

# Promoting gender equality

Towards a gender-based approach  
in decentralised cooperation projects





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## Towards a gender-based approach in decentralised cooperation projects





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# EDITORIAL

Equality between women & men, girls & boys is a fundamental right and one of the European Union's core values. It is a prerequisite and constitutive condition for sustainable development. Gender equality and the empowerment of women and girls is one of the 2015-2030 Sustainable Development Goals (SDGs) set by the United Nations and promoting gender equality beyond its borders within the framework of its foreign policy is also a high priority for the European Union.

**Equality between women and men is a major development challenge as it is both a goal in itself and a development tool.**

Extreme inequalities exist between women and men in political and economic fields, access to decision-making, resources, education, care, etc. Reducing these inequalities and empowering women is a lever for growth and development that enables women to realise their economic potential. Moreover, in many parts of the world, women are more affected by climate change than men; yet, they also play an essential role in implementing the changes needed to combat climate change.

Local and regional authorities are now recognised as important players in development action in the context of decentralised cooperation. Many of them are committed to gender mainstreaming and are signatories to the European Charter for Equality of Women and Men in Local Life which invites signatories to mainstream gender in all their policies and more specifically, under Article 30, in their decentralised cooperation actions.

As part of this cross-cutting approach, each policy is intended to determine the impact on each gender and, based on these potentially differentiated impacts, ensure that they contribute to reducing gender inequalities. It is this approach, supported by the European Charter for Equality of Women and Men in Local Life, that we wish to present in this document with regards to the initiatives implemented by our regions as part of decentralised cooperation.

On behalf of the AFCCRE, we are very pleased to present this study entitled "Promoting gender equality: towards a gender-based approach in decentralised cooperation projects". This study was carried out within the framework of PLATFORMA, the coalition of local and regional governments for sustainable development, and as part of the AFCCRE's commitment to promoting the European Charter for the Equality of Women and Men in Local Life.

This report is conceived as a tool to encourage local and regional governments to mainstream gender in their international development projects. At a time when many of our regions are rethinking their action in this area and where financial constraints on budgets call for greater policy effectiveness, mainstreaming gender in the preparation, development, implementation, and monitoring of international cooperation projects from a development perspective is essential. Mainstreaming gender in international cooperation is a factor of its effectiveness.

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## PART 1

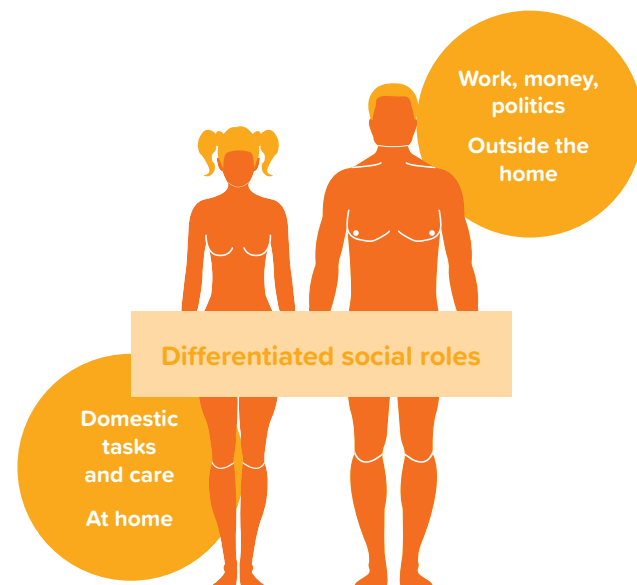
### GENDER APPROACH AND STUDIES: WHAT DOES IT MEAN?



# 1. THE CONCEPTS OF SEX AND GENDER: WHAT ARE THE DIFFERENCES?

- Sex refers to biological differences between women and men.
- Gender refers to the roles and characteristics attributed to women and men by social norms as a result of their biological differences.

Effectively, all the societies of the world, through their social norms (customs, traditions, religions, etc.) attribute **differentiated social roles** to women and men based on their biological differences.



The division of roles and tasks is the **result of social construction and social, cultural and religious norms** specific to our societies and is in no way the result of biological predisposition. **This is the concept of gender.**

Women are **traditionally** attributed 'reproductive' tasks such as **domestic tasks and the care and education of children and other family members.**

Men are traditionally attributed 'productive' tasks. They are in charge of meeting the financial needs of the household by working and dealing with public affairs in political and citizen spheres.

The evolution of our social norms and practices shows that the division of these roles is changing. Today, the majority of women work and support their families and more women are engaging in politics and decision-making. This shows that roles are not set, **they change over time with the development of societies.**

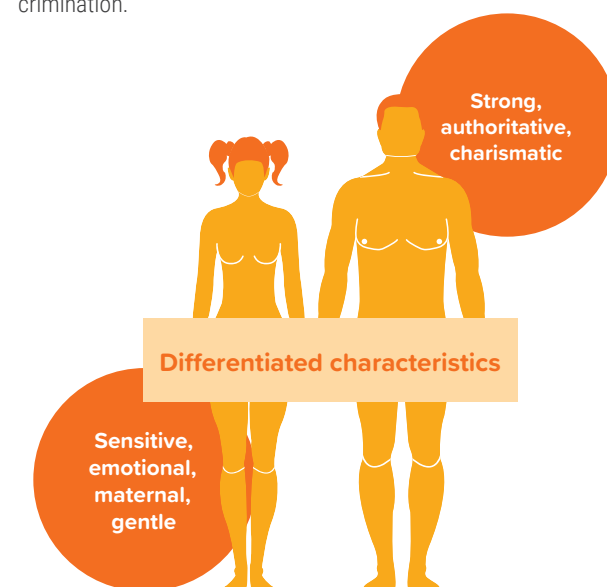
**The division of roles between women and men creates discrimination.** The roles assigned to women and men are not only differentiated, they are also **hierarchical** and are not **valued in the same manner.**

Our societies and their social norms attribute **differentiating characteristics** to women and men based on their biological sex. For example, women are gentle, emotional, sensitive, or hysteric and men are authoritative, charismatic, wealthy, and powerful.

These characteristics are the product of education and learning. As Catherine Vidal<sup>1</sup> shows in her work<sup>2</sup>, our brains develop through interactions with the outside world (parents, families, schools, etc.) and as a result of learning and education. Each child develops in their own way, regardless of their sex.

On the other hand, it is interesting to note that although every child develops in their own way, the majority of us are confronted with many **gender stereotypes** from a very young age: first in toys and children's clothing and then throughout life in information campaigns, recruitment, advertisements as well as in the media and on social networks.

The "gender" approach makes it possible to understand that inequalities between women and men are the product of a social construction resulting from the social norms specific to each society. It makes it possible to question and deconstruct the stereotypes attributed to women and men and to combat inequalities and discrimination.



It makes it possible to improve the relevance and effectiveness of public policies and development projects by preventing them from reproducing inequalities and by enabling women and men to benefit from their actions.

