The National Standards of Gender Mainstreaming Manual Iraq - 2020

This Manual to Applying and Monitoring the National Standards for Gender Mainstreaming

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Iraq-2020

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Acknowledgments

Efforts collaborated of concerned people to cooperate, facilitate and invaluably participations to make this Manual in its present shape. It is the fruit of significant efforts to establish the National Standards of Gender Mainstreaming for the first time.

I am pleased on this occasion to extend my sincere thanks to Women's Peace and Humanitarian Fund (WPHF) and to UN-Women of Iraq office for providing the opportunity, as well as support & follow up

Thanks and appreciation to Iraqi Woman Empowerment Directorate in the General Secretariat for the Council of Ministers , particularly to the General Director Dr. Ibtisam Aziz for her support and active participation in the focus group discussion meetings.

I extend my gratitude and thanks to the gender experts in the national institutions, UN agencies and the international organizations who participated, through the focus group (FG) discussion meetings, provided data & information and shared their expertise and experiences of gender perspectives mainstreaming .

I should not forget the ladies from civil society activists, researchers, university professors, who were consulted within the process. Thanks are due to all persons who were hosted in the FG discussions to benefit from their expertise in this regard.

Special thanks to Dr. Sundus Abbas,the gender specialist in UNDP-Iraq office for her continued support to accomplish this work.

Dr Amira Albaldawi
UDF Director

Introduction:

This manual was prepared by Um-Alyateem for Development Foundation (UDF) which is part of the activities of the project (Enabling National Environment for Women: Security & Peace) implemented by UDF and supported by the United Nations Entity for Gender Equality and Women's Empowerment (UN-Women) and funded by the Women's Peace and Humanitarian Fund (WPHF).

This manual primarily aims to develop national standards for gender mainstreaming that are applicable in state institutions and appropriate to the Iraqi social and cultural environment. The manual also aims to provide practical models to be used in programs, policies, national reports and strategies by state institutions and their related employees

The importance of this manual comes from putting gender mainstreaming issue for the first time at a practical level ,providing practical examples and gender analysis indicators , as well as providing tools and examples of standards and indicators for gender analysis, in addition to providing tools and examples to monitor the application of gender mainstreaming standards by the relevant authorities or civil society organizations, This manual has also indicated the national baseline for mainstreaming the gender perspective into gender policies, strategies and organizational structures. This manual can be adopted as a national reference for gender mainstreaming, as it provides interested individuals and researchers with data, examples, indicators, terminology and references of relative international experiences in gender mainstreaming in different sectors, as the Iraqi library lacks materials on this topic, it also opens the door for women's organizations to research, monitor and investigate gender gaps in different sectors

Despite the striving and persistence demanding and follow-up From women interested in women & men equality issues and opportunities according to the provisions stipulated in the Iraqi constitution, but the participation of women has decreased significantly in recent years, especially in the aspect of access to high positions and decision-making levels in the three authorities and other state institutions, This requires the existence of a special policy in every government institution that takes the gender perspective into account, indicating the reality of the difference in distribution of positions and opportunities for empowerment

and capacity building, levels of participation, accomplishments, etc. between men and women. The available opportunities for economic empowerment of women are not at a level that enables them to have a dignified life due to the lack of employment programs to accommodate the increasing need of women to work due to the loss of their breadwinners and the high numbers of unemployed young women that have university degrees, even though chapter 10 of the Labour Law No. (37) for the year 2015 was dedicated for the issue of (protection of working women), but there remains particular issues and cases in every governmental institution that require consideration and intervention. These factors coincide with the exposure of women and men to a fierce attacks and violations carried out by the terrorist ISIS gangs several Iraqi governorates that continued from 2014 to 2017 when there was an announcement of victory over ISIS on July 10, 2017. During that dark period, tens of thousands of families were internally displaced. The impact of displacement was more severe on women due to the specificity of their needs. At a time when men have been kidnapped, killed, captured, and tortured, women have also been kidnapped, killed, captured, sold in slave markets, and women have suffered more than ever before, including cases of gang rape and forced marriage which drew the world's attention to the dangers specific to women which are one of the worst cases of gender based violence.

Based on the above, there is an urgent need for gender mainstreaming in all areas of life to identify the gaps between women and men, discuss their causes and find appropriate solutions .

Concepts and Terminology relevant to Gender mainstreaming

Gender

A term used to express roles and relationships, personality traits, orientations, behaviours, values, and relative power and influence, which are socially determined and attributed to women and men and that change over time and are influenced by many factors and vary according to ethnicity , colour, social class, religion, culture, age and social status (#)

(#)For the purpose of this manual gender definition including only (**men and women, girls and boys, the elderly and people with disabilities from both sexes**)

Gender Perspective

Considering the gender-based differences in any social, political or practical phenomenon, and in programs, laws and policies

Gender Mainstreaming

Gender mainstreaming is an approach to policy making that considers the interests and affairs of women, men, girls and boys. The concept of gender mainstreaming was first introduced at the 1985 Nairobi international Conference on Women as a strategy in international policy for gender equality through the Beijing Platform for Action, which was adopted at the Fourth United Nations World Conference on Women in 1995 in Beijing, and it was later adopted as a tool for promoting Gender equality at all levels.

