



SADC
GENDER MAINSTREAMING
RESOURCE KIT

SADC Gender Mainstreaming Resource Kit
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CONTENTS

Acknowledgements	3
Acronyms	4
Foreword	5
Preface	6
PART ONE: INTRODUCTION	11
<i>Chapter 1:</i> Overview	13
<i>Chapter 2:</i> Key gender concepts.	21
<i>Chapter 3:</i> Legal and policy frameworks	39
<i>Chapter 4:</i> Gender and planning	57
<i>Chapter 5:</i> Gender in project implementation	69
PART TWO: GENDER MAINSTREAMING IN SECTORS	83
<i>Chapter 6:</i> Food, Agriculture and Natural Resources	85
<i>Chapter 7:</i> Trade Industry Finance and Investment	109
<i>Chapter 8:</i> Infrastructure and Services	123
<i>Chapter 9:</i> Social, Human Development and Special Programmes	151
<i>Chapter 10:</i> Organ on Politics, Defence and Security Cooperation	177
<i>Chapter 11:</i> Administration and human resources	193
<i>Chapter 12:</i> Information, communication and media	205
PART THREE: FACILITATORS GUIDE	219
General facilitation guidelines	221
Notes to exercises	230
Glossary	241
Figures:	
Figure 1: SADC institutional structure	17
Figure 2: Male and female status of employment, Sub-Saharan Africa 2006	35
Figure 3: Gender analysis framework for agriculture	99
Tables	
Table 1: Estimated earned income by gender, SADC, 2005	36
Table 2: Legal and policy frameworks for gender equality	40
Table 3: Integrating legal provisions into planning	47
Table 4: Summary of gender analysis frameworks	59
Table 5: Practical and strategic gender needs	62
Table 6: WID versus GAD approaches	63
Table 7: Building gender into every stage of the project cycle	70
Table 8: Gender composition of the SADC Secretariat staff	195
Exercises	
1. The difference between sex and gender	22
2. Sex and gender in the workplace	23
3. Sex and gender in policy	24
4. Gender division of labour	26
5. The unwaged work of women	28
6. Gender stereotyping	32
7. Equality of opportunity versus equality of outcomes	34
8. A quick quiz on gender equality instruments	40
9. Which gender equality frameworks apply?	47
10. Finding gender in the MDG's	49
11. Making the case for gender equality	55
12. Gender in the project cycle	70
13. Gender management system	71
14. Gender management structures	73
15. Gender disaggregated data	74
16. Gender budgeting	78
17. Finding gender in FANR plans and programmes	95
18. Finding FANR in legal and policy instruments	96
19. Action planning in FANR	97
20. Finding gender in TIFI plans and programmes	117
21. Finding TIFI in legal and policy instruments	118
22. Action planning in TIFI	119
23. Finding gender in I and S plans and programmes	127

CONTENTS

24. Finding gender in I and S legal and policy instruments	128
25. Action planning in I and S.	129
26. Finding gender in SHD & SP sector programmes	155
27. Finding SHD & SP in gender instruments	156
28. Action planning in SHD and SP	157
29. Finding gender in the Organ on Politics, Defence and Security Operations	179
30. Finding the OPDSC in gender instruments	180
31. Action planning for the OPDSC	181
32. Finding gender in Administration and Human Resources	197
33. Finding Administration and Human Resources in gender instruments	198
34. Action planning in Administration and Human Resources	199
35. Spotting the gender gaps in corporate communications	206
36. Finding gender in information, communication and media	210
37. Finding information, communication and media in gender instruments	212
38. Action planning for information, communication and media work	213

Fact Sheets

1. Making care work count	31
2. Gender mainstreaming	65
3. Gender aware policy development	67
4. Gender Management System	72
5. Sex disaggregated data, qualitative information	76
6. What is gender budgeting?	80
7. Women's access to productive resources	93
8. Key gender issues in the FTA	115
9. Key gender issues in energy and sustainable development	132
10. Gender in water supply and sanitation	138
11. Gender in tourism	143
12. Gender dimensions of infrastructure	146
13. Key gender issues in education	159
14. Key gender issues in employment	163
15. Key gender issues in health	168
16. Key gender issues in HIV and AIDS	174
17. Key gender issues in elections	182
18. Key gender issues in peace and conflict prevention	187
19. SADC and Gender based violence	190
20. Gender in organisational performance and development	200
21. Gender and the media	214

