The Other Side of the Gender Equation: Gender Issues for Men in the Europe and Eurasia Region

Executive Summary

July 2011

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Gender Issues in Europe and Eurasia
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The author’s views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States government.
TABLE OF CONTENTS

ACKNOWLEDGEMENTS ........................................................................................................................................... i
ACRONYMS AND ABBREVIATIONS ........................................................................................................................... ii

EXECUTIVE SUMMARY ............................................................................................................................................... iv
  REGIONAL TRENDS IN MALE ROLE AND GENDER EXPECTATIONS ................................................................. iv
  THREATS TO MASCULINITY AND MALE ROLE ............................................................................................... iv
  MAJOR GENDER ISSUES FACING MEN IN THE REGION .................................................................................... v
RECOMMENDATIONS ............................................................................................................................................... vi
  USAID OVERARCHING RECOMMENDATIONS ............................................................................................. vi
  USAID PROGRAMMING ..................................................................................................................................... vii
ACKNOWLEDGEMENTS

This assessment was initiated by the United States Agency for International Development’s Bureau for Europe and Eurasia (USAID/EE) Gender Advisor, Cathy Cozzarelli, as part of the SOCIAL II Task Order. Many thanks to Dr. Cozzarelli for her ongoing commitment to providing practical research and other tools that can assist USAID and other US government staff to better understand gender issues relevant to their work. Through this and similar projects, USAID should be better able to live up to its commitment to integrate gender considerations throughout its development programming in order to achieve better results and to promote progress toward more gender equality in the countries in which it works.

This paper would not have been possible without the experiences and insights from the last decade of doing gender work primarily with USAID staff and implementing partners. I am grateful to the many people who contributed over the years to my understanding of gender issues, especially in the Europe and Eurasia region (E&E). There are countless USAID staff in missions throughout the region to thank, especially the Gender Focal Points who were usually the primary contacts during gender assessments, and to the Foreign Service Nationals (FSNs) who shared their knowledge and understanding of the roles and relationships of men and women in their own countries as applied to the work they do.

I am particularly indebted to the many wonderful local consultants with whom I have had the privilege to work over the years. These consultants, as well as our interpreters and drivers, so openly and generously shared their stories and many lifetimes of insights during weeks of working together when I was on overseas assignments.

It is hoped that this particular research paper will increase the understanding that gender issues are not only important to both women and men but that they also are about inequalities faced by both women and men. Men are not only our partners in the struggle for gender equality, but they have their issues to resolve as well.

So, I would like to dedicate this paper to the men in my life – family and friends, single and partnered, gay and straight, veterans and peace activists, victims and aggressors, laborers and lawyers, colleagues and students, and of different ethnicities and cultures - who helped me realize that men and boys everywhere have struggles of their own based on the gender box in which society tries to put them. Together, we can be partners in addressing the gender issues faced by women and by men, by girls and by boys – and in seeking true gender equality that will benefit us all.