Gender standard

Gender metrics , tools or special characteristics used in specific areas or situations

Gender indicator

Quantitative or qualitative data that indicates gender related or sex-related change or progress towards achieving gender equality goals in a specific society at a given period of time

Gender Equality

Equal rights, responsibilities and opportunities that guarantees the access to and control of resources between women and men, girls and boys

Gender Gap

It expresses the differences between women and men, especially as they are reflected on social, political, intellectual, cultural or economic situations and the different types of gender gaps:

Qualitative gaps: are those that are represented by discriminatory laws and regulations that are dedicated to differentiating between men and women in all fields.

Quantitative Gaps: are those that appear in the statistics and data about the difference between males and females

In various fields

Invisible Gaps: They are manifested in the beliefs, perceptions and prejudices that define the attitudes/perceptions towards women.

qualitative gaps lead to quantitative gaps.

Gender Balance

It refers to the equal participation of women and men in all areas of work or projects and programs, and it is useful for human resource management

Gender Justice

It refers to the protection and enhancement of the dignity of women and men through equality and power balance between women and men and acknowledging the different issues and needs between them, also to reduction of the institutional, cultural and traditional systems that support discrimination and give privileges to men at the expense of women

Gender based violence

Any harmful or physical, psychological or social act of violence including the practice of sexual violence or the threat of it (such as violence, threat, coercion, exploitation, deception or manipulation of cultural concepts or the use of weapons, or the exploitation of economic conditions) perpetrated against a person's will based on the differences between males and females and which its existence/practice is attributable to social reasons

Gender-responsive budgeting

is a government budget that takes into account the difference in roles and is based on studying and analysing the needs of women and men in every stage of budget preparation including the planning stages of budget preparation, implementation, follow-up and evaluation

Gender statistics

the statistical numbers that reveal the relationships between women and men, which can indicate the need for intervention through a specific policy without revealing the nature of that intervention, it also provides factual information about the status of women in society and the change of their status over time (source: Gender Statistics Evaluation in Iraq - ESCWA -2009)

The Premises of Gender mainstreaming in Iraq

This manual is based on the provisions of the permanent Iraqi constitution and the international agreements and conventions that Iraq has ratified which obliges the states parties to respect the gender perspective and take gender considerations into account in the institutions of those countries as a methodology for working and managing programs and organizational structures, The above mentioned conventions and agreements are: -

1 - The Universal Declaration of Human Rights and the two International Covenants: The Universal Declaration of Human Rights was adopted on December 10, 1948 and it consists of 30 articles. Article 2 stipulates that (everyone has the right to enjoy all the rights and liberties mentioned in this declaration, without any discrimination (Such as discrimination on the basis of race, skin colour, sex, language, religion, political opinion or any other opinion) and it emphasizes in the same article that there should be no discrimination between men and women. As for the two international covenants the International Covenant on Economic, Social and Cultural Rights (1) and the International Covenant on Civil and Political Rights (2) which were ratified on December 16, 1966, they affirm the contents of the Universal Declaration on the elimination of discrimination and differentiation between women and men, Article (3) of the Covenant (1) states that: (The states parties to the Covenant pledge to guarantee equality between males and females in the right to enjoy all the economic, social and cultural rights stipulated in this Covenant) and it also emphasizes the protection of families and the provision of special protection to mothers (Article 10). And (Article 3) of the Covenant (2) indicates the Obliging of all states to ensure equal rights for men and women to enjoy all civil and political rights stipulated in this Covenant.

2- The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW): It was adopted by the United Nations General Assembly in 1979, and the Convention came into force after only one year on September 3, 1981. Iraq joined the agreement and ratified it on September 12, 1986.

The Convention defined the term "discrimination against women" as ((any discrimination, exclusion or restriction made on the basis of sex and whose effects or purposes is to undermine the recognition of women on the basis of equality of men and women in human rights and fundamental freedoms in the political, economic, social, cultural and civil fields or in Any other field, or nullifying the woman's recognition of these rights or their enjoyment or exercise of them, despite of her marital status))

The CEDAW Convention obligated all states that ratified the convention to take measures that ensures the development and advancement of women (Article 39), and Article 4-1 emphasized that (countries that take temporary special measures to expedite equality between women and men do not consider these measures as discrimination against them or in other words Is not considered negative discrimination, as the article confirmed)

3- The Beijing Platform for Action: The Fourth World Conference on Women, held in Beijing in 1995 to issue the Beijing Declaration and Platform for Action which outlined in Article (15) on ((that equality of rights, opportunities, access to resources, and the sharing of family responsibilities between men and women equally, and the harmonious partnership between them are critical to their well-being and the well-being of their family as well as to support democracy)), while the Beijing Platform for Action emphasized in all of its paragraphs on equality in all aspects of life and the incorporation of a gender lens in the development of policies and during project implementation, with an invitation to governments and the international community to take Strategic actions in all critical areas of concern to bridge the inequality gap