<sup>1</sup> Director of research in neuroscience at the Institut Pasteur up to 2014 and current member of the Inserm Ethics Committee

<sup>2</sup> Vidal C. Nos cerveaux, tous pareils, tous différents, Collection: Egale à égal, Publisher: Belin, 2015

# 2. KEY FIGURES AND ISSUES OF GENDER EQUALITY AND GENDER IN THE WORLD

## QUIZ

**a. How much is the average pay gap<sup>(a)</sup> between women and men in the world?**

- ☐ 14%
- ☐ 24%
- ☐ 44%

**b. In Senegal, what proportion of women work in the informal sector without social protection?**

- ☐ 75%
- ☐ 55%
- ☐ 45%

**c. What is the share of female employees entitled to maternity leave in the world?**

- ☐ 14%
- ☐ 28%
- ☐ 39%

**d. What proportion of trade union leaders in the world are women?**

- ☐ 1%
- ☐ 11%
- ☐ 31%

**e. 70% of SMEs<sup>(b)</sup> headed by women have little or no access to financial services (loans, advances):**

- ☐ True
- ☐ False

**f. In the world on average, how much more time does a woman spend on domestic tasks than her spouse?**

- ☐ The same time
- ☐ 2.5x more time
- ☐ 4x more time

**g. What is the share of female members of parliament in the world?**

- ☐ 22%
- ☐ 32%
- ☐ 42%

**h. How many women are victims of physical or sexual abuse in the world?**

- ☐ 1 in 10
- ☐ 1 in 5
- ☐ 1 in 3

**i. On average, how many women die every day from causes related to pregnancy and childbirth in the world?**

- ☐ 130
- ☐ 430
- ☐ 800

**j. What is the share of female landowners?**

- ☐ Between 10 and 15% pay, based on the average difference in gross hourly earnings of allemployees
- ☐ Between 20 and 35%
- ☐ Between 35 and 55%

<sup>(a)</sup> The gender pay gap is the difference between men's and women's pay, based on the average difference in gross hourly earnings of all employees

<sup>(b)</sup> SME : small and medium-sized enterprises

ANSWERS: a. 24%, b. 75%, c. 14%, d. 1%, e. True, f. 2.5x more time, g. 22%, h. 1 in 3, i. 800, j. between 10 and 15%







Analysis of international data shows that gender inequalities persist in all areas of development. All over the world, women continue to suffer discrimination and are not included in development policies.

The adoption of the Sustainable Development Goals<sup>4</sup> by the United Nations member states in September 2015 was an important step towards the recognition of gender equality as a priority for sustainable development. The SDGs include a specific objective dedicated to the empowerment of women and achieving gender equality (SDG5), which covers a number of areas such as professional equality, parity in decision-making roles, access to economic resources, equal sharing of tasks, and the eradication of violence against women. Gender considerations are also present in a cross-cutting manner on the themes of poverty alleviation, hunger and food security, education, water and sanitation, sustainable development, inclusive cities, and climate change.

**As a result of the many discriminations they face worldwide<sup>5</sup>, women are more likely to live in poverty.**

In developing countries, 75% of precarious jobs, i.e. informal and non-socially secure jobs are held by women<sup>6</sup>.

In sub-Saharan Africa, about 80% of women work in the informal sector as farmers on family or commercial farms.

Overall, women are paid less than men, they do the majority of part-time work and occupy less valued "female" employment sectors (nurses, social workers, and teachers, etc.). For example, in Benin, the average wage of women is 66% of that of men in the manufacturing sector. Worldwide (and in France), women earn 24%<sup>7</sup> less than men in the formal sector. Only 28% of working women are entitled to maternity leave and 70% of businesses run by women, have little or no access to credit.

Women's economic self-sufficiency is limited by discrimination in access to technology, credit, and land. In particular, as a result of discriminatory inheritance rights, they only own 10 to 20% of the land titles in the world<sup>8</sup>.

**Women perform 2/3 of domestic and caring tasks and spend 2.5 times more time doing them as men<sup>9</sup>.**

Women are traditionally responsible for managing the home and food and are therefore also responsible for managing domestic energy, often through the collection of wood or coal, and collecting water. This invisible work is not recognised and weighs on women's available time every day and reduces their availability for paid work, engagement in civic life and decision-making, or playing sports or having a hobby.

In this context, the scarcity of water and wood resources linked to climate change has a direct impact on their living conditions as it increases the time spent and the conditions of travel to access these resources. In Kenya, for example, it is estimated that water collection takes up 85% of women's domestic time due to desertification<sup>10</sup>.

**In the field of basic education, more than half of out-of-school children are girls.**

While the enrolment rate has increased from 92 to 97 girls per 100 boys in primary school, the share of girls continues to decline sharply on entry to secondary school education, particularly in sub-Saharan Africa and South Asia especially in rural areas. The drop-out rate of girls in adolescence is explained by a number of factors such as: poverty, domestic work, unsafe journey to and from school, access to drinking water and adequate infrastructure in schools, and especially by marriages and early pregnancy<sup>11</sup>.

In higher education, enrolment rates vary, in 2009 they were 26% for men and 28% for women<sup>12</sup>. The female-male ratio is therefore reversed and in some regions, such as Latin America, women outnumber men at university. Here, gender issues are reversed.

**Maternal mortality remains a global problem. Every day, 800 women die from avoidable causes related to complications during pregnancy and childbirth.**

Worldwide, the maternal mortality rate has decreased by 45% over the past two decades, led by East Asia, North Africa, and South Asia. However, in 2013, 289,000 women died from complications during pregnancy and childbirth which represents 800 women per day. 99% of these maternal deaths occurred in developing countries, particularly in sub-Saharan Africa.

64% of women in the world use contraception but only 28% of women in sub-Saharan Africa use contraception<sup>13</sup>. Teenage pregnancy increases the risk of maternal and infant mortality. Child marriage (before the age of 18) is still prevalent in the region and results in teenage pregnancies<sup>14</sup>. Finally, according to UN Women, one in seven maternal deaths is caused by unsafe abortion.

**One in three women will face gender violence in their lives.**

Gender violence can take many forms: physical, sexual, psychological, or economic. Most of the time, violence occurs in intimate relationships and many women identify their spouse or partner as the

perpetrator of the violence. Many women are also victims of sexual harassment at work, in public transport, and in public spaces.

In developing countries, one in three girls is married before the age of 18<sup>15</sup>. Child marriage, with the corollary of unwanted pregnancies at a young age, endangers the lives of teenage girls. Worldwide, complications during pregnancy are the main cause of death among girls aged 15 to 19.

About 200 million girls and women worldwide have been victims of female genital mutilation, including female circumcision, half of whom live in three countries: Indonesia, Egypt, and Ethiopia<sup>16</sup>. Despite advances in legislation and in legal fields, legal proceedings remain inaccessible for many women. For example, only 14% of victims file complaints in France<sup>17</sup>.

**Only 22% of members of parliament worldwide are female.**

Women continue to face many forms of discrimination in access to economic, political, and social decision-making roles. For example, they only hold 1% of decision-making positions in trade-unions worldwide<sup>18</sup>. Gender stereotypes, lack of time, and sexual harassment are the main obstacles to their participation in decision-making on an equal footing with men. As UN WOMEN points out, the introduction of quota policies generates positive effects, as seen in countries such as Senegal and Algeria.



