



**Revision of National Action Plans
for the Decade of Roma Inclusion
*Principles and Methodology of Gender
Mainstreaming***

Bratislava, March 16, 2010

Outline

- Study commissioned by UNIFEM CEE available at: www.unifem.sk
 - Continuing gender inequalities affecting the status of Romani women in Decade areas and associated factors
 - Analysis of NAPs from the point of view of gender mainstreaming
 - Suggested methodology for gender mainstreaming of NAPs
 - Revision of NAPs: suggested indicators
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Definitions used

- **Gender mainstreaming:** globally accepted (BPfA) strategy for promoting gender equality. [...] “It ensures that gender perspectives are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programmes and projects.” (UNESCO, 2005).
 - **Intersectionality:** theory that conceptualizes inequality and discrimination as a relationship among multiple dimensions and modalities of social relations (age, ethnicity, gender, class, sexual orientation, disability and other relevant categories depending on the context), rather than focusing on only one set of relations (be it only gender or only ethnicity) at a time.
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Key gender inequalities in the Decade areas

Education:

- Enrolment: Cf UNDP (2006), 52% of girls between 7 and 15 years are enrolled, as compared to 61% among boys in eight Decade Countries
 - Educational Attainment and dropout: Roma men are 1.5 times more likely than women to attain primary education
 - Literacy: Roma women have a literacy rate of just 68% compared to 81% for Roma men
 - Also, huge gaps between Roma women and majority women: Ex: In Slovakia, only 9% of Roma girls go to secondary school, compared with 54% of Slovak girls
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Factors associated with gender disparities in education

- **Gendered norms:** domestic work, early marriage and child bearing, lower expectations for girls to complete education;
 - **Conditions of Roma families and communities:** unaffordable costs of education, no (few) models of female success via education, high opportunity costs for not attending school.
 - **Structural constraints related to school system:** insufficient places in preschools, language barriers, distance to school, evening classes, security issues.
 - **Policy ineffectiveness:** irregular and insufficient state support, less effective policies addressing the value of Roma girls' education.
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Key gender inequalities in the Decade areas

Employment:

- Unemployment rates: Ex: In MKD: 65% of Roma men and 83% of Roma women have never been employed, compared with 50% of non-Roma from nearby communities
- Payment: scarce data, some show Roma women earn 58% of Roma men's average monthly income (UNDP, 2006)
- Working conditions (including the simultaneity of gender and ethnic discrimination): Roma women more likely to work in underpaid jobs (eg. textile industry, communal services, subsistence agriculture) and tend to have longer working hours (over 16) than non-Roma women (UNIFEM, 2006)

Factors associated with gender disparities in employment

- **Gendered norms:** early marriage and child bearing; notions about women's roles.
 - **Conditions of Roma families and communities:** poor working opportunities in deprived areas, women's need for work flexibility, deficiency of affordable childcare.
 - **Structural constraints and policy ineffectiveness:** cyclical discrimination, low demand for unskilled jobs, ineffective labor market policies, discrimination.
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Key gender inequalities in the Decade areas

Roma women's health:

- poor and fragmented data;
 - lower life expectancy as compared with non-Roma majority women
 - higher incidence of chronic illnesses
 - increased rate of mental health illnesses (as compared to men)
 - poorer level of sexual, prenatal and maternal health
 - increased nutrition vulnerability
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Factors associated with gender disparities in health

- **Gendered norms:** prioritization of other family members; reluctance to seek healthcare; purity traditions; acceptability of domestic violence.
 - **Conditions of Roma families and communities:** deprived living conditions, poor access to healthcare.
 - **Policy ineffectiveness:** low level of Roma inclusion in public health programs, double discrimination in healthcare system.
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Analysis of NAPs from the point of view of gender mainstreaming

A standardized set of questions was applied to all NAPs:

- Gender disaggregation & sensitivity of indicators
- Presence of outcome and possibly impact indicators
- *Intra-group* differences (intersectional discrimination)
- Addressing relevant gender **inequities** / **gaps**
- Anticipation of possible **unplanned effects** on Roma women and men
- Inclusion of qualitative indicators to measure Roma women's and Roma women's organizations' level of participation and perception of progress
- Presence of quantified targets
- Measuring progress over time – trends in gender relations
- Balance in gender representation and gender qualification of staff assisting Roma women and men
- Gender responsive expected results

Gender mainstreaming - approaches

- The integrationist (*tinkering*) approach adds gender into the existing development paradigms, but with no change of priorities.
 - *Tailoring* approach focuses on women specific measures for increasing participation in the established status quo (eg. positive actions).
 - Agenda-setting and *transformative* approaches: more political alternatives for social and institutional transformation.
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GM methodology

- 1. **Creating the organizational preconditions** (eg.: gender and ethnical composition of the team, gender qualification, need for external expertise, plan, budget and responsibilities);
 - 2. **Learning about gender differences** as related to **current** policies: understanding of the barriers preventing Roma women's full access to **existing** services and interventions.
 - 3. **Identification of target groups** (with awareness of the intersections of different sources of discrimination and disadvantages).
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GM methodology (ct'd.)