4 – **The UN-Security Council Resolution 1325 and related subsequent resolutions**: The Security Council adopted this resolution on women: security and peace in 2000, the resolution stressed the importance of equal participation and full participation of women in all efforts to maintain and enhance peace and security, it also emphasized on the need to increase their role in Decision-making related to conflict prevention and resolution. The resolution articles have identified tools for empowering women to reach that

by obliging states and urging them to consider the gender perspective in peacekeeping operations (Article 5), Resolution 1820 was issued in (2008), and Resolution 1888 in (2009)), Resolution 1889 in (2009), and Resolution 2122 in (2013) they all emphasize on the contents of resolution 1325 and the commitment of states in the field of protection of women and children from sexual violence during and after conflicts and strengthen the participation of women in peace making.

5- The Joint Statement on Preventing and Addressing Conflict-related Sexual Violence (2015): It expresses cooperation between Iraq and the United Nations in the following priority areas: -

A-Supporting reforms in legislations, policies and services to enhance protection from sexual violence crimes

B- Ensure accountability for sexual violence by strengthening the capacities of national and regional authorities

C- Ensure the provision of services, support for livelihoods, and compensation for victims

D-Involving tribal and religious leaders and civil society, as well as defenders of the human rights of women

E- Enhancing the role of women in counter-terrorism efforts

F-Raising awareness and deepening knowledge about conflict-related sexual violence

6- Sustainable Development Goals and the 2030 Agenda: - The fifth goal of the Sustainable Development Goals states the ("Achieving Gender Equality and Empowering All Women and Girls)" its goals are:

A- Eliminate all types of violence against women, including sexual trafficking, and other forms of exploitation

B- Eliminate all forms of discrimination against women and girls everywhere

C- Eliminate all harmful practices such as child marriage, early and forced marriage, and female circumcision

D- Recognizing and appreciating paid care work and domestic work by providing public services and infrastructure and setting social protection policies

The 2030 Agenda emphasized the need to generalize the contents of the fifth goal in other sustainable development goals and not be separated from them

7- The Permanent Constitution of Iraq, 2005: gender mainstreaming was manifested in the Iraqi constitution in:

-The language of the constitution: The Articles of the constitution do not have any statements that are against gender-sensitive considerations, as various methods were used to address or direct citizens in more than one article and more than one chapter of the constitution, for example the constitution contains expressions such as (for citizens, men and women, Iraqis for each Individual, individuals), although mainstreaming requires that the language of the constitution should confirm that to be (for women and men citizens, Iraqis women and men, Iraqi females and males, everyone being men or a women, individuals being men and women)

- Rights: the right to hold an Iraqi nationality for a child born to an Iraqi father or an Iraqi mother, ensuring the protection of motherhood, childhood and old age, to ensure health and social security for the individual and the family, especially children and women, to prevent violence and abuse in the family, school and society, the right to work for all Iraqis and other rights such as education and culture And the right to own property that included all members of society

- Liberties: The constitution emphasized the preserving of human dignity and the prohibition of anything that degrades dignity, especially the dignity of women, such as psychological and physical torture, the prohibition of forced labour and trafficking of women and children, and it guaranteed to Iraqis the freedom of speech, worship, and respect to their personal status

- **Opportunities and positive discrimination for women**: The constitution stipulates the right of men and women to participate in public affairs, and to vote and become candidates for election, to allocate a quota for women of no less than a quarter of the number of members of the House of Representatives in the election law.

Executive Summary:

A focus group was formed consisting of (10) women specialized in gender issues, They were representatives of international and the United Nations agencies and women representing gender departments in the state ministries and researchers from some of the government researches centres, for information about the names of the focus group members and other details please see (Annex -1)

The focus group held (10) meetings managed by the Director of UDF from February 2019 to January 2020 for the purpose of discussing how to reach the objective, which is setting (the national standards for gender mainstreaming) These meetings included other side meetings , searching and data collection in order to achieve the objective.

Details of the focus group meetings:

	Meeting Topic	Number of meetings
1-	Focus group objectives - justifications for gender mainstreaming - where are we from international minimum standards for gender mainstreaming	1
2-	International experiences in gender mainstreaming	2
3-	The Iraqi approach to developing public policies	1
4-	The reality of gender mainstreaming in Iraq – the baseline	4
5-	The proposed national standards for gender mainstreaming	1
6-	Gender mainstreaming pilot model	1
7-	Presentation of the gender mainstreaming national standards manual draft	1

The focus group meetings hosted a number of experts and specialists to present experiences and papers in their field of expertise related to the topics of the meetings. All the presentations were used as background papers in the editing of this manual. For information on the background papers topics and details about the presenters of these background papers being the members of the focus group or experts that have been hosted please review (Annex-2)

Outputs of the focus group meetings

If the objective of focus group meetings is to set national standards for gender mainstreaming, then the most important outputs of those meetings are:

- Identifying four standards
- Applying those standards on a pilot model in the education sector
- One of the important outputs of these meetings was collecting data by the efforts of female focus group members to define the baseline for gender mainstreaming in Iraq

The Baseline of gender mainstreaming

–Where we are?