Case Studies

1. Gauging community needs and expectations	60
2. Gender mainstreaming in food security management	87
3. Gender issues in planning for 2010	110
4. Who benefits from SDI's?	124
5. Gender in the delivery of basic services	152
6. Putting a stop to trafficking	179
7. Gender gaps within the SADC Secretariat	194

Documents on CD ROM

1. Situation analysis – Status of Gender Mainstreaming in the SADC Secretariat	
2. The Universal Declaration of Human Rights (UDHR)	
3. The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) (1979)	
4. UN Resolution 1325 on Women, Peace and Security	
5. Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2005)	
6. 1997 SADC Declaration on Gender and Development, and the 1998 Addendum on the Prevention and Eradication of Violence Against Women and Children	
7. Draft SADC Protocol on Gender and Development	
8. Beijing Declaration and Platform for Action (1995)	
9. Millennium Development Goals (2000)	
10. SADC Gender Policy (2007)	
11. Draft SADC Workplace Gender Policy	
12. Summary of key gender instruments and targets	
13. Organisation Gender Score Card	
14. AIMS Vulnerability Survey Tool	
15. Sexual harassment code.	

Power point presentations

PP1. Situation analysis of gender and the SADC Secretariat	
PP2. The SADC Protocol on Gender and Development	
PP3. Gender and communications	

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Producing a resource for an institution of almost 200 members of staff, that aims to assist staff to critically reflect on and address gender equality issues in a systematic way is not an easy task. We have been fortunate, therefore, to have the input of several colleagues in the Secretariat and external gender expertise.

Many ideas have been canvassed, and data as well as information gathered during interaction with different Units and Directorates in the last few months, and these have, as far as possible, been reflected in the Resource Kit. In particular the Gender Unit is grateful for the technical input provided by the following people during the testing of the Resource Kit end of May 2008: Dr Alphonse Mulumba, Dr Joseph Mtetwa, Thembi Langa, Grace Moletla, Francis Nyathi, Thobeka Jozi, Fines Munkonze, Nthabiseng Liphapang and Unopa Edzani.

The European Commission is partnering with the Secretariat in accelerating the institutionalisation of gender mainstreaming in our daily work, and their support in the production of this Resource Kit is another milestone towards achieving this goal. This resource kit will also provide guidance at Member State level; it serves as a multi level tool.

The expertise provided to us by Gender Links, the consultants, in developing and producing this Resource Kit is appreciated. The methodology they adopted in grounding the gender mainstreaming concept in the experiences and work of the staff of the Secretariat during the development of this Resource Kit will ensure that it becomes a good reference point for all staff.

Finally, thanks goes to the Executive Secretary who continues to lead all gender mainstreaming efforts in the Secretariat, and who provided the inspiration during the development of the Resource Kit, and participated in the testing workshop.

Magdeline Mathiba Madibela
Head
Gender Unit

ACRONYMS

AIDS	Acquired Immuno Deficiency Syndrome
ARVs	Anti Retro Virals
AU	African Union
BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CBOs	Community Based Organisations
CSW	Commission on the Status of Women
DES	Deputy Executive Secretary
ECA	Economic Commission for Africa
ECOSOC	UN Economic and Social Council
ES	Executive Secretary
GAD	Gender and development
GBV	Gender based violence
GEMSA	Gender and Media in Southern African
GFP	Gender Focal Point
GL	Gender Links
GMAS	Gender and Media Audience Study
GMS	Gender Management System
GNP	Gross national product
GU	Gender Unit
HIV	Human Immunodeficiency Virus
ICPD	The International Conference on Population and Development
ICPs	International Cooperating Partners
ICM	Integrated Committee of Ministers
ICT	Information and Communication Technology
ILO	International Labour Organisation
M and E	Monitoring and evaluation
MDGs	Millennium Development Goals
MISA	Media Institute of Southern Africa
NDP	National Development Plans
NGOs	Non Governmental Organisations
NEPAD	New Partnership for Africa's Development
PAs	Performance Assessments
PEP	Post Exposure Prophylaxis
PLWHA	People Living with HIV and AIDS
RISDP	Regional Indicative Strategic Development Plan
SADC	Southern African Development Community
SHD & SP	Social, Human Development and Special Programmes Directorate
SIF	Strategic Implementation Framework on Gender and Development (2006-2010)
TIFI	Directorate for Trade, Industry, Finance and Investment
TOR	Terms of Reference
TWG	Technical Working Group
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNECA	United Nations Economic Commission for Africa
UNHCHR	United Nations High Commissioner on Human Rights
UN	United Nations
VCT	Voluntary Counseling and Testing
WID	Women in development approach
WHO	World Health Organisation

