as to USAID Implementing Partners to integrate gender equity and female empowerment principles and practices into their work. The Activity is funded by USAID and implemented by IREX, an international nonprofit organization dedicated to building a more just, prosperous, and inclusive world.

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INTRODUCTION

Achieving gender equity and empowering women are issues of concern to His Majesty King Abdullah II, who on several occasions stressed that the government should continue to strengthen the role it plays in development, including legislative, policy, and procedural changes to ensure that women and men enjoy equal opportunities. Gender equity is not just a matter of social justice, but a necessity to ensure equitable and sustainable human development. Given that women's participation in leadership positions in the public sector remains a challenge to equity and women's empowerment globally, identifying and removing institutional barriers to equity – known as gender mainstreaming – is an important and effective step towards positive change. The benefits are many: participating civil servants experience increased efficiency, professionalism and innovation; government departments experience qualitative improvements in public sector policy making, planning and implementation; and countries enjoy recognition on the international stage for contributing to global prosperity, stability and justice.

The USAID Jordan Gender Activity Takamol, implemented by IREX with support from the United States Agency for International Development (USAID), was designed, in large part, to meet the urgent need to strengthen the capacity for gender-responsive policy and programming within government institutions in Jordan, including the leadership of women in the public sector. USAID Takamol is a seven-year activity that strengthens gender equity at the national and community levels through a series of initiatives that highlight gender disparities, advance gender justice, and engage community members and decision-makers using a positive approach to expand equal opportunities for

The purpose of participatory gender audits is to contribute concrete, customized evidence-based recommendations for mechanisms to realize the principle of equal opportunities in all aspects of the work of government departments.

men and women. USAID Takamol works with partners in civil society, academia, and the public sector to achieve its objectives by catalyzing citizen engagement, promoting community and institutional dialogue, and supporting both research and advocacy for more equitable, evidence-based legislation, policies and institutional practices, including economic empowerment and active political participation of women as equal contributors to a healthy society, economy, and political system.

In 2015, USAID Takamol began discussions with select government departments to determine interest in a participatory process to audit internal policies and practices in order to identify concrete ways to operationalize principles of equal opportunity and gender equity in the workplace, including a supportive working environment that meets the needs of men and women. Together with 12 government partner institutions, over a four year period USAID Takamol completed 11 participatory gender audits to collect and analyze a wide range of gender data and related policies, and co-facilitated the development of customized, evidence-based recommendations to eliminate gender-based disparities and discrimination and replicate effective equity mechanisms in the departments' own policies, programs, activities and institutional frameworks.¹

¹ **The Department:** According to Article (2) of the Civil Service Law in force, the Department shall be defined as any ministry, department, body, council, authority, public official institution or

public institution governed by the provisions of the Civil Service Law.

On the basis of this experience, this Guide to Participatory Gender Audits in Ministries and Government Departments was designed. The Guide will support public sector officials who desire to strengthen the institutional culture based on equitable recruitment and promotion to leadership positions, and to set standards that encourage individuals and institutions to adopt best practices in the field of gender justice, including flexible and inclusive mechanisms for decision-making and implementation.

This Guide contains the following two sections:

Section 1: provides foundational concepts of gender mainstreaming, including a glossary of key terms, mainstreaming strategies, and the benefits of participatory gender audits in government departments.

Section 2: addresses the practical aspects of conducting gender audits in government institutions, including a step-by-step roadmap of the four phases: planning and preparation; data collection and analysis; development of customized, evidence-based recommendations to inform a work plan for gender mainstreaming and audit final report; and monitoring and evaluation of implementation of the audit recommendations.

Additional reference materials are located in **Annexes 1-16**, including a brief history of gender mainstreaming and templates for data collection tools.

Gender mainstreaming is not an end in itself, but a means or a tool for achieving gender equality.
– UN ECOSOC, 1997

Purpose

This guide is designed to introduce managers and employees in government departments to both the benefits (the *why*) and the component phases (the *how*) of participatory gender audits. It will equip public sector staff with foundational knowledge on *gender mainstreaming*, a step-by-step roadmap to *participatory gender audits*, and templates necessary to assess *institutional readiness* to conduct participatory gender audits in their own workplaces. The guide is based on similar audits that were conducted with a focus on administrative policies and practices.²

Why Conduct An Audit?

The goal of participatory gender audits is to contribute concrete, customized, evidence-based recommendations to improve gender mainstreaming efforts. Gender mainstreaming refers to strategies and mechanisms to realize the principle of equal opportunities for both sexes in all aspects of the work of government departments. This includes an institutional culture based on the principles of justice, merit, aptitude, and transparency in appointments, promotion and individual performance appraisal of all staff, including senior, leadership and supervisory positions.

More specifically, participatory audits are staff-led initiatives to **measure** whether the internal practices and support systems relevant to equity in the workplace are effective and mutually reinforcing; **identify** gaps and challenges to be addressed; and **recommend** customized, evidence-based gender mainstreaming strategies to close gaps and replicate successful policies and practices.

There are well documented **benefits** to public sector gender audits. First and foremost, participatory audits are an opportunity to enhance the collective

² The methodological approach may differ if the department wishes to conduct a gender audit of its beneficiaries.

capacity of departments to assess their own policies and practices from a gender perspective, and articulate evidence-based recommendations that they then monitor and evaluate to gauge the relative progress made in gender mainstreaming over time. In addition, audits help build a sense of belonging within departments, and raise institutional awareness of general good practices for equal opportunities.

Section 1 of the guide answers the question *Why Conduct an Audit?*

The **objectives** of Section 1 are to:

- Ensure understanding of foundational concepts of gender justice;
- Clarify the link between gender mainstreaming and gender audits as tools to build more equitable workplace policies and practices; and
- Describe the benefits of gender mainstreaming in the public sector.

The main objective of this guide is to introduce managers and employees in government departments to the **benefits and component stages** of gender audits. It will equip them with foundational knowledge, a step-by-step roadmap, and templates necessary to **assess institutional readiness** to conduct participatory gender audits in their own workplaces.

³ This guide aims to provide guidelines to those wishing to conduct an **internal** review of departmental operations through a gender-sensitive lens. The research questions

How to Conduct A Participatory Audit?

Gender mainstreaming is a complex and long term undertaking and conducting a participatory gender audit to inform your department's mainstreaming efforts requires a significant commitment of time and resources. To help determine the scope of work and effort required, Section II of the guide provides a step-by-step roadmap for the four phases of a participatory gender audit. The roadmap identifies steps as well as suggests responsible points of contacts. Templates for data collection tools, illustrative audit objectives, guidelines for action plans to implement audit recommendations, and other useful reference materials are provided as annexes.

Section 2 of the guide answers the question *How to Conduct a Participatory Audit?*

The **objectives** of Section 2 are to describe how the audit will:

- Assess the current extent of gender mainstreaming within the department, including:
- Identify the mechanisms, practices and attitudes that have made a positive contribution to an equitable workplace.
- Examine the extent to which institutional policies are gender-sensitive, including human resource policies, planning, result-based and gender-based budgeting, and the degree of gender balance in staffing at the various functional levels.
- Determine the scope of the audit's research questions³, which may include:

Does the government department treat male and female employees differently? If so, how and why?

and work steps proposed herein may be amended to suit the nature of the department and its requirements.

Is there gender-based discrimination in relation to hiring for or promotion to leadership positions within the department?

Is there gender-based discrimination in access to privileges related to career development and advancement within the department?

Are male and female employees equally involved in decision-making processes within the department?

Is there gender-based discrimination in the distribution and utilization of departmental resources?

- Identify the tools, resources and data needed to undertake each step in the gender audit phase.
- Set the initial baseline for gender mainstreaming in the department in order to develop criteria for measuring progress in promoting equal opportunity.

Intended Audience

This guide is designed for the following users:

Incumbents of senior managerial positions, leadership and supervisory positions, as well as employees in the public sector working in all institutions and government departments in Jordan.

Activists and gender experts, especially in the field of mainstreaming, auditing and gender analysis.



!Reminder: participatory gender audits are staff-led initiatives to measure whether the internal practices and support systems relevant to equity in the workplace are effective and mutually reinforcing; identify gaps and challenges to be addressed; and recommend customized, evidence-based gender mainstreaming strategies to close gaps and replicate successful policies and practices.

SECTION 1: INTRODUCTION TO GENDER MAINSTREAMING

Purpose: Gender audits are one of many tools used to support effective gender mainstreaming. Therefore, a grasp of foundational concepts related to gender justice in general, and gender mainstreaming in particular, is essential to assessing institutional readiness for a participatory gender audit.

Audience: Male and female public sector employees, including senior managers and executive leadership

This section defines key concepts and terminologies of the gender mainstreaming process, which is a critically important preliminary step for gender audits. It briefly compares traditional versus participatory methodologies used to conduct gender audits, and then identifies gender mainstreaming strategies in the public sector. This section concludes with a typology of a gender responsive department that applies the basic concepts contained herein to a public sector setting.

Concepts in Gender Mainstreaming

The term gender mainstreaming was formally used for the first time in the Platform for Action created during the 4th World Conference on Women held in Beijing in 1995. The Beijing Platform for Action stressed the importance of governments pursuing an active and visible policy to mainstream gender equity principles in all policies and programs. Such gender mainstreaming requires equity in terms of who makes decisions as well as who those decisions benefit. The main principles for integrating a gender perspective into the United Nations system were summarized in the 1997 report of the UN Economic and Social Council⁴ and have subsequently been

operationalized in coordination with partner governments.⁵ These principles are used primarily as guidelines in gender mainstreaming strategies and policies, and they include the need to identify gender-related inequities in all activities and programs; translate gender mainstreaming into practices and behaviors within institutions and formal work structures; and make every effort to expand women's participation at all levels of decision-making. Annex 1 contains a historical overview of gender mainstreaming, the UN principles for mainstreaming and a graphic representing common mainstreaming processes.

Gender Terminology

The following are definitions of the most important concepts related to gender justice⁶:

Advocacy: collective efforts to promote an issue or idea, and which often requires a legislative, legal, political or social change, by persuading influencing individuals and decision-makers at the individual, community, institutional and/or national level to

⁴ UN. (1997). Report of the Economic and Social Council for 1997. New York.

⁵ The Collective for Research and Training on Development-Action. (2012). *Gender Auditing for the Ministry of Social Affairs in Lebanon*.

⁶ The definitions draw from multiple sources: UN Women Jordan, Jordanian Hashemite Fund for Human

Development. (2014). *Training Manual on Gaining Support and Advocacy for Women's Rights in CEDAW*; ILO. (2012). *A manual for gender audit facilitators: The ILO participatory gender audit methodology* (2nd ed.). Geneva: International Labour Office; and USAID. (2016). ADS chapter 200-203. ADS Series 200.

adopt and defend it by using appropriate tools in the communities which they influence

Empowerment: process by which individuals and groups identify internal and external assets and skills, refine them, and then effectively apply them to challenge gender discrimination, gaps and challenges.

Equal opportunity: economic, political and social participation is not limited by gender-based obstacles. In the labor market (public and private), this encompasses the ability of women and men to apply for any job, be considered for any promotion, and receive the same entitlements, working conditions, job security, and social security.

Gender: Gender refers to the array of socially constructed roles and relationships, personality traits, attitudes, behaviors, values, and relative power and influence that society ascribes to the two sexes on a differential basis. Gender is an acquired identity that is learned, changes over time, and varies widely within and across cultures. Gender is relational and refers not simply to women or men but to the relationship between them.

“The term "gender" is not interchangeable with the term "sex", which refers exclusively to biological differences between men and women, which are universal. Statistical data are disaggregated by gender, while gender describes the different roles, responsibilities, constraints, opportunities and needs of females and males in all areas and in any given social context.”⁷

Gender Analysis: a variety of methods used to understand the relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other. Gender analysis provides information that recognizes that gender, and its relationship with race, ethnicity, culture, class, age, disability, and/or other status, is important in understanding the different patterns of involvement, behavior and

activities that women and men have in economic, social and legal structures. When used as a tool for effective gender mainstreaming, gender analysis examines the institutional roles assigned to women and men, the distribution of work among women and men and its value, as well as gender differences in access to resources, information and services, participation of women and men in the decision-making process, and the power relationship between them.