: This manual looking at Iraq institutions achievements in the area of gender mainstreaming   in specific collected   fields: legislation, plans and strategies, institutional structure, research and studies centers

a- **The Gender perspective in legislations**: We review a number of social and economic laws, political participation laws and others as examples, as well as reviewing the articles of the constitution to clarify the level of gender sensitivity in Iraqi legislations.

Name of Legislation	Year of legislation	Gender consideration in each article	Enforcement/ status of implementation
The permanent Iraqi constitution	2005	(Article 41 - Personal Status) - Controversial Article	Effective/not implemented
The permanent Iraqi constitution	2005	(Article 14 - Equality regardless of sex), (18 / Second - Nationality for a person born to an Iraqi mother), (Article 30 / First - Social Security for Women), (Article 37/third - Prohibition of Trafficking of Women), (Article 49 / Fourth-	Enforced/partially implemented

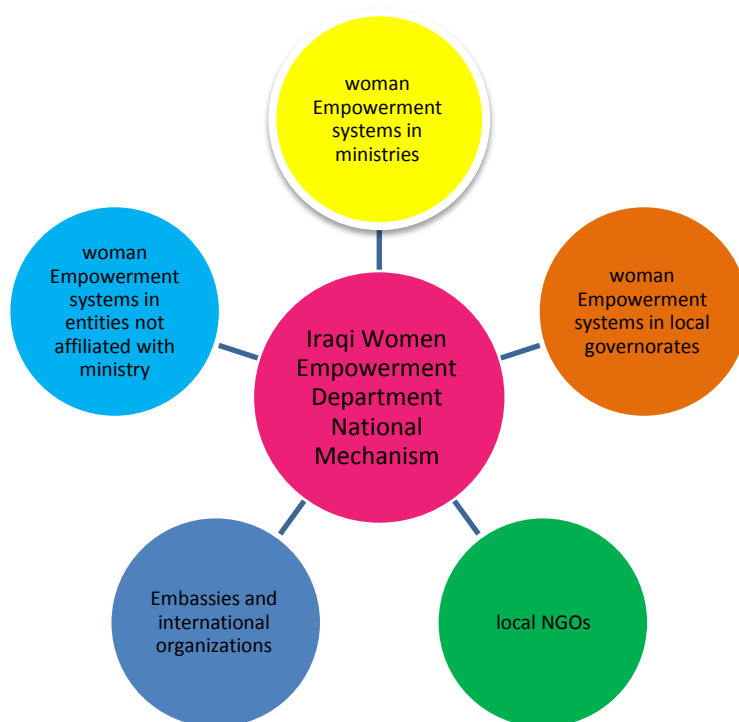|		women quota in parliament)	
Iraqi Nationality Law - No. 26	2006	Article 3 / A- anyone born to an Iraqi father or an Iraqi mother Is considered an Iraqi citizen. Article 4: Anyone born abroad to an unknown father and an Iraqi mother is considered an Iraqi citizen. Article 7: Accepting the naturalization of a non-Iraqi man married to an Iraqi woman. Article 11: A non-Iraqi woman married to an Iraqi man may acquire Iraqi citizenship based on certain conditions. Article 12: An Iraqi woman does not lose her nationality if she marries a non-Iraqi and acquires his nationality	Enforced/Implemented
Penal code - (Act number 111)	1969	Article 377: Equal penalty to spouses that commit the act of adultery. Article 380: Punishing husbands that incite their wife to commit adultery Articles 393-397: punishment of sexual violence crimes for females and males according to age and kinship Articles 421-427: provisions for kidnapping	Enforced/Implemented

		crimes for females and males	
Personal Status Law and its Amendments - No. 188	1959	All articles of the law are concerned with family members' issues: husband, wife and children, and the law is considered one of the non-discriminatory laws against women	Enforced/Implemented
Labour Law - No. 37	2015	Chapter X - Protection of working women - Articles 84-94 – are sensitive and empowering articles to the needs of working women	Enforced/Implemented
Iraqi political Parties Law - No. 36	2015	Article (11) Considering the female representation in the establishment of political parties.	Enforced/Implemented
Combating human trafficking law no.28	2012	Article -1 (Not sensitive to all needs because it is not specified that children and women are the two categories that are subject to human trafficking) Article -11 (Not sensitive because it only mentions the needs of children and not the needs of women as well)	Enforced/Implemented
Election laws	-2005 2018	The articles that ensure the accomplishment of women representation/quota (25%)	Currently not Enforced, it was implemented when it was first legislated
Law No. 10, Supporting	2012	No sensitive articles	Enforced/Implemented

income generating projects			

While it appears that there are some gender-sensitive articles in the laws listed in the above table, there are other articles that are discriminatory against women in the same laws, so there is no clear vision for gender perspective in legislation and the correct steps for gender mainstreaming have not been followed in all stages of legislation Laws

b- The gender perspective in the institutional structure:

