



# Gender Equality Observatory for Latin America and the Caribbean

## Analysis matrix for identifying fair gender equality policies



UNITED NATIONS

ECLAC



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October 2012

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2012-830

## **ANALYSIS MATRIX FOR IDENTIFYING FAIR GENDER EQUALITY POLICIES<sup>1</sup>**

The aim of identifying fair equality policies is to discover and analyse public policies which, in the context of specific historical processes and using society's available resources, produce results that tend towards a justice of distribution, recognition and representation, at the same time as strengthening women's achievements in the three areas of concern posited and researched by the Gender Equality Observatory for Latin America and the Caribbean: physical autonomy, economic autonomy and autonomy in decision-making.

Promoting greater justice by resolving concrete situations of injustice involves having policies for which the planning, formulation, implementation and assessment all aim to promote justice in society. Institutions and policies understood in this way are not the result of total justice, but rather mechanisms for achieving justice in particular areas, and constitute ways of overcoming specific injustices.<sup>2</sup>

The concern to establish gender equality as an objective of public management has resulted in various regional and international agreements that have been ratified by States and that have given rise to new policies in all Latin American and Caribbean countries. Equal opportunities policies implemented over the past 20 years in many of the region's countries have

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<sup>1</sup> See ECLAC (2010).

<sup>2</sup> According to Amartya Sen, "institutions should be set up here and now, to advance justice through enhancing the liberties and freedoms and well-being of people who live today and will be gone tomorrow. And this is exactly where a realistic reading of behavioural norms and regularities becomes important for the choice of institutions and the pursuit of justice" (Sen, 2009, p. 81).

aimed to correct the origins of discrimination and make progress in enforcing the human rights of women through various public intervention strategies. It is now vital to go one step further and consider the effectiveness of policies in terms of their gender justice objectives.

In order to define a policy as fair from the gender perspective, it is necessary to consider what justice and for whom. In the case of gender, the demands for justice are not made from a single place (see the key contribution by Nancy Fraser on this matter). Gender is not a social class or a status. Gender injustice cannot be attributed to a single factor, and this is why gender demands are based on economic injustice but also injustices of recognition and in relation to the organization of political action and decision-making. Fraser's proposal makes it possible to analyse three dimensions of the current social order in which justice must be done: redistribution, recognition and representation. Although these dimensions are clearly interlinked, they can also be analysed separately.

This analytic separation reveals tensions, particularly between the solutions to demands for redistribution and the demands for recognition. Demands for redistribution strip groups of their specific differences and aim to waive the differences implicit in unequal distribution, such that they promote equality among groups. Demands for recognition, on the other hand, focus on the specificity of a group and the affirmation of its value, such that they tend to differentiate between groups. Policy analysis must consider this apparent contradiction in aims, which generates some tensions between demands and even an apparent interference. A fair policy should be able to achieve a positive interweaving of redistribution objectives with recognition and representation objectives for all approaches. At its core then, a fair policy must aim to defend an equality-based social policy and a difference-based cultural policy.

In the matrix that has been designed, the notion of public policies is understood to mean courses of action and information flows that relate to a democratically defined public objective, and that have been developed by the public sector and often with the participation of the community and the private sector (Lahera, 2002). The idea is to identify gender equality policies that aim to seek justice for a group exposed to several dimensions

of injustice, not just one. The various phases of the public policy cycle are considered, and the analysis is based on the identification and definition of public problems, the formulation, implementation, assessment (monitoring and oversight) and follow-up for the policy based on its capacity to respond to the demands for justice of redistribution, recognition and representation.

This matrix proposes an assessment of the capacity of public policies to tackle: (a) socioeconomic injustice (expressed in the unfair distribution of goods and resources), (b) legal and cultural injustice (manifested in the cultural domain (Fraser, 1996)), and (c) representation injustice (referring to State jurisdiction and the rules governing conflict).

When considering fair policies, it is important to place greater emphasis on the assessment stage: beyond the policy objectives, what must take precedence are the results. Yet this is one of the weak points of policy analysis, either because the policies are recent and assessment at the early stages, or because the aspects assessed are not necessarily designed to describe the role played by the policy in resolving certain situations of injustice.

The initiative of the Gender Equality Observatory for Latin America and the Caribbean is an invitation to government entities not only to show and pool initiatives that have led to the implementation of policies that are fair from a gender perspective, but also to emphasize how these policies are observed, analysed and assessed. This is intended to promote discussion of fair policies and how they can potentially be replicated. As soon as the aim is to achieve justice and a policy becomes a way of achieving this, any examination must not content itself with describing a policy simply rated as fair.

The Gender Equality Observatory for Latin America and the Caribbean will periodically compile national public policies on gender equality, placing particular attention on capacity-building at the institutional, social, political and cultural levels. The intention is to generate a body of knowledge on government responses to women's demands for physical autonomy, economic autonomy and autonomy in decision-making, in order to guide action and decision-making.