Gender Audit: methodology to check whether institutional practices and support systems for gender mainstreaming are effective, mutually supportive, and measure compliance. It also monitors and evaluates the relative progress made in gender mainstreaming, establishes a reference baseline, documents good practices for gender equality, identifies important gaps and challenges, recommends ways to address them, and proposes new and more effective mainstreaming strategies.

Gender Blind: the needs and interests of women and men and their priorities are unexamined or deemed unimportant, often due to an assumption of equal opportunities.

Gender-based Discrimination: unfair and unequal treatment of women and /or men based solely on sex and not on abilities, skills, talents and universal human rights

Gender Justice: the protection and promotion of civil, political, economic, social and cultural rights on the basis of gender equality, the adoption of gender-sensitive strategies for their protection and promotion, and the consideration of gender from the perspective of the same rights.

Gender Mainstreaming: Gender mainstreaming is a strategy to center the needs, concerns, interests and experiences of men and women in policy and program design and implementation in all political, economic and social sectors, to ensure that men and women benefit equally from the available

⁷ ILO. (2012). *Manual for Gender Audit Facilitators*

opportunities. The ultimate goal is to achieve gender equality (ECOSOC, 1997). In other words, gender mainstreaming is not an end in itself, but a means or a tool for achieving gender equality.

Gender Neutral: the needs and interests of women and men and their priorities may be acknowledged, but are not taken into account, thus decreasing likelihood that both enjoy equal opportunities and equitable results.

Gender Sensitive: the needs and interests of women and men and their priorities are taken into account to ensure equal opportunities and equitable results.

Stereotyping: forming opinions or conclusions based on expectations of socially acceptable behavior, roles and responsibilities of both men and women, without regard for individual and situational variations

Strategies for Gender Mainstreaming in the Public Sector

The ILO’s Gender Strategies Manual⁸ suggests that gender mainstreaming strategies aim to ensure equal rights, opportunities and treatment for male

and female beneficiaries, participants, and decision-makers. Such strategies should:

!Reminder: policies, practices and services provided by all government departments should be gender-sensitive.

- Prioritize equality and equal opportunity between women and men in institutional structures by systematically accounting for differences between the needs, concerns and priorities of women and men in policies, plans, programs, projects, services, and results-oriented budgets.
- Design and implement specific measures to protect the rights of women and men, eliminate existing inequalities, and address the effects of continuing discrimination based on the empowerment of one party without the other.
- Address both practical (immediate) and strategic (transformative) needs and priorities of women and men (see chart).

Strategic Needs	Practical Needs
<ul style="list-style-type: none"> ▪ Transformative needs for justice and equality. ▪ Aimed at achieving equality by targeting root causes of disparities and discrimination. (e.g. sharing unpaid care work, decision-making, and equal access to education, training, and opportunities). 	<ul style="list-style-type: none"> ▪ Basic or survival needs. ▪ Aimed at improving the living and working conditions of both women and men (food, water, shelter, income, clothing and health care).

⁸ ILO Regional Office for Asia and the Pacific. (2010). *Gender Mainstreaming Strategies in Decent Work*

Promotion: Programming Tools – GEMS Toolkit. Bangkok, Thailand: ILO.

There are several common steps to implementing a gender mainstreaming strategy in the public sector. This illustrative list clarifies where participatory gender audits fit within that strategy:

- Document and socialize legal, regulatory and other mandates for gender equity and equal opportunities in the relevant department and at the level of the sector concerned in general.
- Identify challenges in motivation and staff capacity in the department at different levels (executive, senior management, and employees) to recognize and redress systemic inequities and fulfill equal opportunity mandates.
- Review the organizational structure, policies and practices of the relevant government department using gender analysis or gender auditing methodologies to fill data gaps at the individual, decision-making (senior management), and institutional levels (laws, regulations and rules).
- Identify opportunities to redress disparities and discrimination through human resources, budgets, tasks and responsibilities of staff, and other changes to organizational structure and culture.
- Develop a mainstreaming action plan that includes strategic and operational objectives; the stake-holders involved with implementation, follow-up, and impact assessment; the expected activities and timeline; and results-oriented budgets.
- Adopt specific metrics with clear time frames to monitor progress and document good practices and lessons learned, with clear and measurable performance criteria.
- Develop and implement a crisis management plan in the event of unanticipated problems with key staff, decision makers, or the institution.

Benefits of Gender Mainstreaming in the Public Sector

There are myriad benefits of gender mainstreaming at the individual and institutional level, from career advancement and productivity to financial efficiencies and development impact.⁹ These may be best understood through the lens of a government department that has successfully implemented a gender mainstreaming strategy to become fully gender-responsive.

A gender-responsive department...

Recognizes gender equity is a cornerstone of its professional identity through a strong gender justice policy.

⁹ UN Office of the Special Adviser on Gender Issues and Advancement of Women. (2002). *Gender Mainstreaming: An Overview* ; The World Bank. (2002). *Integrating Gender into the World Bank's Work: A Strategy for Action*.

Integrates gender-sensitive language into its products, and reflects gender equity principles in its policies, regulations and instructions.

Offers gender-sensitive work practices and policies, such as flexible working hours, maternity and paternity leave, and family-supportive policies.

Demonstrates political will at the decision-making level to invest in ongoing mainstreaming efforts, to measure progress toward gender equity, and to address concerns expeditiously.

Monitors the prevailing institutional culture, measuring its impact on the performance and behavior of male and female employees, and deploys targeted messages and communication tools to sustain equitable practices.

Builds the capacity of all employees and staff to analyze their tasks, responsibilities and expected outcomes from a gender perspective.

Ensures human resources regulations and instructions are gender sensitive and non-discriminatory. Specifically:

Recruitment and hiring policies and procedures, especially with regard to published job openings and candidate interviews.

Training and professional development policies and procedures, especially with regard to the involvement of female staff in external functions, conferences and training programs.

Individual performance appraisal policies and procedures, based on transparent benchmarks, merit and aptitude

Procedures for termination of services and retirement, particularly with regard to criteria and decision-making.

Payroll and salary policies, particularly with regard to pay equity across similar jobs, commissioning and overtime allowances.

Incentives and rewards policies, particularly with regard to criteria and decision-making.

Job descriptions align with actual tasks and responsibilities according to the organizational structure of the department.

Vacation, medical and other forms of leave.

Compensates all staff fairly in line with qualifications, experience and practical skills required for the post and in compliance with all applicable laws, regulations and policies relating to equal pay.

Ensures equitable gender representation in all departments, directorates, and at all organizational levels (leadership, supervisory and executive).

Adopts gender-sensitive decision-making processes.

Develops an accountability mechanism to measure and work towards the achievement of gender equality in the Department.

Gender Audit Essentials

A gender audit of the public sector measures the degree of responsiveness of any given department's policies, plans, programs and projects to gender-based disparities and discrimination in order to design or refine its gender mainstreaming strategies.

The most important tools that can be used for auditing are:

- Desk review of departmental policies, strategies, plans, reports, datasets and budgets.
- Questionnaires to collect additional quantitative and qualitative data.
- Key informant interviews with decision-makers.
- Focus group discussions with a representative sample of male and female staff in the department or entity being audited.

In order to ensure the effectiveness of the audit process, a participatory approach is required. The participatory approach is an effective tool for institutional self-evaluation, based on principles of partnership and dialogue with all stakeholders. The time and effort invested in consensus building leads to higher quality data as well as greater motivation to implement audit recommendations for mainstreaming gender in an efficient manner within the institution.

A participatory, staff-led gender audit may benefit from the support of external facilitators. The USAID Takamol team provided the following support:

- Training on gender mainstreaming and audit methodologies to build the capacity and skills of the concerned staff members in government departments.
- Technical assistance on information collection exercises using various research tools and methods, such as focus group discussions, interviews, etc...
- Guidance during the gender analysis and reporting phases, as well as preparation of the gender mainstreaming plan, prior to approval of the gender audit report by department leadership.

When comparing the participatory gender audit process described above with the traditional gender audit, we note the following¹⁰:

Since 1980, institutions began using "qualitative audits" to measure the satisfaction of employees, as well as the satisfaction of service recipients (male and female citizens) with the services provided to them. Peer-to-peer

¹⁰ ILO. (2012). *Manual for Gender Audit Facilitators*, p. 12

audits have also been utilized to determine whether internal measures aimed at gender mainstreaming and equal opportunities are making progress towards achieving gender justice without negative unintended consequences.

Participatory gender audits belong to the “qualitative audit” category. Qualitative audits review the written policies, strategies and instructions of an institution, and determine whether employees and managers apply them correctly. A "qualitative audit" process does not only indicate whether the work is being carried out correctly, but it also identifies areas for improvement and innovation. The final audit report includes recommendations which stakeholders then use as the basis for developing an action plan of their own.

It is noteworthy that the ILO has developed and used this participatory approach in gender audits. One of the most important features of this type of gender audit is that the individuals employed (both men and women) have the ability to evaluate themselves and their institutions. The recommendations generated by self-assessments may be more widely accepted, since they have been submitted by peers who know the institution well.

The USAID Takamol methodology differed from that of the ILO by involving staff of the departments in all phases of the gender audit, including data collection via focus groups and interviews, and data analysis through SWOT exercises and others. While USAID Takamol provided guidance and technical assistance at key points along the process, the department concerned retained ownership of the staff-led gender audit in all its dimensions, including the articulation of recommendations and the decision as to publishing the results in full or part, as the department deemed appropriate. This encouraged the departments to commit to follow up and adoption of recommendations.

Note: The participatory approach adopted by USAID Takamol differs from that of the ILO by involving departmental team members in both the analysis and the audit reporting processes, and did not employ external consultants specializing in the audit process.

The table on the following page shows the most important differences between a traditional gender audit and a participatory audit approach.

Participatory Auditing and Assessment	Traditional Auditing and Assessment
<ul style="list-style-type: none"> • Aims to leverage knowledge and experience of male and female employees in the organization to contribute, and involves them in all stages of the audit • Designs and provides a full training program to develop employee skills to complete gender audit in their institutions. • Involves enhancing the learning process and the capacity building of individuals, as well as the collective capacity of the institution. • Depends on the involvement of male and female staff, and the women and men involved in data collection and analysis. • Adapts audit process to needs of employees. • Looks deeper into the trends, personal attitudes, and social norms related to gender equality, and the social norms of the male and female employees. • Requires more time. 	<ul style="list-style-type: none"> • Aims to judge the institution for accountability purposes. • Does not aim at building the individual and collective capacity of the institution. • Is not intended to mobilize efforts to accept audit results and gender analysis. • Seeks to provide results of monitoring and evaluation in a scientific, objective manner without consideration of power dynamics between the evaluators, the evaluated and stakeholders. • Focuses on measuring success according to predetermined indicators. • Requires less time.

Annex 2 reviews different frameworks, processes, and methods for gender mainstreaming and audits, allowing the Department to choose the most appropriate framework depending on its circumstances.

SECTION 2: HOW TO CONDUCT A PARTICIPATORY AUDIT

Purpose: This unit details the four stages of a participatory gender audit in government departments: 1) the planning and preparation phase; 2) the data collection and analysis phase, which includes the quantitative and qualitative research tools needed; 3) the evidence-based gender mainstreaming plan development phase; and 4) the monitoring and follow-up phase.

Audience: Governmental Gender Focal Points, senior managers and executive leadership who are considering or planning for a participatory gender audit

Phase I: Planning and Preparation

Time frame: one to two months.

Objective: To assess the readiness of the department (both data readiness and equity readiness) and prepare the team to start the audit process.