The Iraqi Women Empowerment Directorate represents the national mechanism for women in Iraq and is the executive body for women issues, this national entity is linked to gender units or women's empowerment units established in ministries and governorates.

woman Empowerment systems in ministries

woman Empowerment systems in entities not affiliated with ministry

Iraqi Women Empowerment Department National Mechanism

woman Empowerment systems in local governorates

Embassies and international organizations

local NGOs

C- Gender in the government plans, strategies and program: The Central Statistics Organization in the Ministry of Planning seeks to mainstream gender definitions and concepts in the mechanisms of work, reporting, plans and strategies issued by the ministry, the process of gender mainstreaming in Iraq faces several challenges, the most important of which is excluding gender mainstreaming in the priorities and decisions, this is because of poor knowledge of gender issues in government institutions resulting from lack of experiences and not taking full advantage of the capacity building programs for gender units that are responsible for monitoring gender mainstreaming in government institutions because of the constant change of the employees that are in charge of those units. The setback and exclusion of gender mainstreaming from priorities resulted in a reduction in financial allocations for gender-related programs, and this is because of the lack of gender-sensitive budgets data disaggregated by sex, in addition to the lack of monitoring and accountability mechanisms, We will demonstrate the most important steps taken in the area of gender mainstreaming in strategic plans: -

-Providing sex-disaggregated data in the health and education sector and the social welfare program

-Mainstreaming the gender perspective in strategies, surveys, and reports such as the IDP Survey 2015, the Food Security and Vulnerability Survey in Iraq 2016, The multi-indicator cluster survey MICS 2018, the Poverty Reduction Strategy 2018-2022 and others

- Mainstreaming the gender perspective in the National Development Plan 2018-2022: represented by determining women empowerment goals scientifically , economically and healthy and integrating the fifth goal topic on gender equality into all sustainable development goals

- The Iraq Vision 2030 report: The Iraq Vision report presents five national priorities: human development, good governance, a diversified economy, a safe society, and a sustainable environment. Each priority has a set of goals in which the needs and issues of women are incorporated, they focus on protection, rehabilitation, and empowerment

- The government program for the years 2018-2022: the five main axes of the program lacked gender mainstreaming based on the following:

a-No reference was made to any document regarding the situation of women

b - The absence of gender-disaggregated data and not highlighting the size of the gender gap with regard to the conditions and issues of women, this is the main reason for having limited focus and directing attention to the importance of bridging the gap through governmental programs and policies and even in the long-term orientations.

c-The document did not refer either explicitly or implicitly to the gender balance in the relative committees and working groups, The level of women participation, whether in governmental teams or within the community initiatives was not clear.

d- The pillar of equality was completely absent from the intellectual and conceptual framework, as no reference was made to that, neither in the introduction nor in the contents.

D- **Gender in the Iraqi government's scientific research centers**: The purpose of highlighting gender sensitivity in the programs of research and studies centers, especially the governmental ones is because they are one of the most important elements directed towards public opinion, as well as informing the decision-makers of the opinions issued by those centers. a questionnaire was sent to the following (7) official research centers : Bayt Al-Hikma, Research department of the Parliament, Al-Nahrain center for strategic studies, Women's Studies Center-Baghdad university, Center for Gender Studies-Karbala university, Center for Gender Studies –Soran university, Center for Gender Studies-Sulaymaniyah university

Just (4) Centers responded to the questions of the questionnaire form (Appendix-3), which focused on three axes: provision of specialization (specialized employees) related to gender, provision of financial allocation to gender programs, and the availability of research programs related to gender in the centers plans, where the results show that most of target research centers did not have a financial allocation for gender programs, and 50% of them did not provide a specialized employee.

Center Name	Existence of the specialized employee	Existence of a structure (department or division)	Provision of financial allocations	Existence of a gender studies program
Al-Nahrain center for strategic studies	Yes	Yes	Yes	Yes
Women's Studies Center-Baghdad university	Yes	Yes	No	Yes
Research department of the Parliament	No	No	No	Yes
Center for Gender Studies-Karbala university	No	Yes	No	Yes

E- **The gender perspective in building policies in Iraq**: - The public policies and plans department in the General Secretariat of the Council of Ministers is the body responsible for setting the path for building public policies in any sector of the country through practical and time-bound steps, the figure below shows the policy building steps, timeframe and responsible entities, the details in the below graph does not clarify the following aspects:

- If the gender balance is taken into consideration in forming a public policy team
- If the gender is considered in the design, implementation and monitoring stages of the policy
- The steps that are taken when building policies did not include group opinion polls (including women groups) which could affect by the policy in a positive or negative manner.