Susan D. Somach
# ACRONYMS AND ABBREVIATIONS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>AAD</td>
<td>Activity Approval Document</td>
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<tr>
<td>ADS</td>
<td>Automated Directives System</td>
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<td>AIDS</td>
<td>Acquired immunodeficiency syndrome</td>
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<td>AO</td>
<td>Assistance Objective</td>
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<td>AOTR</td>
<td>Agreement Officer’s Technical Representative</td>
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<td>CDCS</td>
<td>Country Development Cooperation Strategy</td>
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<tr>
<td>CIS</td>
<td>Commonwealth of Independent States</td>
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<tr>
<td>CME-RH</td>
<td>Constructive Male Engagement in Reproductive Health</td>
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<tr>
<td>COTR</td>
<td>Contracting Officer’s Technical Representative</td>
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<tr>
<td>DDR</td>
<td>Disarmament, demobilization and reintegration</td>
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<td>DM</td>
<td>Democracy and Conflict Mitigation</td>
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<td>DO</td>
<td>Development Objective</td>
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<td>DOTS</td>
<td>Directly-Observed Treatment Short course</td>
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<tr>
<td>DV</td>
<td>Domestic violence</td>
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<tr>
<td>E&amp;E</td>
<td>Europe and Eurasia region</td>
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<td>EDCs</td>
<td>Endocrine disrupting chemicals</td>
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<td>EG</td>
<td>Economic Growth</td>
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<td>FSU</td>
<td>Former Soviet Union</td>
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<td>GAD</td>
<td>Gender and Development</td>
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<td>GBV</td>
<td>Gender-based violence</td>
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<td>HE</td>
<td>Health and Education</td>
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<td>HIV</td>
<td>Human immunodeficiency virus</td>
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<td>ICTY</td>
<td>International Criminal Tribunal for the former Yugoslavia</td>
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<td>ICRW</td>
<td>International Center for Research on Women</td>
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<tr>
<td>IDP</td>
<td>Internally displaced person</td>
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<td>IDU</td>
<td>Injecting drug user</td>
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<td>IGWG</td>
<td>Interagency Gender Working Group</td>
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<td>ILO</td>
<td>International Labour Organization</td>
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<td>IO</td>
<td>International organization</td>
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<td>IOM</td>
<td>International Organization for Migration</td>
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<td>IR</td>
<td>Intermediate Results</td>
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<tr>
<td>MARPs</td>
<td>Most-at-risk populations</td>
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<td>MID</td>
<td>Men in development</td>
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<tr>
<td>NGO</td>
<td>Non-governmental organization</td>
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<td>PHC</td>
<td>Primary Health Care</td>
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<td>PMP</td>
<td>Performance Monitoring Plan</td>
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<td>POPs</td>
<td>Persistent organic pollutants</td>
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<td>RH</td>
<td>Reproductive health</td>
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<td>STIs</td>
<td>Sexually transmitted infections</td>
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<td>TB</td>
<td>Tuberculosis</td>
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<tr>
<td>TIP</td>
<td>Trafficking in Persons</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNAIDS</td>
<td>Joint United Nations Programme on HIV/AIDS</td>
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<td>UNDP</td>
<td>United Nations Development Program</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<td>UNIFEM</td>
<td>United Nations Development Fund for Women</td>
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<td>UNFPA</td>
<td>United Nations Population Fund</td>
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<tr>
<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
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<tr>
<td>Acronym</td>
<td>Full Name</td>
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<tr>
<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>WHO</td>
<td>World Health Organization</td>
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<td>WID</td>
<td>Women in Development</td>
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EXECUTIVE SUMMARY

By definition, gender refers to the roles of and relationships between both women and men, though most people in the region (including those at USAID Missions) assume that gender issues are synonymous with women’s issues. A great deal of information and analysis is available on the major women’s issues in the Europe and Eurasia (E&E) region, but very little has been written about men and the issues they face because of their gender. Due in part to this absence, when USAID Mission personnel engage in gender analysis of any type, the focus is almost exclusively on women, and men tend to be over-looked. Even in cases when “women’s issues” have been identified that cannot be resolved without the proactive participation of men (e.g., domestic violence and reproductive health issues), analyses of how to effectively obtain the engagement of men are often lacking. The purpose of this report is to help fill these gaps.

This report discusses: (a) the male role and expectations of men in the region, including major geographic, religious, or ethnic differences; (b) current threats to social definitions of masculinity and the male role, and men’s responses to these threats; (c) major gender issues facing men in the region; and (d) activities that USAID could implement that would address these issues either as stand-alone programming or as a component of programs across multiple sectors.

REGIONAL TRENDS IN MALE ROLE AND GENDER EXPECTATIONS

Despite decades of progress toward gender equality and a strong women’s movement in many of the countries in the E&E region, traditional notions about the male role still persist. From the start, official gender equality did not imply that men should share household responsibilities. Rather, equality for women meant that women would work while continuing their traditional gender roles at home. Male roles include that of provider, leader in private and public, protector and provider of family security, procreator, and doer of dirty and dangerous work.