Procedures for Participatory Gender Auditing – Phase I	
Responsibility of:	Steps
Measuring the readiness of the organization	
Secretary General / General Manager	1. Identify a liaison officer, who is familiar with gender justice concepts, and has the time or authority to oversee logistics and other administrative matters to coordinate the participatory gender audit process.
Minister/Director or the Secretary General/ General Manager	<p>2. Form a Gender Audit Team within the Department under the supervision of the Secretary General or their assistant, consisting of 5-6 employees representing each of the following organizational units (if applicable):</p> <p>2.1. Gender units or liaison officers in the absence of gender units.</p> <p>2.2. The Directorate for Policy and Institutional Development and the Monitoring and Evaluation Section.</p> <p>2.3. Directorate of Human Resources.</p> <p>2.4. Directorate of Information Management.</p> <p>2.5. Other directorates depending on the requirements and nature of the department's work.</p> <p>3. A coordinator of the department's gender audit team shall be selected from the staff who have experience in the field of gender mainstreaming to undertake or coordinate the work of the team members, identify target dates for completion of the work and follow up on tasks. He/she will directly inform the team members of any skills building training, meetings and interviews and their scheduled dates.</p> <p>4. The team members should be at the level of a director of a department (including a field manager, if any), taking into account that the working group of both sexes shall have the technical knowledge of the work of the department or institution subject to audit. The team should include a gender specialist or gender liaison</p>

Procedures for Participatory Gender Auditing – Phase I	
Responsibility of:	Steps
	<p>officer (if any). They should also have knowledge of the basic concepts of gender justice and be data literate, although in-depth knowledge of gender issues and research methods is not a pre-requisite, as they can receive training on basic principles.</p>
The gender audit team	<ol style="list-style-type: none"> 1. Initiate a discussion on whether the department is ready to engage in a participatory gender audit. 2. Prepare the team to assess the readiness of the department, including its institutional data readiness (i.e. ability to identify data gaps and interpret new data via participatory research methods) and its equity readiness (i.e. ability and commitment to eliminate gender inequities within its institutional culture, policies, activities and programs) 3. Agree on criteria for measuring readiness using the table containing the most important criteria (see Annex 3: Audit Readiness Assessment) for the purpose of ascertaining the department’s willingness to improve institutional performance with regard to gender, provided that the criteria include: <ol style="list-style-type: none"> 3.1. Support: To measure the level of readiness of senior management and decision makers to commit to investing staff time and effort in a participatory gender audit. 3.2. Vision: To articulate a philosophy on the importance of gender mainstreaming in policies and programs, and basic knowledge on how to incorporate these concepts to improve program performance. 3.3. Resources: To identify appropriate staff, knowledge, qualifications, skills, and financial resources for the audit. 3.4. Policies: To clarify the current level of gender mainstreaming in department policies and programs. 3.5. Historical Background: To recognize the extent to which previous studies, data and statistics on gender exist or indicate that the department has the willingness and commitment to change and develop. 4. Discuss findings with department officials to provide a preliminary outline of the department's willingness to proceed with the participatory gender audit and identify the department's requirements to initiate the audit process.
Gaining support and encouragement	
The gender audit team	<ol style="list-style-type: none"> 1. Prepare documentation and visual presentations on the gender audit process, and its importance, benefits and requirements. 2. Convene meetings (*) with decision makers and departmental officers to lobby for the participatory gender audit process, including: <ol style="list-style-type: none"> 2.1. Identifying the importance of gender equity for both females and males in the department. 2.2. Defining the importance of a participatory audit and its benefits to the Department. 2.3. Explaining the stages of the audit, its time frame, and the material and technical requirements for each stage.

Procedures for Participatory Gender Auditing – Phase I	
Responsibility of:	Steps
	(*) The number of meetings depends on the size and nature of the department's work and the readiness of senior management and leadership.
Senior management and those in leadership positions	<ol style="list-style-type: none"> 3. Understand gender equity concepts and related issues. 4. Encourage all male and female employees within the department to participate in the participatory gender audit process. 5. Commit to translate audit findings into policies, regulations, and institutional systems, and transform them into reality.
Secretary General / General manager	<ol style="list-style-type: none"> 6. Identify the tasks of the gender audit team, including the following: <ol style="list-style-type: none"> 6.1. Develop a plan of action for data collection (qualitative and quantitative) that specifies: <ul style="list-style-type: none"> ▪ Timeframe and expected dates for each phase of the gender audit process. ▪ Data collection tools. ▪ The entity responsible for each activity. 6.2. Data collection, analysis and periodic reporting. 6.3. Participation of the team in the training and meetings related to technical support during the audit process. 6.4. Adherence to reporting deadlines. 6.5. Delivery of the final report, with the plan of action and recommendations on gender mainstreaming. 6.6. Familiarize male and female staff with the launch of the participatory gender audit, its objectives and end goal. 6.7. Any other functions that the Secretary-General / Director-General deems necessary.
Internal Communication	
Gender audit team	<ol style="list-style-type: none"> 7. Develop a plan to communicate with senior management, including: <ol style="list-style-type: none"> 7.1. How to communicate with senior management, or the person or team responsible for communicating with them. 7.2. How to communicate with district directors about the audit process. 7.3. Provide transparent selection criteria to identify participants directly involved in the audit, including supervisees. 7.4. Clarify the responsibility of each team member. 7.5. Identify value of audit process from the perspective of change management, in order to ensure acceptance of gender data. 8. Communicate with male and female employees using the most effective communication tools to: <ol style="list-style-type: none"> 8.1. Explain the importance of gender audit and its stages. 8.2. Achieve overall objectives, outputs and results. 8.3. Carry out expected activities and responsibilities. 8.4. Determine the time and effort expected of them. 9. Announce the launch of participatory gender audits through a formal decision or circular that states: <ol style="list-style-type: none"> 9.1. General objectives

Procedures for Participatory Gender Auditing – Phase I	
Responsibility of:	Steps
	9.2. Expected outputs 9.3. General framework for participatory gender audit 9.4. Phases and detailed steps.
Employees (male and female)	10. Planning their activities based on the activities expected of them or their responsibilities and responsibilities outlined in the plan.
Gender Audit Team Work Plan	
Gender audit team	11. Prepare a work plan for the participatory gender audit process that includes the following: <ul style="list-style-type: none"> 11.1. Org chart of directorates concerned. 11.2. Activities such as data analysis and identification of participants. 11.3. Tools to be developed, such as questionnaires, focus group discussions, and interviews. 11.4. The authority responsible for each activity. 11.5. Methodology. 11.6. Time frame for each activity / step. 11.7. Expected outputs. 11.8. Expected challenges. 12. Adoption of the plan by the Secretary-General / Director-General.

Phase II: Data Collection and Analysis

Time frame: from three to eight months.

1. **Objective:** To achieve a deeper knowledge of the most important issues related to gender, which depend on quantitative research, in order to give a deeper picture and knowledge of gaps related to gender, which are adopted as the basis for qualitative research.

Data collection and analysis is a form of research that needed to abide by guidelines that provides guidelines for the responsible conduct of research. In addition, it educates and monitors scientists conducting research to ensure a high ethical standard. To better understand research ethics, see [Annex 16](#).

Note: Annexes 3-15 contain useful templates for data collection tools.

Procedures for Participatory Gender Auditing – Phase II	
Responsibility of	Steps
Data Collection and Analysis	
The gender audit team, or a consultant (male or female) working on a contractual basis.	<ol style="list-style-type: none"> 1. Review the purpose, objectives, and scope of the participatory gender audit process developed in Phase 1. 2. Identify existing qualitative and quantitative datasets, their purpose and current use within the department, and any gender gaps by determining the following: <ol style="list-style-type: none"> 2.1. Assumptions that need to be tested. 2.2. Information that helps answer questions. 3. Examine data from any of the following: <ol style="list-style-type: none"> 3.1. Secondary Sources: Information is collected by others such as studies, statistics and reports. It is important to understand how data is collected from those sources, as it has an impact on the accuracy of the information, how it is measured, and the extent to which it can be shared internally and externally. 3.2. Primary Sources: Data is collected directly through questionnaires, focus groups and other similar tools. The quality of the data collected directly relates to the quality of the design of the tools used, and how they are collected and analyzed. 3.3. Databases: Data is collected from the department's databases; such as the staff database of the Human Resources Department. 4. Agree upon the most appropriate research tools and data collection methods to be used (see Annex 4: Differences Between Quantitative and Qualitative Research). It is recommended that more than one tool be adopted to enhance the credibility of the results.
The directorate in charge of training and development in the department	<ol style="list-style-type: none"> 5. Develop team members' competencies by identifying their training needs in relation to gender audits. Staff may require support to develop professional knowledge and skills of gender conceptual frameworks, research methods or both.
Gender audit team	<ol style="list-style-type: none"> 6. Enter the data obtained from the department's database into specially prepared tables. The team needs to choose an efficient method and corresponding computer program for data entry taking into consideration the types of data, research population, risk of data entry errors, research processes, and privacy. 7. Analyze data for gender disparities that may point to issues where more information is required through qualitative research tools.
Gender audit team and the supporting team	<ol style="list-style-type: none"> 8. Analyzing additional secondary sources of quantitative data such as publicly available documents, databases, and studies and cross check against gaps identified in tasks #6-7 above to flag areas that require further research (see Annex 5: Quantitative Analysis). Prepare a quantitative report, bearing in mind the following during the measurement process: <ol style="list-style-type: none"> 8.1. Leadership, level of readiness and acceptance of gender issues.

Procedures for Participatory Gender Auditing – Phase II	
Responsibility of	Steps
	<p>8.2. Policies, operational systems and how to integrate gender into them.</p> <p>8.3. Programs, services and projects; in terms of planning, design, implementation and gender responsiveness.</p> <p>8.4. Financial resources and how to distribute them, while ensuring that the budget is responsive to gender.</p> <p>8.5 Institutional culture, both the formal and informal, in the department.</p>
Directors of departments or directorates	9. Collaborate with the team in providing data, documents and information within agreed timeframes and using the agreed-upon software (.xls or .csv)
Gender audit team and the supporting team	<p>10. Agree on the qualitative research tools to be used to measure the perceptions and ideas of the department's staff (see Annex 6: Qualitative Analysis).</p> <p>11. Conduct qualitative research, based on the gaps that were identified during the quantitative research and which require further research, using agreed-upon tools.</p>
Male/Female Staff member	12. Conduct self-assessment to assess the perceptions and attitudes of the (male or female) employee regarding gender equity principles, and to get an idea of the current situation of gender justice in the department. (see Annex 7 for self-assessment template to identify knowledge, attitudes, behaviors and practices of staff members in the department concerned, including instructions for administering the questionnaire, analyzing responses, documenting and disseminating the results).
Gender audit team	<p>13. Preparation of the "qualitative report" including the results of the analysis.</p> <p>14. Link the quantitative and qualitative research to each other, and validate the results of the analysis, for final adoption in the gender audit report.</p> <p>15. Present the preliminary results to senior management and then to the staff of the department.</p>
	<p>16. Sort and display the qualitative and quantitative data and test different visualization methods such as tables, graphs, icons, etc. for succinct and clear presentation of findings).</p> <p>17. Using the gender audit framework selected in Phase 1 to analyze the quantitative and qualitative data and draw conclusions regarding most salient gender gaps, issues, and needs.</p>
Gender audit team	<p>18. Initiate and edit the final report (see Annex 8: Structure of the Final Report).</p> <p>19. Ensure that the report includes:</p> <ol style="list-style-type: none"> a. Methodology and scope of work. b. All the steps that were undertaken.

