

**REVIEW OF INTER-PARLIAMENTARY UNION'S GENDER PROGRAMME
'PROMOTING GENDER EQUALITY IN POLITICS'**

FINAL REPORT

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Lesley Abdela

Ann Boman

EXECUTIVE SUMMARY

A Joint Gender Review of the Inter-Parliamentary Union (IPU) was commissioned by Sida together with the Canadian International Development Agency (CIDA) and Irish Aid. The Review was carried out by two Gender Experts between 1 April 2010 and 7 July 2010.

The Review's purpose is to assist the IPU in planning for the IPU Gender Programme and additionally to assess how the Organisation could mainstream Gender into its overall '*programmes of work, its organisational structures and strategic direction*'. The Gender Review has been compiled bearing in mind the IPU seeks to build longer-term relationships with donors, plus the Union is in process of seeking to realign itself closer to the UN family of organisations. To make this Gender Review user-friendly for busy people the conclusions and recommendations are collated in Sections of their own, Conclusions and Recommendations for the Gender Programme in Sections 4 and 5 and Conclusions and Recommendations for Mainstreaming Gender in the IPU's other programmes, activities, organisational structures and strategic direction in Sections 7 and 8.

The IPU Gender Programme

The Gender Review Team has found the IPU to be much appreciated and trusted by Parliamentarians worldwide as an organisation with a shared wealth of knowledge and experience of the realities of the role of Parliamentarians. This trust and respect the Parliamentarians and Parliamentary Secretariat officials hold for the IPU is a major asset in its work with Parliaments on Gender and Women's Rights because it confers credibility on the work of the Gender Programme. Advocacy on Gender equality and Women's Rights is not universally popular. The fact it is the IPU promoting these issues carries real weight with Parliamentarians and the officials in Parliamentary Secretariats.

Women entering Parliament face a kaleidoscope of challenges in a political environment often inhospitable and male-dominated. The obstacles preventing women from attaining equality inside and outside Parliament broadly break down into three categories: legislative obstacles, institutional obstacles, and obstacles caused by cultural stereotypes and attitudes. The IPU Gender Programme makes relevant interventions to address these three categories in relation to Parliaments and women in politics. Apart from the IPU, few resources and efforts worldwide are centred on a holistic approach: strengthening the capacity and skills of women once elected to Parliament, developing the capacity of Parliamentarians as a whole to include a Gender perspective in all aspects of their role, and helping legislatures to metamorphose into Gender-sensitive institutions.

The Gender Programme has been reviewed in terms of *Relevance, Effectiveness, Sustainability and Administration and Management*. On these criteria our conclusion is the IPU's goals and objectives are fully relevant and much needed. We found the IPU Gender Programme activities relevant to their primary goal '*to achieve representative and accountable Parliaments through increased and enhanced participation of women and more Gender-sensitive Parliamentary institutions*'. *Inter alia* we have recommended the IPU Gender Programme add a further objective, namely to support Parliamentarians in their role of Parliamentary outreach to citizens on CEDAW, VAW, UNSCRs 1325, 1820, 1888, 1889 and on regional Protocols such as the Protocol to the African Charter on Human and Peoples' Rights On The Rights Of Women In Africa.

The IPU can strengthen the capacity of Parliamentarians to outreach further through enhancing its own role as intermediary with the Media and at grassroots' level, specifically by partnering/coordinating with local NGOs and networks and on-the-ground international organisations working with local communities. At present the IPU and these entities usually work in parallel universes –

the IPU's universe is largely at the Parliamentary level (historically its main remit) while other organisations work with groups on the ground who have little or no lines of contact to the Parliaments but would appreciate such entry to legislators. There could be great benefit if the IPU utilised its own relationship with Parliaments by linking into this circuit and thereby in turn assisting Parliamentarians to engage in outreach at provincial, district and grassroots' levels. In addition we recommend the IPU swiftly build contact with the nascent UN Agency 'UN Women' (full title 'United Nations Entity for Gender Equality & the Empowerment of Women').

Many Parliaments lack adequate research facilities and systems for accessing external information or interacting with stakeholders. We recommend the IPU and partners provide assistance to Parliamentary Research Departments/Parliamentary Secretariats to develop Gender Research Resource Centres. These Gender Resource Research Centres would provide information and research to Parliamentarians and at the same time act as a two-way link between civil society, citizens, Media and Parliamentarians. As funding and sustainability might be a problem, the Centres could be embedded in the Parliamentary Secretariats.

There will always be a turn-over of MPs after each election, sometimes a very considerable turn-over, while Parliamentary Secretariat staff tend to be a more permanent fixture. We recommend building the capacity of the Parliamentary Secretariat Staff to mainstream Gender into the Parliament's work. For example, the IPU could assist Parliamentary Secretariats in preparing induction courses for each new wave of MPs. These induction courses should include workshops and seminars on mainstreaming Gender and covering international women-centred obligations such as UNSCR1325 (and the subsequent follow-up UN Security Council Resolutions), CEDAW, and the harmonisation of non-discriminatory legislation.

Although certain IPU Gender activities have been carried out as part of a longer-term strategy (as in Burundi and Rwanda) we found much of the Gender programming consists of one-off events or short-term interventions. The Gender Review Team fully appreciates one-off training events can be very valuable, especially when responding to a specific need, but in general we believe the IPU's work could become even more effective if embedded in a longer-term perspective (possibly linked to election cycles and CEDAW reporting cycles -Governments that have ratified the CEDAW Convention (State parties) are obligated to submit a periodic report every four years on progress made in removing obstacles to equality). As follow-up the Mali Parliamentarians' seminar on the need for a law on FGM we recommend the IPU explore follow-up partnership possibilities with other organisations working on FGM, including such agencies as UNICEF and the INGO Tostan. Tostan works at grassroots levels and shares successful methods cross-borders and would therefore fit with recommendations for follow-up activities outside the capital (see Recommendations in Mali case study Annexe 3).

The IPU's monthly updated league table of results on women in politics is a unique and much used global resource – a flagship for the IPU. We recommend attention be paid to sustainable funding for this valuable global resource. The widely-consulted provision of comparative information on women in politics is sustainable only if supported by sufficient funding and staffing to maintain the accuracy and regular updating of the data.

The Gender Review Team considers the IPU Gender Programme essential to the Union's development, both in its internal operation and externally in its work worldwide. The Gender Programme can continue to be sustainable and effective only if properly funded and resourced. While the IPU strives

for more non-earmarked funding it concerns us that future budgeting arrangements could have a negative impact on the Gender Programme if it loses existing ear-marked funding. The IPU annual budget shows around 5% of IPU's regular resources (CHF714000) is spent on the Gender Programme. However, the Gender Programme has also benefited from additional voluntary funds for Gender-specific activities to the tune of CHF1.2 million. As a consequence it is vulnerable because of this high current dependency on these Gender-specific funds earmarked by donors. The Gender Evaluation Team strongly recommends that if earmarked funds for the Gender Programme were to decrease, funding should be made up (and if possible increased) from the IPU general funds in order to maintain the Gender Programme as an essential and necessary part of the IPU's activities.

Mainstreaming Gender in the IPU's other programmes, activities, organisational structures and strategic direction

An absolute prerequisite for building Gender equality is clear and open commitment from the top of an organisation. IPU staff and stakeholders overwhelmingly believe the IPU Secretary-General has shown a high commitment to building Gender equality. IPU rules ensuring participation of women in the Union's bi-annual Parliamentary Assemblies are innovative and effective and could be used by political Parties and other organisations as a role model. Most of the present guidelines for Gender-mainstreaming the IPU's programmes focus on promoting women's participation in activities. The IPU's track-record in this is exemplary. The IPU has been a trail-blazer in its innovative processes building Gender-balanced participation at the IPU bi-annual Assemblies and on its Executive and Governing Council.

Nevertheless, mainstreaming Gender is wider than Gender-balanced participation alone. Cutting down on hidden as well as visible discriminatory practices involves analysing divisions of power, budgets, differing impacts of policies and access to opportunities. The Gender Review Team's overall conclusion is that while there are good individual examples of including a Gender perspective, it is still piece-meal and ad hoc across the Organisation's range of programmes, activities and practices. The IPU has a notable degree of improvisation and informality in its decision-making and planning processes. Although in many ways admirable, informality may have subtle and unanticipated outcomes – for instance if it results in most of the more important decisions emanating from the men.

There is a clear will and a commitment in the Organisation to mainstream Gender but the impression remains of a lack of knowledge and concrete guidelines on how to carry this forward. IPU statements on Gender-mainstreaming and on Gender budgeting give no clarification on how these strategies are to be implemented. This Review offers recommendations on ways the Organisation can put these statements into practice and systematically mainstream Gender into all its programmes, activities, organisational structures and strategic direction. To achieve this we recommend on-going staff training on mainstreaming Gender. Tailored sessions for various audiences of the IPU (managers, programme officers and so on) might complement basic sessions for all. This should be further reinforced by incentives - gender sensitivity could be included in programme monitoring and evaluation, contracts, career appraisals and so on, as well as sharing of good examples of ToRs/project documents/evaluations/best practices within the IPU.

Throughout this Review we make clear Gender-mainstreaming does not mean that separate, dedicated programmes and activities which specifically target women then become superfluous - far

from it. The two strategies work best in concert. Each can both inspire and learn from the other. The Gender Programme should stay in place and continue to build on the work it has been doing. At the same time, the IPU must set about mainstreaming Gender throughout the organisation and its programmes. For example, the IPU could become a role model and make a positive impact by mainstreaming Gender into all its proposed Development activities, including the MDGs, Climate change, Democracy in Development, and Food Security. Equally and importantly, the IPU is in a unique position to mainstream the implementation of UNSCR1325 as well as UN Security Council 'sister' Resolutions 1820, 1888, 1889 throughout all its work on peace-building and peace mediation.

Where political Parties are weak, the IPU could help strengthen linkages between political Parties and Parliaments by working on mainstreaming Gender into the Parties in cooperation with other actors such as International IDEA, NDI/NED, Westminster Foundation for Democracy etc. In Jordan, for instance, it might make sense for the IPU to collaborate with the NDI on Gender-mainstreaming in political Parties.

Our firm conclusion is that in the current destabilised global climate where Gender concerns and Women's Rights are on the one hand moving forward and on the other hand seriously threatened, the IPU's support for Parliaments attempting to address Gender concerns and Women's Rights should be sustained and if possible funding for its programmes increased.

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ABBREVIATIONS

ASGP	Association of Secretaries General of Parliament
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CMDID	Centre pour le Dialogue Inter-Parties et la Démocratie/ Malian Centre for In terparty Dialogue and Democracy
DDR	Disarmament, Demobilisation, Reintegration (of former combatants)
EC	European Commission
FGC	Female Genital Cutting
FGM	Female Genital Mutilation
GBV	Gender-Based Violence (see also VAW)
GCC	Gulf Cooperation Council, also Cooperation Council for the Arab States of the Gulf (CCASG)
GPG	Gender Partnership Group
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
ICT	Information and Communication Technologies
IDEA	International Institute for Democracy and Electoral Assistance
IGOs	Inter-Governmental Organisations
IPU	Inter-Parliamentary Union
JNCW	Jordanian National Commission for Women
MDGs	Millennium Development Goals
NCHR	National Centre for Human Rights
NDI	National Democratic Institute
NED	National Endowment for Democracy
NIMD	Netherlands Institute for Multiparty Democracy
NGOs	Non-Governmental Organisations
NSAs	Non State Actors
OECD	Organisation for Economic Co-operation and Development
PNLE	Programme Nationale de Lutte Contre la Pratique de l'Excision
Sida (SIDA)	Swedish International Development Agency
TOR	Terms of Reference
TSMs	Temporary Special Measures
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
VAW	Violence Against Women (see also GBV)
WHO	World Health Organisation
WILDAF	Women in Law and Development in Africa

1. Introduction

This Joint Gender Review of the Inter-Parliamentary Union (IPU) was commissioned by Sida together with the Canadian International Development Agency (CIDA) and Irish Aid. The Review took place between 1 April 2010 and 7 July 2010. Since 2004 Sida's support to the IPU has shifted focus to programmes/core-support, giving the IPU more flexibility to develop its programmes and enabling it to adopt a longer-term perspective. Parallel to the Gender Review the IPU was conducting its own internal Review of Management and Organisational structures.

In the documentation the Gender Programme is referred to by several titles, e.g. the Gender Programme for Partnership between women and men; the Gender Programme for equality in politics; the IPU Programme '*Promoting Gender Equality in Politics*', the IPU Gender Equality Programme etc. In our Review we use '*The IPU Gender Programme*'. The Inter-Parliamentary Union is generally shortened to 'IPU' or occasionally 'the Union' or 'the Organisation'.

1.1 Purpose and objective of the review

This Gender Review has been compiled bearing in mind the IPU is seeking to build longer-term relationships with donors with the aim of securing and increasing stability and continuity in the Organisation, plus the IPU is in process of seeking to realign itself closer to the UN family of organisations.

The purpose of the Review has been to assist the IPU in its future planning for the Gender Programme and additionally to assess how the IPU mainstreams Gender into its overall '*programmes of work, organisational structures and strategic direction*'. The Review makes recommendations for further development of existing work and recommends future strategies.

The IPU Gender Programme has been reviewed for:

Relevance - in relation to the IPU's objectives and goals as outlined in the programme document

Effectiveness - selected strategies, design and use of methods and impact

Results (outputs, outcomes and impact) - compared to those in the programme document

Sustainability

Administration and Management

1.2 Methodology of the review

The Gender Review Team conducted a review and analysis of the current situation to determine its relevance, effectiveness, efficiency, impact and sustainability in relation to the IPU's stated objectives, using methodology based on Sida Guidelines and OECD Principles for Review Assistance.

The assessment tools included hard-copy and on-line desk reviews of IPU and stakeholder documentation. Further information was acquired in one-to-one and small-group meetings, group feedback discussions and field trip case-studies. The Gender Review Team looked at a selection of IPU services, projects, programmes, events, processes, policy, activities, literature, communications, Staffing practices and decision-making. List of persons met is attached (Annexe 5)

The Gender Review Team used qualitative as well as quantitative Gender Indicators based on the Swedish Government 'Gender Equality in Public Services' guidej, CIDA Gender Assessment Frame-

work and the Shevolution Gender Check-list. The Review analyses to what extent project objectives have been met and makes recommendations for the future, bearing closely in mind the Sida briefing to 'adopt a more long-term perspective with the aim of creating more stability and continuity for the IPU'. The Gender Review Team met with the IPU in Geneva and Sida in Stockholm, and the Team Leader conducted two visits to selected countries – Jordan and Mali - to assess IPU projects. In Mali she observed the IPU Gender Programme project in action at the 2-day Parliamentarians' seminar on Violence Against Women (VAW). (Jordan and Mali field notes are attached in Annexes 2 and 3)

1.2.1 Questions/standards against which programme performance was assessed

Performance was assessed to determine its relevance, effectiveness, efficiency, impact and sustainability in relation to its stated objectives. The following underpinned the questions in the Gender assessment:

- Political will at high level
- Commitment throughout the organisation
- Participation of women and men in planning and decision-making
- Gender-mainstreamed policies, budgeting, guidelines, sex-disaggregated data
- Invisible/Visible discrimination. Analysis of the impact on women/men.
- Access, distribution, beneficiaries
- Stereotypes, perceptions and assumptions
- Human Rights/International agreements

2. The Inter-Parliamentary Union - IPU

2.1 Global Context within which the IPU is working

Over the past 30 years the percentage of women in the world's Parliaments has gradually increased but painfully slowly. The IPU web-site statistics for 31 May 2010 indicate women make up on average only 19% of Members of the legislatures in the world's 186 countries. Put another way, there is an average of 4 men to each woman Parliamentarian but even this masks the many Parliaments with few than 10% women. Only 24 countries currently have over 30% women in their legislatures. A third of the 24 countries with over 30% women MPs have experienced conflicts, viz Rwanda, or other major upheavals such as the end of Apartheid, possibly because they were able to shed the baggage of the past. Women's representation in politics is not linked to whether a country is rich or poor. Rwanda with 56.3% and Sweden with 46.4% have the highest representation of women in Parliaments globally.

When women enter Parliament, they face a kaleidoscope of challenges in a political environment often inhospitable and male-dominated. Apart from the IPU, few international or national resources and effort have been focused on strengthening the capacity and skills of women once elected to Parliament. Other largely neglected challenges include the need to develop the capacity of Parliamentarians as a whole to include a Gender perspective in all aspects of their role, plus the need for the legislatures themselves to metamorphose into Gender-sensitive institutions.

2.2 Background and general information about IPU

The IPU is a global voice and forum for Parliamentarians from 154 affiliated national Parliaments and 8 associated regional assemblies. Established in 1889 and based in Geneva, it is the oldest multilat-

eral political organisation in the world. The IPU employs some 45 Staff at its Headquarters in Geneva and in its New York Office. The IPU New York office acts as its Permanent Observer to the UN. At the time this Gender Review was being compiled, the IPU was in process of developing a new organogram of the structure of the Organisation. The IPU's purpose is to ensure all National Parliaments and their Members can freely, safely, and effectively do the job they were elected to do: express the will of the people, pass laws, and hold governments to account. The IPU is a member-driven organisation; members and Staff of Parliaments take an active part in designing and implementing its programmes. At twice-yearly Assemblies the members debate issues high on the international agenda. On average 30% of the IPU Assembly delegates are women.

3. IPU's Gender Programme 'Promoting Gender Equality in Politics'

The prime focus of the IPU Gender Programme is *'to achieve a Gender partnership in political life by facilitating women's access to, and influence in, Parliament and political life'*.

The three-year plan 2010-2012 focuses in particular on the development of Gender-sensitive Parliaments. The goal is *'to achieve representative and accountable Parliaments through increased and enhanced participation of women and more Gender-sensitive Parliamentary institutions'*.

Within the IPU three bodies of Parliamentarians form part of the Gender Programme. The Meeting of Women Parliamentarians and the Gender Partnership Group (GPG) oversee and provide guidance to the work of the Gender Programme. The GPG is composed of two men and two women MPs who are members of the IPU Executive Committee. The Coordinating Committee of Women Parliamentarians, a group of 24 women MPs, (4 representatives per region) leads the work of the Gender Programme and the Gender Programme staff report to them. Their role is to prepare the meeting of women Parliamentarians and to lead the work of the Gender Programme. The Staff at the Gender Programme report to the Coordinating Committee and get feedback on priorities and directions.

This section looks at the following IPU Gender Programme objectives:

3.1 Produce comparative information about women in politics

Research and provision of comparative data are at the core of the Gender Programme's activities.

3.2 Support women in accessing and transforming Parliament

The IPU Gender Programme's objectives in support of women in accessing and transforming Parliament are: providing assistance to women in Parliament in the form of seminars which introduce women to Parliamentary work, and workshops for women MPs addressing specific Gender/women's issues. In some cases, experts are deployed for short periods to assist women Parliamentarians in their work. The IPU primarily targets countries in which few or no women have been elected, mainly the Arab States of the Gulf (GCC) and the Pacific Island States, and post-conflict countries where Parliaments are newly-established or reconstituted.

3.3 Enhance Gender-mainstreaming in Parliaments

The IPU is collaborating with UNDP-Parliamentary Development Initiative in the Arab Region and with International IDEA in Latin America to pioneer a pilot project gathering primary information on ways Parliaments can become Gender-sensitive institutions. The project has three main objectives: increase knowledge on Gender-sensitive Parliaments and investigate the Gender-sensitivity of opera-

tional and institutional culture. The operational culture of Parliament can be reflected in Parliamentary facilities (such as lack of lavatory facilities for women), (unsociable) sitting times, budget allocations and services available. The institutional culture refers to the unwritten rules and customs adopted or developed over time, generally designed by men to suit men's lives. The findings of the research will be used to highlight examples of best-practice that can be used globally to assess the Gender-sensitivity of Parliament and the measures Parliaments will need to take to transform themselves into more Gender-sensitive institutions.

3.4 Support Parliaments in addressing key Gender concerns

A key objective of the IPU is to enhance the capacity of Parliaments to address Gender issues through enacting laws and overseeing the governing process. The IPU organises training seminars for men and women Parliamentarians and Parliamentary Staff on specific thematic issues, e.g. a Gender-sensitive National annual Budget, measures needed to prevent and address Violence Against Women, and enforcing CEDAW.

3.5 Enhance the work of women at IPU Assemblies and promote dialogue between men and women

The IPU is a trail-blazer in the procedures it has introduced over the years to increase and strengthen women's participation in IPU Assemblies. Parliamentarians from the 153 IPU Member Parliaments participate in the IPU bi-annual Assemblies. There are sanctions against any delegation that does not comply.ⁱⁱ

In addition to working on improving the Gender balance in membership and delegations, the GPG has started to look at the IPU budget from a Gender-sensitive perspective.

4. Conclusions – The IPU Gender Programme

This section gives conclusions about the IPU Gender Programme based on document studies, interviews with IPU Staff, Parliamentarians and other stakeholders, as well as case-studies from Mali and Jordan.

In the process of compiling this Review we found the IPU to be an organisation much appreciated by Parliamentarians. The IPU is respected as a peer to peer organisation with a shared wealth of knowledge and experience of the realities of the role of Parliamentarians. The importance of this trust and respect which Parliamentarians and Parliamentary Secretariat officials hold for the IPU as an entity should not be underestimated as a major asset in adding credibility to the work of the Organisation's Gender Programme. Gender Equality and Women's Rights are not universally popular. The fact it is the IPU promoting Gender Equality and Women's Rights carries weight with many Parliamentarians.

Our overall conclusion is the goals and five objectives of the Gender Programme are spot on and much needed. The Gender Review Team suggests the Gender Programme might consider adding another objective, to strengthen the role of Parliamentarians' outreach to citizens on Gender issues and Women's Rights. This would cover awareness-raising advocacy and improved two-way communication interaction and sharing of information with citizens on Gender issues/Women's Rights, CEDAW/UNSCR1325 (see Recommendations, Section 5). Our other overall conclusion is that with a few important exceptions such as in Burundi and Rwanda Gender programming is very much confined to one-off events and short-term interventions. These are undoubtedly useful as far as they go. Never-

theless, we feel such much-needed work could gather momentum if embedded in a longer-term perspective (possibly linked to election cycles and CEDAW reporting cycles). For example what long-term follow-up will there be to the Mali Parliamentarians' seminar on the need for a law on FGM? What is the IPU process for long-term follow up?

4.1 Relevance

The IPU Gender Programme's overall objectives are: to provide comparative information on women in politics; to provide support for women in accessing and transforming Parliaments; to enhance Gender-mainstreaming in Parliaments; to provide support for Parliaments in addressing Gender concerns and to enhance the work and input of women at IPU Assemblies, and promote dialogue between men and women.

These objectives are relevant to goals defined in the IPU documents 'Promoting Peace, Democracy and Development - planned activities and requirements' - 2008-2010, 2009-2011, 2010-2012. The primary goal is *'to achieve representative and accountable Parliaments through increased and enhanced participation of women and more Gender-sensitive Parliamentary institutions'*.