This billboard advertisement calling on women to "Be beautiful and vote" in the 2009 Lebanese parliamentary elections is a play on the French expression "Sois belle et tais toi" – be beautiful and shut up.

<sup>4</sup> <https://sustainabledevelopment.un.org/topics/women/decisions>

<sup>5</sup> United Nations, Millennium Development Goals, 2015 report

<sup>6</sup> UN Women, Progress of the World's Women 2015-2016, Transforming Economies, Realising Rights 2015

<sup>7</sup> 2014 Equality Figures, French Ministry of Women's Rights

<sup>8</sup> FAO, Economic and Social Perspectives, Policy Brief 8, Gender and Land Rights, 2010

<sup>9</sup> UN Women, Progress of the World's Women 2015-2016, Transforming Economies, Realising Rights 2015

<sup>10</sup> K Duncan, "Global climate change and women's health", Women & Environments International Magazine, 2007, Issue 74/75, pp10-11

<sup>11</sup> UNESCO, Global Education for All Monitoring Report, 2015

<sup>12</sup> UNESCO, World Atlas of Gender Equality in Education, 2012 (page 77)

<sup>13</sup> United Nations, Millennium Development Goals, 2015 report

<sup>14</sup> United Nations, Millennium Development Goals, 2013 report

<sup>15</sup> UNFPA Marrying too young: End child marriage, New York, UNFPA 2012

<sup>16</sup> UNICEF, Female Genital Mutilation/Cutting: a global concern, New York, 2016

<sup>17</sup> French Ministry of the Interior, National Study domestic violence related deaths. 2014, 2014 Commission for Victims

<sup>18</sup> UN Women, Progress of the World's Women 2015-2016



# 3. INTERNATIONAL COMMITMENTS ON WOMEN'S RIGHTS AND GENDER EQUALITY

The member states of the United Nations have been committed to promoting and respecting women's rights and gender equality in all areas of development since 1979.

## 1979, Convention on the Elimination of All Forms of discrimination Against Women (CEDAW)

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), adopted by the United Nations General Assembly on 18 December 1979 which entered in force on 3 September 1981, was the first major international convention on women's rights.

> [www.un.org/womenwatch/daw/cedaw/cedaw.htm](http://www.un.org/womenwatch/daw/cedaw/cedaw.htm)

## 1994, Population and development Conference

Also called the Cairo Conference, it confirmed the close link between the population and development and defined a twenty-year action programme (1994-2014) intended to: provide universal access to reproductive health services for all by 2015, reduce maternal and infant mortality, provide access to education, and reduce HIV / AIDS. It also recognised the importance of sexual and reproductive rights and the rights of women to "freely and responsibly decide on matters related to their sexuality".

> [www.unfpa.org/publications/international-conference-population-and-development-programme-action](http://www.unfpa.org/publications/international-conference-population-and-development-programme-action)



## 1995, Fourth World Women's Conference in Beijing

It enabled the adoption of the Beijing Platform for Action, a twelve-point action plan covering all areas of development: poverty alleviation, education, access to healthcare, fight against violence, armed conflict, political autonomy, sharing of decision-making authority, support for equality mechanisms, media, the environment, and girls.

This conference also marks a paradigm shift in thinking about gender mainstreaming in development policies. It was removed in 1995, under the impetus of the networks of women's associations in the South, that the member states of the United Nations endorsed the concepts relating to the gender and development approach, on the empowerment of women, and gender mainstreaming.

> <http://beijing20.unwomen.org/en/about>

## Millennium Development Goals (2000-2015)

In 2000, the empowerment of women was recognised as a priority in the fight against poverty. It is reflected in MDG 3 which includes a target and three gender indicators.

- Parity in access to primary, secondary, and higher education;
- The share of women in paid employment;
- The share of women who are members of parliament in their country.



Up to 2000, only the issue of access to education was included in MDG 3. It was only in 2005, under the pressure of women's organisations, that the other two indicators were adopted. The other MDGs did not include gender targets and indicators with the exception of MDG 2 on the literacy rate of women and men aged 15-24 and MDG 5 which included the maternal mortality rate, contraception rate, adolescent birth rate, and the unmet need for family planning.

> <http://www.un.org/millenniumgoals/>

## Sustainable Development Goals (2015-2030)

The Sustainable Development Goals adopted by the United Nations General Assembly in September 2015 specifically integrate the issue of gender equality and empowerment with the adoption of Goal 5 on gender equality and the empowerment of women. Goal 5 sets out subgoals in the areas of combating discrimination, eliminating all forms of violence against women and girls, recognising domes-

tic work and sharing of tasks, participating in decision-making, decent work and social protection, sexual and reproductive health, and access to information and technology.

Gender is also a cross-cutting issue in all of the targets, particularly in: Goals 1 (poverty alleviation), 2 (hunger and food security), 4 (education), 6 (water and sanitation), 8 (sustainable development and decent employment), 11 (inclusive cities), 13 (climate change), and 17 (global partnership).

> [sustainabledevelopment.un.org/topics/women/decisions](http://sustainabledevelopment.un.org/topics/women/decisions)

## "Women, Peace, and Security" resolutions

Adopted by the United Nations Security Council in 2000, resolutions 1325, 1820, 1888, 1889, 1960, 2106, and 2122 aim to strengthen the protection of women in situation of armed conflict, recognise sexual violence as a tactic of warfare, and support women's participation in crisis resolution and post-conflict reconstruction.

> [www.un.org/en/peacekeeping/issues/women/wps](http://www.un.org/en/peacekeeping/issues/women/wps)



# 4. PROMOTING GENDER EQUALITY: A VIRTUOUS CIRCLE FOR DEVELOPMENT

Gender inequality has major economic, social, political, and environmental consequences that cannot be ignored.

Conversely, gender mainstreaming and promoting gender equality in development projects is recognised as an efficiency factor that creates a virtuous circle for sustainable economic and social development, social justice, and equality.

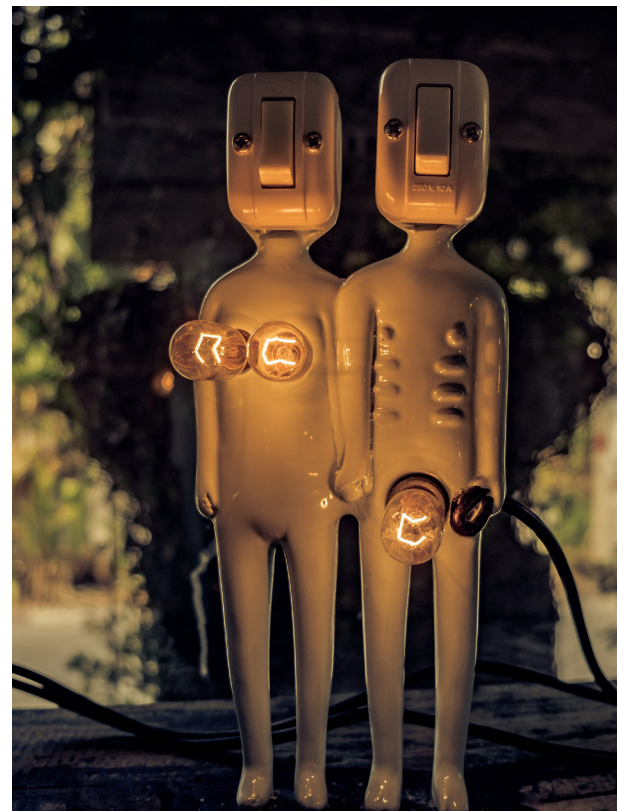


## At economic level:

- According to a study conducted by the European Union<sup>19</sup>, domestic violence costs 25 billion euros in Europe and 2.5 billion euros per year in France.
- According to the World Bank, women's equal access to economic resources would increase production by 3 to 25%<sup>20</sup> in a wide range of countries, would feed an additional 150 million people, and would significantly contribute to food security (FAO)<sup>21</sup>.