Procedures for Participatory Gender Auditing – Phase II	
Responsibility of	Steps
	<p>c. Key findings of the participatory gender audit.</p> <p>d. Highlight good practices in gender mainstreaming</p> <p>e. Draft recommendations to improve performance in a manner that ensures equal opportunities for employees and staff.</p> <p>f. One-year operational plan.</p> <p>g. Concrete actions for follow-up and evaluation.</p> <p>20. Consider the following key points when drafting the final report:</p> <p>20.1. Identify specific members of the team, including those involved in drafting the first report, editing subsequent drafts, and then finalizing the report.</p> <p>20.2. Make a decision, after consultation with the senior management, on the overall structure of the final report.</p> <p>20.3. Develop a short-term action plan to be reviewed by the senior management, and the involved employees, to get their views.</p> <p>20.4. Ensure that the final report should not exceed 40 pages and include attachments for data collection tools as well as anonymized and fully disaggregated results of interviews, focus group discussions, and questionnaires.</p> <p>20.5. Take into consideration the following when formulating the final report:</p> <ul style="list-style-type: none"> ▪ Clarify the intended audience(s) Classify recommendations by degree of importance (high, low, or medium). ▪ Ensure key evidence is clear and presented in multiple formats (e.g. text and graphics), and results are presented in a logical manner. ▪ Be transparent about limitations of the methodology, data quality or other challenges encountered ▪ Suggest concrete action(s) to correct the situation identified for improvement. ▪ Select the time frame for follow-up. <p>21. Plan a meeting with senior management to present the results of the participatory gender audit, recommendations, and the work plan that includes activities, timeframes for implementation, and the identification of the resources required to move forward.</p> <p>22. Convene a meeting with senior management and take notes and observations on the final report. This session should be followed by an "Appreciative Inquiry" approach¹¹ that highlights good practices, achievements during the research phase of the participatory gender</p>

¹¹ Vogt, E. E., Brown, J., & Isaacs, D. (2003). *The art of powerful questions: catalyzing, insight, innovation, and action*

Procedures for Participatory Gender Auditing – Phase II	
Responsibility of	Steps
	<p>audit, and how they reflect positively on the department and male and female employees (see Annex 9: Sample Questions for an "Appreciative Inquiry" approach).</p> <p>23. Submit the final report of senior management.</p>
Senior Management	<p>24. Approval of the final report.</p> <p>25. Announce adoption of proposed activities and recommendations.</p> <p>26. Request technical support from the team if necessary.</p>
Gender audit team	<p>27. Prepare an internal memo or e-mail message to meet with the staff for an interactive Q&A session to present the findings of the participatory gender audit and discuss the draft work plan.</p> <p>28. Provide a summary of the main outputs of the final report and the results of the audit of the department's employees. Encourage discussion and focus the discussion on the results of the participatory gender audit. Among the topics to be discussed:</p> <p>28.1. The reason why some results are high and others low.</p> <p>28.2. Level of satisfaction of the staff with audit findings.</p> <p>28.3. The level of awareness and competence of employees on gender issues.</p> <p>29. Discuss the plan to enhance the capacity of male and female staff on gender mainstreaming in policies and programs.</p> <p>30. Agree on a means to ensure continuity of communication among the staff; to participate on issues related to the gender mainstreaming plan in the department, such as proposing social networking channels or issuing periodic bulletins.</p> <p>31.1. Encourage staff members to share examples of how they have improved their knowledge and skills related to gender equity issues in the department.</p> <p>34. Ensure adequate time for discussion of opportunities for ongoing improvement at the individual, team, staff, and institutional and organizational levels on gender justice and equal opportunity. The resulting staff-generated recommendations must be included in the participatory gender audit report.</p>

Phase III: Developing a Gender Mainstreaming Plan

Time frame: one or two months.

Objective: To ensure that the audit recommendations inform development of a gender mainstreaming plan in the department, which outlines concrete and time-bound steps to strengthen equality and equal opportunities. The main components of this plan include:

Political will and accountability;
Organizational culture;
Gender equity policies and codes of conduct: and
Staff competencies and awareness of gender justice.

Note: **Annex 10** contains a summary of these areas.

Procedures for Participatory Gender Auditing – Phase III	
Responsibility of	Steps
Senior Management	1. Develop timelines, budgets and targets for gender mainstreaming activities, and guidance on how to organize the work (e.g. within existing teams or workflows).
Gender auditing team	2. Raise awareness to ensure that all male and female staff and managers in the department have an essential understanding of the gender mainstreaming strategy and build their capacities to contribute to its realization. 3. Engage senior management in capacity building and training activities as an essential part of knowledge building. The following questions and issues can be included in training events to help design knowledge content: 3.1. What should be changed in your work in the department to promote gender justice? 3.2. How can attitudes and behaviors be changed to enhance the process of gender mainstreaming? 3.3. How do you propose to maintain momentum behind the action plan?
The officials in the department	4. Implement activities and take measures to expand equal opportunities and achieve gender justice. 5. Take advantage of opportunities to seek staff input on the following questions during the implementation process: <ul style="list-style-type: none"> ▪ Do the actions or measures to achieve gender justice affect women and men differently? ▪ Do these activities or measures address the needs and interests of both women and men? ▪ What are the financial resources for gender mainstreaming? What is the time frame for this? ▪ What is the current level of competence of the department's staff? What should be improved or developed? What is the plan to improve the performance of male and female employees?

Procedures for Participatory Gender Auditing – Phase III	
Responsibility of	Steps
	<ul style="list-style-type: none"> ▪ What measures are proposed to ensure implementation of the gender mainstreaming plan? <p>6. Report on the activities and achievements with regard to gender mainstreaming requirements, such as the establishment of a new Gender Unit or the appointment of a Gender Advisor.</p>

Phase IV: Monitoring and Learning

Time frame: one or two months.

Objective: To ensure that there is a mechanism for monitoring and learning throughout the implementation period; to assess the achievements and challenges and make corrective steps if necessary; and to ensure continuous progress towards gender equitable policies and practices within the department. Ideally, the action plan should be updated every 3-5 years to track the progress. This phase answers the following questions:

Monitoring: Which staff are still engaged? To what extent were the proposed recommendations adopted? Which aspects of the implementation plan took root?

Learning: Have we achieved our main goals / objectives? What impact has the audit had within the department (employees, senior leadership, institutional)? What are the lessons learned related to effective gender mainstreaming? How do we continue to make a positive change? What are the next steps?

Disseminating the Results: How does the department disseminate results and lessons learned throughout the course of the action plan? And how to make their results sustainable in the department? How does the ministry celebrate this success?

Annex 11 contains examples of strategic objectives with outputs for each target.

CONCLUSION

The Guide to Participatory Gender Audits in Ministries and Government Departments was prepared as part of a package of innovative tools and processes implemented by USAID Takamol. The first section of this guide addressed the foundational concepts of gender mainstreaming for institutional gender justice. The introduction of gender mainstreaming knowledge and skills is an important step before elaborating on gender audits within government departments. The first section emphasized that:

Gender audits should not be viewed as criticism of the performance of the targeted government department with regard to the integration and institutionalization of gender

Gender audits are hands-on learning opportunities to build the capacity of government officials and staff to build bridges, discover team capabilities, and strengthen policies, regulations, instructions and practices for gender mainstreaming.

The gender audits conducted by USAID Takamol in partnership with Government of Jordan entities targeted internal administrative procedures of select government departments and ministries with respect to gender equity. The audits resulted in a wide range of positive changes in institutional policies, regulatory instructions, human resource management, and employee benefits as well as the prevailing institutional culture and staff capacity to understand and apply the concepts and mechanisms for gender justice.

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Annex 1: A Brief History of the Concept of Gender Mainstreaming

The term gender mainstreaming was formally used for the first time in the *Platform for Action* of the 4th World Conference on Women in 1995. Enshrining the concept of gender mainstreaming as a major global strategy for promoting gender equality, the Platform emphasized that "... governments and other parties should promote an active and visible policy of mainstreaming a gender perspective into all policies and programs, so that, before decisions are taken, an analysis of their impact on women and men alike can be made." (Beijing Platform for Action 1995).

Since the Beijing Conference, gender mainstreaming methodologies and strategies have been adopted to develop institutions and projects for more equitable and balanced societies. To this end, the Economic and Social Council (1997/2) established some important general principles for gender mainstreaming¹. In July 1997, the Council defined the concept of gender mainstreaming as follows:

*"The process of assessing the impact of any action on women and men, including legislation, policies or programs, in all areas and at all levels, is a strategy to make women and men's issues and experiences an integral part of the design, implementation, monitoring and evaluation processes for policies and programs in all areas, political, economic and social, so that women and men benefit equally and there is no room for inequality. The ultimate goal is to achieve gender equality."*²

The chart below summarizes the main principles for integrating a gender perspective into the United Nations system as described by the Economic and Social Council in 1997.³ These principles may be used as guidelines in gender mainstreaming strategies and policies.

The Principles of Gender Mainstreaming within the UN System⁴

- The relevant issues should be identified in all activities and programs in a gender-sensitive manner, taking into account the different concerns of women.
- Gender mainstreaming should be translated into practices and behaviors within institutions and formal work structures. The responsibility lies at the highest level, and results must be constantly monitored and tracked.
- Gender mainstreaming also requires all possible efforts to expand women's participation in all decision-making processes at all levels.
- Gender mainstreaming should be institutionalized through concrete steps and mechanisms.
- Gender mainstreaming does not negate the need for policies and programs targeting women in particular, or positive legislation, nor does it replace gender liaison officers or units.
- Clear political will and the allocation of adequate human and financial resources are important to successfully translate the concept into practice.

¹ UN OSAGI. (2002). *Gender Mainstreaming: An Overview*.

² UN. (1997). Report of the Economic and Social Council for 1997.

³ Ibid

⁴ The Collective for Research and Training on Development-Action. (2014). *Strategy for Gender-Mainstreaming at the Ministry of Social Affairs in Lebanon*.

Annex 2: Frameworks for Gender Mainstreaming and Auditing

Participatory gender audits are comprehensive, may be costly, and take considerable time and collective effort to complete. Gender audits may take from three months to a full year, requiring a full-time employee or consultant to coordinate the process, as well as multiple other staff members who design data collection tools, then collect and analyze data, and create an action plan for follow up. The exact number of staff involved depends on the size of the department and the scope of the desired audit. In order to optimize efficient use of time and departmental resources, it is important to select an audit framework that best meets the needs of the institution.

Most frameworks for gender audits have the following common characteristics⁵:

- ✓ **Emphasis on political will.** Senior management must commit to allocating sufficient time and resources for the work required for a gender audit. Without it, resistance easily impedes effective gender mainstreaming.
- ✓ **Primary focus on the institution's internal self-evaluation.** Data collection comprises self-assessment questionnaires, internal focus group discussions and staff interviews to assess the status quo, identify areas for improvement, and prioritize solutions.
- ✓ **Intentional development of staff capacity and institutional infrastructure.** Deepening the expertise of government officials, especially on core gender equity concepts and participatory research methods, and developing focal points and/or equity teams within institutions are essential parts of the process.

Framework I: The ILO Framework⁶

The Takamol approach to gender audits drew heavily from the ILO approach which has five key areas of analysis⁷:

1. External context

- (1) Debates, existing data and gender equality initiatives within the technical sector in which department staff work.
- (2) Existing gender expertise, competence and capacity-building efforts.

⁵ Moser, C. (2005). *An introduction to gender audit methodology: Its design and implementation in DFID Malawi*. London, UK: Overseas Development Institute. ; Harvey, J., Morris, P., Kindervatter, S., & Woods, A. (2010). *The Gender Audit Handbook: A Tool for Organizational Self Assessment and Transformation - InterAction*.

⁶ ILO. (2012). *A manual for gender audit facilitators*

⁷ For more detailed list of guiding questions within each of the five areas, see ILO. (2012). *A manual for gender audit facilitators*

2. Strategies and programming

- (1) Integrating gender equality into strategic objectives, policies, programs and budget.
- (2) Integrating gender into the implementation of technical programs and activities.
- (3) Systems and tools used for accountability, evaluation and monitoring on gender equality.
- (4) The choice of partner institutions.

3. Knowledge management and public image

- (1) Information and knowledge management on gender issues.
- (2) Gender equality initiatives as reflected in the department's products and public image.

4. Management and organizational culture.

- (1) Decision-making processes, including gender mainstreaming.
- (2) Staffing and human resources policies.
- (3) Organizational culture and its impact on gender equality.

5. Perceptions of progress.

- (1) Extent to which employees of the organization understand equity achievements.

Framework II: Interaction - Gender Integration Framework (GIF)⁸

InterAction posits that transformative changes occur only through effective gender integration within four critical dimensions:

(1) Political Will: how leaders use their positions to provide support and commitment towards working on gender justice.

(2) Technical Capacity: the level of ability of male and female staff appointed to implement the practical aspects, their qualifications and skills in the field of gender mainstreaming in the institution, to ensure the institutionalization of gender.

(3) Accountability: the mechanisms that determine to what extent the institution applies the principles of gender mainstreaming on the ground.