4.1.1 Provision of Comparative Information on women in politics

Comparative data form the basis of evidence-based advocacy and national, regional, and international policies and strategies for meeting the IPU's goals: increased and enhanced participation of women and more Gender-sensitive Parliamentary institutions. The IPU's provision of comparative information on women in politics is therefore thoroughly relevant to the Gender Programme goals.

4.1.2 Support for women in accessing and transforming Parliament

Providing support for women in accessing and transforming Parliament is a highly relevant objective. For many years NGOs and national and international organisations have energetically undertaken activities and campaigns to increase the number of women Members in the world's Parliaments, but apart from the IPU few resources and effort have been focused on women *after* they have become Members of Parliament even though once women enter Parliament they face a range of challenges completely new to them. The political environment is often inhospitable and male-dominated. The IPU assistance to women in Parliament has taken the form of seminars introducing women to Parliamentary work, and workshops for MPs addressing specific Gender/women's issues. In some cases, outside experts are deployed for short periods to assist women Parliamentarians in their work. These activities are relevant.

These projects are fully relevant to IPU's 2008-2010 policy of targeting activities on women in politics in countries recovering from conflict or with low representation of women in their Parliaments. In Rwanda the IPU assisted with development of a quota for women in Parliament. This is highly relevant to the objective of increasing women's access to Parliament. Every one of the 24 countries in the world with over 30% women in Parliament has used some form of quota or special measures. Quotas for women are entirely permissible under the UN's recommendations on Temporary Special Measure (TSMs) to support the achievement of equality.

[www.un.org/womenwatch/daw/cedaw/recommendations/General%20recommendation%2025%20\(English\).pdf](http://www.un.org/womenwatch/daw/cedaw/recommendations/General%20recommendation%2025%20(English).pdf)

Another IPU activity has been to help develop women Parliamentarians' caucuses. One purpose of the caucuses is to strengthen the capacity of women Parliamentarians to transform Parliament. In Uganda and Rwanda men as well as women belong to the women's caucuses.

The Gender Review Team Leader found the activities of the IPU Gender Programme in Jordan completely relevant to the IPU goals and objectives and to the Jordanian context. The IPU provided experts as resources for workshops on Communications skills for women Parliamentarians and for dialogue meetings between Parliamentarians and other stakeholders on the implementation of CEDAW. The choice of Jordan was relevant to IPU's current policy of targeting activities at countries with low representation of women in their Parliaments,ⁱⁱⁱ and relevant to key points made by participants at the 4th IPU annual Conference in Geneva 2009, *'Is Parliament Open to Women? An Appraisal'*, composed of Members of Parliamentary Committees on the Status of Women and other Committees dealing with Gender Equality. The following are quotes from Conference participants:

"Practical support can assist women Parliamentarians, for example mentoring, on-the-job support in research, the drafting of bills, etc., and information technology support."

"Other possible areas of support to overcome barriers include communication training, leadership training, the training of women trainers, and the building of cross-Party support between women Parliamentarians."

"Training in Media awareness and engagement is needed."^{iv}

4.1.3 Enhance Gender-Mainstreaming

An IPU global survey on Gender-mainstreaming in Parliament and Gender-sensitive Parliaments is on-going and planned for publication by end-2010. Regional reports and a global report on Gender-sensitive Parliaments are planned for late 2010 and will be officially launched at the CSW meeting in March 2011. A website will be published in December 2010 which will include edited extracts from interviews and regional case-studies.

A Gender-sensitive Parliament is absolutely relevant to the IPU's objectives and goals. It would respond to the needs and interests of both women and men in its structures, operations, methods, and in its work as a nation's highest legislature. Information collected will cover issues such as hours and dates of Parliamentary sittings; Childcare; Maternity and Paternity provision; Sexual harassment policies; Staff promotion; how political Parties in Parliament operate; how they assign portfolios, plus where women encounter blockages.

4.1.4 Support Parliament to address Gender issues

The information in this section is based on a field visit to the Mali Parliament in Bamako by the Gender Review Team Leader. The seminar for Parliamentarians in Mali on VAW was organised through a partnership between the IPU and the Mali Parliament and is relevant to IPU objectives. In 2006 the IPU adopted a resolution on the role of Parliaments on VAW and launched a programme in 2008. The aim was to add a Parliamentary dimension to other international efforts against VAW. The first activity was a three-day conference titled *'A Parliamentary Response to Violence Against Women'*. The conference resulted in six priority actions for Parliaments to take to prevent, combat and address VAW: adopt laws that work; make sure the laws are implemented; educate and sensitise; build

partnerships; show strong political will; establish a sound institutional framework; build a strong legal framework with effective implementation.

4.1.5 Enhance the work and input of women at IPU Assemblies and promote dialogue between men and women

The procedures and sanctions introduced by the IPU to ensure participation by women Parliamentarians at the bi-annual IPU Parliamentary Assemblies are relevant. The IPU Assembly statutes call for each country's delegation of Parliamentarians to '*strive to ensure equal representation of men and women*'.

4.2 Effectiveness, Impact and Results

This section assesses the effectiveness of the IPU Gender Programme in its selected strategies, design and use of methods, and impact. The Gender Review Team has indicated quantitative results of activities completed and number of hits to on-line IPU sites. Other indicators on effectiveness are mostly qualitative. With this type of work the true qualitative results (introduction and amendment of legislation, increased numbers and effectiveness of women MPs, development of Gender-sensitive Parliaments) will show up over a longer time period.

4.2.1 Provision of comparative information on women in politics

The IPU indicators for the objectives of provision of comparative information on women in politics are:

- Interactive website presenting data by country and theme
- Statistics on traffic on the website disaggregated by key variables such as region, domains, pages visited, length of visit, etc.
- Tracking organisations directly referencing, or linking to, the website database. Number of references to IPU statistics on women in politics reported in the Media, Parliamentary newsletters, research, papers, articles, etc.

The activities have been effective in meeting these indicators. The interactive website presenting data by country and theme is still work in progress.

The IPU provides the only comparative database updated on a monthly basis giving the latest statistics on women in Parliaments worldwide. This Centralised statistical online database on women in politics acts as league-table of women in Parliaments and is one of the IPU's best known activities. It attracts many people to the IPU web-site ^v

The Gender Programme produced and circulated a map on women in politics covering all countries in the world. The objective is to provide Media with a user-friendly tool containing information on the status of women in politics. Every two years the map is produced in English, French, Spanish, Arabic, Russian and Chinese. Two maps are sent to each Parliament and more copies are distributed at IPU Assemblies and to regional organisations and UN Agencies, and at regional conferences and national meetings to Parliamentarians, Parliamentary Staff, journalists, NGOs, governmental institutions, and women's associations. The following are the statistics for copies distributed: Arabic 1100, Chinese 400, English 6000, French 2,500, Russian 500, Spanish 2000.

'The IPU qualitative survey on 'Equality in Politics'^{vi} was published and used as a basis for discussion in conferences and technical assistance projects in support of women Parliamentarians as a fund of good Parliamentary practices. The IPU produced a summary launched during the March 2009 Parliamentary event organised by the IPU and UNDAW at the UN Commission on the Status of Women.

In 2009 the IPU established a partnership with international IDEA and Stockholm University to update and expand the existing website tool. The data have been updated and expanded, and work is underway for the development of a French version of the website. The new version of the quota database was showcased at the UN CSW in March 2010, as well as at the 122nd IPU Assembly in Bangkok. (www.quotaproject.org)

iKNOW Politics - International Knowledge Network of Women in Politics website (www.iknowpolitics.org). The IPU maintains and supports this forum for exchange of best practices and resources among women and men across the world. On-line tools are especially effective for empowering women in societies where women's freedom to move around is limited either by cultural tradition, lack of funds to pay for transport, or in dangerous situations such as conflicts. Expansion of iKnow politics into the Arabic language disseminates information to citizens in one part of the IPU target groups of countries with low or no women in their legislatures. iKNOW Politics uses a tracking system from 2009 Google Analytics to track visits to the site. The following are statistics from 1 Jan 2009 to the present date: Visits 298,659, Page views 688,580. Average time on page is 1:57 minutes. Total Members (since 2007) 8114.^{vii}

The IPU web-site currently comprises over 30,000 pages (including the databases) in each of the two languages. The IPU knows which pages are visited on any given day and how many times they are visited. On 31 May 2010 (a date picked at random) the total number of hits was a very impressive 61,013 from 3,476 unique IP addresses. Among the most popular women's pages accessed on that day were the following: Women's Suffrage (in English): 235 visits; Women in National Parliaments (in English): 199 visits; Women in Parliaments - world averages (in English): 119 visits; Women in Politics - bibliographic database (in French): 79 visits; Women in Politics - entry page (in English): 46 visits; Women in National Parliaments (in French): 27 visits

On the same day (31 May 2010) the following search keywords relating to women's issues were used to reach the IPU website: women's suffrage, les femmes au parlement du Sénégal, la protection et la promotion des droits de la femme, women in politics, female genital mutilation statistics Australia, les femmes en politique, women in Parliament, should women be given equal seats in Parliaments.

The IPU is in the process of developing a comprehensive database covering results of elections, first women elected to Parliaments (since 1945), mechanisms for promoting women in Parliament, Parliamentary Committees on the status of women, and the dates women's right to vote was granted. The IPU expects to launch this interactive and searchable database end-2010. The data will be used to develop indicators on Gender-sensitive Parliaments and to begin to monitor progress over time (e.g. how many Parliaments have revised sitting times, provide parental leave, etc.). Data on functioning and funding of Parliamentary women's caucuses are in a file ready to be included in the publication on Gender-sensitive Parliaments, and in the Historical database.

The data-base on 100 Parliamentary Committees on Gender Equality is updated twice a year. The partnership of the IPU with International IDEA and Stockholm University has resulted in an upgraded

information portal on electoral Gender quotas. This should enable one-stop-shop access to examples of good practices for increasing women's access to Parliaments. The findings of the IPU survey on Equality in Politics have been mainstreamed into the IPU technical assistance work at regional and national levels and served to launch discussions on mechanisms to promote women in politics within a number of Parliaments.

4.2.2 Support women in accessing and transforming Parliament

In their objective to support women in accessing Parliament the IPU has focused on providing information and support for the introduction of Gender-balance special measures/quotas. This is the most effective strategy to obtain fast results. In Rwanda the IPU assisted with the development of a quota for women in Parliament. Rwanda now has 56% women Members of Parliament, the highest percentage of women in any Parliament in the world. Every country with over 30% women in its Parliament has achieved this through special measures such as Gender-balance quotas.^{viii}

The IPU/UNDP project '*Support the Capacity Building of the Lower House of Parliament in Jordan*' focused on activities on Women's Rights, Gender and Equality. The proposed activities included: workshops on Women's Rights, Gender and Equality for Members of the Jordanian Parliament and Parliamentary Staff; Capacity-building activities for Jordanian women Parliamentarians; an overseas study tour for Jordanian Parliamentarians on women's legislation.

To get the maximum effective use from an IPU visit, the UNDP project team grouped three activities into each of the weeks an IPU expert was made available. A full list of the activities can be found in Annexe 2: Case Study 1- Jordan Field Notes. All activities were carried out except the overseas' study tour on development of women's legislation. This did not take place due to the premature dissolution of Parliament. New elections are expected in late 2010.

Before the dissolution of Parliament the UNDP/IPU project had set in motion steps to have a positive impact on the work of Parliament in the field of Women's Human Rights, specifically the implementation of CEDAW. The IPU/UNDP project has generated wider enthusiasm and momentum among key Parliamentary officials, Parliamentarians, women's NGOs and other stakeholders than was originally foreseen. A senior Parliamentary official said, "*The value was much more than we expected – the project was designed solely to assist the Members of Parliament (Senators and Ministers were originally not included). The project exceeded expectations because Senators and Ministers also joined in. MPs and Staff learned a lot. Before the project they had no idea about CEDAW or the overall subject of 'women in politics'.*"

The effectiveness was impaired and impetus of the Project was cut short (at least temporarily) by the dissolution of Parliament in November 2009. However the Project has laid excellent foundations on which future progress can and ought to be built.

The Project opened up two-way interaction between Parliamentarians and Civil Society. A leading woman in the Jordanian National Commission for Women (JNCW) said, "*The project's nine activities opened the door for JNCW sessions in the Parliament and offered a very serious two-way opportunity to create understanding with Parliamentarians. This was the first time we had such an opportunity.*" When asked why the JNCW valued the IPU, she replied, "*We need expertise from professional organizations and because Parliamentarians trust the IPU*".^{ix}

A list of outcomes showing the momentum triggered by the IPU/UNDP project can be found in the attached case-study on Jordan.^x

4.2.3 Enhance Gender-Mainstreaming in Parliament

The work on promoting Gender-sensitive Parliaments will be a useful basis for IPU's future work in support of Gender equality in Parliaments. There are plans for the next three years to implement a programme of activities on the basis of regional surveys to assist Parliaments in assessing their degree of Gender-sensitivity and to assist these Parliaments to embed Gender-mainstreaming in their structures, processes, budgets, planning and work. The Gender Review Team especially commends these plans as being potentially very effective. Carrying out a Gender equality analysis is an important starting point when mainstreaming Gender into any organisation.

4.2.4 Support Parliament in addressing key Gender concerns

The seminar on VAW focused on the need for legislation banning the custom of Female Genital Mutilation (FGM). In terms of effectiveness, the June 2010 Parliamentarians seminar in Bamako would probably not have taken place at all without the support of the IPU in the current context in Mali of intimidation and threats targeted at women's Human Rights defenders. In this climate the Parliament initially decided not to hold the national seminar to inform Parliamentarians about VAW but with the IPU partnership it went ahead. The attached Case Study 2 Mali describes the effectiveness in more detail.

4.2.5 Enhance the work and input of women at IPU Assemblies and promote dialogue between men and women

The procedures introduced by the IPU to enhance the work and input of women at IPU Assemblies and promote dialogue have been effective in terms of numbers of women Parliamentarians participating. On average 30% of Assembly delegates are women. Some women Parliamentarians have been campaigning for a quota to increase the numbers.

On the day before each Assembly there is a women's conference. One purpose of the women's conference is to strengthen the women's input into the dialogue at the next day's IPU Assembly by giving women space ahead of time to agree on issues they would like debated. Several Parliamentarians felt the quality of dialogue could be made more effective by updating the way the women's conference is organised.

4.3 Sustainability

4.3.1 Provision of comparative information on women in politics

The IPU's league table of monthly updated results on women in politics is a unique and much used global resource – a flagship for the IPU. The IPU's provision of comparative information on women in politics is sustainable but it can only continue to be sustainable if supported by sufficient funding and staffing to maintain the accuracy and regular updating of the data.

4.3.2 Support women in accessing and transforming Parliament.

An issue to take into account when designing activities to support women in transforming Parliaments is after each election there is likely to be a turnover of Parliamentarians whilst the Parliamentary Secretariat is likely to be a more permanent fixture.

In Jordan the Parliamentary Secretariat and other stakeholders welcomed the partnership with the IPU and UNDP. The Parliamentary Secretariat, UNDP, JNCW and MPs expressed their unanimous wish for the work on Gender equality to continue and to expand, building on the work already started. The Secretary-General of the Parliament said, *“We regard the IPU as the ‘kitchen of the Parliamentary World’ – meaning we see the IPU as the global specialist on Parliamentary issues”*.

A senior member of the JNCW said, *“The IPU project was the first to open up the gates to Parliament taking Gender as a serious matter but Gender needs institutionalising. Now Parliament has been dissolved we need to recommence so the project runs for at least another two or three years to achieve a real measure on institutionalisation. These were the very first efforts on how to read a draft Law from a Gender perspective. We need technical support to help Parliamentarians because they are too busy and need comparative research on topics such as early marriage, family law. The women MPs even need help in writing speeches on specific issues, possibly through creating a Specialist Unit.”*

4.3.3 Enhance Gender-Mainstreaming in Parliament

The importance of activities promoting a Gender-sensitive Parliament in one country can hardly be over-emphasised. This would provide specific guidelines for other countries in the region in a similar situation. It should be a key part of the IPU’s future work in support of Gender equality in Parliaments.

4.3.4 Support Parliament to address Gender concerns

In the current global climate where Gender concerns and Women’s Rights are on the one hand moving forward and on the other hand seriously threatened by ultra-conservative elements including some Religious leaders and their followers, support for Parliaments attempting to address Gender concerns should be sustained and this support increased.

4.3.5 Enhance the work and input of women at IPU Assemblies and promote dialogue between men and women

The IPU procedures to enhance the work and input of women at the Assemblies are sustainable because they are written into the IPU statutes.

5. Recommendations for IPU Gender Programme

5.1 Longer-term monitoring and follow-up

The obstacles preventing women from attaining equality inside and outside Parliament break down broadly into three categories: legislative obstacles, institutional obstacles, and obstacles caused by cultural stereotypes and attitudes. The IPU Gender Programme’s activities are making relevant interventions to address these three categories in relation to Parliaments and women in politics. The activities could be even more effective with longer-term monitoring and follow-up. A number of the Gender Review Team’s recommendations in this section reflect our overall recommendation that the IPU Gender Programme include a 'proposed follow-up' section to all its activities. Is there a budget assigned for follow-up beyond sending out the publication report from the meeting? For example in the two case-studies of Jordan and Mali, on a longer-term basis how can the IPU support the Mali Parliament in addressing FGM and how can the IPU assist Parliaments such as Jordan’s with follow-up? (See Recommendations in Annexes 2 and 3 Jordan Case Study 1, and Mali Case Study 2)

5.2 Provision of comparative information on Women in Politics

Funding and resources: the IPU will need to find sufficient dedicated funds to support the staffing and resources needed to maintain and update the services.

Strengthen computer literacy of Parliamentarians: provide Parliamentarians and Parliamentary Staff with PCs and ensure they know how to use them confidently so they can access comparative data.

Possible partnerships: British Council, Microsoft, Google etc.

Why needed: many Parliamentarians are not computer-literate or are barely computer-literate and not yet comfortable with regular use of on-line materials or may not have regular access to computers and the internet.

Dissemination and distribution: the Gender Review Team feels the IPU Comparative Information on Women in Politics is a wealth of knowledge which could become an even more effective tool if the outreach could be extended by a professionalised approach to Marketing and Distribution. This should include developing a communications strategy to reach wider target groups. The IPU should consider building on their existing communications outreach and extending the out-reach for their range of tools offering comparative information on women in politics. The following are a few suggestions: the 40,000 Parliamentarians belonging to the IPU through their Parliaments as well as librarians, research staff and senior officials of Parliaments could be invited to subscribe to the IPU on-line mailing lists. The IPU Gender Programme could extend their outreach on women in politics through face-book and Twitter. The IPU could paste reports on IPU Assemblies and other events on You-tube from a gender perspective. On-Line and hard copy information on Gender could be distributed to a broader base within political parties, Parliamentary Secretariat staff, selected TV and Radio programmes, Women's magazine Editors, News Magazine Editors, Universities, Donors, Civil Society networks, Traditional and Religious Leaders and other target groups. The IPU could extend wider reciprocal links with Web Media such as OpenDemocracy, Aljazeera, BBC, CNN, and other relevant international Media and Human Rights web-sites. The IPU has blogs for coverage of events – possibly there could be a dedicated part of the blog which reports every IPU event from a gender perspective. As part of a Communications Strategy the web-page design could be improved (and possibly re-launched).

Why needed: at present the person who produces the IPU publication also has to take on the time-consuming/professional task of distributing it. The Communications Department usually sends only two copies of IPU publications to each Parliament (more copies are distributed at events). The Gender Review Team was told the IPU does not have a database containing names of Parliamentarians worldwide. The IPU press releases are therefore sent to the Secretary of Parliamentary political groups to disseminate (or not).

5.3 Support women in accessing and transforming Parliament

The following recommendations for supporting women in accessing and transforming Parliament are mainly based on the Gender Review Team Leader's specific case-studies in Jordan and Mali. However these recommendations can be taken as global recommendations for building on the existing work of the Gender Programme.xi

Prepare an Induction Course for new MPs (Men and Women): to maximise chances of success in implementing CEDAW and other international instruments such as UNSCR1325 it is important Par-

liamentarians feel ownership and commitment to these international instruments. The IPU and their UNDP or other partners could assist Parliamentary Secretariats in preparing induction courses for each new wave of MPs. These induction courses should provide workshops/seminars on mainstreaming Gender and covering UNSCR1325, CEDAW, and the development of non-discriminatory legislation.

Why needed: the challenge will be to provide newly-elected MPs with adequate tools and skills for promoting Women's Rights. After every election each wave of Members of Parliament (female and male) would gain by Gender training for their roles as representatives of all citizens.

Provide good-quality training and mentoring on Mainstreaming Gender into Parliamentary work and developing Gender-sensitive Parliaments: invest in training on mainstreaming Gender for a selected pool of Parliamentary Secretariat staff to a high 'Training of Trainers' (ToT) standard with the aim of building a pool of trainers from within the permanent Parliamentary Secretariat Staff. The pool would provide the Secretariat with the skills, capacity and knowledge to train Parliamentarians and other Parliamentary Secretariat staff. It should include mainstreaming Gender into Parliamentary procedures, legislative oversight, and building Gender-sensitive Parliaments. To achieve the objective of transforming Parliament it is equally important for both male and female Parliamentarians and Parliamentary Staff to acquire the skills and capacity to mainstream Gender throughout their Parliament work.

Why needed: there will always be a turn-over of MPs after each election, sometimes a very considerable turn-over – in Africa the average electoral turnover of MPs is 50%, in some elections (Kenya in 2007) as high as 77% - but the Parliamentary Secretariat, like a Military Regiment, would become a locus of knowledge and skill. For this reason it is worth the effort and cost of building the capacity of the Parliamentary Secretariat Staff to mainstream Gender into the Parliament's work.

Build on the work the IPU Gender Programme has been doing in the capacity-building and skills of women Parliamentarians: the range of skills could be expanded to add:

- strengthening Debating/Advocacy/negotiating skills, preparation and research to substantiate arguments
- how to chair and participate in Committees – oversight role
- understanding what we mean by mainstreaming Gender and Women's Human Rights
- learning about Parliamentary procedure and Committee procedures
- building alliances and support ahead of meetings and debates etc.

Why needed: the Secretary-General of the Jordan Parliament said, *"We want to focus on an oversight role with Mainstreaming Gender. We are planning to change the mentalities of women and men because we cannot be sure the quota will stay for ever. If we can persuade MPs and the public that women can do the job we may not need quotas for ever."*

5.4 Parliamentary outreach, Communications, Media and Advocacy

The IPU Gender Programme could add a further objective to the current five. This would be to support Parliamentarians in their role of Parliamentary outreach to citizens. Parliament and Parliamentarians can play a key role in informing citizens about Gender issues under discussion in the Parliament. Parliament and Parliamentarians can reach out and engage citizens in wider public participation on issues related to Women's Human Rights. The following are offered as further options for outreach on : CEDAW, VAW, UNSCR1325 1820, 1888, 1889 and such regional protocols as the Maputo Protocol to the African Charter of Human and Peoples' Rights on the Rights of Women in Africa, etc.