Timetable of Policy Development

no	Policy Development Steps	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30	Month ( ) 10	20	30
1	Public policies team establishment																															
2	Provide Policy Initiative																															
3	Review quality standards																															
4	Provide policy options paper																															
5	Review quality standards																															
6	Review technical aspects																															
7	Policies presentation to the Cabinet																															
8	Develop the Implementation plan																															
9	Implementation approval & following up																															
10																																

Policy Options Form

no	Policy Development Steps	Month (K1) 10	20	30	Month (February) 10	20	30	Month (March) 10	20	30	Month (April) 10	20	30	Month (May) 10	20	30	Month (June) 10	20	30	Month (July) 10	20	30	Month (August) 10	20	30	Month (September) 10	20	30	Month (T1) 10	20	30
1	Public policies team establishment	■																													
2	Provide Policy Initiative	■	■																												
3	Review quality standards			■	■																										
4	Provide policy options paper				■	■	■	■																							
5	Review quality standards										■	■	■																		
6	Review technical aspects													■	■	■															
7	Policies presentation to the Cabinet																■	■	■												
8	Develop the Implementation plan																			■	■	■									
9	Implementation approval & following up																						■	■	■	■	■	■	■	■	■
10																															

Some of the international experiences in gender mainstreaming:

This manual reviews some experiences of gender mainstreaming in a number of United Nations agencies and international organizations, for details about these experiences please follow the relative links containing the written resources about these experiences and the mainstreaming course of action in each experience:

Agency/Organization	Mainstreaming based on field of interest	Context of work	Relative resources
UNFPA	GBV Mainstreaming in Emergencies	Determine the minimum standards (16 standards) for gender-based violence programs in emergencies for survivors	https://www.unfpa.org/resources/poster-inter-agency-minimum-standards-gender-based-violence-emergencies-programming
UNDP	Gender Mainstreaming in the project cycle	Six tools are designed to assist project staff to mainstream gender in each stage of the project cycle	https://www.undp.org/content/dam/somalia/docs/Project_Documents/Womens_Empowerment/Gender%20Mainstreaming%20Made%20Easy_Handbook%20for%20Programme%20Staff1.pdf
UN-Women	Gender Mainstreaming in development programming	Gender Mainstreaming in Development Programming Is Multifaceted and Follows Multiple Tracks	http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2014/gendermainstreaming-issuesbrief-en%20pdf.pdf?la=en&vs=747
USAID	Gender mainstreaming strategy in Asia Clean Power program	Determine 4 priorities for gender mainstreaming at all stages and lifetime of the program	https://mediamanager.sei.org/documents/Publications/Bangkok/SEI_2017_Report_USAID-CleanPowerAsia-GenderMainstreamingStrategy.pdf
IGP-TAKAMUL	Mainstreaming Gender and Social Inclusion in services delivery	The program adopts the establishment of equality and integration teams whose mission is to mainstream a gender in all stages	
FAO	FAO Policy On Gender Equality: Attaining Food Security Goals in Agriculture and Rural Development	Setting a gender mainstreaming policy with 5 objectives and working with different countries to achieve those objectives by 2025, setting (15) minimum standards for progress evaluation.	http://www.fao.org/3/a-bd714e.pdf http://www.fao.org/3/a-i3205e.pdf

National Standards for gender mainstreaming in policies

We have now reached the objective for which this manual was prepared, and for which the efforts listed above have been exerted. This manual adopted the standards listed below as a result of in-depth discussions between gender experts in the focus group and taking the opinion of a women activists working in the field of gender advocacy. they found the below standards to be appropriate for the Iraqi context and currently applicable in state institutions.

First- Data disaggregated by sex, age, and education

The collection of data disaggregated by sex, age and education is the first and important step in describing individuals in terms of needs, roles, opportunities, weaknesses, and contributions to society, and they are at the same time necessary to monitor gaps between the two sexes, develop solutions, and follow up progress in bridging program and policy gaps.

Model: The table below provides data disaggregated by sex, age and education in the education sector (Source: Primary Education Report in Iraq for the academic year 2017/2018 - Central Statistics Organization / Directorate of Social and Educational Statistics):

Table (1) Data classified by age, sex, education stage for primary school students				
Number of students in public primary education classified by age, sex, and education stage for the 2017/2018 academic year				
Education stage	Age	Males	Females	Total
First grade	5	40485	40059	80544
	6	431251	412308	843559
	7	107524	97889	205413
	8	34709	32797	67506
	9	11538	10936	22474
	10	5733	4829	10562
Total		631240	598818	1230058
Percentage		%51.3	%48.6	
Sixth grade	11	203722	181199	384921
	12	100957	90816	191773
	13	48290	38934	87224
	14	27624	17044	44668
	15	13447	5651	19098
Total		394040	333644	727684
Percentage		54,1%	45,8%	

This manual proposes the data collection form detailed in (Annex-4) to be used as a formal form to collect data disaggregated by age, sex and education in state institutions.

Second - Gender Analysis

It is a study to determine the status of women and men in terms of different needs, responsibilities and priorities between the two sexes, as well as challenges, risks, and opportunities that may affect both sexes, and it includes measuring gaps between the two sexes based on collecting data disaggregated by sex, gender analysis can be conducted in many ways based on different factors and at different levels.

