

Gender Mainstreaming – A Topic for the Surveying Profession

Gabriele DASSE, Germany

Key words: Gender Mainstreaming, Land Management, Access to Land, Spatial Planning and Development

SUMMARY

Gender mainstreaming involves mobilising all general policies and measures specifically for the purpose of achieving equality by taking into account their possible effects on the respective situation of men and women (gender perspective).

For example UN bodies are all mandated to fulfil the demand for gender mainstreaming in all their activities within the context of the respective agencies and also the World Bank seeks to reduce gender disparities and enhance women's participation in economic development through its programs and projects by gender mainstreaming.

Gender mainstreaming is a topic for the Surveying Profession: Especially Land Management and Spatial Planning and Development offer opportunities to implement gender mainstreaming.

ZUSAMMENFASSUNG

Gender Mainstreaming bedeutet, dass bei allen gesellschaftlichen Vorhaben, wie Gesetzen und Maßnahmen, die unterschiedlichen Lebenssituationen und Interessen von Frauen und Männern von vornherein und regelmäßig zu berücksichtigen sind (Gender Perspektive). Gender kommt aus dem Englischen, eine deutsche Übersetzung dafür gibt es nicht, und bezeichnet die gesellschaftlich, sozial und kulturell geprägten Geschlechterrollen von Frauen und Männern. Diese sind erlernt und somit auch veränderbar.

Zum Beispiel sind alle Institutionen der UN verpflichtet, die Forderung nach Gender Mainstreaming im Rahmen aller Aktivitäten zu erfüllen und auch die Weltbank trachtet danach, Gender Ungleichheit zu verringern und die Teilhabe von Frauen in der wirtschaftlichen Entwicklung durch Gender Mainstreaming Programme und Projekte zu verbessern.

Gender Mainstreaming ist ein Thema für den Vermessungsberuf: Insbesondere die Bereiche Landmanagement und räumliche Planung und Entwicklung bieten Möglichkeiten, Gender Mainstreaming einzuführen.

Gender Mainstreaming – A Topic for the Surveying Profession

Gabriele DASSE, Germany

1. INTRODUCTION

Gender is the most fundamental organising feature of society, affecting our lives from the moment we are born. Gender mainstreaming recognises diversity between genders; it also cuts across other kinds of differences, for example ethnicity, class, disability and age.

Gender mainstreaming is not about adding a "woman's component" or even a "gender equality component" into an existing activity. It goes beyond increasing women's participation. It means bringing the experience, knowledge, and interests of women and men to bear on the development agenda.

The gender and equality dimension should be taken into account in all policies and activities: in the planning, implementation, monitoring and evaluation phases. Policies which appear gender neutral may on closer investigation turn out to affect women and men differently. Why? Because we find substantial differences in the lives of women and men in most policy fields; differences which may cause apparently neutral policies to impact differently on women and men and reinforce existing inequalities. Policies which are directed at, or have clear implications for, target groups/population groups are, consequently, to a larger or lesser degree gender relevant.

The Guide to Gender Impact Assessment of the European Commission proposes the following proceeding:

1.1 Checking Gender Relevance

The first step in a gender mainstreaming process is to establish whether gender is relevant to the policy on which you are working. In order to check gender relevance, you need to obtain and study sex-disaggregated data and to ask the right questions:

- Does the proposal concern one or more target groups? Will it affect the daily life of part(s) of the population?
- Are there differences between women and men in this policy field (with regard to rights, resources, participation, values and norms related to gender)?

If the answer to any of these two questions is positive, gender is relevant to your issue. An assessment should be made of the potential gender impact of the policy proposal.

2. UN-HABITAT'S GENDER POLICY

2.1 UN-HABITAT's Gender Mainstreaming Approach

Gender Mainstreaming is established as the overall strategy for promoting and strengthening gender equality at the international level, through documents such as the Platform for Action adopted by the Member States at the United Nations Fourth World Conference on Women in Beijing (1995). The mandate of gender mainstreaming in all interventions has been carried forward by a number of international and national policies, which all demand that attention, effort and resources are given to create a gender sensitive practice at all levels and in all sectors of society.

2.2 UN-HABITAT's 10 Gender Mainstreaming Principles

UN bodies are all mandated to fulfil this demand for gender mainstreaming in all their activities within the context of the respective agencies. In related steering documents directly linked to the issue of gender mainstreaming in all UN activities and interventions, the basic principles of mainstreaming for UN bodies are outlined. Compiled, they amount to the following 10 principles for gender mainstreaming in UN-HABITAT's work:

1. Initial definitions of issues/problems across all areas of the human settlement field should be done in such a manner that gender differences and disparities will be visible and diagnosed.
2. Assumptions that human settlement development is neutral from a gender perspective should never be made.
3. Gender analysis should always be carried out in both recommendations to policy and planning as well as in operational areas of work before implementation and decisions are made by UN-HABITAT.
4. Systematic use of gender analysis, sex-dissagregated data and commissioning of sector-specific gender studies and surveys are required for all areas of UN-HABITAT's activity.
5. Responsibility for implementing the mainstreaming strategy is system-wide, and rests at the highest level within the agency, and its departments; and adequate accountability mechanisms for monitoring progress in UN-HABITAT's interventions need to be established within each and every area of work. The staff and management are also to be committed to promote and ensure a gender perspective in their collaboration with partners and other agencies.
6. Political will from the Senior Management by providing competent leadership and enabling allocation of adequate resources for gender mainstreaming, including

necessary additional financial and human resources in the implementation of the Habitat Agenda.