## At political level:

- Women's participation in political, economic, and social decision-making processes improves the results of local and national public policies and responds to the needs of all populations more effectively.
- In India, women's participation in local public decision making (through the introduction of political quotas) has resulted in an



increase in the provision of public facilities (including issues of interest to women's preference such as water supply and sanitation and those deemed most important by men such as irrigation and schools) and a decline in corruption.

## At social level:

- For the World Bank, increasing women's access to education and income control has a direct impact on children's health and access to education.
- Women's access to rights and sexual and reproductive health not only has an impact on reducing maternal mortality and improving women's health, education, and nutrition, it also improves their capabilities to decide for themselves and reduces their risk of being victims of violence.

## At environmental level:

- Women's access to renewable energy and their investment in managing these energies, such as solar energy, has a direct impact on improving the sustainable consumption patterns of households, reducing spending, and reducing the weight of domestic work for women<sup>22</sup>.

<sup>19</sup> European Union, Psytel, DAPHNE programme «Estimated cost of domestic violence in Europe», 2006

<sup>20</sup> World Bank, World Development Report, Gender Equality and Development, 2012

<sup>21</sup> FAO, The State of Food and Agriculture in 2010-2011: Women in Agriculture, Closing the gender gap for development

<sup>22</sup> Raja Foundation (Chabbert P.), Women and the Environment, December 2015 : [www.fondation-raja-marcovici.com/actu17122015\\_2.html](http://www.fondation-raja-marcovici.com/actu17122015_2.html)

# PART 2

HOW CAN GENDER BE INTEGRATED  
INTO DEVELOPMENT PROJECTS?



# 1. WOMEN AND DEVELOPMENT VS. GENDER AND DEVELOPMENT

The Beijing Platform for Action, which endorses the adoption of new approaches and concepts underpinning the gender and development approach, including the difference between "Women and Development" and "Gender and Development", as well as the concept of empowerment, was adopted at the Fourth World Conference on Women in 1995.

What is the difference between "Women and development" and "Gender and development"?

The "Women and development" approach only focuses on women as a target population and implements programmes to improve their capabilities to improve their situation without calling into question the division of labour between women and men and gender stereotypes and without addressing the causes of inequality.

The "Gender and development" approach analyses the causes of gender inequalities and seeks to combat these inequalities by deconstructing and questioning gender stereotypes. The gender and development approach is structural. It involves all members of society (women and men). It aims at a social transformation through the questioning of factors underlying inequalities.

It focuses on the strategic interests of women and men, i.e. empowerment factors:

- Access to rights / including sexual and reproductive rights (the right to have control over one's body);
- Access to and control over economic resources (economic independence);
- Access to decision-making processes.

## EXERCISE : TEST YOUR KNOWLEDGE

	WOMEN AND DEVELOPMENT	GENDER AND DEVELOPMENT
a. The project organises education sessions on HIV transmission and contraception for women.		
b. The project implements activities to deconstruct stereotypes about masculinity to involve men in sexual and reproductive health.		
c. The project helps combat early pregnancies by informing mothers of the consequences for girls.		
d. The project helps to combat early marriages by involving parents and community and religious leaders.		
e. The project aims to train healthcare professionals on gender stereotypes and the treatment of women and men patients to combat abuse.		
f. The project aims to foster women's decision-making abilities in contraception and pregnancy.		

ANSWERS: a. Women & development, b. Gender & development, c. Women & development, d. Gender & development, e. Gender & development, f. Gender & development

# 2. EMPOWERMENT AND GENDER MAINSTREAMING IN A PROJECT

The concepts of empowerment and gender mainstreaming were also endorsed by the member states of the United Nations at the 1995 Beijing Conference.

## Empowerment

The concept of empowerment (*empoderamiento*, or *autonomisation/émancipation* in French) appeared in the US in the 60s and 70s with American black radicalism and it was also used in Brazil by Paolo Freire in community public awareness work. It was later taken up by Latin American, African, and European feminists. The concept of empowerment is also reflected in the notion of "capabilities" developed by Amartya Sen<sup>24</sup>.

Empowerment refers to a process of public awareness and deconstruction that enables one to acquire the ability to act on one's own life and on one's environment, community, or society. It refers to the ability to act autonomously, to make choices, and to promote changes around oneself in society, for example.

This concept is particularly relevant when working on gender because it allows remove action to be integrated into a logic of empowerment and access to power for women who face discrimination in access to knowledge, control of economic and productive resources, such as credit, land, and technology, and participation in decision-making as well as in being able to make decisions about their bodies and choosing contraception, marriage, to be treated, or to terminate a pregnancy.

## Gender mainstreaming

The concept of gender mainstreaming aims at placing gender issues at the heart of a development project to achieve sustainable change and ensure that the project has greater impact.

For this, gender issues must be addressed at all stages of development, implementation, monitoring, and assessment of a development project.

This involves:

- assessing inequalities between women and men, girls and boys, that might exist and to knowing how to analyse them through the use of **statistics disaggregated by sex**;
- proposing activities to address and correct inequalities and promote women's equal access to resources, opportunities, and decisions to ensure that women and men ultimately benefit equally from the impacts of the project;
- using monitoring indicators to assess the situation of women and men and to assess the reduction of inequalities between women and men;
- proposing a budget that finances activities that are of equal benefit to women and men.



Statistics disaggregated by sex or gender-specific statistics make it possible to understand the situation of women and men and girls and boys in a specific manner. They make it possible to identify and inequalities between women and men and girls and boys. E.g.

- **Not disaggregated:** "20% of children are out-of-school". Does not reveal the specific situations of girls and boys.
- **Disaggregated by sex:** "20% of children are out-of-school, 40% of whom are boys and 60% are girls". This tells us that girls are more concerned by the problem and therefore the causes should be sought in gender relations.