Disaggregated Data analysis sample in the education sector**:**

Note

The data analysed in this section is taken from (Table -1) above

Gender Gap Measuring: by extracting the difference between the percentages of women and men in the given indicator

Size of the gap = % male - % female

Example of extracting the size of gender gap between students (male and female) enrolled in the primary first grade in table (1): 51.3-48.6 = 2.7%

The result referring that the gap between males and females who are enrolled in education for the first time (in the first grade) is very low, while the gap widens to nearly twice when students reach the sixth grade.

The size of the gender gap between male and female students who have reached the primary sixth grade in table (1): 54.1 -45.8 = 8,3 %

Gender gap in wages measured according to this equation :

$$\frac{\%male - \% female}{male\%}$$

Measurement of the gender parity index (sex parity index): by dividing % women on % men for specific indicator

Parity index = (female %/ male %) the value of parity index no more than (1)

The higher the value of the indicator, close to (1) , the greater gender parity

The lower the value of the indicator away from (1), the less gender parity

parity index between the number of female and male students in the first grade = 48.6 / 51.3 = 0.94

While the value of the parity index decreases between female and male students in the sixth grade

Parity index between the number of female and male students in the sixth grade = 45.8 / 54.1 = 0.84

Third - The existence of a gender policy in the state ministries and institutions

Adoption and implementation of a policy that institutionalizes commitment to gender mainstreaming into operations and programs, and develop guidelines for gender mainstreaming and accountability measures during organizational and structural processes, programs and implementation, this means that this institution:

A- Benefits from the policy development process, which requires determine the priorities of gender gaps and wide internal consultation and awareness raising efforts.

B- Sets standards and manuals that allow the institution to coordinate and harmonize the gender equality standard in all processes and programs

In order for the policy to succeed, it must be supported by the leaderships and decision makers of that institution, whose decisions are crucial in its implementation

Fourth - Existence of accountability mechanisms

Providing accountability mechanisms and procedures for implementing Iraq's international obligations regarding women rights in state institutions contributes to ensuring guarantees of gender mainstreaming in those institutions and to the state and community system. Obliging institutions to apply international conventions relevant to woman issues which are specifically mentioned above in the (Premises section):

CEDAW Convention

The joint statement

Resolution 1325 and relevant subsequent decisions

Beijing Platform

Monitoring the application of gender mainstreaming

Gender and women empowerment units or their representatives (as per the designation in the relevant institution) in ministries, independent bodies, the judiciary system, the parliament, and governorates are specifically responsible for monitoring and follow up of the application of gender mainstreaming in coordination with the Ministry of Planning and the department of women empowerment as the national mechanism for women in Iraq today. Women organizations, civil society organizations, women groups & unions are also community-based means of monitoring the application of gender mainstreaming and can press and coordinate with gender units to achieve progress in the application and continuation of gender mainstreaming.

This manual defines the following steps to monitor application of gender mainstreaming : -

 * Follow-up the progress in the implementation of gender mainstreaming: - The national mechanism circulates the implementation follow-up form over gender or empowerment units.

* The Empowerment unit in each ministry or governorate completes follow-up form (annex-5) for each of the gender mainstreaming standards and extracts the annual progress rate for each standard.

* Measuring the impact of gender mainstreaming application (progress in reducing gender gaps) = measuring the rate of reduction in the size of the identified gap

Example: the rate of reduction in gender gap size = size's gap after application / size's gap before application x 100

A hypothetical application example: If we assume that the gender mainstreaming standards were implemented in education sector for a specific period and the below hypothetical data has been obtained for the current students in the sixth grade: -

Sixth grade	Age	Males	Females	Total
Before implementation	11	203722	181199	384921
	12	100957	90816	191773
	13	48290	38934	87224
	14	27624	17044	44668
	15	13447	5651	19098
Total		394040	333644	727684
Percentage		54,1%	45,8%	
After implementation (hypothetical figures)	11	203722	200500	404222
	12	100957	95980	196937
	13	48290	45200	93490
	14	27624	20555	48179
	15	13447	9890	23337
Total		394040	372125	766165
Percentage		51,4%	48,6%	

Gap size after implementation = 51.4-48.6 = 2.8 %

Gap size reduction rate = 2.8 /8.3 x 100 = 33.7%

* **Checklist of gender mainstreaming in all stages**: - The Empowerment units conducts opinion polls of the various groups that are influential and affected by gender mainstreaming in each sector and governorate by the checklist