FOREWORD

At a Southern African Development Community (SADC) Gender and Women's Affairs Ministers meeting in Windhoek in April 2008 I emphasised that the SADC region will only be a community of well being - one in which we experience an improved standard of living and an enhanced quality of life – when we achieve gender equality.

SADC aims to unlock the potential of every man, woman, boy and girl so that they play a meaningful role in the journey towards meeting our common agenda of a progressive and vibrant region. Gender inequality is currently a big obstacle to progress in every sphere of development. Decisive action is required to reverse this situation.

As SADC Secretariat we have the dual challenge of mainstreaming gender and women's empowerment as strategies for achieving gender equality, whilst simultaneously seeking to support SADC Member States to meet the same objective.

This Gender Mainstreaming Resource Kit is one of the concrete actions that the SADC Secretariat is undertaking to help meet this mandate. It is intended for use by colleagues in the Secretariat, as well as in their support of Member States' policy and programme work. The Resource Kit is complemented by ongoing training, information support, and technical backstopping, led by the Gender Unit and other experts.

The SADC commitment to mainstream gender equality and women's empowerment, is outlined in the Regional Indicative Strategic Development Plan (RISDP) (2003-2015), reflected in the Strategic Implementation Framework on Gender and Development (SIF), backed by the SADC Gender Policy and a range of other regional and international commitments. This is further elaborated in this Resource Kit, which flows from an extensive process of internal consultations and testing that included developing a work place gender policy for the Secretariat.

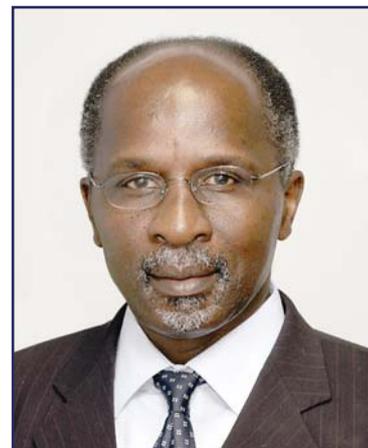
Achievement of gender equality must be driven by political will, clear benchmarks and targets, and importantly, technical skills to achieve results and make an impact. The well crafted tools and information in this Resource Kit will not, in themselves, be sufficient to reverse unequal power relations and an imbalance of power between women and men. Political will and commitments must be translated into concrete action through sound technical work to achieve results.

Gender mainstreaming is about taking into account the concerns of women and men at every stage of development planning, implementation, monitoring and evaluation. Mindful, however, of the historical disadvantages that women face, Member States have seen it fit to place a particular emphasis on strategies to empower women as part of their gender mainstreaming initiatives. The SADC Secretariat is also guided by this twin approach.

It is critical that we at the Secretariat lead by example. This means that we must make an effort internally to implement the change we want to see regionally. In short we must practice what we preach by integrating gender considerations into our values, goals and in all areas of organisational practice at all times.

While the Resource Kit is primarily intended for Secretariat staff and Member States, it will also be a useful resource for gender experts and partners. This will assist in the region's effort to standardise approaches towards gender mainstreaming. Ultimately processes such as this help us to get to the destination we all seek: one in which the women and men of this region are able to realise their full potential.