- 4. **Assessing the potential impact of proposed policies** (anticipation of potential differential effects of the proposed policies on Roma women and men).
 - 5. **Redesigning policy** (identification of ways in which the policy could be redesigned to promote gender equality: from slight adjustments to more complex changes to existing structures).
 - 6. All policy decisions need to ensure the enabling circumstances for **Roma women** to be represented, participate, exert control and share ownership of policy options.
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Summary of proposed indicators by area

Education	Employment	Health	Housing
Years of schooling completed, by age, sex and ethnicity. (already existing)		Maternal mortality ratio by ethnicity and age. (new)	
Gross enrolment rates and gross drop out rates for Roma girls/ boys by educational level/ class. (requiring revisions)	Unemployment rate by gender and ethnicity. (requiring revisions)	Roma life expectancy at birth by sex, region and as compared to women and men from majority population. (new)	
Literacy rate of 15-24 year-olds by sex and ethnicity as related to the corresponding rates in majority population. (new) Early school leavers by sex and ethnicity. (new)	Distribution of the working age population into <i>employed</i> , <i>unemployed</i> and <i>inactive</i> , by age, gender and ethnicity. (new)	Healthy Life Years by ethnicity and gender. (new)	Housing tenure status by ethnicity and gender. (new)

Data sources – preliminary discussion

- Despite controversies, sex and ethnicity disaggregated statistical data are vital in generating and legitimizing policy options.
 - Data protection laws: Distinction between personal and statistical data. “Once personal data are made anonymous in order to be used in statistics, the information contained in such statistics should not be considered personal data” (De Schutter, 2006: 26).
 - Ethical considerations:
 - History of discrimination from authorities needs to be recognized; need for participation of trained Roma interview operators in data collection and of Roma qualified women in the analysis and interpretation
 - Confidentiality of responses;
 - Careful not to reinforce stereotypes (such as “Roma criminality”)
 - Definition of work
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Data sources – preliminary discussion

Indicator	Data sources (suggestions)
Years of schooling completed, by age, sex and ethnicity. (already existing)	PISA – an OECD standardized assessment of individual educational performance. (Additional questions)
Gross enrolment rates and gross drop out rates for Roma girls/ boys by educational level/ class. (requiring revisions)	Data needed generally available either in census or the school statistics.
Literacy rate of 15-24 year-olds by sex and ethnicity as related to the corresponding rates in majority population. (new)	PISA – an OECD standardized assessment of individual educational performance. (Additional questions)
Unemployment rate by gender and ethnicity.	Part of standardized data collection processes in the countries of the Decade. Disaggregation by ethnicity required. UNDP's Vulnerable Groups Survey
Distribution of the working age population into <i>employed</i> , <i>unemployed</i> and <i>inactive</i> , by age, gender and ethnicity. (new)	Part of the standardized data collection processes in the countries of the Decade. Disaggregation by ethnicity and gender required. UNDP's Vulnerable Groups Survey
Maternal mortality ratio by ethnicity and age. (new)	Maternal mortality – one of least methodological controversies; easily measurable; relatively inexpensive compared to other health indicators. Collection of ethnic disaggregated data may pose difficulties
Roma life expectancy at birth by sex, region and as compared to women and men from majority population. (new)	Indicator can be derived from <i>life tables</i>
Healthy Life Years by ethnicity and gender. (new)	HLY is an indicator collected in sample surveys and not in census. The collection of necessary data involves the creation of a representative sample of Roma women.
Housing tenure status by ethnicity and gender. (new)	Limited data available from micro-level household surveys & case studies of Roma settlements - poor comparative value. EU-SILC (Statistics on Income and Living Conditions) methodology assumed recently by several countries of the Decade.

Ways forward – areas of potential UNIFEM

engagement/ support

- Continue to provide expert/ technical inputs for regional level initiatives in line with priorities agreed among country representatives and int'l organizations
 - Continue to provide support to existing initiatives and explore further partnerships at country level that increase access to justice for Roma women, improve policy responses to their needs and increase their capacity to advocate for their own priorities. UNIFEM support mostly directed to NGOs, but closely aligned with national development priorities.
 - BiH (*Rights for All* – UNTF grantee)
 - Macedonia (support to MLSP in implementation of NAP for Romani women; new data – *Sumnal* study)
 - Serbia (*Women's Space* – Fund for Gender Equality grantee – work envisaged on revision of NAPs in cooperation with other members of Roma Women's Network; Bibija – new data collected on violence against Romani women)
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Thank you!

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