7. Gender mainstreaming requires that efforts be made to broaden women's equitable participation at all levels of decision-making within the human settlement field. In all UN-HABITAT's interventions care will be taken to ensure that women are consulted equally with men, and that women are involved in projects and programmes, decision-making processes on an equal basis with men. UN-HABITAT should also ensure that assessments are made in every case of the likely impact of the activity on gender equality in the community served.
8. Mainstreaming does not replace the need for targeted, women-specific policies and programmes, and positive legislation, nor does it do away with the need for gender units or focal points.
9. A specific gender mainstreaming strategy for UN-HABITAT should be formulated, and priorities for its interventions established within every branch and unit within the Programme.
10. Provision of training to all personnel at UN-HABITAT headquarters and in the field is essential, as well as appropriate follow-up in order to reach strengthening of competence and knowledge regarding gender mainstreaming and awareness for staff and management.

3. THE WORLD BANK GROUP

The GenderNet site describes how the Bank seeks to reduce gender disparities and enhance women's participation in economic development through its programs and projects. It summarizes knowledge and experience, provides gender statistics, and facilitates discussion on gender and development.

3.1 Integrating Gender into the World Bank's Work: A Strategy for Action

The strategy for mainstreaming genderresponsive actions was endorsed by the full Board of Executive Directors on September 2001.

The strategy was developed in recognition of the desirability of finding more effective ways to integrate gender-responsive actions into the World Bank's development assistance. The Bank's Gender and Development Board (a Bank-wide body composed of representatives from the main operational units in the Bank) took the lead in developing the strategy and was the primary sounding board for drafts of the paper.

The whole document of 92 pages includes also Good Practice Examples.

3.2 Operational Policy on Gender and Development

The objective of the Bank's gender and development policy is to assist member countries to reduce poverty and enhance economic growth, human well-being, and development effectiveness by addressing the gender disparities and inequalities that are barriers to development, and by assisting member countries in formulating and implementing their gender and development goals.

1. To this end, the Bank periodically assesses the gender dimensions of development within and across sectors in the countries in which it has an active assistance program. This gender assessment² informs the Bank's policy dialogue with the member country.
2. The Bank's Country Assistance Strategy (CAS)³ draws on and discusses the findings of the gender assessment.
3. In sectors and thematic areas where the CAS has identified the need for gender-responsive interventions, the Bank's assistance to the country incorporates measures designed to address this need. Projects in these sectors and thematic areas are designed to adequately take into account the gender implications of the project.
4. The Bank regularly monitors the implementation of this policy.

4. THE EUROPEAN AND NATIONAL LEVEL

In February 1996 the European Commission adopted a Communication on Mainstreaming as a first step towards implementing the commitment of the EU to gender mainstreaming at the Community level. In the followup Strategy Paper, agreed by the Inter-service Group on Equal Opportunities for Women and Men in February 1997, gender impact assessment in the Commission services is mentioned among the core measures.

In 1999 the Treaty of Amsterdam formalises the mainstreaming commitment at the European level, as it explicitly mentions the elimination of inequalities and the promotion of equality between women and men among the tasks and objectives of the Community (Articles 2 and 3).

Countries like Sweden, The Netherlands or Finland were pioneers for gender mainstreaming in Europe. Since 2000 gender mainstreaming has been established in Germany on national level. Some Federal States of Germany adopted gender mainstreaming, but it is not applied in consistently in all sectors.

5. GENDER MAINSTREAMING IN THE SURVEYING PROFESSION

5.1 Land Management

Both gender and environment are cross-cutting themes with a high degree of conceptual and methodological complexity. Lack of understanding and fear of this complexity are the main reasons why the gender aspects of sustainable land management are still either widely neglected or dealt with insufficiently.

There are differences in gender roles and responsibilities, as well as in the relationship to the resource base, which are relevant to sustainable development research (land management, agricultural and forest resources, water cycle).

5.2 Spatial Planning and Development

Places shape the way we live our lives, the opportunities we have to get a paid job, how easy it is to get to work, to school or the hospital and keep in touch with friends and relatives. Environments reinforce identity, but they can also alienate and discriminate. Planning policies influence the lives of women and men in different ways and both perspectives are needed in the planning process.