⁸ Harvey, J., Morris, P., Kindervatter, S., & Woods, A. (2010). *The Gender Audit Handbook – InterAction*

(4) Institutional Culture: the norms, standards, beliefs, and behavioral system of the institution that either supports or weakens gender equality and equal opportunities. It also includes relationships between people, what are considered "acceptable ideas", expected human behavior, and behaviors that are rewarded and celebrated.

Framework III: The Moser Framework⁹

The methodology of a gender audit conducted for DfID in Malawi had an interesting additional analytical lens that included assessment of the institution's programming for external stakeholders and beneficiaries, with focus on *measuring the costs of continuing inequalities* through cost-benefit analysis of gender mainstreaming at the program level. The Framework also provided the following three useful analytical principles to assess gender mainstreaming shortcomings in institutions:

Evaporation: When good intentions fail to be applied on the ground.

Invisibilization: When the monitoring, observation, and evaluation procedures do not document what actually happens on the ground.

Resistance: When mechanisms in the institution impede the process of gender mainstreaming, primarily through political opposition, and this is reflected in gender relations rather than in technocratic procedural constraints.

Framework IV: The Nine Box Framework¹⁰

The Nine Box tool highlights ways to mainstream gender equity mechanisms throughout an organization's components (mission, structures, and human resources) and all of its sub-systems (technical, political and cultural). The Nine Box tool is a very nuanced way to identify organizational strengths and weaknesses for transformational change to achieve gender equity.

⁹ Moser, C. (2005). *An introduction to gender audit methodology*.

¹⁰ Mukhopadhyay, M., Steehouwer, G., & Wong, F. (2006). *Politics of the possible: gender mainstreaming and organisational change: experiences from the field*. Oxford: Oxfam Publishing, p. 134-140

	Message or Mission	Organizational Structure	Human Resources
Technical Aspect	Policies and Activities <ul style="list-style-type: none"> ✓ Analysis ✓ Policy ✓ Activity plan ✓ Budget ✓ Monitoring and evaluation ✓ Impact and affect 	Duties and Responsibilities <ul style="list-style-type: none"> ✓ Duties and responsibilities ✓ Coordination and consultation ✓ Information system ✓ Gender infrastructure 	Expereince <ul style="list-style-type: none"> ✓ Quantity ✓ How and employment ✓ Salaries ✓ Job descriptions ✓ Assessment ✓ Training
Political Aspect	Political Will <ul style="list-style-type: none"> ✓ Role of the administration ✓ Internal influencers ✓ External influencers 	Decision-making <ul style="list-style-type: none"> ✓ Adequate information ✓ Participation in decision-making ✓ Conflict management 	Space to manouver <ul style="list-style-type: none"> ✓ Space to organize ✓ Infrastructure ✓ Rewards and incentives ✓ Diversity of methods ✓ Professional opportunities
Cultural Aspect	institutional culture <ul style="list-style-type: none"> ✓ The mental image of the organization ✓ Ownership ✓ Gender-friendly organization or gender-responsive (men and women) ✓ The reputation 	Cooperation and Learning <ul style="list-style-type: none"> ✓ Team work ✓ Support ✓ Networking outside the organization ✓ Impact and innovation 	Behaviours and Trends <ul style="list-style-type: none"> ✓ Enthusiasm ✓ Commitment ✓ Readiness for change ✓ Stereotyping

Annex 3: Audit Readiness Assessment

The chart below can help gauge staff opinions on the department's readiness to undertake a participatory gender audit. Aggregate the scores after completing the form for a snapshot.¹¹

Sample Questions		Measurements		
		No	Somewhat	Yes
Leadership				
1	Does the need for change in the field of establishing gender-based justice and equal opportunity require support and advocacy from the decision-makers in the department?			
Support				
2	Does the Senior Management show any commitment towards gender-based justice and equal opportunities in personnel affairs, service recipients/client, and funding entities?			
3	Do decision-makers and senior management in the department show any interest to support and encourage the introduction of programs and interventions that aim to integrate gender-based justice and equal opportunity in its work place objectives and activities within the structure of the government department?			
Vision				
4	Is there a clear vision on how to deal with the opportunities and challenges facing the department with regards to gender-based equality and equal opportunities, which can be addressed (by establishing a special structure or new program or particular training.... etc.)			
5	Does the department's vision directly or indirectly support gender-based justice and equal opportunities?			
Resources				
6	Does the department have the technical experience in gender auditing in order to undertake specific measures to mainstream gender-based justice and equal opportunities in its policies and programs?			
7	Are the staff members within the department ready to invest time, effort and financial resources to mainstream gender-based justice and equal opportunities?			
Historical Background				
8	Does the department have a history of successfully adopting changes?			
9	Does the department have a history of managing gender-based justice perspectives?			
10	Did the senior and executive management agree to undertake improvements by mainstreaming gender and equal opportunities?			
11	Is the desired to mainstream gender consistent with the interest of decision-makers and senior management in the department? Is there a plan or strategy related to gender mainstreaming in the department?			

¹¹ Adapted from Harvey, J., Morris, P., Kindervatter, S., & Woods, A. (2010). *The Gender Audit Handbook – InterAction*, p 63-64

Annex 4: Comparison of Qualitative and Quantitative Research Methods

The chart below provides a brief overview of methodological differences relevant to participatory gender audits.¹²

Criteria	Quantitative Data	Qualitative Data
Purpose	Provides information to measure the situation (<i>answers: what? Or how much/often?</i>) Contributes to understanding of real or perceived intensity, frequency, scale, etc.	Provides information to describe the situation (<i>answers: how and why?</i>). Contributes to understanding of perceived causes, social norms, incentives, processes, opinions, and personal motives.
Sample	Generally, random sampling is used due to the size of the target group, or representative samples from within the target group.	Generally, must clarify selection criteria, as the small size of the sample does not allow for random sampling. The samples are not necessarily representative of the target group.
Methods of Data Collection	Surveys with closed questions and existing datasets, documents and reports.	Surveys with open-ended questions, observations, video/audio, interviews, focus group discussions and existing datasets, documents and reports.
Methods of Data Analysis	Statistical methods, whereby the results are more definitive.	Are usually not statistical, and the results are more descriptive, innovative and diverse.
Role of the Researcher	Executive and neutral.	Influential, and must be clear.
Role of the respondent	Answers only the questions asked.	May guide the questions and answers in a dynamic exchange.
Assessment and Data Visualization	Easier to present and disseminate the results with graphs, tables and using statistical analysis methods.	Nuanced results may be best presented in story-based or visual forms of narrative and numeric findings.
Different Uses	Measures the computable variables to provide results.	Provides in-depth understanding of rich details
Benefits	Quantitative and statistically reliable facts. Easy to compare.	Looks for meaning, reason, and the relationship between variables. It is quick and relatively cheap, if the sample is small. If the sample is big, or in various geographical locations, then it becomes costly and requires human resources.

The next chart compares the advantages and limitations of common qualitative research tools.¹³

¹² Adapted from Adel, R. (2003, May 14-15). Using qualitative and quantitative approaches in research: an exploratory study of Arab administrative literature. The Third Annual Conference of Administrative Research and Publishing: The Arab Administrative Organization, Cairo.

¹³ Information and Research Center - King Hussein Foundation (IRCKHF). (2016). *Training Manual: Social Research Methodologies*.

Research Tools for Participatory Gender Auditing		
Tool	Advantages	Challenges
Interviews	<ul style="list-style-type: none"> • Can be used with everyone. • Provide accurate and plentiful information. • Flexible and can be modified. • Provide an opportunity to request clarification on the information provided. • There is direct communication, and therefore the ability to recognize the expressions of the interviewee and his/her reactions, which can be a better expression of the idea. 	<ul style="list-style-type: none"> • Highlight the bias of the researcher or who is asking questions. • Requires time. • You need experience in interviewing. • The interviewee may provide the answer sought by the researcher. • Answers are public and the identity of the interviewee is known. • The expressions of the interviewer are not recognized if they are made by e-mail.
Questionnaire	<ul style="list-style-type: none"> • Access to a large number. • Low cost. • The interviewee is unknown or known only if the questionnaire is completed during an interview. • Allows the interviewee the opportunity to answer without embarrassment. • It is easy to summarize the answers. 	<ul style="list-style-type: none"> • Open-ended questions more difficult to analyze. • Expensive and time-consuming.
Focus Group Discussions	<ul style="list-style-type: none"> • Stimulate community spirit if common issues are identified. • Provide space for dialogue and mutual inquiry. • Allow for in-depth dialogue to clarify all issues. • Provide the opportunity to hear reactions quickly. • Allow everyone to express themselves. 	<ul style="list-style-type: none"> • There is no anonymity. • Group members must trust one another. • Dialogue can be outside the specified framework in the absence of a good facilitator. • A group or certain individuals could end up controlling the dialogue, and not allowing everyone to participate.

Annex 5: Advantages of Quantitative Research for Gender Audits

Quantitative research methods may be used to for data collection and analysis involving large numbers of departmental staff or analysis of existing datasets with sex-disaggregated data. Quantitative data is generally collected through surveys, analyzed with statistical software, and presented in the form of tables, graphs and/or charts to provide a clear and accurate description of data relationships and trends (eg differences by gender, age or departmental function; among units within the department; changes over time; etc). The decision to use quantitative analysis is connected to the analytical framework (ie the questions to be answered), the availability of existing datasets, and the time, resources and staff capacity needed to collect and analyze new data.

There are two types of quantitative data: **discrete** (*count* of a finite range of categories, eg yes/no, marital status, job title) and **continuous** (*measurement* along a continuum of often hierarchical categories, eg strongly agree/agree/neutral/disagree/strongly disagree - or - never/once a year/once a month/once a week/daily). The data analysis will be presented as frequencies or percentages.

A major advantage of quantitative data collection for gender audits is that such tools and software can easily be setup to allow for anonymity. Survey instruments can collect demographic and sensitive data without requesting names of respondents, and instead each survey is assigned a unique ID number after it is submitted anonymously. Online surveys can disable default settings that collect personally identifying information (PII) such as email addresses. In the event that the gender audit team decides to collect respondents' names or other PII, the data can be anonymized after collection and prior to data analysis to protect confidentiality. As with qualitative methods, data security and privacy protocols must be followed through the collection, analysis and final storage phases to ensure confidentiality.

In general, quantitative data collection tools should:

- Ask only questions directly related to the objectives of the study.
- Include only one variable per question.
- Be succinct and clear.
- Avoid private and personal questions.
- Be tested before deploying to study sample to ensure clarity and accuracy.
- Be distributed to the target respondent group by hand, by postal mail, or e-mail.

For more information on using quantitative research methods including univariate, bivariate and composite analysis of questionnaire responses, see the InterAction Gender Audit Handbook (2010).

Annex 6: Advantages of Qualitative Research for Gender Audits

Qualitative research is useful to reveal gender-based disparities and discrimination, if any, in policies, laws, instructions, regulations, and institutional culture. Qualitative research methods may be used for data collection and analysis of visual, audio or text content, such as comparing the content of written policies across units or of recorded focus group discussions. Such methods are also useful for research involving smaller numbers of departmental staff which would result in statistically non-significant quantitative analysis.

A hallmark of qualitative research is that it collects and analyzes non-textual data such as photographs or asks **open-ended questions** that are similarly rich in subjective, unique and unpredictable detail. In contrast, closed questions provide a range of specific answers to choose from (e.g. yes/no or a finite list of job titles).

Qualitative data is generally collected through surveys, focus group discussions and interviews and analyzed with content coding software to reveal patterns in participant responses (eg co-occurrence of themes; nuances of opinions or values; subjective descriptions of process or flow; etc). It is usually presented in visual forms such as word clouds, maps, quote boxes or timelines to tell a story but may also be depicted as tables, graphs or charts. The decision to use qualitative analysis is connected to the analytical framework (ie the questions to be answered), the availability of existing datasets, and the time, resources and staff capacity needed to collect and analyze new data.

Questionnaires: a questionnaire is a qualitative research tool if the questions are open-ended.