The IPU could pilot an in-country or regional conference or Assembly to share case examples of effective outreach by Parliaments and Parliamentarians in countries where outreach to constituents and the larger public is a legislator's everyday experience.

In appropriate countries or in geographic regions the IPU could co-host carefully-facilitated dialogues between Parliamentarians, women's NGOs, traditional chiefs, Mayors and open-minded Religious leaders.

Radio and TV debates on the issues and Radio/TV Soap Opera dramas have proved effective in many countries such as Afghanistan and Russia as a method of communicating serious social, political and Human Rights' issues in user-friendly ways. Street dramas and Soap Opera plots can include issues such as women's political participation, under-age-marriage, FGM and VAW.

We recommend the IPU continues to build on dialogue discussions between Civil Society groups and Parliamentarians on substantive issues such as amending discriminatory legislation against women. The IPU can enhance the capacity of Parliamentarians to outreach further through the Media and at grassroots' level by partnering/coordinating with local NGOs and networks and on-the-ground international organisations working with local communities. At present the IPU and these entities often work in parallel universes – the IPU's universe is largely at the Parliamentary level (its main remit) while other local and international organisations such as Kvinna til Kvinna, Women for Women International, Womankind, CARE International etc. work with community and district level groups on the ground who have little or no lines of contact to the Parliaments but would appreciate much-enhanced entry to legislators. There could be great benefit if the IPU utilised its own excellent relationship with Parliaments by outreach into this circuit and thereby assist Parliamentarians to engage in linking at provincial, district and grassroots' levels. In addition we recommend the IPU builds contact with the new UN Agency 'UN Women' (United Nations Entity for Gender Equality & the Empowerment of Women).

The IPU could co-host debates in Member countries in the format of the BBC Doha debates, with a panel of Parliamentarians and opinion leaders and an invited audience.

<http://www.thedohadebates.com/>

Hold some IPU events outside the Capitals to which members of the public and local Media can engage with the speakers/Parliamentarians.

Hold an IPU event on the topic of broadcasting Parliamentary coverage on radio and TV. Speakers should include broadcasters as well as Parliamentarians. At present, the Media often only attend the opening ceremonies, with no demonstrable interest in the topics.

In many countries politicians and Party leaders rent buses and set off around the country, especially during the election period. The IPU could rent a bus and take a multi-Party group of legislators to specific venues in the regions to encounter and converse with the public on issues of particular importance to women.

Set up list-serves as follow-up to each seminar: a separate list-serve network as follow-up to each IPU Gender Programme meeting could be set up so participants can continue to stay in direct contact with each other. This system has been used successfully as follow-up to the well-known Salzburg Global Seminars. This might link up with the new knowledge portal on Parliamentary development at www.agora-parl.org^{xii}

Why needed: in some countries, CEDAW has a serious image problem in the wider society outside Parliament, especially among men. This was summed up by one interviewee in Jordan who said: *“We identified an urgent need to make citizens and Parliamentarians and Media aware about what CEDAW really is, what it would really mean to people’s lives, to counter the extreme and often deliberate mis-information circulated by Media and some Religious Leaders about the Convention.”* As the IPU pushes forward on Gender-mainstreaming, both internally and in the Organisation’s work with legislators and Parliamentary Secretariats, it is clearly important to develop Gender equality strategies which specifically involve men. This outreach will help reduce or avoid a possible harmful backlash to women’s empowerment and will work to deflect or change negative attitudes and behaviour of men.

Set up a Gender Resource Centre in each Parliament: many Parliaments lack systems for accessing external information or interacting with stakeholders. The IPU and partners could provide assistance to Parliamentary Research Departments/Parliamentary Secretariats to develop Gender Research Resource Centres for Parliamentarians. The Gender Resource Centre (probably 2-4 Staff) would provide MPs and Parliamentary Staff with Gender-related information – possibly pro-actively - on major/topical issues: international instruments, Budget, Roads, Environment, Employment, International Resolutions, Legislation, progress in other countries etc. The Centre should be based in the Parliament and provided with on-line computers. Staff could possibly be seconded from women’s NGOs/CBOs/CSOs. The Gender Research Resource Centres should also include in their job description the responsibility to keep two-way channels of communication flowing by providing NGOs and Media with the latest information and reports and analysis on topics being discussed by the Parliament. As funding and sustainability might present difficulties, the Centres could be embedded in the Parliamentary Secretariats.

Why needed: Members of Parliaments in the more advanced democracies have research facilities and researchers available to them. This is not true in many developing Democracies. More use needs to be made of specialised groups, external research, and the views of women in the general public. In addition this facility would strengthen the capacity of

women MPs in particular to present credible arguments in Parliamentary debates and Committees by providing information to them on request or proactively. This would also be a way of making a resource on Gender and Women's Rights available to all the Parliamentarians, i.e. the men too. Its brief would be at the same time to set up links for better two-way engagement between citizens and Parliament.

Enhance the work and input of women at IPU Assemblies and promote dialogue between men and women by updating the procedures for the women's conference: the IPU could set in motion discussions on updating the way the pre-Assembly women's conferences are organised. The following are a few suggestions gained from interviews during the research period on this Gender Review: shorten/eliminate the institutional reporting and have the morning dedicated to a debate on women in politics. Keep the Women's Meeting just a forum for the women Parliamentarians to get together to discuss on their own terms. The part MPs like best is reporting on developments in their countries, quota laws, new bills etc. Hold the debate on the Assembly resolution after the lunch-break. Have this debate in plenary session not break-out groups, and have experts address the MPs on the issue(s) under discussion. Make sure Rapporteurs of the resolutions are present. Upgrade the 'dialogue session with men' to an official panel of the Assembly. It would be advertised as attached to, but distinct from, the Women's meeting, to entice men and generate broader discussion on the issues. (Another option might be Open Forum methodology)

Why needed: the current format involves institutional reporting in the morning, break-out updating sessions at midday to discuss one of the main Assembly resolutions, a dialogue session in the afternoon, a report on the status of women in Parliament, and report-back from the break-out sessions. This means MPs are briefed about reports of meetings which a number of them did not attend. There is a feeling among some Parliamentarians this session is (quote) "*a boring session of reading out reports about meetings in which many of us have little or no interest*".

6. Mainstreaming Gender into IPU'S Other Programmes, Activities, Organisational Structures and Strategic Direction

The IPU expresses its intention to mainstream Gender into all its programmes and activities. All programmes and activities of the Organisation are listed in the IPU Consolidated Budget 2010. Each programme has its overall objective, a report on issues and challenges of 2010, and includes a guideline for Gender-mainstreaming into the Programme. The work programme for each theme is listed in 'activities or output', 'outcome', and 'indicators'. This is a general statement for all IPU's programmes of work under the Executive Office. All other sections and programmes have a general recommendation on Gender-mainstreaming, mostly focusing on representation of women and men.

Section 6 and 7 of this Review look at how a selection of IPU programmes fulfil their guidelines for Gender-mainstreaming. Section 8 gives recommendations for the future.

The IPU's consolidated budget 2010 states: *'All activities will be carried out in accordance with IPU's policies to promote women's participation in all spheres of public and political life as well as Gender equality and partnership between men and women. The committees, advisory groups and teams of facilitators are routinely composed of both men and women legislators. They are encouraged and*

helped to develop Gender-sensitive guidelines for their work and to ensure the full participation of women in their activities. The issue of women's participation in political activities will be included as a matter of principle in all political talks and is treated as a standing item on the agenda.'

With the exception of the Executive Office no other section or programme in the IPU has brought the general guideline on Gender-mainstreaming into their activities, outcomes and indicators.

6.1 Setting standards and guidelines for democratic Parliaments

In 1997 the IPU adopted a Universal Declaration on Democracy in an attempt to codify the elements of Democracy. This Universal Declaration forms the basis for the IPU work on Democracy. Point 4 states: *'The achievement of Democracy presupposes a genuine partnership between men and women in the conduct of the affairs of society in which they work in equality and complementarity, drawing mutual enrichment from their differences.'* The IPU overall objective in support of this goal is to develop internationally-recognised standards and guidelines for democratic Parliaments based on good practice.^{xiii}

6.2 Strengthening the Institution of Parliament

The IPU's work on strengthening the institution of Parliament is especially targeted at Parliaments in countries in transition or coming out of conflict. The target beneficiaries of such projects are Members and staff of National Parliaments. The IPU offers assistance projects and advisory services on Parliament's role, structure, and working methods, mainly to help develop Human resources, including Parliamentarians and Parliamentary Staff, and to provide material resources. The proposed activities are targeted at some 14 countries. During 2010/12 the IPU will begin a series of regional activities on oversight.

6.3 Promoting and protecting Human Rights

The overall objective of the IPU's Human Rights Programmes is *to strengthen Parliaments' capacity to promote and to protect Human Rights*. The guidelines for mainstreaming Gender into the Programmes focus on equal participation and involvement of men and women. At present the IPU Committee on the Human Rights of Parliamentarians is Gender-balanced. From the interviews the Gender Review Team gained the impression effort is being put into getting more women's participation and to convince Parliamentarians to have more direct contact with politically-active women.

6.4 Promoting Development

The Millennium Declaration(MD) comprises some 50 goals. Article 30 of the MD includes an appreciative reference to the IPU's role and gender: *'We resolve therefore ... to strengthen further cooperation between the United Nations and national Parliaments through their world organization, the Inter-Parliamentary Union, in various fields, including ... gender issues.'*

The overall IPU aim is to strengthen contribution by Parliaments towards Development and achievement of the Millennium Development Goals (MDGs). A further objective is to *'achieve more direct and systematic involvement by Parliaments in national Development Plans and activities'*. The IPU should therefore mainstream Gender in its work across its full programme of Development activities:- Climate change, Democracy in Development, Food Security, Assessment of the achievements of the MDGs and what Parliaments can do regarding 2015; activities on MDGs 3, 4, 5 and 6.

The IPU conducted a survey on the way MPs perceive the MDGs and whether Parliaments are involved in achieving these goals. Gender was not mainstreamed into the questionnaire. From the IPU documents and interviews we received the impression that apart from a meeting organised around MDG 4 and 5 on Child mortality and Maternal Health, Gender is not as yet mainstreamed into the IPU's work for promoting Development.

6.5 Contributing to peace-building

An overarching IPU goal is to foster political dialogue, national reconciliation and peace through increased Parliamentary involvement. The IPU objectives are to promote dialogue and inclusive decision-making; reinforce the involvement of Parliaments in national reconciliation processes; improve oversight of the security sector. In the sections on 'Contributing to Peace-building' in the IPU documents '*Promoting peace, Democracy and Global governance, planned activities and requirements*' (2008/10, 2009/11, 2010/12), at present there is no mention of plans for embedding implementation of UN Security Council Resolutions 1325, 1820, 1888, 1889 systematically throughout its Peace-building activities.^{xiv}

6.6 Support services

The overall objective of IPU's Support Services is '*to administer the material, financial and Human resources of the Union efficiently, equitably and cost effectively, to give administrative policy guidance to the Secretariat and to safeguard the assets of the Union*'.

In the 2010 Consolidated budget the IPU states: '*The budget process also requires all managers to identify the Gender issues relevant to their division or programmes in order to keep Gender in the mainstream*'. The same budget shows how much money was allocated to the specific Gender programme. Most other objectives and activities listed in the IPU budget are Gender-blind. (Gender-blind is an often-misunderstood term. Used correctly, it describes activities and services which fail to pay attention to possible differing needs and priorities of the sex of those who participate. This failure can therefore have unforeseen negative outcomes for women in particular)

The budget is the most important policy tool of an organisation. A budget is a tool for (re)distribution of resources and gives expression to an organisation's underlying values. Gender Budgeting is about politics rather than primarily about money. The budget is a mirror of the political will and reflects the political ambitions of an organisation. Gender budgeting mainstreams Gender into the budgetary process. To make a real change, systematic work is needed from inside the organisation. A Gender-responsive budget has to have its foundations in political decisions and values based on agreed Gender-equality objectives and a comprehensible Gender equality policy. Written declarations must be followed by a demand for Gender-mainstreamed decisions in the budgetary process.

At first sight, within the IPU there appears to be no definition of what Gender-mainstreaming and Gender budgeting mean; however the Gender Review Team has studied an informative book published by the IPU on how to approach Gender budgeting. This publication shows considerable knowledge of the process.^{xv}

In the Conclusion, in section 7.6, the Gender Review Team has highlighted core procedures which could improve the aim of mainstreaming Gender into the IPU.

7. Conclusions – Mainstreaming Gender

This section of the Gender Review addresses mainstreaming Gender in the IPU programmes, activities and organisational structures outside the Gender Programme itself. Most of the guidelines for Gender-mainstreaming the IPU's programmes focus on promoting women's participation in activities. The IPU's track-record in this is exemplary. The IPU has become a trail-blazer in its innovative processes building Gender-balanced participation at the IPU bi-annual Assemblies and on the IPU Executive and Governing Council. A key prerequisite for building Gender equality is a commitment from the top of an organisation. The IPU staff and stakeholders overwhelmingly believe the IPU Secretary-General has shown a high commitment to building Gender equality. The IPU rules ensuring participation of women in the IPU's bi-annual Parliamentary Assemblies are innovative and effective and could be used by political Parties and other organisations as a role model. In addition to helping increase numbers of women in Parliamentary and peace processes, the IPU should build and expand on work begun, to enhance the effectiveness of women Parliamentarians to bring about transformation.

Nevertheless, mainstreaming Gender is wider than just Gender-balanced participation. To cut down on hidden as well as overt discriminatory practices means analysing divisions of power, budgets, differing impacts of policies, and access to opportunities. The Gender Review Team's overall conclusion is that while there are good examples of including a Gender perspective, across the Union's range of programmes and activities it is still piecemeal and ad hoc. The IPU has a notable degree of improvisation and informality in its decision-making and planning processes. Although in many ways admirable, informality may have subtle and unanticipated outcomes – for instance if it results in a majority of the more important decisions being made by the men.

7.1 Setting standards and guidelines for democratic Parliaments

Due to time constraints the Gender Review Team was unable to gather sufficient evidence to assess whether or not the IPU is systematically mainstreaming Gender into its full range of work in support of 'Setting standards and guidelines for democratic Parliaments'. The IPU hand-book '*Parliament and Democracy in the twenty-first century – a guide to good practice*' was chosen at random as a case example. This commendable publication sets out a framework of the core objectives of a democratic Parliament – to be representative, transparent, accessible, accountable and effective at the national and international levels – and provides examples of how Parliaments are putting these values into practice in their daily activity.

Gender is mainstreamed with good effect throughout the book. In the chapter on Election Rules and Procedures to ensure a Parliament reflects the social diversity of the population, 5 pages cover women in Parliaments (P. 19-24). In the chapter titled 'Opportunities for individual Members', there is a sub-section titled '*Gender equality*' which commences: '*Ensuring women are able to play a full part in Parliamentary work is not only a matter of expanding their opportunities for access to elective office. It also requires that Parliaments own arrangements are such as to facilitate rather than disadvantage women*', followed by well-selected examples of good and bad practices (P31 – 34 Gender). The section on 'Women and Legislation: a sectoral example of NGO-Parliament cooperation' includes a description of Gender budgeting (P87–89).

7.2 Strengthening the Institution of Parliament

Times of major upheaval present immediate windows of opportunity to introduce new ways of doing things. This is shown by the fact 8 of the 24 countries with more than 30% women in their legislatures have come through major transitions such as the end of Apartheid in South Africa or deadly conflict, viz Rwanda. In the plan of activities for '*Strengthening the Institution of Parliament*' the Union's 14 target countries are all coming out of conflict or other major upheaval. The IPU has assisted with information on use of gender balance quotas and recognises the pressing need to go beyond numbers for qualitative as well as quantitative progress. There are references such as assistance to women Parliamentarians in Equatorial Guinea, promotion of partnership between men and women in Togo, and support to the women caucuses in Khartoum and Juba with focus on the Election period. The IPU should build on work already commenced by devoting even more energy to systematic mainstreaming of Gender and systematic implementation of UNSCR1325, 1820, 1888, 1889^{xvi} with the aim of increasing the quality of the influence and contribution an increasing numbers of women can make in Parliaments and other influential posts.

7.3 Promoting and Protecting Human Rights

The Gender balance between men and women is the only Gender-related aim in the IPU Human Rights Programmes. That aim has largely been achieved. However, when the Gender Review Team looked at other objectives and activities of the programme it found them Gender-blind, leaving many further opportunities for mainstreaming Gender. A Gender analysis would reveal the differing ways in which male and female programme beneficiaries may be affected by lack of Human Rights and would generate valuable information on how to mainstream gender into all actions and target groups. Women are part of all the mentioned groups - in detention, in post-conflict situations, in Parliament, IDPs, migrants etc. - and are most likely systematically discriminated in all of them.

The IPU Human Rights Committee has included work on Gender discrimination but on CEDAW or other specific Gender issues the Human Rights Programmes tend to pass such issues to the IPU Gender Programme team though in specific seminars a welcome emphasis has been placed on promoting Gender partnership and the necessity for men and women to work together in the reconciliation processes, based on UNSCR1325. There is also a fruitful cooperation and exchange of information between the Human Rights Programme and the Gender Programme team regarding experiences in different countries and issues.

7.4 Promoting Development

The Gender Review Team feels the IPU has been making a particularly important contribution to achieving Millennium Goal 3.3, the 'Proportion of seats held by women in national Parliaments'. From the Team's review of the IPU documents on promoting Development and from face-to-face interviews we gained the impression Gender is not yet in any way systematically mainstreamed into the IPU's work. Next year (2011) a three-year IPU project will start and if IPU were to set a role-model example by mainstreaming Gender into all its proposed Development activities (MDGs 3, 4, 5 and 6; Climate change, Democracy in Development, and Food Security) it could have a very positive and widespread impact. This is an opportunity where the IPU has a unique chance to help Parliaments relate Gender to the MDGs.

7.5 Contributing to peace-building

31 October 2010 is the 10th anniversary of the ground-breaking UN Security Council Resolution 1325 adopted unanimously by the Security Council in 2000. UNSCR1325 *'Calls on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective'*.

The IPU has a key role to play in the role of Parliamentarians in UNSCR1325's implementation. Over the years, this seminal resolution has regularly been likened to Hamlet's words *'More honoured in the Breach than the observance'*. A persistent cause of concern is the way women continue – despite worldwide agitation - to be so astonishingly absent from the peace tables in conflict-affected countries (viz Sri Lanka, Sierra Leone, Kosova etc) and to be severely underrepresented as third-Party mediators or as senior representatives of the UN. During peace processes women's activism at the grass roots rarely translates into official recognition. Women are seldom included in the formal negotiations. Despite UNSCR1325, the United Nations Development Fund for Women (UNIFEM), now to be subsumed into the United Nations Entity for Gender Equality and the Empowerment of Women ('UN Women'), found that since 1992 only 2.4 per cent of signatories to peace agreements were women, and no woman has ever been appointed as Chief Mediator.^{xvii}

The IPU has already helped build women's caucuses in post-conflict Parliaments and supported the introduction of special measures/quotas in countries such as Rwanda. The IPU is in a unique position to become a role model by mainstreaming the implementation of UNSCR1325 as well as Security Council 'sister' Resolutions 1820, 1888, 1889 throughout its work on peace-building and peace Mediation.

7.6 Support services - Policies, budgets and guidelines

The IPU's Secretariat is in the process of re-organising responsibilities and structure. The Gender Review Team sees this as an opportunity to mainstream Gender into the Organisation in a more systematic way than has been managed so far. Specific Gender issues identified within the Support Services Division relate to recruitment and training. The IPU has implemented a proactive policy of employment equity to the extent women now make up more than half of the professional service in the Secretariat. There is Gender parity on paper at the most senior grades. Nevertheless, a point was raised in front of the Gender Review Team at a participatory meeting at the IPU Geneva headquarters that while there was almost a 50/50 Gender balance between staff at senior levels, a large majority of decisions go the way the men rather than the women adjudicated. The IPU has a degree of improvisation and informality in its decision-making and planning processes. If there are forces at work in an informal system which can lead to such outcomes, a degree more formality might allow the IPU to pin-point where authority lies in decision-making, for example in mainstreaming Gender. As remarked earlier, although in many ways admirable, informality may have subtle and unanticipated outcomes.

The Budget gives general guidelines for Gender-mainstreaming in programmes, but these guidelines are not followed by concrete plans in the specific objectives and activities for each programme. These are, with a few exceptions, Gender-blind. This makes it difficult to implement the guidelines in the programmes. As far as the Gender Review Team understands it, the guidelines for Gender-mainstreaming in the Budget are not monitored or evaluated when the results of the plans are reported.

The IPU annual budget shows around 5% of IPU's regular resources (CHF714,000) is spent on the Gender Programme. However, the Gender Programme has benefited from voluntary funds for Gender-specific activities to the tune of CHF1.2 million. As a consequence the Gender Programme is vulnerable because it is currently highly dependent on the funds earmarked by donors.

The impression is there is a clear will and a commitment in the Organisation to mainstream Gender but there is also a lack of knowledge and concrete guidelines on how to carry this forward. There are statements on Gender-mainstreaming and on Gender budgeting but no clarification on how these strategies are to be spelt out and implemented. What does it mean to all staff and programmes – exactly what are they supposed to do? Especially striking is the need for -

- clear overall Gender equality goals that all programmes should strive to achieve
- definitions of Gender-mainstreaming and Gender budgeting within the IPU
- training staff on how to analyse and implement Gender into their programmes
- follow-up of existing objectives and directions on Gender-mainstreaming
- Gender equality analysis
- methods for doing Gender equality analysis
- forum for common learning and understanding of work done
- function for support and coordination of how to mainstream Gender
- implementation plan

The IPU needs to agree Gender policy which starts from a definition of Gender equality, Gender-mainstreaming and Gender budgeting, and also overall objectives for Gender equality in the Organisation. The Gender Review Team recommends this should be discussed by all staff and adopted by the Management of the Organisation. As soon into the near-future as possible, Gender equality analysis should be performed on all IPU programmes.

Training in fundamental Gender issues should be given to all staff, with initial training and annual 'top-ups'. Training is most effective when provided on an on-going basis rather than ad hoc and one-off. Tailored sessions for various audiences of the IPU – managers, programme officers et al – might complement basic sessions for all. It would be valuable to create a regular in-house forum for exploration and discussion on how agreed policy, objectives and strategy can be achieved in each programme and each Department.

7.7 Mainstreaming Gender into IPU structures and strategic direction

A prerequisite for Gender-mainstreaming as a strategy is that all actors involved acknowledge Gender equality as a relevant objective and show their willingness to include Gender in all programmes. Incentives can play a large role – as part of career appraisals, promotion, contract compliance and programme evaluations. Sharing good examples of ToRs/project documents/evaluations/best-practice within the IPU could be of real value.