Below are the criteria for identifying fair gender equality policies, presented in the order of an ideal cycle of public policy formulation, implementation and assessment. There is also an item on identifying problems.

The set of topics included serves as a guide for assessing and identifying fair gender equality policies, and should not necessarily be applied strictly or in its entirety

Phases in the public policy cycle	Points to consider
A. Identification and definition of public problems behind the policy response	<ul style="list-style-type: none"> <li>A.1 Frameworks of meaning</li> <li>A.2 Problem identification</li> <li>A.3 Identification of gender injustices</li> </ul>
B. Formulation (design)	<ul style="list-style-type: none"> <li>B.1 Objective of State action</li> <li>B.2 Legislative framework</li> <li>B.3 Political and social framework</li> </ul>
C. Implementation	<ul style="list-style-type: none"> <li>C.1 General description</li> <li>C.2 Mainstreaming</li> <li>C.3 Link between the political system, administrative system and civil society</li> <li>C.4 Information and dissemination</li> <li>C.5 Sustainability</li> <li>C.6 Development of competencies, capacities and skills</li> </ul>
D. Assessment (monitoring and oversight)	<ul style="list-style-type: none"> <li>D.1 Monitoring</li> <li>D.2 Producing information</li> <li>D.3 Results in terms of the policy objectives</li> <li>D.4 Progress in relation to justice for women</li> <li>D.5 Pending issues</li> </ul>

## Matrix for identifying fair gender equality policies

Name of policy analysed:

Objective:

Phases in the public policy cycle	Points to consider	Questions
A. Identification and definition of public problems behind the policy response	<p>A.1 Frameworks of meaning            Frameworks for policies are not merely descriptions of reality but interpretations thereof. Public policies are based on different interpretation matrices of gender inequalities. Fair equality policies are those with a rights-based approach that involves the effective enjoyment of these rights and a State guarantee of the exercise thereof, and such policies can be defined in a medium- and long-term perspective. Such policies aim to strengthen consensus on gender equality and incorporate that consensus into the vision of development.</p>	<p>How was the policy conceived?            What background was considered in the discussion of the problem?            Which actors were involved in defining the problem?</p>
	<p>A.2 Problem identification            The context of government responses is vital for analysing a public policy. The context in which the equality policy is developed will show gender equality in a specific population or territory and its characteristics, as well as aspects relating to institutional development and frameworks.</p>	<p>What is the problem?            How will the problem develop if action is not taken?            What specific injustices are being tackled by this public policy?</p>
	<p>A.3 Identification of gender injustices            Diagnostic that incorporates the differentiated effects of the problem on men and women, and the rules that facilitate or hamper an appropriate solution.</p>	<p>What specific injustices are women experiencing in the sphere of action of this public policy?            Which dimensions of injustice (redistribution, recognition and/or representation) have been considered for action?</p>
B. Formulation (design)	<p>B.1 Objective of State action            Definition of the objectives, results, explicit effects and subject of the policy.</p>	<p>What is the explicit objective of the policy?            What effect is the policy seeking and how is this made explicit?            Are the target subjects clearly defined?</p>

Phases in the public policy cycle	Points to consider	Questions
	<p><b>B.2 Legislative framework</b>                      This dimension comes into its own when the policy guarantees the exercise of rights and when there is a legislative context, with pro-equality and anti-discrimination measures, and government plans in which it is incorporated.</p> <p><b>B.3 Political and social framework</b>                      Fair gender equality policies are the result of an informed, participatory and transparent deliberation process that is embraced by citizens and in which women's voices have been heard to produce a policy that aims not only to improve public management but also its democratization. In other words, it promotes citizen deliberation, as well as the participation of women and other actors in the various stages of the policy cycle. Governmental agencies responsible for public policymaking publicly present their policy proposals and create mechanisms for dialogue and feedback on said proposals by various key stakeholders. The effect of a dialogue between the State and civil society in the area of sectoral policy should boost the development of horizontal dialogue skills among State and civil society actors, as well as opening up spaces to broaden the decision-making on the course of public management.</p>	<p>What is the legal framework supporting the policy and enabling subjects to demand their rights?</p> <p>Who have been the main political and social actors involved in formulating this policy? How did they participate in policy design?                      Are partnerships being created among various actors for the implementation of fair gender equality policies, so as to assess capacity for generating social and political consensus?                      What were the main factors or aspects of debate?</p>
<p><b>C. Implementation</b></p>	<p><b>C.1 General description</b>                      A fair equal opportunities policy considers and ensures physical and economic accessibility, dissemination of rights and the implementation of preventive measures and positive action to show the operational development of the policy.</p>	<p>Who is responsible for implementation?                      What means are used to ensure that the policy will follow the outline plan?                      What happened in the implementation process in the administrative, political and social spheres? And what was the relationship among those areas?</p>