Interviews: a tool for obtaining information from an informant who is deliberately chosen due to a unique perspective relevant to the research question. For a gender audit, this may include Human Resources Officers and members of senior management with extensive institutional memory. Interviews may be:

- (1) **Structured Interviews:** predetermined questions that are posed in a specific order. There is no room for flexibility for the researcher to delete or add questions or change order.
- (2) **Semi-Structured Interviews:** predetermined questions coupled with the flexibility for the researcher to rearrange, delete or add questions, depending on the desirability of exploring certain topics more deeply or tangentially, time permitting.
- (3) **Open Interviews:** suggested prompts coupled with the freedom necessary for the respondents to determine the direction and level of detail shared.

Focus Group Discussions (FGDs): a tool for obtaining information from a group of informants who are deliberately chosen due to their unique perspectives relevant to the research question. The group may be deliberately homogenous or heterogeneous (e.g. by gender, work teams, or management level), depending on the discussion questions. For a gender audit, it is important to include staff at all levels of the department and to consider power dynamics that may foster or impede participants' ability to share information. The group is asked a specific number of open-ended questions designed to provide detailed

TIPS for conducting FGDs:

- Carefully select 6-15 participants
- Prepare safe space and ground rules
- Obtain informed consent
- Encourage diverse and constructive discussion
- Listen deeply
- Allow periods of silence for reflection
- Reiterate that there are no right or wrong answers
- Do not exceed 2 hours

responses to questions related to process or causality (i.e. *how? why?*). The discussion is guided by a trained facilitator whose role is to elicit examples to enrich the information shared. Focus groups are a useful tool to generate deeper understanding around gender gaps that were identified in the preliminary quantitative analysis. In addition to a facilitator to moderate the discussion, another person should be tasked with documenting the discussion in writing. The discussion may be recorded to ease later analysis, subject to the consent of the participants. See the text box for useful tips for conducting focus group discussions.¹⁴

Content Analysis

Following the qualitative data collection, content analysis techniques are applied to interpret the information generated, whether written, visual or audio. Such techniques aim to sort and categorize the content, surfacing themes identified by the research team with the aid of qualitative software (e.g. based on the frequency certain terms or ideas appear) and conceptual frameworks (e.g. gender mainstreaming or human rights frameworks). Content analysis can also be applied to laws, regulations, instructions, policies, and formal procedures of the department or ministry.

In a participatory gender audit, qualitative methods provide many opportunities for the members of the gender audit team to actively participate in the research process, from designing questions on the data collection tools to conducting interviews and focus groups to the interpretation of results. Staff-led research methods are both a form of capacity-building for gender mainstreaming and a means to model transparency and team ownership of the process and conclusions.

¹⁴ ILO. (2012). *A Manual for Gender Audit Facilitators*

Annex 7: Sample Interview Questions with Staff¹⁵**Sample guiding questions for interviewing senior leadership and managers**

- (1) What measures has the department taken to implement the policies and directives issued by the national Government to promote gender equity?
- (2) Do the department's strategic and annual plans include gender issues? Are they being implemented?
- (3) If issues related to gender and equal opportunities are properly planned and implemented, is there any mechanism for accountability?
- (4) Is there a national strategy for the empowerment of women that adopts gender equity? If yes, does your department follow this national strategy? If the answer is no, why do you think so?
- (5) Do institutional culture and the attitudes of the staff (informal culture) contribute to the empowerment of women and the enhancement of their participation in decision-making?
- (6) What are the challenges facing the Department in gender mainstreaming policies? Have their needs been met, and what should be done in the future in your opinion?

Sample guiding questions for interviewing employees during Operational Audits**Leadership****Guiding Questions:**

- (1) Does senior management support and directly affect the integration and promotion of gender issues in the department? If yes? How is this done?
- (2) How are decisions made within your department? To what extent are employees involved or excluded? Are male and female staff members equally involved in decision-making?

Operational Systems and Policies**Guiding Questions:**

- (1) Does your organization have a written policy to confirm its commitment to gender? If they are written, is there a difference between what is written and what is applied?
- (2) Is gender taken into consideration during the strategic planning of the department's activities?

Financial Resources**Guiding Questions:**

- (1) Are there financial resources for gender mainstreaming and/or affirmative action?
- (2) Are fiscal issues or budget issues discussed openly in the organizational unit?
- (3) Are both males and females involved in the drafting of the budget for the department?
- (4) What are the amounts that are spent for the enhancement of gender issues in your organization (nurseries, courses, etc.)

Institutional Culture**Guiding Questions:**

- (1) How does the informal culture in the department affect gender-based equality?
- (2) Are there any situations in which "joking" in your work unit insults or hurts the feelings of others? If so, please clarify.
- (3) What is the ideal image of the employee in your department in terms of characteristics, capabilities, and commitment? And are these applied equitably to the male and female staff?

¹⁵ Adapted from ILO (2012). *A Manual for Gender Audit Facilitators*

Sample guiding questions for interviewing employees during Programmatic Audits
Projects, Programs and Services
<i>With regard to the design and planning of projects, programs and services, to what extent do the employed organizational procedures and methods promote gender in the development of plans, and the design and development of projects and programs of the department?</i>
<p>Guiding Questions:</p> <p>(1) Does your department have a gender policy related to projects, programs and services? If yes, does it include a clear allocation of responsibilities and a time frame for monitoring and evaluation?</p> <p>(2) In the absence of a gender policy, what guidelines are used for mainstreaming gender? Or is there no reference to gender guidelines?</p> <p>(3) Is the gender-disaggregated data used to analyze the status quo, and then determine program and project objectives? Which gender issues does the analysis take into account?</p> <p>(4) Are gender-based needs of target groups or recipients considered?</p> <p>(5) Have beneficiaries (male and female) been consulted in evaluating program activities and their effectiveness? And if the answer is yes, were the percentages equal?</p>
<i>Regarding the implementation of projects and programs, to what degree are gender-sensitive programs and projects implemented, and how effective are they?</i>
<p>Guiding Questions:</p> <p>(1) Are gender-specific projects implemented?</p> <p>(2) Are there any special projects targeting gender?</p> <p>(3) Is gender-disaggregated data collected and systematically used in planning and reporting?</p>
Monitoring and Evaluation
To what extent is the information and data that is disintegrated by gender, and the indicators related to gender, used during monitoring and evaluation of projects and programs?

Annex 8: Sample Focus Group Questions with Staff¹⁶

Sample guiding questions for focus group discussions with male and female staff

1. Are gender equity goals included in the design of programs and projects?
2. Are the needs of each program/project assessed, including gender roles and responsibilities analysis?
3. Is there any accountability mechanism if gender is not integrated into planning and operations of programs, projects and activities?
4. Is there a unit, committee, team and/or liaison officer responsible for gender mainstreaming in the government institution? If yes, do they contribute to providing effective professional support? To what extent do other administrative units benefit from gender in terms of gender mainstreaming and equal opportunity?
5. Do male and female employees have the knowledge, skills and attitudes necessary to do their work, with the necessary awareness of gender equity, roles and gender-specific knowledge?
6. Is gender-disaggregated data and information collected for the purpose of program and project planning?
7. Is the impact of programs and projects assessed from a gender perspective in the department?
8. Is there a gender balance between male and female staff in the workplace? If there is no balance, what has been achieved in this regard? What is the representation of women in senior management positions? What has been done to increase the number of female employees and the representation of women in senior management positions?
9. Is effective implementation of gender activities a criterion for evaluating performance and career advancement?
10. Are the various publications issued by the department gender sensitive?
11. Does the department allocate a specific budget to implement the gender mainstreaming policy in different programs, projects and activities? If yes, how is the budget allocated?
12. Is there a budget allocated for training on gender awareness?
13. Do management and staff demonstrate commitment to gender mainstreaming?
14. Is there any acceptance by the government and senior management of the department of gender issues?
15. Have you encountered any challenges or achieved any successes through gender mainstreaming in your programs, projects, or work? What are the lessons learned?

Sample guiding questions for focus group discussions with female staff only

1. Please describe the policies and directives to promote gender equity and empower and recognize women within your department.
2. Please describe the implementation of affirmative action towards gender equality or the protection of women's rights and the empowerment of women within your department.
3. Do you think administrative measures treat women and men in the same way?
4. How is the role of women in the department evaluated?
5. What are the attitudes among the employees of the governmental institution towards female employees?
6. Explain the challenges (if there are any challenges) facing female employees within your department.

¹⁶ The sample questions in this section were adapted from various sources including: ILO. (2012). *A manual for gender audit facilitators*; Harvey, Morris, Kindervatter & Woods. (2010). *The Gender Audit Handbook – InterAction* ; UNICEF Regional Office for South Asia. (2018). *Gender Toolkit: Integrating Gender in Programming for Every Child in South Asia* ; and ACIDI/VOCA. (2012). *Gender Analysis, Assessment, and Audit Manual & Toolkit*.

Annex 9a: Sample #1 Questionnaire for Operational Audit¹⁷**Institutional Culture**

- 1** Does the ministry put any effort to strengthen behaviors and procedures that are gender-sensitive to prevent sexual harassment in the workplace?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know
- 2** Can we say that the male and female employees at the ministry are committed to implementing the gender equity policy?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know
- 3** Are issues related to gender equity taken seriously and discussed openly between men and women within the government department or ministry?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know
- 4** Do stereotypes about men and women at work have a negative impact on male and female staff?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know
- 5** There are large differences among the opinions of males and females at the ministry.
- (a) I agree (b) I disagree (c) Somewhat agree (d) I do not know
- 6** There is much enthusiasm among the male and female employees for gender equity issues.
- (a) I agree (b) I disagree (c) Somewhat agree (d) I do not know

¹⁷ Adapted from Harvey, Morris, Kindervatter & Woods. (2010). *The Gender Audit Handbook – InterAction*, p 72-81 and Reisman, J., Gienapp, A., & Stachowiak, S. (2012). *A Handbook of Data Collection Tools: Companion To “A Guide To Measuring Advocacy And Policy”*. Annie E. Casey Foundation.

- 7 The male and female employees at the ministry think that strengthening gender equity is consistent with the department's image.
- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know
- 8 The female staff members think that the department encourages a women-friendly culture.
- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know
- 9 The male staff members think that the department encourages a women-friendly culture.
- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I agree
- 10 The department has a good reputation regarding integrity and efficiency in the application of the gender equity principles at the senior managerial and leadership levels?
- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know
- 11 The ministry needs to exert more efficient efforts than those being exerted now to mainstream gender equity in its institutional culture?
- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know
- 12 The institutional culture of the ministry highly values the way men achieve their work tasks, in comparison to the way women achieve theirs.
- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know
- 13 Most of the time, the men dominate the meetings at the department.
- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know

14 The work environment for women at the ministry has improved during the past three years.

- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know

15 It is not fair to promote men more than women in the department's projects and programs.

- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know

16 At the ministry, the men have no problem establishing social networks, whether they are professional or personal, at the work place, compared to women.

- (a)** I agree **(b)** I disagree **(c)** Somewhat agree **(d)** I do not know

17 In your opinion, what are the key characteristics of the ideal (male and female) employee within the government institution or ministry? State three:

18 In your opinion, what can the department do in a more efficient manner to mainstream gender in the activities and work aimed at establishing gender equity?

19 Kindly mention any success or challenges that you experience in order to mainstream gender in your duties and work at the department?