**Geographic/Ethnic differences.** All countries in the region have delineated gender roles for men; there is wide variation in whether the male role is enforced. In some countries, the male role is viewed more as a tradition, albeit somewhat antiquated, whereas in others, the male and female roles are enforced through social consequences for deviations from the norm. In general, religious differences are less pronounced than ethnic differences in the E&E region. In rural areas, where extended families tend to live in closer proximity, gender expectations tend to be more rigid. However, due to the labor migration of so many men, the women left behind have taken on all aspects of the “male role,” especially during long absences or when their husband’s remittances prove inadequate.

THREATS TO MASCULINITY AND MALE ROLE

As noted above, the patriarchal male role is dominated by four functions: money, leadership, security, and procreation. Economic collapse throughout the entire region threatens all of these traditional functions; unemployment and economic hardship mean a man can no longer provide security to his loved ones, which in turn dims his prospects for marriage and procreation. Out of work and without his own family, he has nothing and no one to lead.

Threats to the male role include: (a) a changing labor market, (b) the need to adapt to new labor market demands, (c) having time on their hands when unemployed or underemployed, (d) loss of status, (e) a changing view of marriage and the father role, and (f) war and conflict. Typical responses to threats to the male role range from frustration to violence (including domestic violence) often accompanied by depression and substance abuse. The impact on women depends on men’s responses to threats to their male role. When a man is unemployed, the whole family suffers from the loss of income. However, if
unemployment motivates a man to migrate abroad for work, the family may benefit from his remittances and, in some cases, women left behind to manage their family’s affairs may end up with more decision-making control over family resources.

The impact of depression and substance abuse on women can be devastating to a woman individually and to her entire family, and domestic violence against spouses and children may increase. When a husband’s unemployment persists, a wife doubly burdened by a regular job in addition to homemaking, may still feel obliged to add more income-generating activities to her responsibilities at home. In some countries, when men are unemployed, even the women migrate abroad to seek work. Women can also be blamed for any negative impacts on the family associated with migrating. Women may delay, limit or forgo childbearing.

**MAJOR GENDER ISSUES FACING MEN IN THE REGION**

In the E&E region, critical health issues for women are matched by critical but different health issues for men. Though development programs immediately began addressing the wide range of women’s health issues, they have been slow to deal with men’s health issues despite high male mortality and morbidity rates that have far-reaching impacts on development outcomes.

**Health issues.** One of the first gender issues affecting men to receive attention in recent years is the staggering gender gap in life expectancy in many countries in the E&E region. Russia and Ukraine stand out. Based on 2008 health statistics, the life expectancy for men in both countries is only 62 years, 12 years behind the life expectancy for women. Even more staggering is the estimate that the expectancy of a “healthy” life for men is now only 55 years. In the E&E region, men exceed women in substance abuse of tobacco, alcohol, and drugs. Men suffer from depression and other psychological problems but are often reluctant to seek help, especially for mental health issues that are perceived as inconsistent with masculinity. Given the high male mortality and morbidity rates in the E&E region, encouraging men to access preventative healthcare, including reproductive healthcare is a priority issue in many countries. Men are more likely to be injured or killed on the job because of unsafe working conditions. Among youth 15 to 19 years old in the E&E region, boys are at least twice as likely as girls to die from unintentional injuries, including, but not limited to, road traffic injuries, drowning, fire-related injuries, and falls.

**Violence.** Statistics on intentional injuries in the E&E region show high incidence of mortality due to violence perpetrated by others and also to self-inflicted injuries. Sexual violence against boys and men is perpetrated on the streets, in schools, in youth detention centers, during conflicts such as in the former Yugoslavia, and in internally displaced person (IDP)/refugee settings.

**Military service and ex-combatant status.** The impact of military service, especially in combat situations is a largely unaddressed gender issue despite the many recent and ongoing conflicts in the E&E region. During times of conflict, men are rarely given the choice to be non-combatants or to flee a war zone and claim refugee status; they are pushed by social expectations to “join up” or are forcibly conscripted. Violence against men in times of war is also extreme. Men are subject to forced conscription and are often forcibly returned to combat even when seeking human rights protection as a civilian. Due to the many conflicts in the E&E region – the Chechnya-Ingushetia-Dagestan region of Russia, the Georgia-Abkhazia-South Ossetia region, the Nagorno-Karabakh region (Armenia and Azerbaijan), the Transnistria region of Moldova, and the former Yugoslavia – many men have experienced some form of military service or participation in an irregular defense force. The physical and psychological impact on surviving male victims is often buried in stoicism and substance abuse due to social expectations about being a strong male. In addition to problems stemming from combat experience following either voluntary or forced conscription, there are also problems with non-combat
military service, due to poor conditions, including inadequate food, clothing, shelter, and the practice of hazing.