Dr Tomáz Augusto Salomão
Executive Secretary
SADC
June 2008



PREFACE



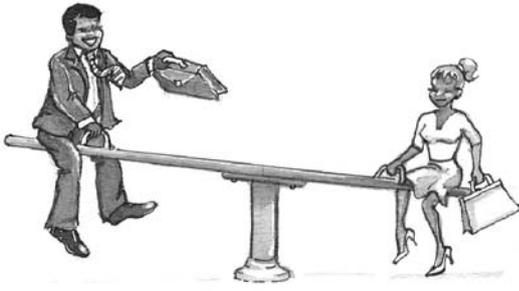
This Gender Mainstreaming Resource Kit (Resource Kit) aims to make gender mainstreaming the centrepiece of organisational practice in the SADC Secretariat. It has been aptly pointed out that gender mainstreaming “is not a fad or a fancy piece of development jargon. The rights, livelihoods, well being, and the very lives of people are at stake” (UNDP RBEC 2007:19). This reinforces the fact that gender mainstreaming is recognised as a concrete way of bringing real change and benefits to the lives of women, men, girls and boys. As will be more fully explored in this Resource Kit, gender mainstreaming is a comprehensive strategy aimed at achieving greater gender equality. Institutionally this implies integrating a gender perspective in projects and policies, as well as addressing gender equality issues in the corporate environment, through ensuring that the working environment is gender responsive, and guaranteeing equal opportunities and treatment to both women and men.

Gender mainstreaming and women’s empowerment

SADC has adopted a two pronged approach to achieving gender equality, namely through creating equal opportunities for women and men, as well as a specific focus on women’s empowerment. As shall be evident throughout this Resource Kit, gender inequality remains pervasive in the region, and has consistently negatively impacted on women and girls. Gender equality is a complex concept and the causes and effects of gender inequality are equally complex. Experience and empirical evidence shows that gender issues differ depending on the concrete situation, region, norms and values, other socio political, economic and cultural factors. Equally,

experience has also shown that women and men, girls and boys often have different needs and priorities, and that opportunities provided by policies, projects and programmes as well as their outcomes, often affect these groups unequally. Gender mainstreaming essentially seeks to redress this inequality.

Balancing the scales



The starting point for achieving of gender equality in our society is the recognition that at present the scales are not evenly balanced. By whatever measure - social, economic, or political - women and girls lag behind girls and boys in our society. To balance the scales, girls and women need to be empowered.

The attitudes of boys and men (and even some women!) need to be changed to recognise that as long as half the world's population has their hands tied behind their backs, this is not good for development. Gender equality is about ensuring that women and men, girls and boys, are able to realise their full potential. It is a win-win formula. The SADC Secretariat has a twin gender equality and women's empowerment approach because the one is integral to the other. Both are important for the advancement of the SADC region.

Mutual benefits

The added value of a gender mainstreaming approach to achieve gender equality is that if effectively implemented, available resources are used in a way that ensures the greatest benefit for all, women, men, boys, and girls. It also enables practitioners and policy makers to identify and use opportunities for enhancing gender equality in policies, projects and programmes that would not have otherwise considered gender issues. It can include concrete activities for women's empowerment on strategic areas such as legislation, decision making, economic advancement, whilst at the same time addressing the hidden biases that lead to inequitable situations in all sectors of policy making and programme implementation. Operationally, gender mainstreaming allows policy makers and practitioners not only to focus on the outcomes of gender inequality, but also to identify and address, based on rigorous gender analysis, the processes that cause it.

The Resource Kit is designed to bring clarity to this "value adding" approach to achieving gender equality through gender mainstreaming in the Secretariat, and is primarily intended to assist SADC Secretariat staff to have the relevant information and tools to undertake this process. It will be particularly useful at management level, and for staff providing technical support or coordinating planning, project development, implementation, and managing programming processes.

However, all staff will find this a useful resource for raising critical awareness on gender equality. The expectation is that all staff should have a good grounding in the key concepts and how these relate to their areas of work. Managers are expected to ensure that gender considerations are built into all planning, implementation, monitoring and evaluation.

The Resource Kit is a combination of training material, concepts and definitions, information on how gender considerations impact on key sectors, and a set of tools to support gender mainstreaming in the areas of work of the Secretariat.