One prerequisite for conducting authoritative analyses is the availability of sex-disaggregated statistics.

8. Recommendations– Mainstreaming Gender

The Gender Review Team wants to emphasise Gender-mainstreaming does not mean that dedicated IPU programmes and activities which specifically target women would become superfluous. These two strategies work best in parallel. Each can inspire and learn from the other. The Gender Programme should stay in place and continue to build on the good work it has been doing. At the same time, the IPU should set about mainstreaming Gender throughout the Organisation and its programmes.

It is worth keeping in mind fashions come and go. At present ‘Mainstreaming Gender’ has become very fashionable and if fully implemented to the point Gender matters permeate to the core of all programmes, it has considerable merit. Nevertheless, a word of warning is in order. ‘Mainstreaming Gender’ is too often interpreted (incorrectly) as the creation of a focal point where some not-very-senior staff member is made to add ‘Gender’ to his/her existing duties, usually with no extra salary or status. Often ‘Mainstreaming Gender’ is left to swing in the wind, accompanied by absolutely no monitoring or revisiting. The result is two or three years can pass before anyone discovers nothing at all has happened. By then it is also impossible to discover where the problem lies – the ‘mainstreaming’ has really been a dilution rather than a concentration of responsibility.

Evidence from across the globe suggests the most effective approach is a combination of women-specific activities combined with a monitored, properly-executed programme of Gender-mainstreaming. A successful Gender mainstreaming strategy entails everyone sharing responsibility rather than leaving it to a separate and often isolated Gender expert. One pitfall is lack of knowledge. If staff are supposed to make Gender equality analyses and to mainstream Gender into their own operations, they need knowledge of how to do it. They will also require basic knowledge of Gender equality issues. In many organisations the need for this knowledge is ignored. As a result, either the task gets pushed to the sidelines or turns into a technical or bureaucratic exercise.

IPU statements on Gender-mainstreaming and on Gender budgeting give no clarification on the ways these strategies are to be implemented. The Gender Review Team recommends the Organisation adopt (i) a strategy for Gender-mainstreaming and (ii) a plan for implementation. The first step would be for all IPU staff (including the most senior) to receive training on how to mainstream Gender into the functions for which they are responsible. (We have included a summary description of the process of Gender-mainstreaming in Section 8.5). The IPU staff should then test out what they have learned by making sure Gender is mainstreamed into two or three pilot activities in each of the functions they are working on. These pilot activities could then be monitored and reviewed from a Gender perspective.

This Review offers recommendations on how the IPU can put statements into practice and systematically mainstream Gender into all its programmes, activities, organisational structures and strategic direction. To achieve this we recommend on-going training on mainstreaming Gender. Tailored sessions for various audiences of the IPU (managers, programme officers and so on) might complement basic sessions for all. This should be further reinforced by incentives - gender sensitivity could be included in programme monitoring and evaluation, contracts, career appraisals and so on as well as the sharing of good examples of ToRs/project documents/evaluations/best practices within the IPU.

In addition to training and annual refresher courses in the process of mainstreaming Gender, staff working on IPU programmes such as 'Contributing To Peace-Building' and 'Strengthening the Institution of Parliament' targeted at countries coming out of conflict should be given special training in embedding UNSCR1325, 1820, 1888 and 1889 across all their activities. Technical Mentors could assist with reviewing the pilot Gender-mainstreamed activities.

8.1 Strengthening the Institution of Parliament

In the plan of activities for 'Strengthening the Institution of Parliament' all 14 target countries are coming out of deadly conflict or other major upheavals. The IPU could play a major role by systematic implementation of UN Security Council Resolutions 1325, 1820, 1888, and 1889. This would also contribute to the IPU's aim of moving closer to the UN family. xviii

8.2 Human Rights

The Gender Review Team recommends in future all objectives in the Human Rights' Programmes should be analysed from a Gender perspective, e.g. Objective 5 on Internally Displaced persons; what are the needs of displaced women and men respectively? In Objective 6 on Improvement to Combating Human Trafficking, a Gender analysis would most likely highlight differing needs for women and men and boys and girls.

8.3 Promoting Development

There remain 5 years until the 2015 target to achieve the Millennium Development Goals. A number of the goals are specifically targeted at improving women's lives (e.g. maternal mortality). However Gender can be mainstreamed throughout all the IPU's work on the role of Parliaments and Development: MDGs, Climate change/water resources, Democracy in Development, and Food Security. For example an analysis of the differing impact climate change may have on the lives of women and men, and guidelines on how Parliaments with few women Members ensure women and men participate fully in planning and decision-making on Development issues.

8.4 Contributing to peace-building

Acquire in-depth understanding of UN Security Council Resolutions 1325, 1820, 1888, 1889 and implement them in all IPU contributions to peace-building: 1325 spells out imperative action needed to ensure participation of women in peace processes and improve the protection of women in conflict zones (http://womenwarpeace.org/webfm_send/19). Include Civil Society groups in peace processes and in the implementation of peace agreements. Support women's local peace initiatives.

Work with Parliaments to take responsibility to ensure protection of and respect for Human Rights of women and girls, particularly as they relate to the Constitution, the electoral system, the police and the judiciary.

Mainstream Gender into peace and security policies and practices when negotiating and implementing peace agreements, adopt a Gender perspective, e.g. the special needs of women and girls, associated with armed conflict during repatriation/resettlement and for rehabilitation, reintegration (DDR: Disarmament, Demobilisation, Reintegration) and post-conflict reconstruction.

8.5 Support services, policies, budgets and guidelines

Mainstreaming Gender effectively into all of an organisation's plans and activities means embarking on long-term development work and requires a strategic plan of implementation across several years.

Management must take responsibility for planning and setting targets and indicators for Gender-mainstreaming the Organisation. Some recommendations on what is important for success are listed in the METS-tool^{xix}. The Gender Review Team offers four success factors:

- Management must make clear to the whole organisation what decisions have been made and what is expected. If there is consistent follow-up and monitoring, these directives will be taken seriously, since the various parts of the operation will need to have something to report.
- Training is fundamental. Both Management and staff must be made aware of basic Gender theory and the aims of the Organisation's Gender equality policy. This will encourage them to grasp the point of Gender-mainstreaming and make it easier for them to accept new methods for Gender equality analysis. People need knowledge in order to understand and use information and analyses correctly.
- Gender-mainstreaming requires a systematic work approach. This means for example always using sex-disaggregated statistics, carrying out Gender equality analyses prior to decisions, and analysing important processes in the operation from a Gender equality perspective.
- The process requires a staff function to coordinate the work within the organisation plus a staff support organisation able to provide inspiration and advice. Organised exchanges of experience make the work easier. Coordinate training and development of the process. Everyone should have the same chance to understand what is going on.

A strategy needs a long-term development plan and could be composed of the following steps:

Fundamental understanding- all staff must acquire a basic understanding of Gender issues, the Organisation's Gender equality policy and its Gender-mainstreaming strategy.

Plan and organise the work - Management sets targets and plans development work. Directives are provided from the top on how the work is to be organised and performed. Develop the plan for training, tools and procedures and support.

Examine and analyse the activities - each programme and Department examines and brings together its objectives to form a basis for decisions on what to analyse and change. The operations are analysed at a deeper level. The results are used as a basis for formulating (enGendered) objectives and measures.

Implement the measures - the programmes or Department are responsible for implementing the measures required to achieve Gender equality.

Evaluate the outcome- the organisation's leadership follows up and evaluates the work to assess whether or how far set objectives have been achieved.

Annexe 1 – Terms of Reference

Case No: Date

2007-002490 January 29, 2010

Terms of reference/Requirements specification – Gender Equality Program of International Parliamentary Union

1 BACKGROUND

1.1 Information about Sida

Sida, the Swedish International Development Cooperation Agency, is a government authority. Our goal is to contribute to enabling poor people to improve their living conditions.

Like other Swedish Government agencies, Sida works independently within the framework established by the Swedish Government and Parliament. They decide on the financial limits, the countries with which Sweden (and thus Sida) will cooperate, and the focus and content of that cooperation.

For additional information, see Sida's website, www.sida.se

1.2 Cooperation partner

The Inter-Parliamentary Union (IPU), founded in 1889, serves as a platform for dialogue for Parliaments around the world. Through Assemblies and specialised meetings the IPU is engaged in a wide range of issues and implements programmes that aim to strengthen Parliaments as democratic political institutions by setting standards through good practices and guidance in areas such as strengthening Parliamentary institutions, helping Parliaments promote Human Rights and the Rights of Children, and strengthening the role of women in the Parliamentary process. The Inter-Parliamentary Union works closely with the United Nations to secure greater Parliamentary engagement in tackling global challenges and in translating international commitments into national action.

1.3 Intervention/Project description

Swedish International Development Cooperation Agency (Sida) has a long history of supporting various IPU projects. Since 2004 the focus has shifted to programme/'core' support in order to give IPU more flexibility to develop its programmes but also to adopt a more long-term perspective in order to create more stability and continuity for the Organisation.

2 Scope of assignment

2.1 General information

At the IPU donor consultations on 2 October 2008 it was decided that a review should be carried out jointly sponsored by Sida, the Canadian International Development Agency (CIDA) and Irish Aid in order to avoid duplication. Since the previous review had been a broad institutional review it was decided that the current review would more concretely look at the content of IPU's programmes. It

was further suggested that, rather than making a broad review of the programmes, selected areas would be looked at. It was proposed that looking specifically at the programmes for Gender equity would be the most useful for the IPU.

Given this, the joint review of the IPU programme will:

Review the programme 'Gender Equality in Politics' and determine its relevance, effectiveness, efficiency, impact and sustainability in relation to its stated objectives with an emphasis on 2006 and onwards.

2.2 Scope of work

The Review should focus on the examination of the following tasks:

2.2.1. Assess the Gender Equality in Politics programme in terms of:

Relevance, in relation to IPU's objectives and goals as outlined in the programme document

Effectiveness, in terms of selected strategies, design and use of methods and impact

Results (outputs, outcomes and impact) as compared to those anticipated in the programme document.

Sustainability and Cost-effectiveness of the programme (*'If feasible, given time constraints for this evaluation'*)*

Administration and Management

* The long lead-time in the development of Gender-sensitive Parliaments, increasing the number of women MPs, helping eliminate FGM, VAW etc meant this Review could only determine the considerable promise of the IPU's activities in the target countries examined.

2.2.2. Assess how IPU mainstreams Gender into its overall programme of work, its organisational structures and strategic direction, starting in 2006 or 2007 depending on IPU's preference.

2.2.3. Draw conclusions from the above and make recommendations for *IPU's future work with regard to the specific program on Gender equality* as well as *Gender-mainstreaming* in its overall work methods, organisation and strategy of the IPU as a whole, how to improve shortcomings and make use of good practices.

2.2.4. The assignment should include but not be limited to the following tasks:

Review IPU programme documents, strategy, programme proposals, narrative and financial reports, and other relevant documents.

Visit the IPU office in Geneva and Parliaments in at least two member countries*¹ from at least two regions.

Interview key IPU Staff, members of governing bodies, both male and female Parliamentarians and Parliamentary Staff and other relevant actors, including NGOs, think tanks, multilaterals and academic institutes, other donors/actors involved in strengthening the country's Parliaments and governance. Interviews may be complemented with a survey to capture views and experiences of a larger number of stakeholders.

Visit to IPU headquarters for a presentation and validation of the draft report

Final editing based on comments shared by IPU as per the validation meeting and based on subsequent comments by the relevant donors

The review should be carried out in accordance with the OECD/DAC principles for Evaluation of Development Assistance.

2.3 Budget

The consultants should take no more than seven person weeks to produce a draft report.

2.4 Schedule

The Review will be undertaken in early 2010 and be finalized by May 30, 2010 in preparation for the possible new funding arrangements. The assignment should be presented in a draft report and not exceed 30 pages excluding annexes. Format and outline of the report shall follow the guidelines in **Sida's Review Report – a standardized Format**. Subject to decision by Sida the review will be published.

2.5 Reporting and documentation

The draft report shall be submitted to IPU, CIDA, Irish Aid and Sida electronically no later than May 14th. Sida will get back to the Consultant with consolidated comments of IPU, CIDA and Irish Aid no later than May 21st. Within one week after receiving comments on the draft report, a final version shall be submitted to IPU, CIDA, Irish Aid, and Sida, by surface delivery, as well as electronically.

The review report must be presented in a way that enables publication without further editing.

3 CONDITIONS AND RISKS

3.1 Conditions for the performance of the assignment

3.1.1 General conditions

Please refer to Annexe

3.1.2 Specific conditions

*Selection of countries should be done in collaboration with the IPU, the donor group behind this evaluation should be asked to comment on the suggested selection

None

3.2 Risks

Result	Risk	Impact <i>Low/Medium/High</i>	Probability <i>Low/Medium/High</i>
Assessment of the Gender equality program	Lack of access to data (i.e. documents, surveys, interviews)	high	low
Assessment of mainstreaming of Gender equality	Lack of access to data (i.e. documents, surveys, interviews)	high	medium
Recommendations to IPU	not sufficiently evidence based (given the risks above)	High	low-medium

4 CONTRACT objectives

The specific objectives are to assess the Gender equality program and mainstreaming of Gender equality in general and, subsequently, suggest recommendations for further improvement.

Annexe 2 – Case study 1 – Jordan field notes

***'Support the capacity Building of the Lower House of Parliament in Jordan'* focused on activities on Women's Rights, Gender and Equality, 15-21 May 2010**

Context in Jordan

In recent years, the Hashemite Kingdom of Jordan has made progress toward establishing the basis of a pluralistic, organised political system which could serve as a model for the Arab region. Jordan occupies a strategic location in the Middle East, sharing borders with Saudi Arabia, Iraq, Syria, Israel and the West Bank. 70% of the Jordanian population is under 30 years of age. 63% of students in University are female.

The Parliament of Jordan comprises two Houses: a Senate of 55 Senators appointed by H.M. King Abdullah II and the House of Representatives with 110 popularly-elected members. The House of Representatives is entitled to question the government on any public issue, make accusations against Ministers by a two-thirds majority and submit a vote of no confidence in the government.

Jordan's Parliamentary system has undergone changes which have contributed to the improvement of basic functions of representation, effective lawmaking, and oversight. Jordan resumed its commitment to Parliamentary politics in 1989 with the restoration of Parliamentary elections. At the end of December 2003, HM King Abdullah II called on his government and Parliament *"to promote a culture of democracy, with the participation of different groups and a comprehensive national dialogue to discuss economic, social, and political issues"*.

Jordanian politics has tended to be driven by tribal loyalties. Lack of Party support and backing has made it difficult for women to become political candidates. Other factors hindering female participation in politics have been lack of Media support, voters' lack of confidence towards women in public life, lack of funding for female candidates, and lack of cooperation and networking between Members of Parliament and women's organisations.

Upcoming 2010 election

At the time of the Evaluation Mission (May 2010) Jordan was at a turning point – on 23 November 2009 King Abdullah dissolved the Parliament. New elections to the Lower House are expected in late 2010.

On 20 May 2010 a Royal Decree endorsed the division of Jordan into 45 main districts and 108 sub-districts under a newly-announced Temporary Elections Law. The 2010 Elections Law doubles the women's quota to 12 seats in the elected Lower House (out of 110) and maintains the one-person one-vote system. In addition to the quota women are free to seek election as non-quota candidates.

The November 2009 dissolution of Parliament created an opportunity for broader participation in dialogue concerning the nature and structure of democracy in Jordan. There is interest among Non State Actors (NSAs) to engage with the Ministry of Political Development in campaigns to promote free and transparent elections, and especially to involve women, youth and excluded groups in this

process. This provides an entry point for wider debate concerning the importance of citizen participation in all aspects of the policy process as an essential component of sustainable development.

Women's Rights in Jordan

Formally-educated women were granted suffrage in 1955. In 1974 all women received the right to vote and become candidates in Parliamentary elections. The Arab Women's Union, founded in 1954, was instrumental in winning these Rights. In 1993, the first woman was elected to the Lower House of Parliament and the first woman was appointed to the Upper House. Women have gradually begun to occupy leadership positions including high-level civic and governmental positions as Ministers and lawmakers.

Since 2004 an average of three Ministerial portfolios have been assigned to women in each Cabinet and the Jordanian government has held open dialogues with the Women's Rights movement to discuss amending laws discriminating against women, including statutes that prevent Jordanian women from passing their citizenship to their spouses and children, and laws that offered leniency to the perpetrators of so-called 'honour' crimes. Criminal courts have begun to issue stricter sentences for such killings. A new specialised tribunal for cases involving honour crimes was created in 2009. The Government has taken steps to address the problem of domestic abuse, including the February 2007 opening of the country's first major women's shelter and the March 2008 promulgation of the Family Protection Law designed to regulate the handling of domestic abuse cases by medical workers and law enforcement bodies. However, social norms often deter women from seeking justice and protection through the legal system on the premise they would be disobeying, even dishonouring their family.

Women face Gender-based discrimination in Family Law, in the provision of pensions and social security benefits, and at societal level due to deeply entrenched patriarchal norms. These legal obstacles, combined with domestic violence and traditional societal restrictions on the scope of female employment and property ownership, still prevent many women from fully participating in the economy or achieving financial independence. Divorced women, the elderly, and widows are most likely to experience poverty and deprivation. They are often forced to depend on relatives, friends, or welfare support.

Jordan signed CEDAW in 1980 and ratified the Convention in 1992, although the country included reservations concerning Article 9, on nationality; Article 15, on freedom of housing and movement; and Article 16(1), paragraphs (C), (D), and (G), related to marital, custody, and personal status issues. In May 2009, Jordan formally lifted its reservation on Article 15, leaving just two reservations in effect. CEDAW's publication in the official gazette on 1 August 2007 was a key step toward its full implementation. This step forward was the result of persistent efforts by the majority of women's organisations, and had the effect of giving CEDAW the force of law. Because of this, violations of the Convention can now be challenged in court through lawsuits, although it remains to be seen whether this will be an effective mechanism in practice.

Jordan's compliance with CEDAW is also monitored by the Jordanian National Commission for Women (JNCW), a semi-governmental body established in 1992 to craft policies and legislation concerning women's issues. Women's Rights groups continue to urge the government to lift its remaining reservations to CEDAW. A group of Women's Rights organisations prepared and submitted Jor-

dan's first CEDAW 'shadow report' in August 2007 detailing the government's areas of non-compliance and recommending policies to improve protection of women's Legal Rights. xx

Legislation has recently been approved with a view to achieving progress in the area of equality and Women's Rights: the Domestic Violence Act, amendment of certain articles of the Labour Act and the tabling of other Bills before the National Assembly.

IPU/UNDP LOWER HOUSE OF THE JORDAN PARLIAMENT PROJECT

Project Origin, Partners and Project Context

The IPU Jordan Gender project was part of a second phase of UNDP support to the Jordanian Parliament. The first phase of support was a 2-year project on building 'the capacity/redeployment of Human Resources of the Lower House of Parliament' 2008-2010, funded by UNDP and the Canadian International Cooperation Agency (CIDA). The Jordan Parliament has worked in partnership with UNDP since 2003 providing computers for Parliament and other assistance for MPs and Parliamentary Staff.

At a seminar organised by the General Secretariat of the Jordanian Parliament on the Role of Parliamentarians in Implementing the International Human Rights Conventions on the Elimination of all Forms of Discrimination Against Women 9/10 November 2008, participants identified the need for a full and comprehensive review of discriminatory laws in Jordan in relation to CEDAW.

The Jordan House of Representatives through its General Secretariat requested the IPU's partnership in implementing activities aimed at strengthening the capacity of female Parliamentarians. On 21 May 2009 the IPU and UNDP signed a country-based Memorandum of Understanding (MOU) to cooperate in provision of technical assistance to *'Support the capacity Building of the Lower House of Parliament in Jordan'* focusing on activities on Women's Rights, Gender and Equality. This led to the IPU contributing resources in the form of experts. In the MOU the two Organisations agreed to cooperate in providing technical assistance for activities on Women's Rights, Gender and Equality centred on supporting capacity-building of the Lower House of Parliament. The UNDP paid for local costs of the activities and the IPU paid for the travel, per diem and fees of international Parliamentary experts or trainers.

Capacity Building for Women Parliamentarians

The legislative elections in November 2007 saw the arrival of a majority of new Members of the Lower House (in Jordan the Lower House of Parliament is the only elected Chamber) holding office for the very first time. In addition to the six women elected under reserved seats, one woman was elected in an open contest outside the women's quota. The 7 women therefore hold 12.5% of the Senate seats. This number of women Parliamentarians reflects encouraging improvements and attests to the existence of political will to support women in politics. While achieving an increase in numbers is of primary concern, it is equally important that once in Parliament women can use their positions of influence to make substantive contributions, together with men, in decision-making. Women Parliamentarians are instrumental in placing Gender and equality issues on the political agenda. Women Parliamentarians were asked if they were redefining political priorities and agendas. In their responses the women MPs identified challenges women face in politics such as the small number of women in leadership positions, the need for support for women candidates before elec-

tions, the relationship between women MPs and their constituents as well as the partnerships between women MPs, and between women MPs and men MPs, and with CSOs and governmental bodies.

Project Time-Frame

The MOU covered the period June 2009 to June 2010. However, project activities finished earlier than expected because the Parliament was dissolved in November 2009.

Project Objectives

- 1) to support and strengthen women's Parliamentary capacities and their input to Parliament, and
- 2) to enhance Parliament's capacity to address Gender issues.

The women MPs pinpointed actions needed as follows:

- organise a coordination meeting between women Parliamentarians and women Ministers
- enhance women MPs' communication skills and the visibility of their achievements in the Media

CONCLUSION

RELEVANCE to the IPU objectives and goals

In choice of country, target groups and activities the IPU Gender Equality Programme in Jordan is clearly relevant to the IPU stated objectives.

Goals and objectives

The Jordan Parliament Project objective is to strengthen the skills and increase the knowledge of newly-elected MPs, enabling them to perform their oversight role and function effectively and enhance their Parliamentary function and performance, with special emphasis on female MPs. To this end, attention is focused on identifying Gender-differentiated capacity-building needs of both male and female MPs.

Choice of country

The choice of Jordan is entirely relevant to the IPU's current policy of targeting its activities on women in politics in countries with low representation of women in the Parliaments. In the three elections prior to 2003^{xxi} one woman was elected to the Jordanian Parliament. A Gender-based quota system to ensure a minimum of 6 women MPs was first introduced for the Lower House of Parliament in 2003. In the 2007 Parliamentary election, 7 out of the 110 MPs were women. 6 women were elected through the newly introduced quota system and one female MP through open competition. 75% of the newly elected MPs were members of Parliament for the first time. In the Senate, women hold 7 (12.5%) of the 55 appointed seats.^{xxii}

Choice of activities

The Project activities had two objectives:

1. Support and strengthen women’s Parliamentary capacities and their input to Parliament
2. Enhance Parliament’s capacity to address Gender issues

These activities are highly relevant to the IPU goals and objectives: *‘once women enter Parliament they face a new range of challenges as the political environment is often inhospitable and male-dominated.’*

The IPU assistance to women in Parliament can take the form of seminars introducing women to Parliamentary work, and workshops for women MPs addressing specific Gender/women’s issues. In some cases, experts are deployed for short periods to assist women Parliamentarians in their work.