**Unemployment and concurrent lack of breadwinner status.** Unemployment is a complex problem for men. Considering men’s gender role expectations, losing the opportunity to work and earn money means losing the ability to fulfill their key role as breadwinner. Concern for unemployed young men includes both lack of breadwinner status for those seeking to get married and their susceptibility to antisocial and risky behavior, especially in conflict zones. Other groups of disadvantaged men, such as IDPs and the Roma minority, tend to experience even higher rates of unemployment.

**Migration and trafficking in persons.** Migration for labor is a way of life for many men in the E&E region, especially among men in countries with chronically high unemployment rates and low wages. Migrating men tend to face many occupational health challenges. Working conditions are often unregulated in workplaces such as the construction and heavy industries in Russia and elsewhere where migrants find jobs. Such work is typically associated with high rates of disease, accidents, and serious disabilities. Migrant men tend to be even less likely to seek help from health or social services than non-migrant men, if they even know that such services exist. The migration experience itself can be much more dangerous and debilitating if a migrant falls prey to a trafficking scheme, which is largely a hidden problem due to chronic underreporting. Gender bias is a major limiting factor: More often men are charged with immigration violations and deported as irregular migrants.

**Trends in education and training.** When looking at social parity in the E&E region, education stands out as an area where men and boys are starting to fall behind women and girls. In particular, boys are more likely than girls to be the repeaters in primary and lower-secondary education, more likely than girls to be enrolled in non-tertiary programs, and less likely than girls to be enrolled in upper secondary gender programs (designed for higher education) and in tertiary education. The implications of these complex trends are important to understand and deserve further study in order to better evaluate the relevance of educational offerings and more effectively encourage young people to get the education they need. There are also anecdotal reports that men are not participating at parity with women in educational and professional exchanges.

**RECOMMENDATIONS**

**USAID OVERARCHING RECOMMENDATIONS**

- All gender guidance documents and technical assistance should explicitly include men and men’s issues, along with relevant examples.
- Identify and develop resource materials about specific men’s gender issues in the region that have yet to be the subject of more in-depth research.
- Expand the use of men as partners and constructive male engagement approaches beyond the reproductive health sector.
- Apply women as partners and constructive female engagement principles to women’s involvement in new program areas targeting men.
- Develop more gender projects that are not just “women’s projects”.
- Recognize that gender equitable approaches will be needed to achieve gender equality in areas of disparities affecting men.
- Build men’s leadership in solving their own social problems.
• Remember the cross-cutting nature of gender when working on youth programming.

• Focus on alleviating gender disparities, rather than programming based on stereotypes.

• Use comparative analysis of sex-disaggregated statistics and gender data in developing and monitoring of activities.

**Gender Integration Mechanisms.** Gender integration advice to USAID Missions usually comprises several targeted areas for improvement. In each of these areas, there is an element where men’s gender issues and the role of men should be considered. The recommendations section of this paper includes modified advice that makes this point more specifically.

**USAID PROGRAMMING**

**Cross-cutting (more than one sector)**

**Men-specific**

• Reintegration Services for Ex-combatants (Health & Local Governance). Analyze the **reintegration needs of ex-combatants and young men finishing military service** and develop relevant programming. Include psychological counseling with sensitized professionals prepared to address the effects of sexual violence and hazing, among other issues.

• Social Services (Health & Local Governance). Develop and expand **social services targeting men** and supporting family members, such as substance abuse treatment, violence and anger management, and positive parenting.

  **Integrated for both sexes**

• Gender-based Violence (GBV) Services (Health & Rule-of Law). **Integrate protocols for treatment and support of male victims of GBV** into programs already addressing these issues for female victims.