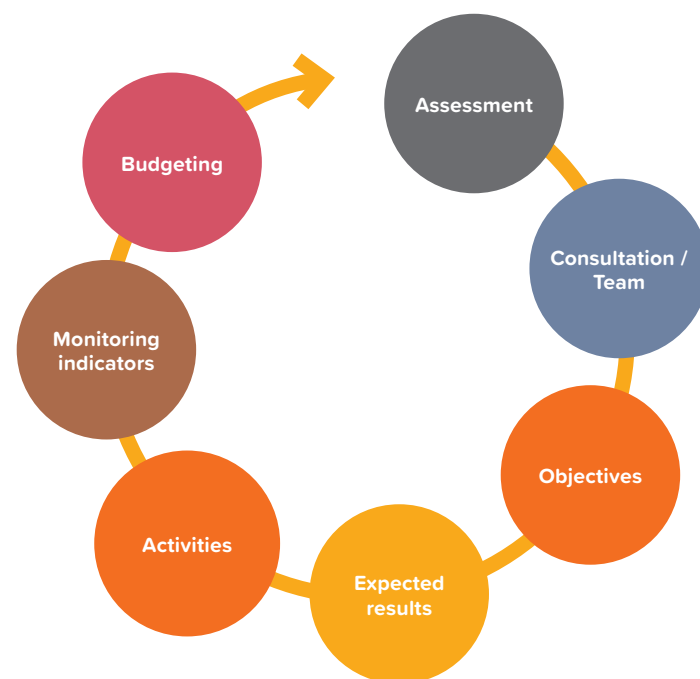
<sup>24</sup> Notion of capabilities by A. Sen: For Sen, inequalities between individuals cannot be solely assessed on their resources but must include their capabilities to convert them into real freedoms. This introduces the notion of "capabilities" which invites us to consider poverty beyond monetary aspects and to think of it in terms of freedom of action and capabilities.



# 3 EDUCATIONAL TOOLS TO MAINSTREAM GENDER IN A DEVELOPMENT PROJECT

As described above, gender issues must be addressed at all stages of project development and monitoring. Practical tips to mainstream gender in four key stages: initial assessment, definition of activities, organisations supporting the project, and indicators, are listed below. The key questions to ask at each stage are presented at the end of the section.

## PROJECT DEVELOPMENT STAGES:



### a. Performing a gender-sensitive assessment

#### → What do we want to find out?

Mainstreaming gender in a development project first requires you to understand the initial situation which will necessarily be differentiated between women and men. As highlighted in Section 1, women and men do not have the same daily routines, they do not take on the same tasks, and they do not face the same challenges. To understand the different experiences of each, it is necessary to look at women and men separately, **using statistics disaggregated by sex or gender-specific statistics**, if possible by crossing them with other variables, such as age or place of residence.

Example: building a school in sub-Saharan Africa

- With a "neutral" vision, the goal will be to build a school for one hundred children focusing on the fact that these children are poor and have little access to education due to a lack of transport.
- A more detailed analysis taking gender into account will make it possible to understand that out of the 100 out-of school children, there are 70 girls and 30 boys and that girls have less access to education for reasons such as:
  - Parents fear for their safety on the way to and from school
  - They are married younger than boys and therefore stop going to school at a younger age
  - They do not go to school during menstruation because there is no privacy (separate toilets)
  - They are treated differently by teachers (mainly men) who ask them to clean the classroom. Some may be victims of sexual abuse by teachers (transactional sex<sup>25</sup>).

#### → Where to look for information

There are several sources for sex-disaggregated statistics:

- International reports (UNESCO, UNICEF, UN WOMEN) which provide statistics by country and region of the world
- National statistical institutes which often produce disaggregated data, sometimes by sub-regions
- Research reports published by gender institutes or national universities
- Reports published by local NGOs
- Conduct your own field study



#### → Conduct your own field study: example of organising a meeting

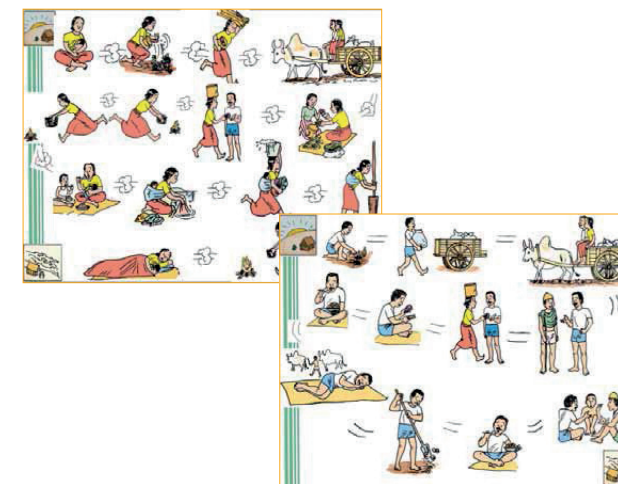
##### Draw the time clock

Information on the organisation of women's and men's time is important during the development of a project because it conditions the organisation of the project's activities. Being aware of differentiated routines creates a reflection on meeting and activity organisation times and conditions and avoids overloading the already very full schedule of women.

On this basis, a dialogue can be established to encourage men to share the burden of domestic tasks (for example).

With a group of women and men, draw a clock and ask the women and men to describe their typical day. Write down the routines and activities of each person.

The routines of women and men are effectively different. Everyone performs differentiated activities during the day. For example, in



rural Madagascar, comparing standard activities performed by women and men reveals two things:

- Women have very busy days because they take on both productive tasks (working in the fields and small businesses) and reproductive tasks (collecting water, wood, cooking, childcare, etc.).
- Men mainly perform productive tasks (work in the fields). The example also shows that they allow themselves leisure time, that they manage the family's money, and that they participate in political and civic decisions.

Tasks are allocated differently depending on the region (urban, rural, region, country). Most of the time, it appears that women have much busier days than men because they perform both reproductive and productive tasks. In Madagascar, women work five hours more than men per day on average because they perform all domestic tasks<sup>26</sup>. In France, women spend 3 hours and 26 minutes



per day on domestic tasks and care against two hours for men<sup>27</sup>. This is called a "double working day" which becomes a "triple working day" when women are involved in political and civic life.

### b. Proposing activities that promote gender equality and gender

There are two ways of thinking about gender-sensitive activities that promote gender equality:

- Specific activities can be implemented to combat gender-based discrimination and/or violence,
- Gender can be addressed in a cross-cutting manner to ensure that women and men (girls / boys) benefit equally while correcting existing inequalities.

For example, in the context of building a school (mentioned above), in order to respond to the issues related to low school attendance by girls while encouraging school attendance by boys, different activities can be planned:

- Create a school bus service to take girls and boys to school which also resolves the safety issue that concerns girls in particular.
- Build separate and clean toilets to offer a hygienic place to girls and boys while taking into account the issue of menstruation.
- Adopt an ethics policy in the school and educate teachers about gender equality to reduce inequalities and abuse, to promote a non-sexist and non-violent environment, and reduce the phenomenon of sexual abuse that mainly affects girls.

The three actions proposed above are cross-cutting gender-sensitive actions.

Lastly, in order to combat early marriages, scholarships can be offered to girls up to the age of 18 to encourage parents to keep them at school and allow them to finish their scholarship. This is a gender-specific action.

<sup>25</sup> French Ministry of Foreign Affairs, Gender Violence in Schools in French-Speaking Africa, 2012

<sup>26</sup> National Gender and Development Plan 2002-2006 (PANAGED) Madagascar, p.17

<sup>27</sup> Insee data 2010



### → Another example: organise and hold a joint meeting

As part of your project, you must organise a certain number of information meetings. Organising and holding a civic or political meeting is never gender-neutral. The way in which you organise your meeting, the choice of time, venue, theme, distribution channels, and distribution of floor time will have a direct impact on the level and quality of participation of women and men. Here are a few key questions to ask yourself:

#### Organisation

- Who do you want to come to the meeting? Women? Men? Both?
- Does the title or theme of the meeting imply female or male participation? (E.g. a meeting on maternal and child health will bring in more women).
- Do the times proposed take the constraints and differentiated activities of women and men into consideration?
- Will there be childcare?