It is accompanied by a CD ROM, which contains comprehensive information such as, amongst others, a gendered situation analysis of the SADC Secretariat, the full set of regional and international instruments that Member States have ratified, acceded and or committed to.

Structure of Resource Kit

The Resource Kit is aimed at being interactive and engaging, and consists of twelve chapters as follows:

PART ONE: INTRODUCTION

- **Chapter 1:** Provides an overview of the issues, process and approach.
- **Chapter 2:** Presents key gender concepts.
- **Chapter 3:** Summarises the regional legal and policy framework that inform the SADC gender equality agenda.
- **Chapter 4:** Presents key gender planning concepts using a case study.
- **Chapter 5:** Presents key gender concepts linked to programme and project implementation.

PART TWO: GENDER MAINSTREAMING IN SECTORS

- **Chapter 6:** - Food, Agriculture and Natural Resources (FANR).
- **Chapter 7:** - Trade, Industry, Finance and Investment (TIFI).
- **Chapter 8:** - Infrastructure and Services (I & S).
- **Chapter 9:** - Social, Human Development and Special Programmes (SHD & SP).
- **Chapter 10:** - Organ on Politics, Defence and Security Cooperation.
- **Chapter 11:** - Administration and Human Resources.
- **Chapter 12:** - Information, Media and Communication

PART THREE: FACILITATORS GUIDE

This section presents general facilitation guidelines as well as notes on each of the exercises.

The **CD ROM** contains, amongst others, the gender situation analysis of the SADC Secretariat and a set of recommendations, the draft SADC Secretariat Workplace Gender Policy, a full set of regional and international instruments framing the SADC gender equality agenda, a comparative summary of the key gender instruments highlighting benchmarks and targets, power point presentations on key gender issues, selected SADC Protocols, organisational gender score card, sector specific policies, training templates.

What you will you find in each Chapter

Each Chapter is made up of various tools and resources which will help you to apply your experience and to learn by doing. These are:



Exercises - enables you to practically address gender issues or in a group training session.



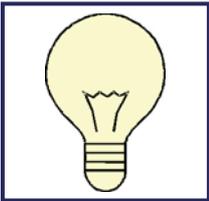
Notes - Provide facts and insights that deepen the learning and understanding after exercises.



Case Studies - are examples based on real findings and experiences that will help you to learn more.



Fact Sheets - give you information and will add to what you have learned.



Definitions - define new words and terms that you will be learning as you work through the manual. There is also a glossary at the end of the manual.



Checklists - these comprise lists of actions to be taken to ensure that gender is mainstreamed in the work of the Secretariat.



Additional resources - books, articles, journals and resources that can be consulted for more information.

How to use the Resource Kit

The Resource Kit is in the form of a binder. This will allow the user to add notes, the materials they print out from the **CD ROM** and additional materials from every day work. Other resources that the user may find relevant for purposes of cross referencing can be added.

The Resource Kit will complement other existing resources on gender that have been developed by the Secretariat through the Gender Unit, such as the 2003 Gender Resource Kit for Decision Makers, including the Additional Empowerment Resource Kit. Incorporating gender equality concerns should not be seen as a separate activity but an integral part of organisational processes. The Resource Kit should form an integral part of existing planning frameworks, project guidelines and management tools.



PART ONE INTRODUCTION

This section is a foundation course to the sector specific guides that follow in Part Two. If you have had gender training before, you may want to skip it. But it is highly recommended that you familiarise yourself with, or remind yourself of, the key concepts before scrolling on.

Chapter one provides a contextual overview.

Chapter two reviews key gender concepts and how these apply to our lives and work.

Chapter three examines the various international and regional commitments to gender equality that provide the rationale for gender mainstreaming by Member States and the SADC Secretariat.

Using a relevant case study, chapter four shifts to the key planning concepts linked to gender mainstreaming.

Chapter five takes this discussion further to examine what is meant by a Gender Management system; gender budgeting; targets; indicators; monitoring and evaluation.

With this background you will be well placed to move on to your sector-specific concerns!