• Domestic Violence (DV) and Trafficking in Persons (TIP). Promote a coordinated community response to **DV and TIP** that integrates male victims of all ages into protocols and training for: (a) hotlines, (b) crisis centers and shelters (where feasible), (c) training for police, prosecutors, judges, and media, and (d) referral mechanisms for health care, psychological counseling, legal support, shelter, and so forth.

• Gender Education (Education & Civil Society). Partner with local gender experts and gender-focused organizations to develop and implement **gender education programs** for children, teens, and adults of both sexes to overcome gender stereotypes about women and girls and about men and boys.

• Male Involvement (Education & Civil Society). Promote **male involvement in projects addressing gender inequalities**, in activities aimed at reducing **gender-based violence (including violence against women)**, and encouraging **men’s positive engagement as fathers and caregivers**. Be careful about peer education among men that can inadvertently mirror and reinforce negative roles.

  **Men as partners**

• Chemical Exposure (Health & Environment). Collect epidemiological health data on **chemical exposures** that are sex-specific, especially concerning releases of persistent organic pollutants (POPs), heavy metals, and endocrine disrupting chemicals (EDCs).
• Gender Equality Laws and Policies (Economic/Public Policy and DG Legislator Training). Work with both male and female legislators to promote awareness that gender equality laws, policies, and related implementation mechanisms are the responsibility of all legislators.

• Gender Analysis of Laws and Legislation (Economic/Public Policy and DG Executive Branch Training). Work with the executive branch to include in their technical analyses of laws and legislation, gender analysis that focuses not only on identifying potential negative impacts for women, but also on analyzing any impacts that affect men and women differently.

Health and Education

Men-specific

• Primary Health Care (PHC). Support healthy lifestyle public awareness campaigns that target risky and unhealthy behaviors by men, such as smoking, drinking, violence, and so forth.

• Substance Abuse. Increase the availability and accessibility of alcohol and drug substance abuse treatment and smoking cessation programs, especially for men.

• PHC & Reproductive Health (RH). As part of men’s health promotion activities, efforts should be made to engage “women as partners” in the same way “men as partners” are utilized in primarily women-focused health activities.

• PHC & RH. Support the training and placement of men’s health specialists (referred to as andrologists in the region) and development of men’s clinics.

• PHC & RH. Develop targeted health programming for men to address their health needs related to diagnosis and treatment for sexually transmitted infections (STIs), infertility, prostate cancer screening, and other reproductive health and urology needs. Special care should be taken to insure patient confidentiality, and youth clinics should be considered.

• PHC & RH. Develop targeted programming to address men’s mental health needs related to depression, effects of military service and combat experience, post-traumatic stress disorder (PTSD), substance abuse, and gender-based violence.

• PHC & RH. Provide training to educate and sensitize health professionals regarding gender-based violence against men and boys, including treatment of physical and mental health problems resulting from GBV during times of conflict and in everyday life, such as school-based GBV, homophobic attacks, and so forth.

• Health Education. Consider adapting successful training models on young men's health, relationship skills, and gender equality, such as Project H from Brazil and Stepping Stones from Uganda.

• Vocational Training. Target employment training and job placement for migrating men and those at risk for migration. Make sure that: (a) the program is relevant to the skills and professional interests of the target groups and the labor market, and (b) job placement is linked to the training, by using the same implementer, and measuring success based on placement, not merely completion of the training. Consider non-traditional jobs rather than focusing only on stereotypical “men’s jobs.”

• Vocational Training. Integrate men’s employment training with the concept of men sharing household work, especially when unemployed or underemployed.
• Secondary Education. Where there are high school dropout rates for boys, analyze the causes and develop programming to address the underlying issues.

  **Integrated for both sexes**

• PHC. Ensure that PHC reform activities are addressing the healthcare needs of men as well as women and children, for example by promoting the placement of andrologists as well as gynecologists in health clinics.

• RH. Raise public awareness among men and boys of the need to take as good care of their own reproductive health as women and girls do theirs. This includes the issue of male infertility caused by untreated STIs.