#### Dissemination of information

- What are your channels for disseminating information? (Posters, radio, informal)? Will women and men receive the same information through these channels?
- If not, can you diversify your channels (women's associations, professional networks, etc.)?

- Are your communication materials stereotyped? (Visuals, slogans, etc.)

#### Holding a meeting (or sensitisation workshop)

- Has the event been organised to alternate the voices of women and men to avoid the monopolisation of floor time?

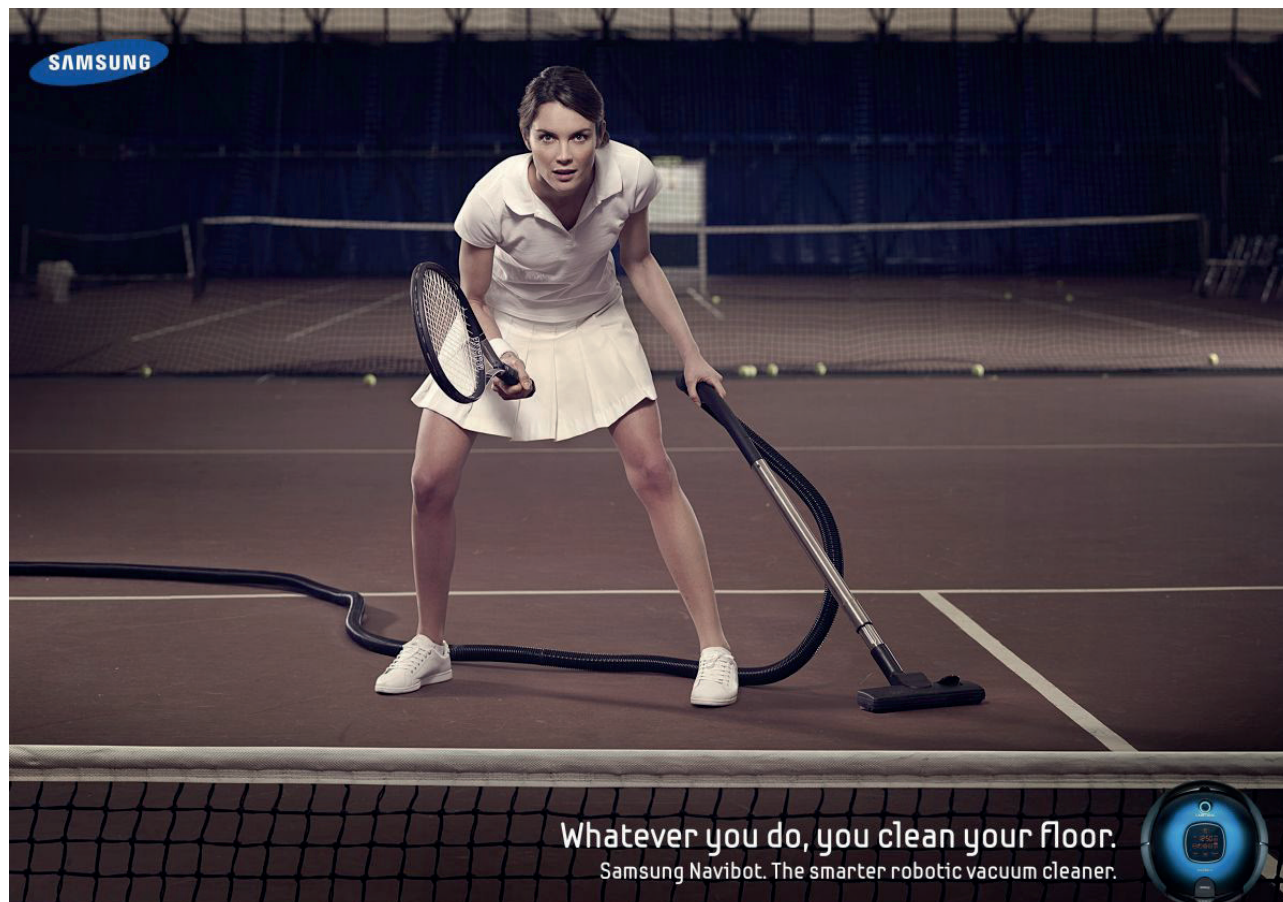
### c. Measuring gender equality: which indicators?

Monitoring and assessing gender equality and gender requires the development of a data collection system that is both quantitative and qualitative and disaggregated by gender to be able to assess:

- The impact of your project on women and men in a differentiated manner using quantitative data:

For example, as part of the school building project:

- The proportion of girls and boys enrolled in first year and then who complete an entire education cycle
- The number of parents (women and men) who attended information meetings organised by the school / who spoke at an information meeting organised by the school
- The number of teachers (female and male) recruited under this project



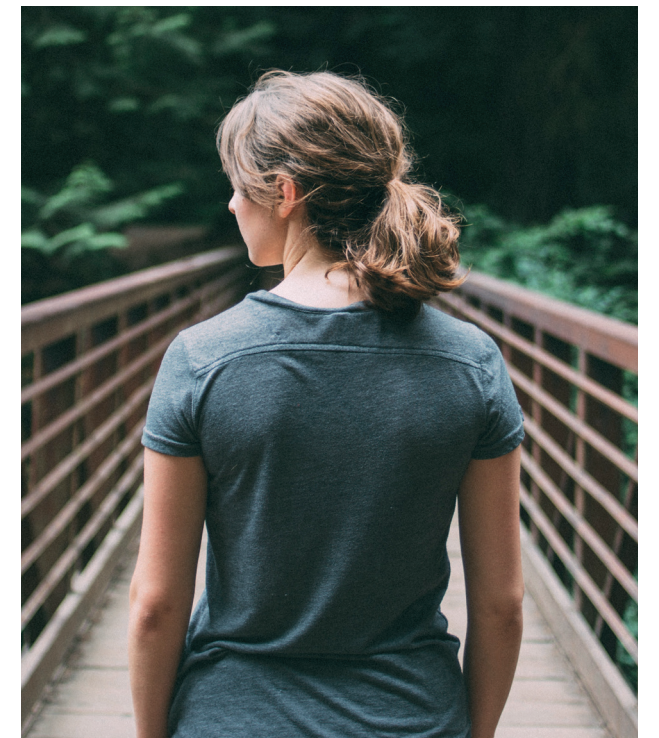
- The impact of your project on women and men in a differentiated manner using qualitative data, for example:

- The proportion of women and men who know how to explain the concept of gender after a talk on the issue
- The proportion of women who say that their spouses have taken on more domestic tasks since the beginning of the project / the proportion of men who say that they have taken on more domestic tasks since the beginning of the project
- The proportion of women who say that they feel more legitimate in speaking at a meeting
- The proportion of girls and boys who reported having witnessed or experienced sexual abuse or gender-based violence at school

Finally, the gender approach also makes it possible to use perception indicators which are useful to monitor the change in attitude on the issue:

E.g.