The choice of activities is also relevant to the following key points made by Members of Parliamentary Committees on the Status of Women and other Committees dealing with Gender Equality at the 4th IPU annual Conference *‘Is Parliament Open to Women? An Appraisal’*.^{xxiii}

‘Practical support can assist women Parliamentarians; for example: mentoring; on-the-job support in research, the drafting of bills, etc.; and information technology support.’

‘Other possible areas of support to overcome barriers include: communications training, leadership training, the training of women trainers, and the building of cross-Party support among women Parliamentarians.’

‘Training in Media-awareness and engagement is needed.’^{xxiv}

Results compared to those anticipated in the project document

Proposed activities

1. Workshops for Members of the Jordanian Parliament and Parliamentary Staff on Women’s Rights, Gender and Equality
2. Capacity-building activities for Jordanian women Parliamentarians
3. A study tour for Jordanian Parliamentarians on women’s legislation

ACTIVITIES CARRIED OUT	DATES
Seminar – Role of Parliament in implementing International Human Rights Conventions including CEDAW	9 -10 Nov 2008
Follow-up meeting on conducted seminar	12 Nov 2008
Meeting on Discriminatory Laws against Women	13 March 2009
Follow-up meeting on Discriminatory Laws against Women	7 July 2009
Seminar on Budget and Equality: the role of Parliament from Elaboration to	8-9 July 2009

Oversight Coordination Meeting between women Parliamentarians	12 July 2009
Coordination meeting on rural development between Women Ministers and women Parliamentarians Second follow up meeting by working group on Discriminatory laws Capacity-building session in Communication and Media relations	26 Oct 2009 28 Oct 2009 29 Oct 2009
Study Tour on development of women's legislation - not conducted due to premature dissolution of Parliament	Not undertaken

EFFECTIVENESS of selected strategies, design and use of methods and impact

Meeting of Women Parliamentarians and Women Ministers: the meetings of women Parliamentarians provided a space after 2 years in Parliament where they could share their experiences, debate and strategise together with a view to devising common solutions and initiatives. The overall objective of the meetings was to enhance solidarity between women Parliamentarians and strengthen their input in the work of Parliament.

A first meeting took place on 12 July 2009. The women MPs focused their discussions on the challenges facing women entering Parliament, the role of women MPs in providing a response to the needs of Jordan's women, and solidarity and partnership between women MPs and other stakeholders. They unanimously voted to convene further meetings. They recommended having their next meeting with the women Ministers to discuss means of cooperation, with a special focus on rural development initiatives.

A follow-up meeting, *'The means of cooperation between women MPs and women Ministers'*, took place on 26 October 2009. It brought together women MPs and women Ministers as well as representatives from related governmental agencies and the Media.

Agenda of the meeting

- Objectives of the cooperation between women MPs and women Ministers: co-ordination, support, responses to the needs of rural women
- Special focus on development initiatives in rural areas: the role of women in leadership positions in identifying and responding to the needs of rural women. Brief on the development initiatives led by women Ministers in rural areas
- Means of cooperation between women MPs and women Ministers and actions for the future

The women Members of both Houses of the Jordanian Parliament as well as the women in Ministerial positions received invitations to attend the meeting. Representatives from governmental agencies and the Media were also invited. The invitations were sent jointly by the House of Representatives, UNDP, the IPU and the National Council for Family Affairs.

Capacity-building session in Communication and relations with the Media

The main objective of the capacity-building session in Communication and relations with the Media was to support women Parliamentarians in -

- delivering messages effectively and powerfully in different types of public speaking contexts
- mastering techniques to ensure interest, structure ideas and maintain attention
- influencing and convincing an audience
- communicating to build cooperation, motivation and enthusiasm
- increasing self-confidence and taking advantage of all public speaking opportunities
- managing complex situations and finding solutions
- attracting Media coverage and dealing with any unwanted Media attention

Agenda of the session

- Ice-breaking session and overview of the Communication capacities of participants
- Techniques of effective communication: theory and practice
- Public speaking in different contexts
- Building strategies
- Relations with the Media

Participation: only women Members of both Houses of the Jordanian Parliament were invited to participate in the capacity-building session. The meetings were organised by the women MPs in cooperation with the House of Representatives, UNDP, the IPU and the National Council for Family Affairs. The capacity-building session was organised by the House of Representatives, UNDP and the IPU.

Effectiveness and Results of Project

All project activities were implemented with the exception of the Parliamentarians' proposed study tour. The effectiveness of the overall project was impaired (at least temporarily) because of unexpected Dissolution of Parliament in November 2009.

Before the Dissolution the project had begun to have a very positive impact on the work of Parliament in the field of Women's Human Rights and Gender. The activities generated enthusiasm and momentum among key Parliamentary officials, Parliamentarians and women's NGOs. A senior Parliamentary official said, *"The value was much more than we expected – the project was originally designed solely to assist the Members of Parliament (Senators and Ministers were originally not included). The project exceeded expectations because Senators and Ministers also joined in. MPs and Staff learned a lot. Before the project they had no idea about CEDAW nor the overall subject of 'women in politics'."*

The following points give an indication of the momentum triggered by the project.

1. Opened two-way interaction between Parliamentarians and Civil Society such as the Jordanian National Commission For Women (JNCW) and the National Centre for Human Rights (NCHR). The Project started a positive relationship and created momentum and discussion of issues relating to women. This was the first time these organisations began to have a genuine dialogue with

Parliament. Prior to this there had apparently been no channel for dialogue between Parliamentarians and women's NGOs and Human Rights NGOs. The JNCW is the only umbrella women's group funded by Government. Leading women in the JNCW said, *"The nine activities opened the door for JNCW sessions in the Parliament and offered a very serious two-way opportunity to create understanding with Parliamentarians. This was the first time we had such an opportunity."*^{xxxv}

When asked why the JNCW valued the IPU, the response came, *"We need expertise from such professional organisations and because Parliamentarians trust the IPU."*

The Project -

2. acted as an induction course for new women MPs - 5 out of the 6 women MPs participated in the workshops
3. started to build capacity in Parliamentary Staff to examine information and legislation from a Gender perspective
4. enjoyed excellent cooperation between women MPs, the Cabinet, Parliamentarians and the Media. The IPU's on-line iKnow Politics was launched by the Speaker of the House. The Project was originally designed for the elected Lower House but appointed Senate Members and Ministers also joined in
5. led to the Jordanian House of Representatives (under the auspices of the Speaker) in conjunction with the IPU and UNDP organising a working meeting on *'Legislation Discriminating against Women'* at the House of Representatives (31 March 2009) attended by over 60 participants, including Members of the Senate and the House of Representatives, experts and representatives of national committees on Human Rights and Women's Affairs, representatives of Civil Society organisations and international organisations, and a group of personnel from the Senate and House of Representatives. The purpose of the meeting was to identify laws containing discriminatory articles and discuss how to address them. The meeting was chaired by the chairperson of the Legal Committee of the Jordanian House of Representatives and examined discriminatory provisions in Jordanian legislation from the perspective of harmonisation with CEDAW. Participants agreed on an action plan for amendment of the discriminatory provisions
6. led to a valuable output, a road map of Laws which discriminate against women and need to be amended: The Labour Act, The Social Security, Health Insurance, Civil Service and Civilian and Military Retirement Act, The Electoral Act, The Political Parties Act, The Nationality Act, The Residence and Aliens' Affairs Act, The Passports Act, The Public Societies Act, The Juveniles Act, The Penal Code, Personal status laws insofar as there is no conflict with the provisions of Sharia law, The Owners and Tenants Act. In particular, recommendations were made with a view to action on alien Rights (excluding nationality), explaining the legal provision on maintenance, guaranteeing protection for females against denial of their inheritance and involving Parliament in preparing Jordan's report to the UN CEDAW Committee
7. triggered the setting-up of a working group to identify and amend Jordan's discriminatory laws and help enforce CEDAW. An all-Party working group was set up - The Parliamentary Working Group on Discriminatory Laws - comprising men and women Parliamentarians and national Human Rights organisations, male and female members of the National Assembly, in addition to the Commissioner-General of the National Centre for Human Rights and the Secretary-General of the

National Committee for Women's Affairs. The action plan attracted cooperation from female and male Members of the House of Representatives and Senate with governmental, non-governmental, international and academic bodies, as well as the Media, local communities, clerics, lawyers and judges. The working group attracted key people to support the action plan and this acted as an ice-breaker on these issues

8. enabled the Parliamentary Working Group to identify discriminatory laws in Jordan and agree a 2- month work plan. Objectives: eliminate discriminatory provisions in i) The Social Security Act , ii) The Penal Code, iii) The Taxation Act
9. enabled the Parliamentary Working group to plan to help draft Jordan's CEDAW Report and devise a Media strategy across the regions to make the public better informed about CEDAW and activities for strengthening the reporting process for the Jordan CEDAW Report, disseminating information on its content, participating in the mechanism for reporting on its application and reviewing all legislation from the perspective of equality and harmonisation with CEDAW
10. caused participants to determine as a high priority the need to make citizens, Parliamentarians, (open-minded) Religious Leaders and Media aware what CEDAW really is, what it would mean to people's lives, as a way of countering the extreme and often deliberate mis-information circulated in Jordan about CEDAW
11. caused a woman MP who attended the training to call for workshops on the role of an MP in the constituency, outside Parliament, how to engage fully with the electorate direct. She also wanted citizens as a whole to be taught more about the role of Parliament in a Democracy

Sustainability

A prerequisite for sustaining progress on women in politics, Women's Rights and Gender-mainstreaming is an enabling environment and a clear commitment at the highest levels. There exists high commitment from the Royal Family and the Jordanian Parliament Secretary General. Networks are being built with other countries, predominantly Moslem states, to move forward on Women's Rights. The Secretary-General of the Jordanian Parliament said Jordan sees itself as an interface between Jordan and other Arab/Moslem States in Women's Rights and also in the transition to democracy.

Despite new regulations restricting freedom of assembly and association the number of registered NGOs stood at 3,000 by end of 2008, and Women's Rights groups enjoy a fair amount of freedom to pursue their mission. They have called for the elimination of laws that discriminate against women, and have kept Women's Rights on the national agenda. Their continued success and ability to win government cooperation will be crucial in ensuring women's well-being and equality in practice, which in turn form key components of any plan for sustainable development in Jordan.^{xxvi}

The Parliamentary Secretariat and other stakeholders welcomed the partnership with the IPU. One of the most senior Parliamentary officials said, *"We regard the IPU as the 'kitchen of the Parliamentary World' – meaning we see the IPU as the global specialist on Parliamentary issues."*

The dissolution of Parliament by King Abdullah 11 on 24th November 2009 has had a significant impact on the political situation in Jordan. Once Parliament was dissolved the overall aim of strengthen-

ing the capacity of MPs and the Secretariat Staff in Gender and Human Rights/CEDAW was temporarily halted. The Parliamentary Secretariat, UNDP, JNCW and MPs with whom Team Leader Lesley Abdela met were unanimous in wanting the work on Gender Equality to continue and if possible to expand.

A senior member of the JNCW noted, *“The IPU project was the first to open up the gates to Parliament taking Gender as a serious matter but now it needs institutionalising. Now Parliament has been dissolved we need to recommence so the project runs for at least another two or three years to achieve a real measure of institutionalisation. These were the very first efforts on how to read a draft Law from a Gender perspective. We need technical support to help Parliamentarians because they are too busy and need comparative research on topics such as early marriage, family law. The women MPs even need help in writing speeches on specific issues (possibly through a new dedicated Specialist Unit).”*

In Jordan as in most other countries the obstacles preventing women from attaining equality break down broadly into three categories:

- legislative obstacles,
- institutional obstacles, and
- obstacles caused by cultural stereotypes and attitudes

All three categories will need to be addressed in parallel in any Gender Initiative Programme.

One important issue to address is that in some respects Parliamentarians have gone ahead of public opinion on CEDAW. Better engagement and communication between Parliamentarians and the citizens is one of the priority challenges that needs to be addressed.

CONCLUSIONS

Jordan’s strategic Importance

This project is particularly relevant in Jordan at an historic stage in its and the region’s political development, both in progress towards Parliamentary democracy and because of the role Jordan can play in the wider Middle East/Arab World. If Jordan’s model succeeds it would be an example to a number of other pivotal Arab States. The US-based Freedom House referred to Jordan as being *‘the Arab World’s most promising experiment in political liberalization and reform’*.^{xxvii}

New context

The draft decentralisation plan was released in December 2009, clarifying the pattern of decentralisation Jordan plans to follow. The decentralisation process will be led by the Ministry of Interior and will take place at Governorate level. It will materialise through the creation of 4 different Councils at Governorate level (existing municipal councils are maintained). The time-frame for implementation is not yet available but Local Council elections are expected to take place at the beginning of 2011.

The decentralisation law will have a significant impact on the role of the Deputies which will be more focused on formulation of policies at national level. The newly-elected Members of Parliament will need to be properly trained for their new role, considering the existence of the Local Councils.

RECOMMENDATIONS

The IPU's programme of support to the Jordanian Parliament carried out from 2007 to 2009 should without doubt continue. Senior Members of the Secretariat of the Jordanian Parliament and other key stakeholders expressed urgent requests for a new phase of the project to commence as soon as possible, starting with an induction course and other activities for the expected influx of many completely new MPs after elections scheduled for the final quarter of 2010. The underlying approach for the next phase of the Gender programme in the Jordanian Parliament should be 'Knowledge, Attitude, Practice'.

The next phase would be especially relevant – urgent would not be too strong a description – in Jordan's current political situation of proposed electoral and decentralisation reforms. The number of women in the elected Lower House will double to at least 12 women plus a minimum of 12 women in the non-elected Senate. The recently-increased quota for women is an important step towards enhanced female political participation and towards addressing social, financial, cultural and legislative obstacles hindering effective future female participation. It would be a pity to lose impetus in strengthening the capacity of female Parliamentarians individually and collectively and to amend legislation which discriminates against Jordan's women.

Recommendation – include women from the Senate as well as women from the Lower House in future programmes. Although the initial project was targeted at elected female Members of Parliament, women from the nominated Senate participated. This initiative should be built on by including women from the Senate as well as from the Lower House. It would help capacity-building as there will be at least 24 women across both Houses due to the new increased quota.

Recommendation: prepare an Induction Course for new MPs (Men and Women). Prepare an induction course for new MPs led by the Secretary-General's office at the Jordanian Parliament providing workshops/seminars on mainstreaming Gender and covering CEDAW, UNSCR1325, and development of ideas for implementation of non-discriminatory legislation in Jordan.

To maximise chances of success in implementing CEDAW, it is important for Parliamentarians to feel ownership and commitment to its implementation. The workshops would give Parliamentarians and other key stakeholders the opportunity to learn about CEDAW and discuss how recommendations in CEDAW might be implemented in Jordan. This will build on the previous project phase and increase sustainability and continuity.

Why needed: this support will continue the process launched in the previous phase of the project and build on the experience and trust acquired and the important results achieved. Future Jordanian Parliamentarians will be working in a new context. Newly-elected members of Parliament will need training for their strengthened roles as representatives of Jordanian citizens in the context of the new Electoral Law and the new Decentralisation Law, both of which are part of a concerted and commendable national effort to strengthen the country's democratic processes. Up to now, the House of Representatives has been unable to perform adequately the role of the primary democratic institution in Jordan from constitutional systemic weaknesses.

The Constitutional situation: after the House of Representatives' dissolution in November 2009 the executive power has been issuing temporary legislation and decrees which carry the force of law despite the lack of Parliamentary approval. Problems affecting the Chamber of the Deputies have included inadequate policy, technical, and organisational skills to perform the role of Deputies in a competitive, efficient, and effective manner. Important weaknesses also exist at the Parliamentary Committee level, the Committees only having limited oversight. As a result, the Chamber of Deputies has been under-involved in checking Executive activities and in contributing to important public policy formation.

The Next Election: overall, at least 100 of the total of 110 MPs are likely to be new MPs. One of the most senior Parliamentary officers stated, *"We need to provide capacity so that in the first year of the new Parliament MPs (male as well as female) can deal with the work."*

The new Parliament will be discussing the Civil Status Law which has much to do with women's issues, for example pushing for an increase in the age of marriage, equality in retirement, social security for women. The Penal Code on the agenda of the new Parliament has certain amendments which will affect women beneficially, e.g. increased penalties for 'honour' crimes. In addition, other proposed bills such as the Environment Bill should be scrutinised and discussed from a Gender perspective.

Recommendation: provide good quality training and mentoring for Parliamentarians and Parliamentary Staff on mainstreaming Gender in Parliamentary work. It will be equally important for male and female Parliamentarians and Parliamentary Staff to acquire the skills and capacity to mainstream Gender throughout their Parliament work. Mainstreaming Gender is not just about women, it is about participation of women and men in decision-making and taking into account the differing impacts of policies on women and men. A selected pool of Parliamentary Staff could be trained up to a high 'Training of Trainers' (ToT) standard on Mainstreaming Gender.

The aim would be to build a pool of trainers from within the Parliamentary Secretariat Staff with the skills, capacity and knowledge to train Parliamentarians and other Parliamentary Secretariat Staff who are not Gender experts on mainstreaming Gender into core activities. They may also train others to become Gender trainers.

A recommendation here can be to provide all such support to both Houses of Parliament. In the previous phase, the Senate and Senators have been included in the activities at the specific request of the IPU - because the UNDP project is exclusive to the House of Representatives.

Why needed: there will be a turnover of MPs after each election, but the Parliamentary Secretariat will be more permanent. For this reason it is worth the cost of building the capacity and skills of the Parliamentary Secretariat Staff to mainstream Gender in their Parliamentary work and on women's Human Rights legislation such as CEDAW, UNSCR1325 (Jordan is a contributor to Peace Talks and Peace Operations) etc. This would be a special remit of the Parliamentary Secretary-General and the Head of Parliamentary Research and Information.

Recommendation: include a Gender Expert in the Parliamentary Technical think-tank – mainstream Gender into 3 or 4 Parliamentary Committees as a pilot scheme. One of the activities of the Gender

Expert would be to set up a process for mainstreaming Gender to a selected number of Parliamentary Committees as a pilot scheme. This would build on the groundwork begun in the IPU Gender Project and develop it further.

A recommendation which arose from interviewees in Parliament was to create a Think-Tank of technical experts based inside the Parliament, perhaps composed of two nationals, one international and one Government person. One of the four should have high-level Gender expertise. It is important for women to be present and to participate fully in discussion and debates across the gamut of Parliamentary issues. In addition to the Civil Status and Penal Bill already identified in the previous project one area to focus mainstreaming Gender perspectives might be the Environment Committee. One of the main Bills expected to be debated in the Jordan Parliament after the upcoming election is an Environment bill. Development of legislation on Environmental issues should not be gender-blind; there are many and differing impacts on the lives of women compared to men.

Why needed: the previous phase established a working group composed of men and women MPs, CSOs representatives and International agencies to examine discriminatory legislation and to promote revision. The work of the Parliamentary Working Group on Discriminatory Laws came to an end with the dissolution of Parliament. It is crucial to provide any support needed to retain the impetus already begun during the last Parliament.

Recommendation: strengthen infrastructure resources of the Project Management Unit.

Why needed: the Gender Project was part of a wider Capacity-Building project assessed in the UNDP Jordan Evaluation Report 2008-2010.^{xxviii} The overall Project was managed on a day-to-day basis by the Project Management Unit comprising two hard-working and committed Staff based in offices in the Lower House of Parliament. Parliamentarians, senior Parliamentary officials, Project partners and key stakeholders and the Project Team themselves felt having the Project Management team located in the Parliament was a very positive contribution to the Project's aims. In interviews, stakeholders said they felt the Project Management Team had built trust and a good rapport with Parliamentarians and the Parliamentary Secretariat.

One of the UNDP Project Management staff handles logistics, the other is Management. The Project Management team tried to maximise their limited resources by organising three activities in one week whenever an expert came to Jordan for the project. However, this overstretches the team and puts them in 'crisis-Management' mode. In future the Project team might benefit from being more formalised in its links with the Secretariat. One way this might be achieved would be by having 2 or 3 staff with Parliamentary technical expertise seconded from the Parliamentary Secretariat to the UNDP Management Team to share the administrative load and research. At least one of these people should be a technical expert on Parliament. A further Technical Expert (possibly provided by the IPU or UNDP) should be a Gender specialist seconded to the Project Management Unit with the capacity to mainstream Gender into Parliamentary work and procedures to mentor/train and provide technical assistance on mainstreaming Gender into Committees. This could at the same time form part of capacity-building for Parliamentary staff.

Recommendation: build and expand on the dialogue begun between Parliamentarians and external groups. In the previous phase, the joint IPU-UNDP programme enhanced dialogue and coordination between MPs and Representatives of CSOs and National Institutions such as the National Commission of Women and the Center for Human Rights. It is essential to pursue this coordination and interaction possibly by setting up a series of dialogues on key topical Parliamentary issues, e.g. Environment, Decentralisation, Social pensions, Welfare, Budget, Penal Code. This could be developed in partnership with the Parliamentary Research Department into a web-site/on-line Gender Research resource for Parliamentarians.

Provide Parliamentarians and Secretariat Staff with contact lists for women's organisations at all levels: umbrella organisations, NGOs, CSOs and CBOs in their local constituencies, and some of the now many international Women's networks such as Women's Environmental Network.

An initiative well worth encouraging and supporting is the way the Jordanian National Women's Commission has just started to interact with Parliamentarians. Most of the Jordanian NSAs have noted the need to involve women in decision-making process at all levels, and the 30-40 NGOs representing women's interests will play a vital role in the 2010 election process by enhancing the participation of women as voters and as candidates. The challenge after the elections will be to maintain the Gender-mainstreaming momentum and provide the new Members of the Parliament and Local Councils with adequate tools and skills for promoting Women's Rights and including them in the legal framework.

In partnership with the Parliamentary Research Department this could possibly be developed into a Gender Research resource for Parliamentarians. (Some of these could be broadcast on TV or radio with viewers/listeners texting/calling in or e-mailing their opinions as part of the Parliamentary outreach programme on CEDAW and other Gender related issues)

Why needed: a very valuable outcome from the IPU/UNDP Gender Project has been the nascent engagement between Parliamentarians and external NGOs. Until recently, Parliament lacked systems for accessing external information and interaction with stakeholders. More needs to be made of specialised groups, external research, and the views of the general public. There is a lack of data on relevant organisations working on Committees' respective areas of interest. The relationships between many Members of Parliament and their constituents have traditionally been weak in garnering citizens' expectations. Therefore, the role of representation of the MPs needs to be strengthened, particularly towards citizens' associations, NGOs, CBOs and CSOs. Parliament needs systems for accessing external information and interacting with stakeholders (such as NGOs/Civil Society), especially on Women's Rights and on Gender issues.