Policy

1. Is there a written policy for mainstreaming gender equity that confirms the department's commitment towards gender equity?
(a) Not at all **(b)** To a great degree **(c)** Within reason **(d)** To the maximum extent **(e)** I do not know

2. Does the gender policy include an operational plan that identifies specific responsibilities, a timeframe, and a monitoring and evaluation plan?
(a) Not at all **(b)** To a great degree **(c)** Within reason **(d)** To the maximum extent **(e)** I do not know

3. Is gender equity taken into consideration in the strategic planning of the department's projects and programs?
(a) Not at all **(b)** To a great degree **(c)** Within reason **(d)** To the maximum extent **(e)** I do not know

4. Is each and every individual in the department committed to the gender policy?
(a) Strongly agree **(b)** Agree **(c)** Disagree **(d)** Strongly disagree **(e)** I do not know

5. Does the administration always bear the responsibility of developing and implementing the gender policy?
(a) Always **(b)** Most of the time **(c)** Every now and again **(d)** Rarely **(e)** Not at all

Technical Expertise

1. Is there a unit and/or specific path and/or job description for the liaison officer in charge of integrating gender issues relevant to justice and equality in the department?
(a) Yes, there is **(b)** No, there isn't **(c)** I do not know

2. Does gender mainstreaming at the ministry involve follow up activities?
(a) Not at all **(b)** To a great degree **(c)** Within reason **(d)** To the maximum extent **(e)** I do not know

3. Do all the procedures at the ministry always involve experts and consultant in the field of gender mainstreaming?
(a) Not at all **(b)** To a great degree **(c)** Within reason **(d)** To the maximum extent **(e)** I do not know

4. Do the male and female employees have the knowledge and skills, as well as the key disposition to undertake their work in a gender-sensitive manner?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know
5. Did any of the employees (male & female) participate in any training on the analysis of gender with the aim to achieve justice between the sexes?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know
6. Are there any members who are gender-sensitive (meaning they take into consideration the needs of men and women, and their concerns to achieve gender equity) while working within a team involved in project planning, monitoring, following-up or evaluation?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know
7. Is gender-sensitivity, including the needs of men and women and their interests, with the aim to establish gender equity, openly discusses in the ministry's policies, and that of its departments?
- (a) Not at all (b) To a great degree (c) Within reason (d) To the maximum extent (e) I do not know

Personnel

1. Has there been an increase in female representation in the senior management positions, or leadership posts, within the past 5 to 7 years, at the department?
- (a) Not at all (b) To a great degree (c) To a reasonable degree (d) To the maximum (e) I do not know
2. Has there been an increase in female representation at the level of the sections and general directorates in the government structure, institutions, and ministries, during the past 5-7 years?
- (a) Not at all (b) To a great degree (c) To a reasonable degree (d) To the maximum (e) I do not know
3. Has there been an increase in female representation if the department's senior management positions?
- (a) Not at all (b) To a great degree (c) To a reasonable degree (d) To the maximum (e) I do not know

4. Are there any policies that are supportive to the reinforcements of female representation in senior managerial posts and decision-making positions?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
5. Do you feel that senior management is supportive of the gender equity policy?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know

Human Resources

1. Is there a written, equal-opportunity policy?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
2. Is there any flexibility in the department's work?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
3. Is there a policy for maternity/paternity leave?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
4. Has gender equity been included in the job descriptions of the employees (male and female)?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
5. Has gender equity been mainstreamed in the employees performance appraisal?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
6. Is there any training for the employees (male and female) in the field of raising awareness about gender equity?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know

- 7 Is there training for senior management regarding the institutionalization of gender mainstreaming in the department's administration?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
- 8 Does the department work on promoting a team that includes men and women as equal partners?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
- 9 Is the administration committed to promoting female representation in the senior positions within the department, including Senior Management?
(a) Strongly agree **(b)** Agree **(c)** Disagree **(d)** Strongly disagree **(e)** I do not know
- 10 Is there a gradual increase in the expertise relevant to gender equity among the employees within the department?
(a) Strongly agree **(b)** Agree **(c)** Disagree **(d)** Strongly disagree **(e)** I do not know
- 11 Do you think that the performance of the employees in the field of gender equity in the department is rewarded and appreciated?
(a) Strongly agree **(b)** Agree **(c)** Disagree **(d)** Strongly disagree **(e)** I do not know

Financial Resources

- 1 Does the department manage its budget and financial resources in order to promote gender equity?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
- 2 Are there any financial allocations to motivate the processes relevant to the mainstreaming of gender equity at several levels within the governmental structure?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know
- 3 Does the training on gender issues have a special budget in the department where you work?
(a) Not at all **(b)** To a great degree **(c)** To a reasonable degree **(d)** To the maximum **(e)** I do not know

Marketing, Support, Communication and Outreach

- 1 Is there any planning for the marketing initiatives and seeking support from a gender equity perspective?

(a) Not at all	(b) To a great degree	(c) To a reasonable degree	(d) To the maximum	(e) I do not know
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- 2 Are experts in the field of gender, or female associations, involved in the design of marketing and support-seeking plans and policies?

(a) Not at all	(b) To a great degree	(c) To a reasonable degree	(d) To the maximum	(e) I do not know
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- 3 Is gender mainstreamed in the strategies related to the media, communication and outreach?

(a) Not at all	(b) To a great degree	(c) To a reasonable degree	(d) To the maximum	(e) I do not know
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- 4

(a) Not at all	(b) To a great degree	(c) To a reasonable degree	(d) To the maximum	(e) I do not know
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13. What is the gender of your direct supervisor:
 - .a. Male
 - .b. Female

14. Did you ever have a male supervisor, and then a female one?
 - a. Yes
 - b. No

15. Do you treat your female supervisor in the same manner as the male supervisor?
 - a. Yes
 - b. No

16. Is there an unfair division of power between men and women in your organization?
(a)Yes (b)No

17. In your opinion, is there an unequal distribution of power between women and men in your organization?
(a)Yes (b)No

18. In your opinion, do women in your organization need empowerment?
(a)Yes (b)No

19. In your opinion, is empowering women a priority for the ministry / department?
(a)Yes (b)No

20. In your opinion, does informal culture contribute to the promotion of inequality between men and women in your organization?
(a)Yes (b)No

- 21 Number of years of service from the date of appointment in the department as of today:

Please evaluate your personal contribution to institutional culture, and how do you relate to how the department deals with issues related to equity and gender equality within its institutional culture, and how it is expressed through contacts with partner institutions?

(Q) Have you undertaken any activities to identify gender-related concerns of program or project staff, and the problems they may face?

- (a) Yes, many of them (b) Yes, but a few of them (c) No, none at all.

(Q) When identifying problems affecting your colleagues (both male and female), do you take any measures to mitigate them?

- a) Always
- b) Sometimes
- c) Rarely
- d) Never

(Q) Does the department limit the use of discriminatory and inappropriate terms such as derogatory jokes, posters, images, greetings, publications, periodicals, etc.?

- a) Yes, more than enough
- b) Yes, adequately
- c) No, not enough
- d) No, not at all.

(Q) Does the Department pursue any active policy to promote gender equity, equal opportunity, and respect for diversity in decision-making, behavior, and work ethics? If that is the case, how can it be classified in terms of effectiveness?

- a) Excellent
- b) Adequately
- c) Not enough
- d) There is no such policy

(Q) In your opinion, is there a clear vision in the government institution for gender equity? To what extent do you support this vision?

- a) Completely
- b) Insufficiently
- c) Not at all
- d) I do not know

(Q) How well do you know the gender mainstreaming policy of the department?

- a) Entirely
- b) Insufficiently
- c) Not at all
- d) I do not know

(Q) How important is the gender policy to achieve the organization's strategic and practical objectives?

- a) Very important
- b) Somewhat important
- c) Of limited importance
- d) Not important at all
- e) I do not know

Annex 10: Sample Questionnaire for Programmatic Audit

If you plan to audit programs or services of the department in addition to operational policies and practices in Annexes 9a and 9b, the following additional questions may be included.

Planning and design of programs and projects

- (1) Is gender included in the ministry, and integrated into the programs and projects carried out by the department?
- (2) Are the goals of gender equity integrated into program and project design?
- (3) Are gender audits carried out at the program and project level to identify needs in targeted communities?
- (4) Is the participatory approach used to take into account the views of men and women in societies, at the design stage of the programs and projects implemented by the department?

Program Execution

- (1) Do the operational plans of programs and projects include activities that promote and develop skills, and ensure that women and men have access to services and training in the workplace?
- (2) Are gender roles, and women's and men's concerns, taken into account in the implementation of programs and projects?
- (3) Do you feel that the workplace has taken into account gender equity in the programs and projects?

Technical expertise

- (1) Is there a person, department, unit, committee or team responsible for gender specific issues?
- (2) Is there a person, department, unit, committee, or team responsible for gender mainstreaming in the various sections of the department?
- (3) Does the department refer to the liaison officer, team, or gender committee, with the person, focal point, or support point for gender issues?
- (4) Do male and female staff members in the department have the basic knowledge, skills and attitudes necessary to carry out their work while taking into account gender equity?
- (5) Are there specific gender planning exercises for women and men?
- (6) Does the project planning, monitoring and evaluation team include members with basic knowledge of gender equity?

Monitoring and evaluation

- (1) Has sex-disaggregated data been collected in programs and projects?
- (2) Have you been monitoring and evaluating the impact of gender on programs?
- (3) Does the institution have specific sectoral indicators that include gender?
- (4) Do the programs and projects of the department contribute to the empowerment of women, and change the unequal relations between the sexes?
- (5) Do the programs and projects undertaken by the department to achieve gender equity contribute to the following benefits for both female and male beneficiaries:

✓ Physical welfare	Access to resources
✓ Access to training	Control of benefits
✓ Participation in decision-making	Respect and self-esteem

Annex 11: Suggested Structure for Audit Final Report¹⁹

(1) Executive Summary (main findings, recommendations)

(2) Acknowledgements (gender audit team members, leadership)

(3) Introduction

- Overview of gender issues within the public sector.
- Background on government commitment to international human rights instruments and gender mainstreaming in government institutions.
- The importance of gender mainstreaming for the governmental institution.

(4) Participatory Audit Methodology

- Communication strategy to engage staff throughout participatory process, including vetting the findings
- Selection criteria for gender audit team, process to define its tasks and distribute roles.
- Development of data collection tools (selection of analytical framework, design of questions, sampling strategy)
- Data collection processes, including desk review
- Data analysis processes
- Data security and privacy protocols for confidentiality
- Limitations of the data

(5) Findings

Visual and narrative presentation of the results, particularly gender-based differences among respondents on the following:

- Knowledge, attitudes and behavior related to gender equity issues in general
- Knowledge, attitudes and behavior related to gender equity in the department in particular
- Support for gender norms and social practices that promote gender equity in general, especially the empowerment of women
- Support for policies and practices to promote gender equity in the department.
- Differences related to position of female and male staff and directors.

(6) Recommendations

(7) Annexes

- a. Terminology (basic concepts of gender mainstreaming)
- b. List of gender audit team members
- c. List of desk review materials
- d. Templates for all data collection tools used

¹⁹ Adapted from the ILO. (2012). *A Manual for Gender Audit Facilitators*, Annex 4, p. 125

Annex 12: Sample Questions for an Appreciative Inquiry Approach

The “Appreciative Inquiry” approach focuses on what is working well, rather than problems or deficits.²⁰ It can be an effective way to frame gender mainstreaming efforts to encourage innovation and creativity.

At the convening to share findings of the gender audit with department staff, encourage participants to consider progress on gender mainstreaming to date. Guide the discussion to generate concrete examples of gender equity best practices that were found as a productive way to sketch the current context and identify specific gaps and actionable next steps.

Illustrative Questions for an “Appreciative Inquiry” Approach

- What do you think of the means used to empower the work team and department staff to acquire the necessary expertise to lead the audit?
- What support did leadership add to ensure that the methodology was productive?
- What are the main outcomes and challenges of the gender audit and how have they informed your learning experience?
- What priorities require immediate attention to move forward?
- How can staff support each other on immediate next steps?
- How can momentum be maintained to support future steps?