- The proportion of women and men who believe that domestic violence is legitimate under certain circumstances
- The proportion of women and men who think that girls should be educated and then have a job



### d. Promoting gender equality in one's community

Working on gender and gender equality issues under international cooperation projects is a challenge both for the project's activities and for the organisations implementing the project (your community and partners).

To work on gender effectively requires reflection at several levels:

- On oneself and on one's own perceptions of the world and society. The realisation that one lives in a stereotyped and unequal world requires being able to take a step back from one's own behaviour.
- On the practices of your community and partners. Effectively, promoting gender equality in a development project cannot be done without questioning the practices of the organisation that supports the project.

Reflection on gender raises many questions about working conditions, the well-being of teams, and the principles governing the functioning and management of your community: recruitment, organisation of working time, schedules, management, wages, career development, work-life balance, and a non-sexist and non-discriminatory working environment.

**The European Charter for the Equality of Women and Men in Local Life is a relevant tool for local and regional authorities wishing to mainstream gender in all their skills and actions**, including employer skills.

Before starting a gender-inclusive project, it is important to conduct a gender audit (internal or external) on your organisation and those of your partners to identify any professional equality issues.

### THE WORLD VALUES SURVEY<sup>28</sup>

The World Values Survey is an international research project that brings together sociologists from around the world to collect data on the values and beliefs of populations around the world. Since 1981, extensive surveys have been carried out in nearly one hundred countries and the data collected constitutes a very interesting database which is often used in the academic world.

Gender is taken into account in a cross-cutting manner in this survey through questions relating to marriage and sexuality as well as access to education, employment, and political responsibilities, such as:

- Do you think that access to universities is more important for boys than for girls?
- Do you think that men are better political leaders than women?
- Do you think that men are better business leaders than women?



<sup>28</sup> <http://www.worldvaluessurvey.org/WVSOnline.jsp>



Key questions

To conclude, here are some key questions to ask about gender mainstreaming at each stage of the development and monitoring of a development project:

1. Initial assessment/Context analysis

Does my analysis include sex-disaggregated statistics which allow for the identification of differentiated situations between women and men and to understand the discrimination or obstacles encountered by women in all areas?

2. Project objectives

Are the project's objectives aimed at reducing inequalities between women and men, empowering women, giving women access to resources and opportunities, and/or equal participation in decision-making spaces?

3. Definition of expected results

Do the expected results equally benefit women and men?  
Are they aimed at reducing inequalities, empowering women, giving them access to rights and decision-making processes?

4. Definition of activities

Are planned activities organised in such a manner as to promote equal participation by women and men (Information dissemination, times, childcare, etc.)?  
Will they reduce gender inequalities, promote greater economic empowerment, better decision-making, and greater participation in public and political processes of women, deconstruct gender stereotypes and/or combat violence against women?

5. Definition of monitoring indicators

Do monitoring indicators assess the number of women and men benefiting from your project's activities?  
Do they measure the reduction of inequalities between women and men in different areas (e.g. equal access to education or health services, access to decision-making processes, or equal access to economic resources, such as loans)?  
Do they allow us to see the evolution of perceptions on gender (E.g the level of tolerance of violence against women)?

6. Budgeting

Does the budget envisage financing specific activities to remedy inequalities between women and men (Training for women leaders, awareness raising campaigns on inequalities, etc.)?  
Do the funded activities equally benefit women and men?

7. My partners

Do my partners include women's organisations or organisations working on gender equality? Or experts?  
Are they trained on gender and gender equality issues?

8. My team

Does my organisation's internal policy promote gender equality (salaries, career development, work-life balance, and access to decision-making processes)?  
Are we trained or educated on gender issues?

PART 3

GOOD GENDER PRACTICES  
IN DECENTRALISED COOPERATION





# 1. EDUCATE TEAMS AND MAINSTREAM GENDER IN FEDERAL PLANNING - THE ASSOCIATION OF FLEMISH CITIES AND MUNICIPALITIES

This section aims to present some initiatives, supported by European actors, to promote gender mainstreaming in decentralised cooperation activities. These examples provide a synthetic understanding of what the community has done to address gender mainstreaming, what impacts it has on the community's actions, and recommendations to go further.

In Belgium, the Association of Flemish cities and municipalities (VVSG) (<http://www.vvsg.be/>) includes 308 towns and communities of Flanders. One of its main roles is to accompany communities by providing training, advisory support, and publications in various fields. A team of four people is in charge of international issues and supports the communities in their international work at European and international level.

Currently, about thirty communities in Flanders have developed partnerships with other communities around the world, especial-

ly in Africa and Latin America as well as in Asia. These are called community-to-community partnerships.

Partnership themes are chosen by the communities, including waste management, youth, and local economy. For example, Sint-Niklaas (in Flanders) has a partnership with Tambacounda (Senegal) on the digitisation of the civil registration system and public awareness on birth registration.

The joint work also resulted in the creation of a waste management board and the constitution of neighbourhood development committees to manage it.

In Benin, the city of Dogbo is working in partnership with Roeselare / Roulers (in Flanders) on the creation of a onestop shop for the centralised management of the community's income. Market development actions have also been implemented and a health committee is operational.

Gender issues have only recently been taken into account by the association under the impetus of the Federal Government which has made it a cross-cutting priority. To meet this priority, the association has carried out several communication and awareness-raising actions.

## → Educating its teams and partners on the role of local governments

In 2015, four regional conferences were organised in Senegal, Guatemala, Ecuador, and South Africa. They brought all the partner communities together to discuss practices and share experiences. Gender issues were specifically addressed during three-hour training sessions lead by local consultants or the head of the association during these conferences.

In May 2016, another conference was held on Sustainable Development Goals in Antwerp, Belgium, with more than 200 community representatives and a specific session on gender was organised to raise awareness on the issue and present initiatives for local and international actions of communities.

The session, led by a trainer from the Belgian NGO *Monde selon les Femmes* made it possible to present the importance of mainstreaming gender to fight against global inequalities and promote sustainable development, stressing that development without women is a development against women.

The trainer stressed the key role of local authorities in promot-

ing gender equality and gender, noting, in particular, that the challenges lie both in Belgium and in the partner countries as there are only 36% female community counsellors, 32.3% female *échevines* (deputies), and 12.8% female *bourgmestres* (mayors) following the last municipal elections in Flanders in 2012.

Local authorities are the government structures that are closest to citizens. This means that they have a direct impact on citizens' quality of life, safety in transport and public spaces, access to public services (early childhood care, sports centres, youth centres, culture) and leisure activities, for example. Equal representation of women and men in decision-making processes and gender mainstreaming in the design and implementation of local public policies and budgets.

## → For the future

Although this approach has been successful, it remains a first step that should be pursued. The association has identified actions to be implemented in several areas, including:

- Develop reflection and training, counsel, and communication on the implementation of SDGs, paying particular attention to SDG 5.
- Ensure that teams complete the two days of training to give them the means of providing comprehensive and quality advisory support.
- External advisory support throughout the project could be offered.