Example: Checklist template for gender mainstreaming in the education sector policy
Policy Design stage :
1- Was the data collected according to age, gender, and education?
2- Were opinion polls conducted for the groups that could be affected by the policy?
3- Did the data show gender differences or interferences according to social and economic variables, for example: age, education, family size, income, and others?
4-Have the following women groups been consulted when developing the policy: gender specialists, women groups specialized in law, media professionals, women teachers, NGOs specialized in the education field, women who are likely to be positively / negatively affected by the policy.
5- Are women's needs and gender issues integrated into the policy?
6- Does the policy require any specific reference to women?
7- Are women in general or any specific groups of women affected by policy differently from men?
8- Will there be any restrictions or limitations imposed on women (or specific groups of women) under the policy?
9. will the policy work to promote and ensure the elimination of discrimination against women by:
- Improving any previous legislation /public policy / program that was discriminatory or harmful to women
- Create legal and other kinds of protections for women's rights
-Enhance the role of women in decision-making
-Increasing women's access to and control over resources
-Contribute to women empowerment
 Policy implementation phase
10- Were women (from the educational body) or girls (students) affected differently from men (from the educational body) or boys (students) during the policy implementation process, for example: eligibility, benefits, access, or availability of support facilities? In a positive or negative manner.
11-Was there any special measures to meet the needs of women (from the educational staff or students) during the implementation of the policy?
Policy monitoring and evaluation stage
12- was the gender perspective integrated in the policy monitoring mechanism
13- Was a gender analysis conducted to evaluate and review the design, implementation and results of the policy?
14- Were any of the entities listed below consulted during the external evaluation of the policy:
- Gender specialists
- Women groups that are specialized in law
- Women teachers
- NGOs specialized in education
- Women that could be positively or negatively affected by the policy

Annexes:

	Annex -1: The names of the members of the focus group and the entity represented by each member and the names of their stand in members in the event of their absence.		
Seq	**Name of member**	**Alternate member**	**Represented entity**
1-	Mmabatlharo Nono Dihemo , Idah Agba	Sahar Mahmoud	UNAMI
2-	Valeria Vilardo	Wafaa Alnuaimi	UN Women
3-	Eri Taniguchi	Maha Alwattar	UNFPA
4-	Dr. Sundus Abbas		UNDP
5-	Suaad Allami		Takamul Programme-USAID
6-	Dr. Ibtisaam Azeez	an employee of the directorate of women empowerment, appointed by the director general	Directorate of women empowerment – Council of ministers secretariat (COMSEC)
7-	Dr. Suhaam Alkaabi		Center for women studies – Baghdad university
8-	Researcher Shatha Kadhum		Al-Nahrain Center for Strategic Studies
9-	Zainab Ali Husain		Ministry of Planning – Women data
10-	Duaa' Abdulrahman Yaaqub		Women empowerment department – Ministry of education

Annex -2: Titles of the background papers and the names of their presenters from the focus group or from hosted researchers and experts			
Seq	Title of background paper	Focus group members	Guests
1-	Mainstreaming and integration efforts of the GBV agenda into humanitarian action		Farid Gul - UNFPA
2-	Gender mainstreaming in program development	Valeria Vilardo	
3-	Gender mainstreaming in projects	Dr. Sundus Abbas	
4-	Gender integration in the Takamul programs IGPA/Takamul	Suaad Aallami	
5-	Public Policy Development Methodology: The Iraqi Approach		Abdulmutalib Alulwy – head of the public policy department of COMSEC
6-	Gender perspective in Iraqi legislations	Researcher Shatha Kathim	
7-	Gender perspective in development plans (1)		
8-	Gender perspective in development plans (2)		Uqood Hussain Salman – Ministry of Planning
9-	The institutional structure of gender	Dr. Ibtisam Azeez	Dr. Khadeeja Aljabiri, Afrah Mahdi, Rushel Werham – Takamul programme
10-	Gender perspective in ministerial programs	Dr. Sundus Abbas	
11-	Gender perspective in the programs of state research and study centers (1)	Dr. Suham Alkaabi	
12-	Gender perspective in the programs of state research and study centers (2)	Dr. Aamira Albaldawy	UDF
13-	The Proposed national standards for gender mainstreaming	Dr. Aamira Albaldawy	UDF
14-	Gender mainstreaming pilot model	Dr. Aamira Albaldawy	UDF

Annex-3 : Gender data form for state research and studies centers

Centre's name   ....

Contact person ....

Centre's departments and each department's missions

.1

.2

Centre's plan:

Does the centre have a plan: Yes ☐   No ☐

If yes, is the plan: Annual ☐   Five years ☐

Is the plan written and ratified: Yes ☐   No ☐

Has there been an allocation of a budget for gender programs in the plan: Yes ☐   No ☐

Has there been identification of specialized researchers in the field of gender within the

centre's research system: Yes ☐   No ☐

What are the centre's programs related to women's issues for 2017؟

.1

.2

What are the centre's programs related to women's issues for 2018؟

.1

.2

What is the total number of the centre's programs for 2017؟   [ ]

What is the total number of the centre's programs for 2018؟   [ ]

Annex (4): Proposed individuals' data disaggregated by sex, age, and education for a specified indicator

Indicator	Education	Age												Total	
		Less than 20		20-29		30-39		40-49		50-59		More than 59			
		Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
	Total														

Annex (5) :Table template for progress in gender mainstreaming standards application

Standard/ Indicator	Baseline	Objective	Indicator Value					
			2020/1/1		2020/6/30		2020/12/31	
			Value	progress %	Value	progress %	Value	progress %