Phases in the public policy cycle	Points to consider	Questions
	<p>C.2 Mainstreaming Introducing a new policy involves various sectors and levels of implementation: this should be explicit in the political and administrative commitments behind the policy, in the level of formal agreements among public agencies, in the institutional adjustments needed to implement the policy and in the follow-up, application and assessment procedures.</p>	<p>Are the agreements formalized? Are changes in the organization of work and organizational culture needed or being considered? Is the mainstreaming of the gender perspective being institutionalized in various sectoral instruments? Are the authorities making commitments?</p>
	<p>C.3 Link between the political system, administrative system and civil society. The link between public and social actors during implementation relates to the generation of synergies through inter-institutional partnerships to promote consensus and the coordination of actions in the State sphere, as well as the synergies produced between civil society and the State.</p>	<p>How do the various systems relate to each other during the implementation process of the public policy? Which interests are paramount when the policy is implemented? How does this contribute to consolidating democratic process and gender equality in public life?</p>
	<p>C.4 Information and dissemination Information line on the policy (what axes of the policy are prioritized, how is this communicated and to whom).</p>	<p>How are the various institutional and social actors informed of the policy launch? What are the policy's information resources? Are there specific information resources for women?</p>
	<p>C.5 Sustainability Analysis and assessment of the possibility that the policy will last over time, as a result of the State's administrative capacity to sustain it, as well as the necessary economic resources to implement it. Financial sustainability—an analysis of the aims-cost-results efficiency in terms of policy implementation—points to the potential to demonstrate progress towards gender equality.</p>	<p>What administrative resources have been allocated? What financial resources have been allocated?</p>

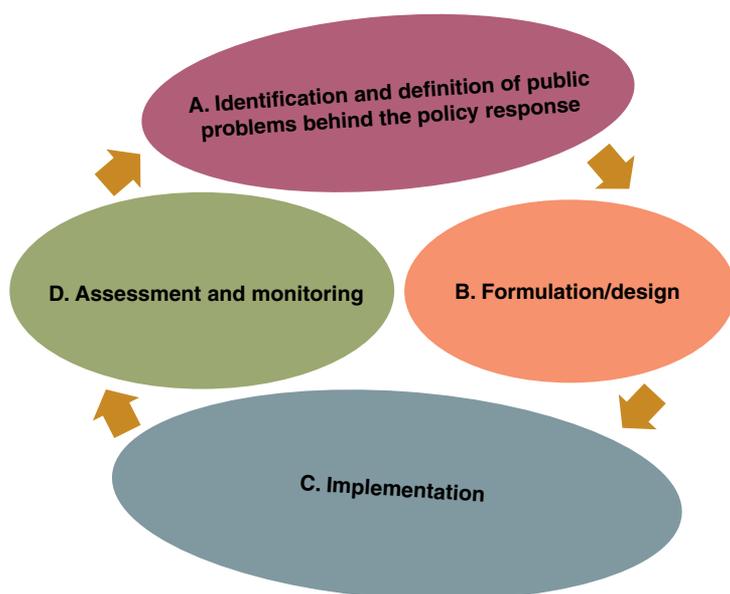
Phases in the public policy cycle	Points to consider	Questions
	<p>C.6 Development of competencies, capacities and skills                      Policy implementation involves the development of new knowledge, skills and information, and there will need to be an induction process for this.</p>	<p>Does the policy include competency training plans for gender analysis aimed at public officials who are directly or indirectly involved with the various aspects of its implementation?                      Is there a training plan with an allocated public budget to enable officials to differentiate between the policy effects on men and women?</p>
<p>D. Assessment (monitoring and oversight)</p>	<p>D.1 Monitoreo                      A fair policy generates assessment and auditing mechanisms that reflect the State's willingness to follow up the successful application of the policy.</p> <p>D.2 Producing information                      Producing statistics is fundamental for policy design and for policy follow-up and assessment. It is relevant to have inventories of available data in order to generate strategies that fit in with the political commitments of the national authorities.                      Producing information is part of the sustainability strategy of a policy, and can be used to formulate new policies in the same area.</p> <p>D.3 Results in terms of the policy objectives                      Review of results in the light of explicitly stated objectives, at the general level and the gender justice level.</p>	<p>What are the follow-up mechanisms for the policy? (including impact measurement and indicators)                      Does the government publicly announce the policy impact on women?                      Are there mechanisms for dialogue between civil society and the State to ensure the policy is enforced? Are people appointed to oversee this?</p> <p>Is there an institutional mechanism for producing information on this policy?                      Is the information public? Are there legal mechanisms to demand the information?                      Are there mechanisms to report when the policy is not adhered to?</p> <p>What results did the policy have in relation to the general and gender justice objectives?</p>

Phases in the public policy cycle	Points to consider	Questions
	D.4 Progress in relation to justice for women Impact of the policy implementation on the situation of women	Is this policy universal in terms of women (does it include all of them)? Which gender injustices have been resolved by implementing this policy?
	D.5 Pending issues New challenges for policy implementation.	Are there gender equality issues that have been identified but not tackled by the policy?

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