## 2. SUPPORTING NATIONAL AND LOCAL WOMEN'S ORGANISATIONS - CATALAN COOPERATION AGENCY

As part of the renewal of its Master Cooperation and Development Plan for 2015-2018, the Catalan Cooperation Agency has chosen to adopt a gender-sensitive approach based on human rights. As such, it launched a call for projects dedicated to the empowerment of women and access to human rights in 2015 which supported 91 projects in sixteen countries for 4.6 million euros.

The main objective of 96% of the approved projects is to support women's rights, including their economic and social rights, their right to peace and to live protected from violence, as well as civil and political rights.

In Morocco, two financing lines were used to fund different types of projects.

Line 1 supports six gender projects related to social, economic, and cultural rights such as the promotion of equality and non-violence (Oxfam) and the strengthening of the socio-economic rights of rural women (CERAI).

The second financing line supports projects on the empowerment of women specifically implemented by organisations and movements of Moroccan women and feminists such as the *Union de l'Action Féminine de Tétouan*, the *Forum des femmes au Rif*, the *Association la Voix de la Femme Amazigh*, the *Association de Recherche Féminine pour le Développement et la Coopération*, the *Fédération de la Ligue Démocratique des Droits des Femmes d'Ouarzazate*, and the *Association Assaïda Alhorra pour la Citoyenneté et l'Égalité des chances de Tanger-Tétouan*.



This new and on-the-ground approach aims to strengthen the capacities of national and local associations directly without going through another international NGO. It makes it possible to work directly with associations that are often too small to access international funds but which implement operations on the ground and work on changing attitudes about gender equality directly with the communities.

This approach requires specific technical support from the Catalan Cooperation Agency. It has several positive consequences, including:

- Strengthening the empowerment of women's and feminist associations in their day-to-day work and ensure a real sustainability of their actions.
- Reinforcing the legitimacy of the actions implemented and meetings organised by associations and their local representatives in their language and through the use of a cultural reference system shared by all.

### FOCUS ON A PROJECT TO PROMOTE THE EVALUATION OF PUBLIC POLICIES WITH REGARDS TO GENDER

The Catalan Cooperation Agency has chosen to support an initiative led by the Catalan association Mont3 which proposes to run a university course at the University of Oujda, in partnership with the University of Barcelona, on the institutionalisation and evaluation of public policies with a gender and human rights approach.

In 2016, three training modules were developed, each lasting one week, for elected representatives and regional officials as well as students and civil society representatives. Mainstreaming gender in public policy evaluations ensures that women are stakeholders and beneficiaries of public policies, i.e. their needs and interests are taken into account in services and actions proposed by communities at regional level.

The organisation of these three training modules co-led with Catalan trainers is a first step towards the creation of a Master's Degree on Public Policy Evaluation with a gender and human rights approach that is planned for 2017.





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<http://www.charter-equality.eu>

# PLATFORMA

Since its creation in 2008, PLATFORMA has been representing more than 100,000 local and regional governments active in town-to-town and region-to-region development cooperation. An approach that is as close as possible to citizens and that is more effective, known as "decentralised cooperation".

PLATFORMA is the pan-European coalition of 30 local and regional governments, and includes the associations representing them at the national, European and global level. They are all key players of international cooperation for sustainable development. AFCCRE is one of its founding partners.

PLATFORMA reflects the diversity of local and regional governments' realities in Europe and across the world: sharing experiences and providing capacity building actions improve the basis on which the advocacy work of the network is designed and carried out.

PLATFORMA federates local and regional government practitioners with their national, pan-European and global associations and has two essential pillars:

- to facilitate the exchange of knowledge and mutual learning,
- to organise effective advocacy at the European level to reinforce local and regional governments' specific role in development policies.

The activities implemented by the coalition of partners are oriented to:

- engage different partners from across Europe,
- look at the local, national and European governments' role in the specific geographical or thematic area,
- feed into the political and the advocacy objectives of the network.

In 2015, PLATFORMA signed a Framework Partnership Agreement (FPA) with the European Commission, through the Directorate General for International Cooperation and Development (DG DEVCO). Its signatories commit to take actions based on common values and objectives to tackle global poverty and inequalities, while promoting local democracy and sustainable development.

The Secretariat of PLATFORMA is hosted by the Council of European Municipalities and Regions (CEMR).

[www.platforma-dev.eu](http://www.platforma-dev.eu)





## AFCCRE

Created in 1951, the AFCCRE promotes the construction of a united, citizen-based Europe based on local and regional freedoms. As a pluralistic organisation, the AFCCRE currently includes some 1,300 local authorities, communities, departments, and regions, as well as groups of communities in July 2017.

It is currently chaired by Philippe Laurent, Mayor of Sceaux, who succeeded Alain Juppé, Mayor of Bordeaux and former Prime Minister of France.

AFCCRE was responsible for developing the twinning movement in the aftermath of the Second World War, and it has gradually diversified its actions. Its area of expertise now covers all European policies that are directly or indirectly relevant to French regional and local governments, such as twinning and partnerships, equality between women and men, territorial cohesion, youth, environment and sustainable development, local public services, and development cooperation.

The AFCCRE is the French section of the Council of European Municipalities and Regions (CEMR), which is a European organisation that brings together over 150,000 European local and regional governments, chaired by Stefano Bonaccini, President of the Emilia Romagna Region (Italy).

AFCCRE is a founding member of PLATFORMA, the European coalition of Local and Regional Authorities for Development. It is also a member of the world local government organisation, United Cities and Local Governments (UCLG), founded at the Paris Congress in May 2004.

The AFCCRE promotes and monitors the European Charter for the Equality of Women and Men in Local Life in France. The Charter was initiated by the Council of European Municipalities and Regions and its member national associations, including the AFCCRE, as part of a project funded by the European Commission in 2006.

In this context, the AFCCRE set up a working group called the "Commission for the Equality of Women and Men in Local Life" which is chaired by Ms Gunilla Westerberg Dupuy, Deputy Mayor of Suresnes.

[www.afccre.org](http://www.afccre.org)

## EGAÉ GROUP

The Egaé Group is composed of two companies specialising in gender equality and gender (*Egaé, d'égalité et égale*, and *Autrement Conseil*). It offers a range of training, consulting, and communication services to private, public, and international organisations and develops and provides numerous training courses for policy-makers, managers, and employees in various organisations.

<http://groupe-egae.fr>

The author Pauline Chabbert is Associate Director of the Egaé Group, consultant and trainer, and expert in gender equality issues in the public sector and worldwide.

She assists numerous communities, NGOs, and international organisations in team training, conducting studies, analysing, and mainstreaming gender in local policies and international development projects in France and abroad. From 2009 to 2013, she was in charge of "gender and development" issues at the French Ministry of Foreign Affairs.

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*Gender equality and the empowerment of women and girls is one of the 2015-2030 Sustainable Development Goals (SDGs) set by the United Nations.*

*Promoting gender equality beyond its borders within the framework of its foreign policy is also a high priority for the European Union.*

*That is why this report is conceived as a tool to encourage local and regional governments to mainstream gender in their international development projects.*



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