CHAPTER ONE OVERVIEW



This chapter covers the key gender challenges confronting the SADC region and how these have been responded to nationally and regionally. The chapter also provides a brief history of the SADC Secretariat's efforts to "practice what it preaches" by mainstreaming gender in its work. The chapter is an essential overview for Secretariat staff for whom gender mainstreaming is not just a nice to do but a have to do!

SADC Commitment to gender equality

The SADC region has come a long way in recognising that gender equality is at the core of achieving the vision of 'a common future... that will ensure economic well being, improvement of the standards of living and quality of life, freedom and social justice and peace and security for the peoples of Southern Africa'¹.

The key tenets of achieving this vision have been translated into a SADC common agenda, to which all policies and programmes should be aligned. The common agenda includes, amongst others, promoting equitable and sustainable economic growth and socio economic development, poverty eradication, consolidating democracy including promoting common political values and systems, strengthening and consolidating the links amongst the peoples of the region, combating HIV and AIDS and other communicable diseases, and mainstreaming gender 'in the process of community building'². The Secretariat has the mandate and role to facilitate SADC Member States to realise this common agenda.

In translating the regional mandate of achieving the SADC common agenda and, by extension, deepening regional integration and poverty eradication, some key integration and development 'enablers' have been identified, and these include peace, security, democracy, as well as good political, economic and corporate governance. Importantly, these 'enablers' extend not only to intensifying the fight against HIV and AIDS, but gender mainstreaming and the empowerment of women, and the creation of an enabling institutional environment, amongst others. This positions gender mainstreaming and women's empowerment in all SADC business as compulsory to achieving the mandate of the institution. The obligation is then on all institutional structures and mechanisms to respond proactively and take positive measures to integrate gender equality³ issues and concerns and, importantly, tackle inequality in all spheres and at all levels.

How has gender equality been articulated in the SADC region, and what is the policy environment? According to the recently adopted SADC Gender Policy, gender equality is recognised as a "fundamental human right"⁴. This implies that the region is "committed to removing all forms of gender inequalities at the regional and national levels"⁵. The frame of reference for addressing this challenge is found in legally binding international and regional human rights instruments that set universal standards affirming the dignity and rights of every individual irrespective of their circumstances. Taking their cue from this, SADC governments have moved significantly towards setting regional norms and standards for achieving the rights of women. In the past decade, the Beijing Declaration and Platform for Action (BDPFA, 1995) formed the basis for identifying priorities for addressing gender inequality and achieving the empowerment of women including setting an agenda for achieving women's equal participation in the economy, politics and decision making, amongst others.

¹ SADC (2003: 4) Regional Indicative Strategic Development Plan (RISDP) .

² Ibid.

³ 'Gender equality means women and men enjoy the same status. (It).. means that women and men have equal conditions for realizing their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men, and the varying roles that they play' Minister of Public Works and Government Services Canada (1999:7) CIDA's Policy on Gender Equality.

⁴ SADC Gender Policy (2007:4).

⁵ Ibid.

All SADC governments have ratified the Convention on all Forms of Discrimination Against Women (CEDAW 1979), and an increasing number of SADC countries are ratifying the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Women's Rights Protocol 2003). In 1997 the SADC Declaration on Gender and Development was adopted, followed by the 1998 Addendum on the Prevention and Eradication of Violence Against Women and Children.