One of the expectations of the decentralisation process is the way it will help to achieve qualitative developments in decision-making mechanisms and ensure higher levels of public participation in national policy formulation. There is interest among Non-State Actors to engage with the Ministry of Political Development in campaigns to promote free and transparent elections, and especially to involve women, youth and excluded groups in this process.

Recommendation – continue building the capacity and skills of women Parliamentarians. In addition to other activities women Parliamentarians should receive training on –

- Understanding what is meant by mainstreaming Gender and women’s Human Rights – what are they? – why are they important? Why is Gender an issue for both women and men?
- Researching and learning about Parliamentary and Committee procedures and the legislative drafting time-table; learning when and how to make interventions in the process; finding advisors/gurus/mentors on this; building alliances and support ahead of meetings etc.
- How to give effective interviews to the Press and Media – getting the Media on side
- How to promote your cause through letters published in the Press (free Editorial)
- Preparation of Press releases
- Use of Internet to interact with citizens – Face-Book, Web-sites/Blogs/Twitter/You Tube
- How to research and prepare a speech
- Preparation and research to substantiate your argument – how and where to find relevant information plus building a cadre of experts you can consult
- Acquiring Debating/Advocacy/negotiating skills
- How to chair Committees; how to participate effectively in (male-dominated) Committees; oversight role of Committees

Why needed: a senior Parliamentary official stated, *“We are planning to change the mentalities of women and men. This means we need to persuade people that women can do the job because we may not have quotas for ever.”*

Parliament and both men and women Parliamentarians have a role in informing citizens about Gender issues/women’s Human Rights. With the support of the IPU-UNDP programme Jordan’s Parliamentarians have begun to focus on amending discriminatory legislation. They now need to reach out to the wider public. A senior Parliamentary Secretariat official said, *“We want to focus on an oversight role with mainstreaming Gender. If we can persuade MPs and the public that women can do the job we may not need quotas for ever”.*

This at the very least means developing special ways to enhance the ability of women MPs to project themselves and the value of their work – how to handle the Media, how to interact with male colleagues and so on.

Recommendation: Parliamentary outreach, Communications, Media and Advocacy. Participants in the project identified as high-priority the need to continue the work on building knowledge and capacities of Parliamentarians to implement CEDAW and to give this work a new dimension by making citizens and Media aware about CEDAW, what it would really mean to people’s lives, to counter the extreme and often deliberate mis-information circulated in Jordan about CEDAW.

Listed below is a selection of options for user-friendly ways Parliament and Parliamentarians can reach out and engage citizens in wider public participation Information campaigns on issues related to CEDAW/Human Rights.

Communication training: it is usually widely assumed Parliamentarians are excellent communicators but many of them need advice and training not so much in public speaking but in the basics of explaining clearly and persuasively their role to the public.

How does the Parliament as a whole get coverage in the Media? – for example is there the equivalent of the UK BBC Radio programme *'Today In Parliament'* excerpting highlights from that day's Parliamentary proceedings, followed the next morning by *'Yesterday In Parliament'*?

In many countries women's magazines have immense readerships – some in the UK have more than 1.5 million each month (20% of whom are male). These are everywhere under-utilised as a method of making politics and issues critical to women comprehensible to the female public.

Radio/TV Soap Opera dramas have proved effective in many countries as a method of communicating serious social, political and Human Rights' issues in user-friendly ways. The Soap Opera plots include violence against women and lack of women's political representation. Episodes on the Family Code, under-age-marriage and violence against women can prove highly effective in getting across messages on CEDAW and Gender issues.

A possible partnership resource might be the BBC *World Service Trust Project*:^{xxx} BBC WST has extensive experience of developing local capacity to produce Soap Operas. As part of WST project *'Creating socially responsible Media platforms in the Arab world, a multi-platform initiative'* BBC WST is already working in Jordan, for example assisting a Jordanian TV production company in developing a drama with social responsibility. This is due to be completed sometime early 2011 and is likely to air on a number of Arab satellite channels. It will tackle various issues around social justice, corruption, personal freedoms etc, which includes women's issues, but not exclusively.^{xxx}

The purpose of the WST project is to develop lasting Media platforms through which groups in the Arabic-speaking world can access diverse viewpoints, air their concerns and learn from others' comparable experience.

Develop a Communications strategy dedicated to Parliament in relation to CEDAW and Gender issues:

Appoint a Press Secretary as part of the Project Management Team (and possibly a small press unit)

- Develop a rapid reaction capacity
- build regular contact with Media - Texturing over the long-term
- be pro-active in developing creative ideas to attract Press and Media coverage
- use new technologies in promoting messages, e.g. Web-sites/ social networking, You Tube, Face-Book/blogs/twitter/messaging etc
- How to widen angles for putting across messages in order to make them more attractive to journalists and Editors
- Building 'little black book' lists of contacts in the Media

Enhance existing good practice: whenever there is a provisional Law it is posted on a website for two weeks by the Bureau of Opinion & Legislation and anyone can post a comment. The IPU could ensure this useful feature of Governance is as widely known as possible.

Information campaigns

- on issues related to CEDAW

- series of public discussions (town/village meetings sometimes called Town hall Tuesdays, if held on Tuesdays) organised by Parliamentarians in partnership with Civil Society groups on topical issues where citizens can ask questions and raise issues with experts

Why needed: in Jordan CEDAW has a serious image problem. Some of the Media and religious leaders particularly do not make any effort to understand its intent and in fact make statements about it which are wildly inaccurate and deliberately inflammatory. This was summed up by one interviewee who said: *"We identified an urgent need to make citizens and Parliamentarians and Media aware about what CEDAW really is, what it would really mean to people's lives, to counter the extreme and often deliberate mis-information circulated about the Commission."*

The Government of Jordan is moving forward with implementing the decentralisation project in order to achieve qualitative development in decision-making mechanisms and to ensure the highest level of public participation in national policy formulation. This nationwide scheme, which constitutes a significant part of the national political, economic and administrative reform programme, will expand and institutionalise citizen participation in decision-making, allowing for wider public participation and a more effective role for citizens in the Kingdom's development processes.

Recommendation: set in motion a CEDAW model. The following model could provide some guidance for the mechanisms which need to be put in place for Jordan to implement and monitor CEDAW. The Parliament has expressed a commitment to CEDAW. A model provides principles and the overall planning and implementation framework for Parliaments, governments and NGOs to address discrimination against women. It provides an entry point for collaboration between Parliament, government and other stakeholders to implement and monitor CEDAW. The model is based on the assumption that:

- there is political will on the part of Parliament and Government to implement CEDAW
- Parliament and Government understand and are committed to meet obligations under CEDAW
- Parliament and Government are willing to commit financial and Human resources to the implementation of its obligations under CEDAW through its different sectors and divisions which have the mandate to eliminate discrimination wherever it occurs or is likely to occur
- Parliament uses its oversight role to ensure Government employs all avenues, including national planning frameworks, to incorporate CEDAW-related considerations
- Parliament uses its oversight role to ensure Government sectors and Ministries recognize the linkages and the impact they have on each other's mandate and are willing to coordinate interventions like undertaking CEDAW audits annually to generate the much-needed information and data for the monitoring process
- Parliament uses its oversight role to ensure a coordination mechanism is set up at a fairly high level in Government as the only practical measure to ensure its compliance with CEDAW obligations

The model is founded on four pillars:

- the oneness of Parliament, Government and constituent Ministries or sectors sharing the legal obligations assumed through ratification of CEDAW

- CEDAW as an integral part of development planning frameworks, and strategies
- coordination of effort through a strategically situated and well-resourced unit of government; and
- support, commitment by Development partners, including the United Nations Agencies, bilateral donors, and Civil Society Organisations and the private sector
 - a. Awareness-raising
 - b. Stakeholder-specific training
 - c. Inter-sectoral steering committee to be established
 - d. CEDAW coordinating mechanism

Other Stakeholders

Other international organisations and Donors such as USAID, EC, are working in Jordan on governance including support for the legislature, and outside the legislature on Gender and Human Rights. The IPU/UNDP project has carefully avoided duplication with them. There is an agreement between UNDP and USAID not to tackle each other's issues – possibly there may need to be discussion about mainstreaming Gender also into USAID work?

CIDA has a Gender and Social Fund supporting women's empowerment and participation in political life. CIDA Jordan only knew about the IPU in the later stages of the Project. CIDA chairs an informal information-sharing group composed of people working on Gender projects/practices in Jordan, and executing agencies, which meets every two-three months to discuss Gender with a specific focus on a given theme, e.g. quotas for women.

Other donors:

- 'Legislative Strengthening Project', funded by USAID (Budget US\$12 million), implemented by the State University of New York. Start date 2005, end date 2010. The project supplied an electronic voting system, provided training to the Budget Office, legislative resource and training centre, integrated IT system. It promoted public and Civil Society participation. USAID does not foresee further support to the House of Deputies after the end of this project. The present project will be a follow-up to the US project since it is foreseen to provide assistance to the Budget Office under USAID funding
- the National Democratic Institute (NDI) is implementing a project to support political Parties in Jordan. One of the main interventions focused on ethics and accountability and resulted in the elaboration and adoption of a code of conduct for the MPs. The project has a budget of US\$300,000. It started in 2006 and finished in 2009
- 'Support to the Capacity Building of the Lower House of Parliament – Phase II', funded by CIDA (Budget US\$230,000), implemented by UNDP. Start date April 2008, end date December 2009. In partnership with the IPU, the project provided training on Human Rights and Gender issues to the MPs, with special focus on female MPs. The project also supported the Secretariat in preparing a Development Strategy. The third phase of this project is under preparation
- 'Strengthening the Jordanian Civil Society' grant scheme programme, funded by USAID (Budget US\$10 million), implemented by the Academy for Educational

Development. Mainly dedicated to structural and organisational capacity-building of NGOs in Jordan and support to Ministries in mainstreaming the new Civil Society Law. Start date 2008, end date 2012

Donor coordination

Donor coordination in Jordan involves regular meetings within the framework of the 'Donor and Lenders Consultation Group' (DLCG), for which UNDP provides Secretariat support. A subgroup on good governance was recently established within the DLCG. Donor coordination results in effective information-sharing. In 2008, the Ministry of Planning and International Cooperation established government-donor coordination working groups in different thematic areas, including good governance. The working groups meet on a yearly basis. An on-line information system (JAIMS) open to all donors' aid programmes has been set up and is expected to be up and running in 2010.

Besides these structured meetings, regular consultation with various stakeholders and Civil Society takes place on a daily basis. Currently, contacts from the American Embassy in Amman and USAID are on the increase and there is coordination with the Academy for Educational Development. The US is active in the area of Civil Society support and monitoring

Annexe 3 – Case study 2 – Mali field notes

‘End violence against women: the role of Parliamentarians’ – Mali national Parliament Seminar Bamako 3-4 June 2010

The following are quotes from Malian female and male Parliamentarians in the seminar:

“Violence against women is so engrained in society that we pay no attention to it. That’s what we are up against.”

“Some women need to be beaten to prove to them they are loved.” Malian MP (male)

“There’s always a huge gap between the Law and its application. Parliament has a serious role to play in carrying out obligations under international treaties and agreements.”

During the Gender Review Team Leader’s visit to Bamako she attended the Parliamentarians Seminar on VAW and in addition had meetings with female and male Parliamentarians, senior Parliament officials, other key stakeholders and partners - international agencies, NGOs, other donors/actors involved in Gender and governance. A list of people met is attached as Annexe 5.

These field notes analyse to what extent project objectives have been met and give recommendations for the future, bearing in mind the Sida briefing to ‘adopt a more long-term perspective with the aim of creating more stability and continuity for the IPU’. The assignment was carried out in the context of the IPU’s stated goals and objectives on Gender: *‘The IPU aims to achieve representative and accountable Parliaments through increased and enhanced participation of women and more Gender-sensitive Parliamentary institutions.’* The final editing of the Gender Review has been based on comments shared by the IPU as per the validation meeting and incorporates feedback and comments by the Donors.

Questions/standards against which programme performance were assessed

Performance was assessed to determine its relevance, effectiveness, efficiency, impact and sustainability in relation to stated objectives. The following underpinned the questions in the Gender assessment:

- Political will at high level
- Commitment throughout the organisation
- Participation of women and men in planning and decision-making
- Gender-mainstreamed policies, budgeting, guidelines, sex-disaggregated data
- Visible/Invisible discrimination. Analysis of the impact on women/men.
- Access, distribution, beneficiaries
- Stereotypes, perceptions and assumptions
- Human Rights/International agreements

CONTEXT IN MALI

Mali is a landlocked country in West Africa with a population of around 14 million. Mali is one of the world's poorest nations with about half the population living below the international poverty line of US\$1.25 per day. Geographically and strategically Mali borders Algeria in the north, Niger in the east, Burkina Faso and Côte D'Ivoire in the South, Guinea in the south-west, and Senegal and Mauritania on the West. The capital is Bamako. Mali consists of eight regions and its borders on the north reach deep into the Sahara desert. The rivers Niger and Senegal are in the southern region where the majority of Malians live. The country's economy is based on agriculture and fishing. Natural resources include gold, uranium and salt.

Present-day Mali together with the Songhai Empire and the Ghana Empire was once part of three West African empires that controlled trans-Saharan trade. In the late 1800s, Mali came under French control as part of French Sudan. Mali gained independence in 1959 with Senegal, as the Mali Federation. A year later, the Mali Federation became the independent nation of Mali. After a long period of one-Party rule, a 1991 coup led to the writing of a new constitution and the establishment of Mali as a democratic, multi-Party state system.

Women's Rights in Mali

The Mali Constitution of 1992 enshrined the principle of Equal Rights for women and men, non-discrimination and individual freedom. Numerous provisions of the Penal Code, the Labour Code and the Family Code allow for the protection and implementation of those Rights and freedoms. The Mali Ministry for the Advancement of Women, Children and the Family published a paper in 2007 saying that a number of laws continue to discriminate against women, especially in marriage, divorce and inheritance and property rights there are 15 female deputies out of 147 Deputies and 5 female Ministers, but women remain underrepresented in most decision-making bodies. At the local government level, only 7 of the 703 mayors in Mali are women (1%). In the 2004 local elections, women made up 6.53% of the total number of councillors elected. In 2009 this increased marginally to 8.66%. 934 women councillors were elected out of a total of 10,774 country-wide. At the national level, between 2002 and 2005, women held 1301 (8.71%) posts out of a total of 14,926 posts of responsibility (among all institutions).

None of the fifteen political Parties represented in the National Assembly feature women in top decision-making positions such as Secretary General, Political Secretary or Executive Secretary. Fewer than 10% of posts such as vice-president, deputy or other Party officeholders are women.

Rural women are benefiting from literacy programmes, which, along with the emerging network of rural women's associations, are helping women's empowerment.

Mali ratified CEDAW in 1985 and has ratified the Optional Protocol. Mali presented its initial CEDAW report in 1988 but was unable to report again until 2006. The Mali National Assembly adopted a Family Code to amend a number of the provisions which discriminate against women in Mali Law. The Family Code was passed by the Government, but in August 2009 the President of the Republic of Mali announced to the National Assembly he had revoked the Law after the text was rejected by Mali's Muslim High Council.

The UN CEDAW Committee (3 February 2006) expressed great concern that the high rate of FGM remains one of main forms of violence against women in Mali and concern too over the absence of legislation aimed at eliminating this fundamental violation of the Rights of women. xxxi

Mali has ratified the Maputo Protocol to the African Charter of Human and Peoples' Rights on the Rights of Women in Africa, which requires it to adopt legislation banning female genital mutilation. xxxii The Mali Government strategy has been to conduct education and awareness campaigns about the dangers of the practice of FGM in order to change public opinion before introducing legislation banning the practice.

There is no law in Mali against family violence or against marital rape. There are few services for women survivors of violence. Mali lacks statistics on the different forms of violence against women and girls.

THE IPU GENDER PROGRAMME PROJECT IN PARTNERSHIP WITH THE MALI PARLIAMENT

'End violence against women: the role of Parliamentarians' – Mali national Parliament Seminar 3–4 June 2010

Seminar Background Context

12 out of the 15 women Parliamentarians (80%) are new to Parliament. There has been an 80% turnover of Parliament. The former group of Parliamentarians had benefited from capacity-building by the UNFPA. Many of the new Parliamentarians are not familiar with Gender and Women's Rights issues. Progress on Gender issues in Mali was set back after the Family Law was revoked by the President in response to pressure from Islamists.

FGM could be called the cruellest cut of all. The practice of female circumcision is widely practiced in certain communities globally. Female genital cutting (FGC), also known as female genital mutilation (FGM), female circumcision, or female genital mutilation/cutting (FGM/C), is any procedure involving partial or total removal of the external genitalia or other injury to the female genital organs whether for cultural, religious or other non-therapeutic reasons. The term is used to describe traditional or religious procedures on a minor, requiring parental consent because of the age of the girl. FGM is practiced throughout the world, though concentrated most heavily in Asia and Africa. 85%-92% of women and girls in Mali are thought to have undergone FGM – usually without their consent. The operation can have damaging medical consequences and can take away any possibility for the woman to enjoy sex. Over the past several decades there have been many concerted efforts by the World Health Organisation (WHO), UNICEF, UNFPA and individual female and male activists and international, regional and Malian CSOs and CBOs, and NGOs such as Senegal-based NGO Tostan^{xxxiii} to end the practice of FGM in Mali and the region. All Mali's neighbouring countries have passed laws against the practice of FGM. Senegal seems to be the brand-leader in the region on women's Human Rights and in early 2010 promulgated a new Bill on Parity Representation.

Politicians in Mali have been discussing introduction of a law against FGM since 1958. All Mali's neighbouring countries now have legislation against FGM. A previous seminar of women Parliamentarians to examine the need for a law against FGM was organised by the members of the Human Rights Commission in partnership with the IPU in Bamako 26/28 February 2008 and a national strategy was drawn up to -

- organise a workshop to discuss FGM with Religious leaders
- adopt a Family Law
- organise a workshop to raise awareness about violence in the family
- pass a law against family violence
- pass a law against FGM

Organisation of the Seminar

Key Parliamentarians said the IPU motivated the Parliament to hold the FGM event titled 'Violence Against Women'.

The IPU provided the Resource persons and paid for the foreign experts as external resources, their travel, hotels etc. A list of the Resource persons and topics is attached. The rest of the seminar was organised by the Mali Parliament. UNDP helps fund the Parliament.

Purpose of the Seminar

The purpose of the seminar was to -

- raise awareness and increase understanding among Mali Parliamentarians about VAW with special focus on the widespread practice of FGM and to inform Parliamentarians about international and regional legal instruments to which Mali is a signatory and which require signatories to address all forms of violence against women and girls including FGM xxxiv
- make Malian Parliamentarians aware of the actions taken by Parliamentarians in neighbouring countries and globally
- open up debate and discussion in Mali about the need to abandon the practice of FGM
- set in motion a discussion about adopting a law to outlaw FGM

The seminar format

Welcome by M. Aliou Aya, Vice President of the Mali National Assembly, and M. Mohamed Traoré, Secretary General

Presentations by Mali Parliamentarians:

Mme Camara Saoudatou Dembelé, députée et Présidente de la Commission des lois, Me Amidou Diabate, député, membre de la Commission des lois, Mme Diarra Sissoko Fanta Manchiny, députée et Vice-présidente de l'Assemblée nationale du Mali, M. Oumar Mariko, député

Presentations by IPU experts:

Mme Syada Greiss, Egyptian MP and President of the IPU Women Parliamentarians Coordination Committee, M. Mélégué Traore, Député et ancien Président de l'Assemblée nationale du Burkina Faso, Mme Huguette Bokpe Gnacadja, Lawyer, former Member of the UN CE-DAW Committee, Mme Soyata Maiga, Member of the African Commission on Human Rights,

Special Rapporteur on the rights of women in Africa, Maître Fatimata Djourté, Lawyer and former President of L'Association des Femmes Juristes du Mali.

Each presentation by an expert was followed by a discussion summarised by the session Moderator.

Summary of the main themes of the seminar -

Activities of the IPU in Mali and West African Region; Impact of IPU activities on the work of Parliaments on the issue of Human Rights in General and on Gender matters in particular; Relationship between the IPU and the African Commission on Human Rights; the needs of Mali women Parliamentarians; IPU actions on FGM – partnerships and Parliamentary engagement, cultural traditions and religion; Causes, consequences and costs of violence against women and girls; International and regional legal frameworks for addressing violence against women and girls; Legislation introduced in other countries against violence against women and FGM; Creating an environment conducive to abandoning the practice of FGM; Advances and challenges for Africa's women; Plans of action for an integrated approach on Gender in Parliamentary work.

Key points from the presentations and discussions:

Experiences on FGM from Egypt, Burkina Faso, Senegal, Burundi, Benin, Togo and others.

Arguments confronting opponents of FGM: custom, passage of adolescence, control of sexual urges, ritual initiation, gateway to marriage, social conformity, matter of aesthetics, cleaner (otherwise you are 'impure'), if a man has intercourse with an uncircumcised woman he becomes impotent, belief a circumcised woman is more fertile, religion (believed to be un-Islamic not to be circumcised), belief children could be deformed if mother not circumcised

Violence against women and girls - a worldwide Human Rights issue

In Mali, female victims of violence often refrain from taking recourse to law. In the Mali cultural context this would bring shame on the family and cause family upheaval. Another major reason is the complexity and expense of legal procedure.

The Government and Parliament have the shared responsibility for drawing up and passing Mali legislation that harmonises with International Conventions. Mali law is not yet harmonised with international conventions Mali has ratified. There is no specific Mali legislation on violence against women and girls, nor against FGM.

CEDAW as an entry point for supporting Parliaments on Gender issues. Support to West African Parliaments – strategies for applying the convention. The role of Parliaments in the application of CEDAW and the value of IPU involvement. The links between CEDAW the Maputo Protocol to the African Charter of Human and Peoples' Rights on the Rights of Women in Africa and the Resolutions of the UN General Assembly regarding Central Africa. Discriminatory laws, the relationship between CEDAW and Sharia in Arab states.

Support for the ratification and implementation of the Maputo Protocol to the African Charter of Human and Peoples' Rights on the Rights of Women in Africa– advances and challenges.

In Benin, francophone West Africa, a Bill on the Family Code got stuck in Parliament for 11 years. The Mali Parliament needs to understand they have a key role to play, which is why the IPU is so relevant here. Parliament also has to guarantee the implementation. Examples from Senegal and Burkina Faso show it is not sufficient to legislate on violence against women/FGM without at the same time conducting continual and intensive awareness-raising and education on the topic to citizens, including school-children.

FGM is a common practice in certain African countries and in Indonesia.

In Mali FGM is not practiced by all ethnic groups nor in all regions. FGM is almost non-existent in Northern Mali. It would be worth listening to the groups where FGM is not a tradition to learn about the positive advantages of not practicing FGM.