• HIV/AIDS and Tuberculosis (TB). Ensure that targeting of Most-at-risk Populations (MARPs) in the HIV/AIDS and TB activities is directed at both sexes in each category, such as sex-workers, ex-prisoners, and migrants, and respond appropriately to their differing challenges and the needs faced by each.

• Secondary Education. Anywhere education assessments identify school-based GBV as a problem, develop programs with interventions tailored to the different needs of both girls and boys.

• Vocational Training. Remove implicit and explicit barriers, such as gender-specific recruitment and career tracking, to the participation of both women and men in non-traditional vocations.

  **Men as partners**

• RH. Fully integrate constructive male engagement principles, as appropriate, in RH programs on the use of modern contraception, safe motherhood, breast and cervical cancer screening, and so forth, and TB and HIV prevention and treatment activities that consider both men’s and women’s risk and stigma issues.

**Economic Growth**

  **Men-specific**

• Microfinance. Adapt a microenterprise training model and microfinance lending for: (a) migrating men, (b) unemployed men at risk for migration (to slow the brain drain of well-educated men, among other reasons), (c) young men at risk for criminality, and (d) any other identified target group.

• Economic Policy/Business Development. Identify and exploit opportunities to improve workplace safety, especially for dangerous “men only” jobs. Environmental activities, labor union activities, World Trade Organization (WTO) accession, and oil and gas projects all could integrate workplace safety elements into their work.

  **Integrated for both sexes**

• Economic/Public Policy. Advocate for separate government budgeting to address men’s social issues in addition to line items for women’s issues, so that there is no competition for funds and focus.

  **Men as partners**

• Microfinance. Explore ways to interact with male spouses of female microfinance clients to (a) reduce the risk that any perceived threats to their manhood might escalate to domestic violence,
(b) ensure that men have their own opportunities, if that is what they want, and are not just “fronting” for women to take loans for them, and (c) increase the emotional and household labor support given to highly successful female entrepreneurs to encourage them to grow their microbusinesses into small or medium enterprises.

- Business associations. Work with male business owners to network with female business owners so that they can participate together rather than in segregated business associations.

**Democracy and Conflict Mitigation**

*Men-specific*

- Civil Society. Work with interested stakeholders to introduce or expand *substance abuse self-help groups*, such as Alcoholics Anonymous (AA), Narcotics Anonymous (NA), and related support groups for affected family members.

- Human Rights. Adapt *surveillance mechanisms for human rights violations involving GBV* to identify and monitor incidences of GBV against men and boys such as: (a) hate crimes against men considered too effeminate or suspected of being homosexual, bisexual or transgender, (b) domestic violence, (c) trafficking in persons, (d) military hazing, and (e) sexual violence, including sexual violence in wars, conflicts, schools, and prisons.

*Integrated for both sexes*

- Peace Building. Facilitate alliances among women’s groups and men’s groups interested in *post-conflict peace building and pre-war conflict mitigation*.

- Civil Society Advocacy. Work on *reform of military hazing* with interested women’s and mother’s groups in conjunction with any young men who may be interested in supportive advocacy.

- **Rule of Law/Human Rights.** Work with human rights clinics and groups to (a) integrate GBV against men and boys, including Internally Displaced Persons (IDPs) and refugees in their work, and (b) develop sensitivity toward this issue among themselves, the police, prosecutors, and the judiciary.

- Rule of Law/Human Rights. Ensure that data are collected on reported *incidences of GBV against men and boys*, including trafficking in men and boys for both labor and sexual exploitation.

*Men as partners*

- Women’s Political Participation. *Quota laws* should be written as gender neutral so that if numbers fall for men, they will be protected as well.

- Women’s Political Participation. Encourage men to make room and support women in *political positions* in the main political power structure and not just in “women’s committees.”

- Civil Society/Women’s Rights. Look for opportunities to encourage men to participate in *civil society activities*, especially in the health, education, and social sector areas now dominated by women.

- Civil Society/Women’s Rights. Seek civil society partners and other donors to expand White Ribbon Campaigns—*men against violence against women* efforts – throughout the region.