²⁰ Vogt, E. E., Brown, J., & Isaacs, D. (2003). *The art of powerful questions: catalyzing, insight, innovation, and action*

Annex 13: Illustrative Strategic Objectives with Outputs

The Gender Audit Plan should reflect the chosen analytical framework and research questions used to design the data collection tools. As in the Data Readiness Assessment presented in Annex 3, the research questions may be grouped into the following objectives:

Strategic Objective (1)	Improving the departmental structure to achieve gender equity
Outputs	<ul style="list-style-type: none"> ✓ The vision, mission, values and key principles are revised to reflect a commitment to promoting gender equity. ✓ A gender mainstreaming plan is developed and adopted. ✓ A Gender Advisory Team or Committee is formed with functional descriptions of each member.
Strategic Objective (2)	Reviewing operational policies and procedures to support an equitable workplace
Output	<ul style="list-style-type: none"> ✓ Human resources policies are reviewed to strengthen non-discrimination clauses and confirm employee benefits meet needs of male and female employees. ✓ Both hiring and promotion policies are updated to clarify equal opportunity mechanisms that provide clear incentives and accountability. ✓ The principle of affirmative action is applied to redress past discrimination of under-represented groups and increase women in leadership positions
Strategic Objective (3)	Integrating gender equity into programs, projects and services provided to citizens
Output	<ul style="list-style-type: none"> ✓ Procedures are being applied within all programs, projects and services to analyze gender-related needs of the target audience and adjust design and implementation, as needed. ✓ Mechanisms are developed to monitor and address gender-based differences in citizens' access to and satisfaction with services. ✓ All programs, projects and services enact zero tolerance harassment policies in the workplace for staff and citizens.
Strategic Objective (4)	Promoting gender equity through all internal and external media, communications and outreach
Output	<ul style="list-style-type: none"> ✓ Guidelines created for gender-sensitive language in all publications and materials distributed to staff and public
Strategic Objective (5)	Raising staff competencies for effective gender mainstreaming
Output	<ul style="list-style-type: none"> ✓ Competencies of operational staff are assessed and a plan is developed to conduct capacity building on SOs 1,2, 4 and 6. ✓ Competencies of programmatic staff are assessed and a plan is developed to conduct capacity building on SOs 1,3, 4 and 6.
Strategic Objective (6)	Budgeting adequately for gender mainstreaming
Output	<ul style="list-style-type: none"> ✓ Guidelines for gender-sensitive budgeting are applied to the departmental overhead budget as well as all programs, projects and services ✓ Adequate budget allocations are made for all gender mainstreaming tasks identified in SOs 1-5 above.

Annex 14: Illustrative Workplan for Gender Mainstreaming within Public Sector

Strategic Objective (1) Improving the departmental structure to ensure gender equity					
Illustrative Outputs	Main Planned Activities	Timeframe	Entity Responsible	Illustrative Indicators	Data Source
The vision, mission, values and key principles are revised to reflect a commitment to promoting gender equity.					
A gender mainstreaming plan is developed and adopted.					
A Gender Advisory Team or Committee is formed with functional descriptions of each member.					
Strategic Objective (2) Reviewing operational policies and procedures to support an equitable workplace					
Illustrative Outputs	Main Planned Activities	Timeframe	Entity Responsible	Illustrative Indicators	Data Source
Human resources policies are reviewed to strengthen non-discrimination clauses and confirm employee benefits meet needs of male and female employees.					
Both hiring and promotion policies are updated to clarify equal opportunity mechanisms that provide clear incentives and accountability.					
The principle of affirmative action is applied to redress past discrimination of under-represented groups and increase women in leadership positions.					
Strategic Objective (3) Integrating gender equity into programs, projects and services provided to citizens					
Illustrative Outputs	Main Planned Activities	Time-Frame	Entity Responsible	Illustrative Indicators	Data Source
Procedures are being applied within all programs, projects and services to analyze gender-related needs of the target audience and adjust design and implementation, as needed.					
Mechanisms are developed to monitor and address gender-based differences in citizens' access to and satisfaction with services.					
All programs, projects and services enact zero tolerance harassment policies in the workplace for staff and citizens.					

Annex 15: Research Ethics²¹

Regardless of the data collection tools utilized, all members of the gender audit team must be familiar with principles of research ethics to ensure that data collection does not jeopardize the safety, well-being, or privacy of respondents. Responsible data principles emphasize that data is borrowed, not merely collected.

The following best practices for an ethical approach to data collection must be adhered to:

- **Ensure Informed Consent** – Provide both verbal and written opportunities for respondents to provide informed consent to participate in data collection and clarify that they may withdraw consent at any time. Clearly explain to respondents the reasoning behind collecting the data and describe a) how data will be protected, b) who will have access to it, and c) how it will be used in the future.
- **Guarantee Privacy & Confidentiality** – Protect the privacy of respondents by preventing breaches in confidentiality and guaranteeing the security of all *Personally Identifiable Information (PII)* collected. Create and follow strict protocols to a) limit access to any PII collected, b) anonymize all PII collected (e.g. assign unique ID numbers to each respondent), and c) store all data securely, including PII. Where possible, collect anonymous data instead of PII.
- **Mitigate Potential Harm** – Minimize the risks and harm that respondents may encounter as a result of participation in the audit’s data collection efforts and revise the data collection process if risks are identified. These may involve sharing information on unsafe or illegal activity at the workplace (e.g. sexual harassment).
- **Avoid Conflicts of Interest** – Provide opportunities for gender audit team members and respondents to declare conflicts of interest (e.g. supervisor-direct report relationships) and revise the data collection process if conflicts are identified.
- **Respect Intellectual Rights** – Properly acknowledge all past research findings, data sources, and data collection tools in the final audit report.
- **Avoid extractive data collection** – Borrow data and involve respondents as well as staff-led collection and facilitation teams in its interpretation and presentation.

For additional resources on data principles, see the **Responsible Data Resource List²²** and **Responsible Data Principles²³**.

²¹ Adapted from USAID, CRS & ARC. (2008). M&E and Ethics: A Framework for Addressing Ethical Concerns in M&E. *Monitoring and Evaluation Short Cuts*, 1-10.

²² MERL Tech & The Engine Room (2019). Responsible Data Resource List.

²³ Rahman, Z. (2018, January). RD 101: Responsible Data Principles. Responsible Data.

Annex 16: Gender Audit Teams from Government of Jordan Entities

USAID Takamol thanks the leadership and teams from the 11 Government of Jordan entities who completed gender audits. Their dedication and experiences were critical for refining the gender audit methodology within this manual. The titles included below are the individual titles at the time the gender audit report was finalized by each entity.

- **Ministry of Planning and International Cooperation**
 - Majd Hammad, Head of Gender Department. (Core Team)
 - Bushra Bin Tarif, Lead Researcher-Gender Department. (Core Team)
 - Rand Abdullah, Coordinator- Quality Assurance.
 - Khawla Al Bakhit, Lead Researcher- Training and Development Department.
 - Wafika Al Hajjaj, Lead System Analyst- Information Systems Department.
 - Safaa Kanaan, Head of Grants and Loans Department.
 - Munther Abu-Tayeh, Accounting Department.
 - Aliyah Mehyar, Head of Human Resources Department.

- **Income and Sales Tax Department**
 - Dr. Mohammad Al Shawabkeh, Assistant Manager for Planning, Development, and Taxpayer Services. (Team Lead)
 - Faisal Mufleh, Director of Human Resources and Training Directorate.
 - Hussein Al Surkhi, Director of Executive Planning and Development Directorate.
 - Jamal Al Saadi, Head of Institutional Performance Evaluation Department.
 - Luna Al Momani, Tax Public Prosecutor.
 - Shireen Al Jaafreh, Tax Auditor.
 - Suleiman Al Talib (added recently, Team Lead), Assistant Manager for Planning, Development, and Taxpayer Services.
 - Hani Al Mashagbeh, Director of Human Resources.

- **Ministry of Communications and Information Technology (currently the Ministry of Digital Economy and Leadership)**
 - Nour Al Dabbas, Policies and Strategies Directorate
 - Ahmad Al Rifai, Administration Directorate
 - Lina Al Qawasmi, Project Management and Institutional Performance Development Directorate.
 - Susan Saif, Fiber Optics Program
 - Ola Yaghi, Investment and Electronic Marketing Directorate.
 - Dalal Al Hussein, Administration Directorate.

- **Ministry of Health**
 - Dr. Safaa Al Qussos, Planning Assistant Manager
 - Ghalib Al Qawasmi, Director of Human Resources Directorate
 - Taghreed Al Mubaideen, Health Economics Directorate
 - Emtithal Idkaik, Finance Directorate
 - Fatima Hammad, Information Technology Directorate
 - Kamal Yousef, Studies and Information Directorate
 - Dr. Ibrahim Kanaan, Health Promotion and Media Directorate
 - Dr. Raja Khater, Director of Quality Directorate
 - Dr. Riham Al Jbour, Health Promotion and Media Directorate

- **Ministry of Labor**
 - Laila Al Shobaki, Director of Women's Directorate.
 - Dr. Iman Al Okour, Head of Economic Empowerment Department, Gender Focal Point.
 - Fouad Abu Jaber, Head of Inspection Department/Madaba
 - Hamad Al Heisa, Director of Labor Directorate-Madaba
 - Ahmad Al Kharabsheh, Head Licensing and Recruiting House Workers Department.
 - Mai Elian, Head of Strategic Planning and Monitoring and Evaluation Department.
 - Wael Al Taher, Head of Employment Department.
 - Sumiya Al Zoubi, employee- Persons with Disabilities Employment Department- Employment and Training Directorate.

- **Ministry of Agriculture**
 - Abdulhalim Al Doujan, Finance and Administration Assistant Secretary General. (Team Lead)
 - Nidaa Qutaishat, Director of Training, Development, and Quality Directorate.
 - Mahmoud Abu Jamous, Director of Studies and Policies Directorate.
 - Iyad Al Hunaitti, Assistant Director of Monitoring and Evaluation Directorate.
 - Fatina Al Bastt, Studies Department- Rangeland Directorate.
 - Murad Muhairat, Director of Human Resources Directorate.

- **Ministry of Social Development**
 - Mohammad Al Sawalqah, Acting Secretary General. (Team Lead)
 - Mohammad Al Shatnawi, Counselor to the Minister on Information Technology.
 - Mohammad Al Slaihat, Director of Human Resources Directorate.
 - Muna Al Rfou', Head of Gender Department.
 - Ahmad Al Khatib, Head of Internal Oversight Unit.
 - Samar Al Elaiwat, Head of Human Resources Planning Department.
 - Susan Kobshay, Head of Human Trafficking Victims Department.
 - Mais Abdeen, Researcher- Gender Department
 - Ghadeer Al Habarneh, Auditor- Technical Oversight Department

- **Social Security Corporation**
 - Janet Al Tayyeb, Director of Research and Studies Directorate. (Team Lead)
 - Rana Musleh, Head of Gender and Social Studies Department
 - Hazar Asfoura, Head of Economic Studies Department
 - Mohammad Al Mahasneh, Research and Studies Directorate.
 - Yazan Al Majali, Risk Management Directorate.

- **Legislation and Opinion Bureau**
 - Dr. Jawaher Marei, Assistant Counselor.
 - Ibrahim Al Awamleh, Researcher and Head of Legislative Information Department.
 - Muath Al Momani, Legal Researcher.

- **Ministry of Education**
 - Kafa Akroush, Gender Focal Point, Head of Gender Department- Educational Planning and Research Directorate.
 - Dr. Fatina Al Qunaibi, Performance Review Acting Director- Human Resources Directorate.
 - Thaera Abu Deyyeh, Head of Professional Development Program Licensing- Educational Supervision and Training Directorate.
 - Saleh Al Haisa, Gender Department.
 - Ayesh Al Malaji, Human Resources Department- Educational Planning and Research Directorate.
 - Dr. Adnan Al Omari, Educational Development Department- Educational Planning and Research Directorate.
 - Dr. Rabei Al Omari, Institutional Performance Department- Internal Oversight Unit.
 - Khitam Qwaider, Gender Department.
 - Dr. Ziyad Ebeisat, Humanities Department- Curricula and Textbooks Directorate.
 - Manal Qaddoura, Legal Researcher- Legal Affairs Department.
 - Freihan Al Sayyad, Information System Management Department- Queen Rania Al Abdullah Center for Information Technology and Learning Directorate.
 - Dr. Mohammad Al Sharei', Head of Music and Theatre Department- Educational Activities Directorate.

- **Ministry of Political and Parliamentary Affairs**
 - Dr. Al Khawaldeh, Secretary General. (Team Lead)
 - Dr. Hussein Qutaishat, Counselor to the Secretary General.
 - Naifeh Al Louzi, Head of Decentralization Unit.
 - Orwa Elian, Head of Human Resources Department.
 - Dr. Juman Al Dahamsheh, Gender Focal Point, Head of Women's Department.
 - Nariman Al Jilani, Finance Directorate.
 - Amani Al Riyalat, Parliamentary Affairs Directorate.

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