In Mali as a whole it is estimated that 85% of women and girls undergo FGM. FGM is not a religious tradition. There is nothing about female circumcision in the Koran.

The consequences of the practice of FGM are social and economic as well as medical.

“In Burkina Faso, FGM is no longer a taboo, it’s a health issue.”

Apologists try to justify FGM in the name of cultural or religious practice. But nowadays the collective rituals associated with FGM have mostly disappeared. The operation is more and more performed on baby girls 0 to 3 years old. FGM is a Human Rights issue, a public health and a Development issue.

“Legislation and awareness-raising need to go hand in hand. We need a 3-month State information campaign followed by a law, supported with all vigour. We need a high intensity publicity campaign before the Law is discussed. One group to target is the Customary/Traditional chiefs. The Mali Government did not do enough to communicate to the citizens, the people, what the Family Code means to individual people and families. There was a disinformation campaign going around asserting that under the new law a woman would have the right to have four husbands, i.e. equality with men having several wives.”

“There is a lot of confusion between ancient culture and religion. A lot of confusion exists between what was simply ancient custom and practice which could easily be discarded and with religious and abiding principals which we may wish to maintain.”

“There are waverers in the elite over the FGM law, and those who are definitely against. The question is, how do you combat the elite who dither – we must do much more to raise awareness. Take them out to the ‘terrain’.”

One woman got the abolition of FGM in her area by working with the community on the ground. She said this Conference should have a follow-up around the country outside the capital.

Support provided by the IPU and the need for future support to Mali:

“The IPU need to do a follow-up to this conference because this was the first of its kind in Mali, possibly establish an official link between the IPU and the Mali Assembly.”

“There is tremendous cultural baggage in Mali to overcome.”

CONCLUSION

Relevance

The seminar for Parliamentarians in Mali on Violence against women was organised in partnership between the IPU and the Mali Parliament and is relevant to IPU objectives to *'Support Parliaments in Addressing Gender Concerns'*. At the 114th IPU Assembly held in Nairobi in 2006, the Member Parliaments of the IPU adopted a resolution on *'How Parliaments can and must promote effective ways of combating violence against women in all fields'*.

In 2008 the IPU launched programmes to support Parliaments in their efforts to end violence against women. The aim was to add a Parliamentary dimension to other international efforts against VAW. The first activity was a three-day conference titled *'A Parliamentary Response to Violence Against Women'*. The conference resulted in a set of priority actions for Parliaments to take to prevent, combat and address VAW:

- adopt laws that work
- make sure the laws are implemented
- educate and sensitise
- build partnerships
- show strong political will
- establish a sound institutional framework
- build a strong legal framework effective implementation

The IPU participated with the Council of Europe and European Parliament at an event on women's vulnerability to GBV, attended by Parliamentarians from 25 European States – Human Trafficking and exploitation of illegal migrant women. Action for Justice and support for them was included as an amendment to the upcoming Council of Europe convention on VAW.

The IPU developed a poster showing the 6 priority actions against VAW: Parliaments have a key role to play in this global momentum by enacting national laws to address and punish all forms of violence against women and girls.

The IPU has a task-force on FGM and holds a workshop on FGM in February every year. The IPU also participated in a conference for Latin American countries on implementation and enforcement of laws on VAW. The IPU plans to continue with the subject of VAW in Arab regions from July 2010.

The IPU strategy on violence against women:

Focuses on all forms of violence against women at the international, regional and national levels. Includes men and women Parliamentarians. Builds on Parliaments' and Parliamentarians' political leadership to drive change. Aims to respond to the particular concerns and needs of Parliaments and Parliamentarians.

The IPU undertook a series of activities in three target areas:

- building a strong and effective legal framework
- securing effective implementation of legislation

- reinforcing awareness, sensitisation and visibility of violence against women

These activities include:

- organisation of regional and national seminars
- programme of technical assistance for Parliaments on violence against women
- production of website and campaign material and mobilisation to participate in public activities and campaigns, including by marking the annual International Day for the Elimination of Violence against Women (25 November). xxxv

Effectiveness and Results (results compared to those anticipated in the Project document)

The IPU's expected outcome was 'Parliamentarians and Parliamentary Staff gain understanding and practical examples of actions to combat VAW' and to strengthen Parliamentary action to combat VAW. These results were fully achieved.

In terms of effectiveness, the very successful June 2010 Parliamentarians' seminar in Bamako on VAW focused on the need for legislation banning the custom of FGM and would almost certainly not have taken place at all without the support of the IPU due to the current context of intimidation and threats targeted at Malian Women's Human Rights defenders. In this threatening climate the Parliament initially decided not to hold the national seminar to inform Parliamentarians about VAW, but with the IPU's encouragement and partnership it went ahead. When the IPU first proposed the seminar on FGM, 80% of Parliamentarians rejected it, but the President of the Parliament insisted it should go ahead.

The IPU experts were Parliamentarians with considerable knowledgeable of the topic brought in from countries in the region which had already introduced legislation against FGM. The quality of discussion was enhanced to a high degree by the presentations from these largely but not solely francophone experts. The Malian Parliamentarians felt the seminar provided much needed clarity and factual information on FGM and CEDAW. The feed-back from questionnaires and discussion indicates the effectiveness of the seminar discussion on VAW.

Several participants felt the seminar might have been more effective in producing a concrete next step if it had been a day or so longer. They felt two days was too little time for a seminar of this nature and that future seminars such as this should last between 3 days and a week. A few participants felt effectiveness would have been enhanced by broadening the spectrum of invitees to include Chairs of the Parliamentary Committees; experts working on FGM out in the communities, and other International agencies. Parliamentarians from Mali's Opposition Parties said they should have been involved as equal partners at the planning stage and in preparing lists of invitees rather than included as moderators invited at the last minute.

The seminar provided a forum for extremely well-informed discussion and debate between Parliamentarians, medical experts, and Civil Society, on a topic on which a great deal of misleading information is circulated.

It was pointed out by several speakers that the Mali Government with the support of Parliament had earlier adopted a Family Code addressing some of the discriminatory measures in the existing laws but in August 2009 the President had been forced to retract the new law after threats and intimidation when the Muslim High Council rejected the text. Religious leaders mobilised a throng of 50,000 citizens on the streets to demonstrate against the new Family Law and had apparently issued threats to the Women's Human Rights defender promoting the Family Law reforms and to her family, as well as to members of the Government. In this climate, the Parliament initially decided not to hold the national seminar to inform Parliamentarians about VAW.

However, once the seminar had been held, the Parliamentarians felt it provided much-needed clarity and factual information on FGM and on CEDAW. The feed-back from questionnaires and discussion described the discussions as well informed, open and courageous.

It is not possible to assess how effective this one project is in the effort to end FGM in Mali. A Malian professor said this type of discussion on FGM had been taking place in Bamako since the 1959 collective Congress of Union des Femmes d'Afrique de l'Ouest. However it was certainly very effective in providing Parliamentarians with high quality information and discussion and putting an issue of great Gender concern back on the political agenda.

Inviting independent, high-status, knowledgeable resource people to speak peer to peer is an effective IPU strategy. The experts clearly carried a great deal of clout. The IPU Egyptian Expert resource person was able specifically to counter a powerful Religious leader at the Conference by telling the delegates there is nothing about FGM in the Koran. She said, *"I speak Arabic, there is nothing in the Koran about circumcising women. It is cultural which has nothing to do with the Islamic religion."* No Malian would have dared to point this out face to face to the Religious leader but the IPU expert brought in from outside could do so.

The IPU expert also pointed out how Parliaments can play a key role in legally preventing violence through respect for international agreements and norms. Violence is not just a women's issue and a Human Rights issue, it is an obstacle to development because it militates against the reduction of poverty. She was able to put FGM in the context of international instruments Mali had signed, such as Maputo. She said *"I hope this seminar will also provide an in-depth platform for exchanging best-practices."*

Another IPU expert (a former member of the CEDAW Committee) gave a presentation on CEDAW and the role Parliamentarians can play in implementing the Convention. She said Mali national legislation on FGM needs to be aligned with international legislation. *"If national legislation does not conform to international standards it would be possible to bring a case under the international convention. Parliament should rely on the international Convention in the absence of national legislation."*

An IPU expert, former President of the Burkina Faso Parliament, said, *"I am an Animist, I kill my bird before every trip. I am known in Burkina Faso as one of the intellectual traditionalists – I always weigh up the cultural values of what we inherit and the true values. We've blown away the harm out of this practice. This is the Bambara way. We discussed it in the community. We need no Westerner, all we need to do is take a look around. Women need to be told this is about their lives."*

Another IPU expert, a woman MP from Senegal, said, *“We passed the law against FGM in Senegal. It wasn’t easy – there were marches against the Bill – but we did it. Get on with the work. Draft the Bill, and get on with it!”*

There was a brief presentation about iKNOW politics.

There was a good Gender-balance among the Parliamentarians who attended the conference.

To the Mali Government:

The following recommendations were sent by conference delegates -

- stronger political commitment is needed in the struggle against violence against women and girls
- print out and distribute CEDAW reports and reports and the Africa Commission on Human Rights
- include Parliamentarians in the national delegations preparing the periodic reports for CEDAW and the African Commission on Human Rights

To the Mali Parliament:

Deeper debates bringing together Parliamentarians and Civil Society with a view to drawing up a draft law in harmonisation with international conventions ratified by Mali against VAW (especially FGM).

Set up a permanent Committee of the National Assembly on VAW.

Create a Parliamentary task force to combat VAW and arrange for the task force to organise awareness-raising missions into the Mali regions where there is the strongest prevalence of FGM.

Create a regional inter-Parliamentary network of collaboration and cooperation on issues relating to VAW.

Build partnerships between Parliamentarians and Civil Society for long-term awareness-raising about VAW to the public, and get the Government to include topics relating to Human Rights and Women’s Human Rights in school curricula.

Sustainability

If the above recommendations from the seminar participants are carried out it will ipso facto be sustainable.

RECOMMENDATIONS

From the Gender Review Team Leader:

The Conference should have a follow-up out in Mali’s regions – get Parliamentarians out of the Capital to engage with communities and spread the word, and to listen to local citizens.

One woman by herself got abolition of FGM in her area by working with the community on the ground. 400 villages in Mali have now ‘put down their weapons’ (cutting knives) on FGM. Such regional and national tides as may be turning against the practice should be harmonised and further encouraged.

The IPU should explore follow-up partnership possibilities with other organisations working on FGM.

‘No Peace Without Justice (NPWJ) Female Genital Mutilation Program’. The NPWJ 2010 campaign is for the adoption of a UN Resolution to explicitly ban female genital mutilation (FGM) by the 65th United Nations General Assembly. NPWJ is working in collaboration with Parliamentarians and women’s rights activists from Africa, Europe and other affected countries, to ensure that they be afforded a real opportunity to contribute to the development of a Resolution text that has a strong political impact at the national level. NPWJ is conducting activities to mobilise the most committed Parliamentarians and activists in Africa to involve them in the campaign for the UNGA Resolution, and continues its engagement with national governments, Parliaments and activists to promote the adoption and application of effective laws against FGM at the national level. Additionally, through collaboration directly with the missions of affected countries at the United Nations, as well as the relevant United Nations specialised agencies, NPWJ is working to generate wide political support for a Resolution that bans FGM.^{xxxvi}

The IPU could follow up the 2010 No Peace Without Justice (NPWJ) Female Genital Mutilation Program focuses on a campaign for the adoption of a Resolution to explicitly ban female genital mutilation (FGM) by the 65th United Nations General Assembly.

NPWJ is working in collaboration with Parliamentarians and women’s rights activists from Africa, Europe and other affected countries, to ensure that they be afforded a real opportunity to contribute to the development of a Resolution text that has a strong political impact at the national level.

To this end, NPWJ is conducting activities to mobilise the most committed Parliamentarians and activists in Africa to involve them in the campaign for the UNGA Resolution, and continues its engagement with national governments, Parliaments and activists to promote the adoption and application of effective laws against FGM at the national level. Additionally, through collaboration directly with the Missions of affected countries at the United Nations, as well as the relevant United Nations’ specialised agencies, NPWJ is working to generate wide political support for a Resolution banning FGM.

International NGO Tostan would be a relevant partner for the IPU. Tostan work at grass-roots levels and share successful methods across borders and would thus fit with recommendations for follow-up activities outside the capital, knowledge-sharing on advocacy and setting up a women’s network on FGM. Tostan’s methods have a reputation for being culturally sensitive and gender-focused and were selected as an example of best practice by UNICEF. Tostan has operations in over 500 communities in Senegal, Guinea, The Gambia,

Mauritania, Somalia, and Djibouti. Tostan employs approximately 370 people and works in mostly rural regions to promote literacy and increase community engagement in projects to promote health and hygiene, child welfare, human rights and democracy, the environment, and economic development.

In 1997, women who had participated in Tostan's classes in the village of Malicounda Bambara, Senegal decided to apply what they had learned in the program about health and human rights and declare an end to female genital cutting (FGC). The women decided to stop this practice in order to protect the human rights and health of their daughters. On July 31, 1997, these villagers gathered journalists to announce their decision—a first in the history of Senegal. Other villages reacted with hostility, but a local imam named Demba Diawara explained that such social change could never be achieved in one village alone. Where FGM is practiced as a tradition, it is required for a girl to marry into another family. So ending the practice requires agreement among groups whose children marry one another. Diawara decided to walk from village to village to raise awareness about the dangers of FGM in the surrounding communities. On February 14, 1998, 13 neighbouring villages declared their decision to join the Malicounda Bambara pledge.

Since then, Tostan's approach has encouraged over 2,600 villages in Senegal (over one half of the estimated 5,000 Senegalese villages that practice FGM) to abandon both cutting and another harmful practice with which it is often associated: child/forced marriage. The movement has spread to 298 villages in Guinea and 20 in Burkina Faso.^{xxxvii}

Also see www.fgmnetwork.org/index.php

The IPU could provide assistance to Mali's Parliamentarians to run information advocacy campaigns on FGM. Mali does a lot of work on Gender but the Parliament does not communicate enough and does not prepare the public well ahead of time. Information gathered is insufficiently shared and spread around compared to Burkina Faso and Senegal where research and information is gathered before going to meetings.

Recommendation: Parliamentary outreach, Communications, Media and Advocacy for awareness-raising about FGM and the proposed legislation. Even Parliamentary Committees need to be educated about the practice. There needs to be a high-intensity publicity campaign before the Law is discussed in Parliament and then more public information campaigns after the law is passed. Legislation and awareness-raising need to go hand in hand. As a participant stated: "We need a 3-month State information campaign followed by Law, and another high intensity publicity campaign after the law is passed."

Why such campaigns are needed:

Parliament as a whole and both men and women Parliamentarians have a role in informing citizens about Gender issues/Women's Human Rights. Participants in the project identified a high-priority need to continue the work on building knowledge and capacities of Parliamentarians to implement CEDAW and to give this work a new dimension by making citizens and Media aware about CEDAW, what it would really mean to people's lives, to counter the extreme and often deliberate mis-information circulated in Mali about CEDAW.

As well as men and women across the communities, two key target groups would be open-minded Religious leaders and Customary/Traditional chiefs. *"A lot of confusion exists between what was simply ancient custom and practice which could easily be discarded and with religious and abiding principles which people may wish to maintain."*

Another (male) delegate stated, *"We hear one thing here, at this Conference, but every Friday we hear a different message at the mosque. We need to take this show on the road."*

"There is a need for Imams to point out openly there is nothing in the Koran to say FGM is imperative."

Why needed: the Mali Government has not done enough to communicate to the citizens, the people, what the Family Code means to the lives of individual people and families.

The IPU could help the Secretariat prepare induction course for each new wave of MPs. Topics should include on Gender-sensitive Parliaments and CEDAW.

Why needed: 12 out of the 15 women Parliamentarians (80%) are new to the Parliament. Train Secretariat staff as a near-permanent source of knowledge and information on Gender matters because while Parliamentarians can change dramatically, as has already happened, Secretariats can build a collective memory.

The Vice-President: *"As far as Gender goes, we need to find better training tracks (curricula) for women. We need tailored and targeted training as experts delegated to work with mainstreaming Gender, coordinated and sharply-focused, to build a local capacity. A Parliament needs to do it for men and women."*

(As a first step to mainstreaming Gender and building Gender-Sensitive Parliaments, the IPU could suggest all member Parliaments have lavatory facilities designated for women!)

Organise IPU seminars on Sexual Harassment: Laws needed on sexual harassment – comparators with elsewhere. A female participant remarked, *"Sexual harassment is worse than FGM, you can lose your job."*

Why needed: sexual harassment is rife globally, in the work-place, including Parliaments.

Set up a West African women's networking group on FGM. This was a suggestion from the conference which could have ECOWAS or West African Monetary Union funding. Sub-regional partners (i.e. Burkina Faso and other bordering countries where FGM is now illegal) could build a regional group so Mali does not become a haven for female cutters bringing girls into Mali solely to perform FGM.

The IPU should strengthen their follow-up. Possibly base the follow-up on the 4-year CEDAW reporting cycle

Recommendation for the IPU: it might be interesting to track the countries which have never sent a CEDAW report, e.g. Côte d'Ivoire

Media training workshops for Media coverage of violence against women

National TV and radio and 5 other Media organisations, written Press, TV and Radio, covered the opening but the essence of the debate was lost because the TV cameras generally only stay for the opening set-piece and then go, not judging the subject to be of particular public interest. One remedy could be providing training to (francophone) West Africa journalists and Editors. Workshops arranged for the Press and Media elsewhere in West Africa on these major issues have proved effective, viz a two-day journalist-training workshop on GBV devised by Lesley Abdela in conjunction with UNFPA and the Gender-Based Violence Film Festival in Dakar 22-23 November 2006. The workshop brought together Media/advocacy professionals from Senegal, Sierra Leone, Mauritania, Liberia, Rwanda, DRC and Cote d'Ivoire.

Administration and Management

Participants felt two days was too little time for a seminar of this nature and that future seminars such as this should last at least 3 days and preferably a week.

Parliamentarians from Opposition Parties said they should have been involved as equal partners in planning the event and in preparing lists of invitees rather than being included as moderators only at the last minute.

The IPU should provide guidelines for organisers of seminars. Give more opportunity to Civil Society to be part of the dialogue. The IPU can help in building such links through their seminars – guide lines for guest lists. The Guidelines might also include name badges.

Several people wondered how delegates had been invited because some who might have been relevant were not there; perhaps future conferences need to examine who should be there, in addition to the power-players (neither CIDA nor the EU were invited). Several participants remarked on gaps in who was participating:

"When you have a group of Deputés like this, participating in the discussion, you are never sure they are influential. All the presidents of Parliamentary Committees should have been here."

"Where are the people who work out in the communities?"

The IPU could consider adding per diems for conference participants asked to stay extra time to participate in evaluation discussions.

CONCLUSION

In the current global climate where Gender concerns and Women's Rights are on the one hand moving forward and on the other hand seriously threatened by some Religious leaders and their followers, support for Parliaments attempting to address Gender concerns and Women's Rights should be sustained and if possible the support increased. The IPU is ideally placed to continue and augment this work.

Secretary-General of the Mali Parliament: *"The IPU is the most important framework and forum for our Parliament because all our issues surface in the IPU forum. They organise really valuable seminars which give us a chance to share experiences globally on the widest range of topics. It's the forum where they broach all important international topics."*

Vice-President of Parliament on the FGM conference, *"We hope this will not just be an event for Parliamentarians but for the wider public. We hope it will not fire up the religious groups. Many Parliamentarians are hostile to changing the tradition of FGM – my feeling is it will break down 50%/50% on the argument. We hope the debate will bring people closer to a resolution."*

Vice-President of Parliament: *"The IPU has helped importantly because having foreign experts lifts the weight from Mali exclusively. It helps to find other people are also concerned with the same issue. It helps greatly to have the support from outside."*

Other Stakeholders

At the Assembly level there is a plan with UNDP to make sure Gender in Decision-making is at the forefront of the Agenda, for men as well as women.

A number of Civil Society groups and UN bodies such as UNFPA and UNICEF have made immense efforts to end harmful traditional practices such as FGM.

UNIFEM is working with Parliamentarians on Governance. IPU is working with Parliamentarians on VAW, so the work is complementary.

UNIFEM Country Programme 2011-2012. GBV linked to economic empowerment. The donors include Belgium and Spain. UNIFEM is working with female Parliamentarians on GBV.

UNDP is working with Parliamentarians on other topics of concern to women. Seven UN Agencies are working together on a joint programme of Human Rights and Gender.

A Parliamentary Women's Caucus in Mali working on CEDAW has links to Women in Law and Development in Africa (WILDAF).

CIDA chairs the thematic donor group on Gender and Development - participation of women in decision-making.

CIDA will focus US\$50,000 grants on Governance, Peace & Security, and Human Rights.

Stakeholders: Association des Femmes Parlamentaires de Mali. CIDA sometimes supports them, for example highlighting women in elections.

CIDA supports women at the local level once they are elected.

The Malian Centre for Interparty Dialogue and Democracy was launched in July 2008 as a platform for dialogue and exchange between political actors, a place to discuss issues in a non-partisan spirit and propose contributions to the consolidation and promotion of democracy in Mali. The political actors present at the event expressed a firm will to support CMDID and to uphold the neutrality of the Centre.^{xxxviii}

GTZ in Segou area help women ahead of elections, starting a few years ahead, rather than just a few weeks.

UNIFEM have been in Mali since 2008. They focus on Governance, Women and elections.

UNIFEM - There is insufficient data on violence against women in Mali. UNIFEM is preparing a proposal to lead a study. This is complementary to the IPU work on violence.

UNIFEM focuses at Municipality Level – e.g. How to mainstream Gender into budgeting and the Local Development Plan.

UNIFEM Programmes 2010 – 2013

Programme 1

Women's participation in the 2014 local level elections

Capacity development for newly-elected women local councillors

Community radio will be used for voter education on the importance of women voting. There are many community radio stations across Mali

Influencing local level political Party leaders

Multi-stakeholder dialogues at local level – especially with Islamists

Preparing women candidates for the 2014 election

2009 – 2011 (Legislative elections are in 2011)

UNIFEM Programme Two (started just before 2009): 'Promoting Gender Justice In Democratic Government in Mali (2009-2011)'

In preparation for the 2011 Legislative (Local) elections:

Advocacy work with political Parties promoting women's participation within the Parties

Advocacy for implementation of Quota law (Constitutional reforms are under discussion) – how to integrate the Quota into the Constitution and Electoral Law

Voter education and sensitisation for the 2011 elections

How to develop a common Women's Agenda on political participation early on. Each time before elections there have been virtually last-minute ad hoc coalitions of the donor community, Civil Society, and the National Women's Framework

Preparing women candidates for the 2014 election

Notes from Participatory meeting in Mali for the IPU Gender Review

The role of Parliamentarians in ending Violence Against Women and Girls - Mali National Parliamentary Seminar 3 – 4 June 2010

The 10 participants were the Vice-President of the Parliament, 6 Mali Members of Parliament, 3 IPU Experts and the Director of the Programme Nationale de Lutte Contre la Pratique de l'Excision (PNLE).