6. GENDER MAINSTREAMING IN FIG

6.1 FIG-Guidelines on Women's Access to Land

The FIG-Guidelines on Women's Access to Land, Principles for Equitable Gender Inclusion in Land Administration, were an important step towards gender mainstreaming. This report was initiated by FIG Commission 7 (Cadastre and Land Management) and its Working Group Women's Access to Land.

The executive summary points out, that "Land development and administration projects and programmes, as well as other land-related activities, are expected to positively influence the socio-economic and physical environment of societies. Yet sometimes good intentions are not enough and sometimes interventions actually cause harm for particular groups. One such group that is sometimes at risk in land titling projects, housing and urban development projects, and agricultural improvement programmes are women. For example, implementing an irrigation project on marginal land that has been traditionally used by women may lead to repossession of this improved land by the men of the community. Issuing certificates of title to the *de jure* head of household (usually men) may deprive the *de facto* heads of household (increasingly women) from benefiting from a land administration process.

The purpose of this document is to:

- provide background information to surveyors and other land professionals on why gender issues matter in development projects;
- to provide draft guidelines to assist development project managers, surveyors, land administration agencies, and others in ensuring that land administration enhances and protects the rights of all stakeholders, including women.”

6.2 Mainstreaming Gender Issues in Land Administration

The paper Karin Haldrup, Denmark, “Mainstreaming Gender Issues in Land Administration - Awareness, Attention and Action”, held during the FIG Congress 2002 in Washington, followed up on the FIG-Guidelines on Women’s Access to Land and suggested for the surveying community courses of action for specific mainstreaming tasks. Research on land tenure in a socio-economic context has been done by different professional groups (lawyers, economists, anthropologists, etc.). Karin Haldrup proposed to work towards mainstreaming of gender issues by using this knowledge and prepare new literature on land tenure, cadastre and land administration, taking into account the needs of practitioners.

6.3 Spatial Planning and Development

Commission 8 will carry on looking for solutions for implementation problems and will especially focus in that way on inner cities and declined areas. It will focus on public/private partnership as a way to work on solutions for those problems and other tools that promote planned and sustainable city, town, land use and development.

7. CONCLUSION

There are many activities concerning gender mainstreaming, but often they are theoretically and less practical oriented. Beside Commission 7 in the field of Land Management also Commission 8 in Spatial Planning and Development should deal with gender mainstreaming. In addition to that should be discussed in FIG how gender mainstreaming could be implemented in FIG itself.

REFERENCES

- European Commission, European Union Policy “Employment and Social Affaires”, Gender Equality, A Guide to Gender Impact Assessment:
http://europa.eu.int/comm/employment_social/equ_opp/gender/gender_en.pdf
 Haldrup, K., 2002 Mainstreaming Gender Issues in Land Administration Awareness, Attention and Action, FIG Congress 2002 in Washington, USA
 The World Bank Group, GenderNet, Operational Policy on Gender and Development, 2003:
<http://www.worldbank.org/gender/>
 The World Bank Group, GenderNet, Integrating Gender into the World Bank’s Work: A Strategy for Action, 2001:
<http://www.worldbank.org/gender/>
 UN-HABITAT, Publications, UN-HABITAT’s Gender Policy:

<http://www.unhabitat.org/pubs/genderpolicy/approach.htm>

Women's Access to Land - FIG Guidelines. Principles for Equitable Gender Inclusion in Land Administration: Background Report and Guidelines, 2001
<http://www.fig.net/figtree/pub/figpub/pubindex.htm>

BIOGRAPHICAL NOTES

Gabriele Dasse (43), has been chair of the FIG Joint Commission Working Group on "Under-represented Groups in Surveying" since 2002 and was chair of the FIG Task Force on "Under-represented Groups in Surveying" from 1998 until 2002. She studied surveying in Germany at the University of Applied Science in Hamburg with the main emphasis on Photogrammetry. After practising one year in a private company she started working for the Department for Geoinformation and Surveying in Hamburg. Since 2002 she has been working for the authority of Civil Engineering and Transport in Hamburg.

From 1991 to 1996 she held the office as equal right representative for this authority of 1600 employees with a share of 25 % women. As one result of her activities Gabriele was nominated by the Green Party and elected as member of the Hamburg Parliament from 1993 to 1997. She was the speaker of women's affairs of the parliamentary party.

Since 1990 Gabriele Dasse has been member of the working group "Women in Surveying" in the German association DVW (member of FIG) and was speaker of this group from 1995 until 2003. Gabriele Dasse was member of Commission 1 - Professional Practice, Organisation and Legal Basis - of DVW from 1998 until 2002 and has been Chair of the new structured Commission 1 - Profession - of DVW since 2003 (tasks of Commission 1 and 2 in FIG).

CONTACTS

Dipl.-Ing.
Gabriele Dasse
Deutscher Verein fuer Vermessungswesen (DVW)
Kleinfeld 22 a
D-21149 Hamburg
GERMANY
Tel. + 49 40 428 40 2301
Fax + 49 40 428 40 3388
Email: g.dasse@gmx.de
Web site: www.dvw.de