The original plan was for a 1 ½/2-hour meeting. Due to the schedule of the participants the only time the participatory meeting was able to take place was in the Parliament in the early evening of the second day after the closing ceremony of the two-day seminar around 7pm. Some participants were very reluctant to stay on for the participatory meeting because they were not being paid any extra per diem to do so. They finally agreed to stay for a very useful 45 minutes.

Questions for discussion

The participatory meeting was based on the following questions:

What were your hopes for this conference?

What did you feel about the conference?

What did you find the most useful about the conference?

How could the format have been improved, if at all?

Were the right people invited?

Was the Press/Media invited? How might the Press/Media help with follow-up to the conference?

Do you know if there are any plans for follow up activities from the IPU's side?

What kind of activities would you like for follow-up?

Have you been to other IPU activities?

The questions were typed up in French and handed out as a questionnaire. Participants read out some of their answers (shown below) and the group discussed their answers. The information from these answers has been fed into the Conclusions and Recommendations in Annexe 3 Case Study 2 – Mali Field notes.

What did you find the most useful from the conference?

“This conference has built up hope. The exposure to the experts has been crucial and undeniably valuable.”

“Being a Parliamentarian I found the lengthy discussion on legislation against VAW and FGM (CEDAW) very useful.”

“Being exposed to the issue and practices of VAW and FGM in West Africa compared to Egypt.” (The IPU brought in an Egyptian expert for the Conference)

“The synergy which can exist between the work of Parliament and the work of Civil Society.”

“The relationship between Parliamentary work and Civil Society.”

“The conference was very useful. In these two days, the subject which used to be considered taboo became the topic of a big awareness-raising.”

“We were able to show the origin of female circumcision is not Islam; on the contrary, opposite to what the Islamists keep trying to make us believe.”

“The exchange of information about the National and International juridical instruments (Conventions) on Violence Against Women was extremely valuable because these laws were brand-new to me.”

“I found the Conference important and useful because it allowed us to debate and raise subjects which are often taboo here in francophone Africa in order to arrive at useful goals.”

“Everything in relation to FGM (was useful).”

“The debates and the contributions by delegates to the discussion.”

How could the Seminar format be improved, if at all?

“Time constraints. Always an issue at such meetings.”

“Go deeper into the study of Parliamentary strategies and its implications for Civil Society – and make the Seminar last a week.”

“Victims of FGM could be brought in to tell their personal stories.”

“Two days for a seminar this complex is not sufficient; we need at least 3 and preferably 4 days. We also need these seminars around the regions.”

“Yes, two days was insufficient for such a Seminar.”

“I agree. Make the seminar last longer and make it tour around the countryside in every region.”

“Small thing being an outsider I would have appreciated name-tabs to identify participants and their organisations.”

Were the Media invited and how might the Media help follow-up on the Conference?

“The Media were invited at the beginning and end but absent throughout the body of the conference.”

“The Media were missing – and the victims of violence were missing.”

“I don’t know – journalists didn’t seem to be present.”

“The Media came for the opening ceremony but then they left as usual. We need the Media to be present throughout the conference, not just at the opening ceremony.”

What kind of activities would you like for follow-up?

“I believe there must be a follow-up because Parliament, due to pressure from the Islamists, has failed to pass a Law revising the Family Code.”

“Grass-roots awareness-raising.”

“Continue the sensitisation process about FGM among the populace.”

“Awareness-raising among the population on issues around FGM. Et l’adaption d’une Loi prevoyant une period transitaire.”

“Organise other training seminars.”

“A region by region campaign to raise awareness.”

Have you been to other IPU activities before and what do you think of them?

“The wealth of connections and coming together of the planet – each country has a voice, no country is made to feel inferior to any other, this is phenomenal. The regional clusters within the IPU are vital, e.g. Africa. Each woman and man from the region enjoys a representative voice at the umbrella level.”

“I like the way the IPU make sure women are there – for example, the women’s conference before the main IPU Assembly.”

“The women wanted a 30% quota for the main IPU Assembly. It was rejected by the delegates.”

“Yes. I believe the IPU have empowered many Members of Parliament. The IPU documentation is also of great value.”

“Yes, to Benin, on the Rights of Children.”

“Yes, and they have been very useful.”

“Yes, in Burundi. Very useful.”

“Yes, I have been to three other IPU activities, in Cape Town, Bangkok, and Addis Ababa. We discussed themes of high importance with people from the whole world.”

What is your overall experience of IPU activities?

“I strongly believe the IPU has made a special focus to integrate Gender equality in its organisational structure, and has motivated the Mali Parliament to be more inclusive of women. On the other hand, the format they follow in Standing Committee debates is not interactive - and dead boring as a result. The specialised Committees are perhaps more interactive and generate more interest in the subject under discussion.”

“I participate whenever I am invited to all IPU activities.”

“The follow-up is not very visible.”

What are your hopes from this Conference?

“This conference has been an important intervention, much needed to support the campaigns against VAW and FGM, both highly contentious issues among the Islamists. I was invited in my capacity as President of the coordinating committee of the IPU women Parliamentarians.”

“That it will change mentalities.”

“We have many hopes for a follow-up to this conference.”

“This conference is real progress for Mali, above all because the FGM law is not on the table of the Assembly. The conference gave participants the chance to speak openly and to exchange information.”

“The conference went well. The participants had their awareness of FGM raised, above all the Parliamentarians. The next step should consist of awareness-raising and moving towards adopting a Law.”

“I have great hopes for a follow-up.”

“It touched our problems, those of society. It allowed us to interact between Civil Society activists and Parliamentarians.”

Annexe 4 – List of Documents Reviewed

SOU 2007:15 Gender Mainstreaming Manual Swedish Government Official Report

Statutes – the IPU Assembly and IPU the Executive Committee

CIDA Gender Assessment Framework www.sice.oas.org/Genderandtrade/CIDA_GE-framework.pdf

‘Women in Parliament in 2008 The Year in Perspective’: www.ipu.org/pdf/publications/wmn08-e.pdf

Report of the UN Secretary General ‘Women and Peace and Security’ UN Security Council
S/2009/465 16 September 2009 09-50363(E)250909

Freedom House Report: ‘Women’s Rights In The Middle East And North Africa 2010’ freedom-house.org/template.cfm?page=384&key=256&parent=24&report=86

UNDP Jordan Evaluation Report – Capacity Building of the Parliament Project 2008-2010 Dyfan Jones

Parliament And Democracy In The 21st Century, a guide to good practice. IPU 2006. ISBN 978-92-9142-366-8

Parliament, the Budget and Gender. A Handbook for Parliamentarians. Wehner and Byanyima. 2004. IPU, UNDP, WBI, UNIFEM

IPU Promoting peace, democracy and development 2008-2010

IPU Promoting peace, democracy and development 2009-2011

IPU Promoting peace, democracy and development 2010-2012

Women in national Parliaments. 186 countries are classified by descending order of the percentage of women in the lower or single House: www.IPU.org/wmn-e/classif.htm

Women’s Participation in Peace Negotiations: Connections between Presence and Influence

April 2009. Unifem Review of 21 Peace Processes. [Http://www.realizingrights.org](http://www.realizingrights.org)

(<http://www.jncw.jo/docs/2.doc>) and the National Programme of Action of the Advancement of Jordanian women 1998-2002 (<http://www.jncw.jo/docs/5.doc>).

Building Democracy in Jordan – Political Participation. Political Party Life and Democratic Elections. International Institute for Democracy and Electoral Assistance and the Arab NGO Network for Development. 2005

Learning review via ongoing review. Svensson, Brulin, Jansson, Sjöberg. Studentlitteratur 2009.

Evaluating Parliament, a self-assessment toolkit for Parliaments. IPU 2008. ISBN 978-92-9142-384-2

Countries at the Crossroads 2006 Country Report – Jordan

<http://www.freedomhouse.org/template.cfm?page=140&edition=7&ccrpage=31&ccrcountry=118>

www.bbc.co.uk/worldservice/trust/whatwedo/where/middleeast/2010/04/100408_middle_east_social_Media.shtml

Draft EC Action Fiche for Jordan - Democratic Governance

Memorandum of Understanding between IPU, UNDP and the Lower House of Parliament Jordan

Equality In Politics: a survey of women and men in Parliament. 2008. IPU

www.ipu.org/pdf/publications/equality08-e.pdf

Plan d'action de la politique nationale d'égalité entre les femmes et les hommes Mali 2010 - 2012

Politique nationale d'égalité entre les femmes et les hommes - Ministère de la Promotion de la Femme, de l'enfant et de la famille Mali May 2010

Mali: who is working on what - Cartographie des programmes/projets des membres du GT-Genre des PTF en appui à l'égalité entre les femmes et les hommes

Committee on the Elimination of Discrimination against Women - Thirty-fourth session
Summary record of the 717th meeting Held at Headquarters, New York, on Tuesday, 31 January 2006 (on Mali)

Rapport sur la situation des femmes au Mali, Projet de renforcement des capacités des organisations féminines du Mali (RECOFEM), Ministère de la Promotion de la femme, de l'enfant et de la famille, Décembre 2007.

Protocol to the African Charter of Human Rights and People's Rights on the Rights of Women in Africa: www.achpr.org/english/_info/women_en.html

Annexe 5 – List of persons met

IPU Geneva 13-15 April 2010

Name	Organisation
Anders Johnsson	IPU Secretary General
Martin Chungong	Director, IPU Division for the Promotion of Democracy
Mari Sandstrom	IPU Senior Programme Support Officer
Kareen Jabre	IPU Manager Programme for Partnership between Men and Women
Julie Ballington	(Former) IPU Programme Specialist
(Ms) Laurence Marzal	IPU Programme Officer
Brigitte Filion	IPU Programme Officer
Zeina Hilal	IPU Programme Officer
Marcelo Bustos	IPU Division of Assembly Affairs and Relations with Member Parliaments
Dr Theo Ben Gurirab	IPU President, Speaker of the Namibia National Assembly
Elizabete Azevedo	IPU Programme Officer
Victoria Browning	Director, IPU Division of Support Services
Andrew Taylor	IPU Finance Officer
Ingeborg Schwarz	IPU Programme Manager
Rogier Huizenga	IPU Programme Officer
Akiyo Afouda	IPU Programme Officer
Valeria Sistek	IPU Administrative Assistant
James Jennings	IPU Head of Communications
Luisa Ballin	IPU Information Officer
Andy Richardson	IPU Information Specialist

Jordan - May 2010

Name	Organisation
Senator Dr Haifa Abu Ghazaleh	Member of the Upper Parliament. Secretary General, National Council for Family Affairs
Dr Saleh Al-Maaytah	Director, Legislative Resource & Training Centre
Asma Khader	Secretary General, Jordanian National Commission for Women
Sufian Elhassan	Director, Research & Information Department, Jordan House of

	Parliament
Fayez Al-Shawabkeh	Secretary General, Jordan House of Representatives
Reem Qasem MP	Jordan House of Parliament
Bushra Abu-Shahout	Public and International Relations Officer, Office Director, National Centre for Human Rights
Dr Muhyieddeen Touq	Commissioner General, National Centre for Human Rights
Prof. Mohammed Hamdan	Senior Adviser, Arab Gulf Programme for United Nations Development Organisations, Arab Open University
Yazan Hmoud	PR, National Centre for Human Rights
Jacinta Barrins	Country Director, UNDP
Janette Shurdum	Project Manager, UNDP Support to the Capacity-Building of the Parliament
Marc Jessel	Country Director, British Council Jordan
Azza Hammoudi.	British Council Jordan. Regional Governance. Manager
Mona Darwazah	Development Officer, Jordan-Canada Program Support Unit
Lina Al Ansarry	Administrative Assistant, UNDP Support to the Capacity-Building of the Parliament
Sawsan Gheribeh	UNDP
Amal Hedadeen	JNCW
Rawan Masa'adeh	JNCW
Reem Qesem	Former Member of Parliament
Mubarek Al Abbad	Former Member of Parliament
H.E. James Watt	Ambassador, British Embassy, Jordan

Mali May/June 2010

Name	Organisation
Sissoko Fanta Mantchini Diarra	Mali Député élu en Commune V, Member, Commission for Health and Social Development
Soyata Maiga	Special Rapporteur, Rights of Women in Africa, African Commission On Human & Peoples' Rights
Keita Josephine Traoré	Director, National Programme to combat FMG, Ministry for Women, Children, and Family (PNLE)
Rachelle Djangone Mian	Country Director, UNIFEM
Catherine Bernier	Second Secretary, Agence Canadienne de Développement international (ACDI/CIDA)
Syada Greiss	Egyptian Member of Parliament. Board Chairperson, Egyptian Association for the Protection of the Environment (A.P.E.) President of

	the IPU Coordinating Committee of Women Parliamentarians
Diarra Afsétou Thiero	Mali Magistrate. Expert
Maifa Inproc	Mali Lawyer. Expert
Djourle Dembeli	Mali Lawyer. Expert
Aliou Aya	Mali Member of Parliament, 5th Vice-President
Mélégué Traore	Expert. Burkina Faso Member of Parliament
Saoudatou Camara Dembélé	Mali Member of Parliament, Chair of the Committee on Law
Hamidou Konaté	Mali Member of Parliament
Fatima Djourté	Mali Lawyer. Expert
Huguette Bokpe Gnacadja	Benin Expert. Lawyer. Former Member of the Committee on the Elimination of Discrimination Against Women
Oumar Mariko	Mali Member of Parliament
Mohamed Traore	Secretary General of the Parliament of Mali
H.E. Nick Griffiths	Ambassador, British Embassy, Mali

Annexe 6 – Summary of IPU Participatory workshop notes

Report from feedback session at IPU headquarters

After all the interviews were completed, the Gender Review Team facilitated a participatory workshop. This was to give feedback to the IPU on tentative conclusions. The Team also wanted the staff to discuss strengths and weaknesses within the Organisation regarding Gender issues and Gender-mainstreaming. Around 25 personnel (more than half the total staff) attended the workshop, a majority being Managers or Programme managers.

The workshop agenda:

Introduction and presentation of the Gender Review Team and its assignment

Presentation covering Gender-mainstreaming work in Sweden

Group work on how Gender-mainstreaming could be improved

Feedback from the Gender Review Team on tentative conclusions plus recommendations

Report from group work

How could Gender-mainstreaming be improved?

- in our daily work: through regular or informal meetings, and ‘getting out of the box’ now and then
- in cross-programme activities: planning, review, reporting. We need a tool-kit and guidelines for Gender-mainstreaming. We need to build and maintain a common strategy
- in the work with Assembly Affairs: advocating Gender balance in areas such as selection of Standing Committee items, more Gender-representative bureaux, more monitoring of who is where in different Assembly structures, report on this to Councils.
- in our work on communications: sex-disaggregated data when working on a project, considering Gender dimensions of an issue (e.g. poverty) when preparing material for the Media. There is also a need for clear guidelines/definition on Gender issues from the top to facilitate better communication. We need to be better on Communication and Gender language
- in our steering processes: more equality in our outcomes, a Gender policy is needed, systems, procedures, rules with Gender perspectives, decision-making based on participation of both women and men, promoting women to senior Management positions
- Training: we need basic training on Gender equality. We also need training in results-based Management, project Management, induction and performance appraisal
- HR-policy: review of employment policies
- HR-parity: we need a Gender component in the selection process for recruitment, in working conditions and in performance review
- Finance: a Gender component is needed regarding expenditures, budgeting and reporting systems

- Administration: security, safety, infrastructures and facilities (e.g. gym) need Gender components
- Statistics: amounts broken down regarding personnel and goods and services
- A draft action plan on next steps: internal discussions of outputs, development of tools etc. Operationalise priorities, budget and time-frames for implementation

Annexe 7 - References

ⁱ SOU 2007:15 Gender Mainstreaming Manual. Swedish Government Official Reports

ⁱⁱ STATUTES – IPU ASSEMBLY

- Article 10.1 The Assembly shall be composed of Parliamentarians designated as delegates by the Members of the Union. Members shall include male and female Parliamentarians in their delegation and shall strive to ensure equal representation of men and women.

- Article 10.3 Any delegation that for three consecutive sessions of the Assembly is composed of Parliamentarians of the same sex shall be automatically reduced by one member.

- Article 15.2(c) Any delegation that for three consecutive sessions is composed exclusively of Parliamentarians of the same sex shall have a minimum of eight votes (instead of the ten for mixed delegations) at the Assembly of the IPU. For delegations entitled to a certain number of additional votes, the overall calculation will be made on the basis of 8 votes instead of 10.

STATUTES – IPU EXECUTIVE COMMITTEE

- Article 23.2 15 members shall be elected by the Governing Council; not less than twelve shall be elected from among the members of the Governing Council to which they shall continue to belong during their mandate. At least three of the members elected must be women.

- Article 23.3 In elections to the Executive Committee only Parliamentarians from States where women have both the right to vote and the right to stand for election are eligible to the Executive Committee.

RULES - GOVERNING COUNCIL Rule 1.2: Each Member of the Union shall be represented on the Governing Council by three Parliamentarians, provided that its representation includes both men and women. Single Gender delegations will be limited to two members.

ⁱⁱⁱ The IPU document '*Promoting peace, Democracy and Development. Planned activities and requirements*' - 2009-2011. (P22-23) states: The IPU primarily targets countries in which few women (or no women) have been elected.

^{iv} The 2009 Conference on Women and Parliament was held on 28-29 September 2009 at the International Conference Centre (CICG) in Geneva, Switzerland.

^v Women in Parliament in 2008 the year in perspective www.ipu.org/pdf/publications/wmn08-e.pdf

^{vi} Equality in Politics: A Survey of Women and Men in Parliaments IPU 2008

^{vii} Source: Google analytics

^{viii} www.IPU.org 31 May 2010

^{ix} The Jordanian National Commission for Women (JNCW) is a semi-governmental commission that aims to promote women's issues. Since its creation, it has led public and community organisations on the formulation of a national strategy for women in Jordan and has been charged with defining policies and legislation related to women and identifying priorities, plans, and programmes in both governmental and non-governmental sectors in order to carry them out effectively. (<http://www.jncw.jo/docs/2.doc>) and the National Programmes of Action of the Advancement of Jordanian women 1998-2002 (<http://www.jncw.jo/docs/5.doc>).

^x For a more detailed description see the attached Jordan Case Study Annexe 2

^{xi} See Case study 1 Jordan field notes and Case study notes 2 Mali - annexes 2 and 3

^{xii} AGORA, the Portal for Parliamentary Development, is a one-stop reference centre and hub for knowledge sharing on parliamentary development. This multilateral, global initiative brings together parliamentarians, parliamentary staff, donors, practitioners, as well as academics, civil society and the media. The portal aims to be the world's premier resource for information on parliamentary development. It seeks to consolidate knowledge, expertise and lessons learned, as well as facilitate active collaboration among the worldwide parliamentary development community of practice.

^{xiii} IPU Promoting peace, Democracy and Development Planned activities and requirements 2010-2012

^{xiv} Report of the UN Secretary-General Women and Peace and Security. UN Security Council S/2009/465 16 September 2009 09-50363(E)250909

^{xv} Parliament, the Budget and Gender. A Handbook for Parliamentarians. Wehner and Byanyima. 2004. IPU, UNDP, WBI, UNIFEM

^{xvi} <http://www.ipu.org/wmn-e/classif.htm> 31 May 2010

^{xvii} A UNIFEM review of a sample of 21 major peace processes since 1992 shows that only 2.4 percent of signatories to this sample of peace agreements were women; that women's participation in negotiating delegations averaged 7.6 per cent of the 11 cases for which such information was available; and that no women have been appointed in chief or lead peace Mediators in United Nations-sponsored peace

talks. A positive recent exception is that of Graca Machel, who was one of the three Mediators appointed by the African Union for the Kenya crisis in 2008

^{xviii} www.ipu.org/wmn-e/classif.htm 31 May 2010

^{xix} SOU 2007:15 Gender-Mainstreaming manual Swedish Government Official Report

^{xx} Freedom House Report: 'Women's Rights In The Middle East And North Africa 2010' freedom-house.org/template.cfm?page=384&key=256&parent=24&report=86

^{xxi} (1989, 1993, and 1997)

^{xxii} The IPU document '*Promoting Peace, Democracy and Development. Planned activities and requirements*' - 2009-2011 (P22-23) states: *The IPU primarily targets countries in which few women (or no women) have been elected.*'

^{xxiii} 2009

^{xxiv} The 2009 Conference on Women and Parliament was held on 28-29 September 2009 at the International Conference Centre (CICG) in Geneva, Switzerland.

^{xxv} The Jordanian National Commission for Women (JNCW) is a semi-governmental commission that aims to promote women's issues. Since its creation, it has led public and community organisations on the formulation of a national strategy for women in Jordan and has been charged with defining policies and legislation related to women and identifying priorities, plans, and programmes in both governmental and non-governmental sectors in order to carry them out effectively. Its website provides an overview on its mission, the national networks it collaborates with and its strategy and programmes. It also hosts documents relating to Jordanian women on several topics including a paper on socio-economic indicators (in English and Arabic) (<http://www.jncw.jo/docs/2.doc>) and the National Programme of Action of the Advancement of Jordanian women 1998-2002 (<http://www.incw.io/docs/5.doc>).

^{xxvi} Freedom House Survey Women in the Middle East and North Africa March 2010

^{xxvii} Countries at the Crossroads 2006 Country Report – Jordan
<http://www.freedomhouse.org/template.cfm?page=140&edition=7&ccrpage=31&ccrcountry=118>

^{xxviii} UNDP Jordan Evaluation Report Capacity Building of the Parliament Project 2008-2010 Dyfan Jones

^{xxix} www.bbc.co.uk/worldservice/trust/whatwedo/where/middleeast/2010/04/100408_middle_east_social_Media.shtml

^{xxx} The BBC WST is working in partnership with Arab TeleMedia Productions in Jordan and Misr International Films in Egypt.

^{xxxi} Committee on the Elimination of Discrimination against Women

Thirty-fourth session Summary record of the 717th meeting

Held at Headquarters, New York, on Tuesday, 31 January 2006 (Mali),

^{xxxii} Rapport sur la situation des femmes au Mali, Projet de renforcement des capacités des organisations féminines du Mali (RECOFEM), Ministère de la Promotion de la femme, de l'enfant et de la famille, Décembre 2007.

^{xxxiii} www.tostan.org

^{xxxiv} Protocol to the African Charter of Human Rights and People's Rights on the Rights of Women in Africa:

http://www.achpr.org/english/info/women_en.html

^{xxxv}, see the section on violence against women on the IPU's website: www.ipu.org/vaw.

^{xxxvi} <http://www.npwj.org/FGM/NPWJ-FGM-Strategy.html>

^{xxxvii} <http://en.wikipedia.org/wiki/Tostan>

^{xxxviii} www.nimd.org/news/390/launch-of-malian-centre-for-interParty-dialogue-and-democracy