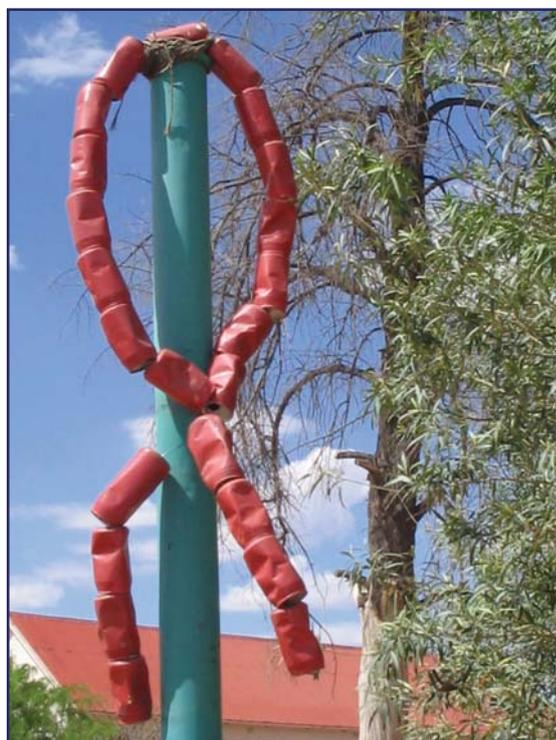
Specifically the region committed to removing gender equality from the margins to the centre of the SADC Programme of Action and Community Building Initiative, promoting the human rights of women and men, and ensuring equal representation of women and men in political and other decision making at all levels and the achievement of at least 30% target of women in those structures by 2005. Summit of 2005 deemed it appropriate to upgrade this target to 50% in line with the African Union. Further, the commitment extended to other areas, including promoting women's full access to and control over productive resources, promoting gender sensitive legislative environments, equality in education, equality of access to reproductive and other health services, preventing and addressing violence against women and children, and mainstreaming gender in the media.

The above commitments, in essence, represent a shift in the way SADC is approaching regional integration, by asserting that unless a consideration of gender relations as well as structural and other barriers that limit men and women's potential to make choices, access rights and opportunities and fully participate in development are a key consideration in all development and democracy efforts, then regional integration can neither be deepened nor achieved. This gender equality agenda setting process in the region has served as an important milestone in the move towards reversing negative trends that have limited the potential of the region to achieve gender equality

Challenges

Despite the achievements there are many gaps between what is committed on paper and the realities on the ground. For example:

- In all the key poverty indicators women's status relative to men remains low, thereby making tackling women's poverty a key issue in the overall strategy to eradicate poverty. In fact there is empirical evidence pointing to the feminine face of poverty in the SADC region.
- The SADC region continues to be the epicentre of the HIV and AIDS pandemic, and women and girls face the greatest challenge as the infected and affected. Amongst others, limited sexual rights, limited access to female controlled methods of contraception, poverty, gender based violence (GBV), and largely unpaid care work, are increasing women's vulnerability and the negative impact of the pandemic.
- Laws, services and resources to address GBV are still patchy, and the link between gender violence and HIV and AIDS is not being adequately addressed. Attention to new threats like sex trafficking is growing, but is yet to be fully acknowledged in policies and laws.
- SADC has embraced good governance in its agenda for achieving regional integration and gender and governance have been prominent on the SADC agenda, with some solid progress has been made. For



example, women Parliamentarians in SADC average 20%, which is above the world average of 17.2% and second to Nordic countries (41.8%), followed by the Americas at 19.2%. At Ministerial Level SADC stands at an average of 21% women representation. However, formal or 'paper' commitment has yet to turn into concrete action for most Member States. Countries that have recently held elections recently or reshuffled their cabinets have not yielded any significant progress in ensuring that women are well positioned to make and influence decisions in key governance structures.

- Challenges to achieving gender equality in education remain, including the introduction of user fees in some countries resulting in girls, and increasingly boys, dropping out of school. There are higher drop out rates for girls due to early pregnancy or marriages, and increasingly the need to head households due to the impact of HIV and AIDS. Some countries still discriminate against girls who fall. In general the information available shows poor performance by girls at secondary school level, and a higher intake rate of boys than girls at tertiary levels in most SADC countries.
- Whilst Member States have recognised maternal and reproductive health as a priority, key challenges to attaining sexual and reproductive health are HIV and sexually transmitted infections (STIs), unintended pregnancy and abortion, infertility and cancer resulting from STIs and sexual dysfunction. Gender inequality and gender-based violence also impact significantly on the attainment of sexual and reproductive rights for women and girls.
- Women are still woefully under represented in all areas of the media, except as TV presenters, and especially in decision-making structures. There is limited action by media decision-makers to take corrective action, except through Employment Equity laws, where these exist. Media regulatory authorities are male-dominated and they have not integrated gender criteria into licensing and other mechanisms at their disposal for making the media (especially the public media) more accountable to the public on their gender practices. Further, only a small proportion of media houses have adopted gender policies, including the public media. Gender mainstreaming among media training institutions, many of which are government funded, remains ad hoc.

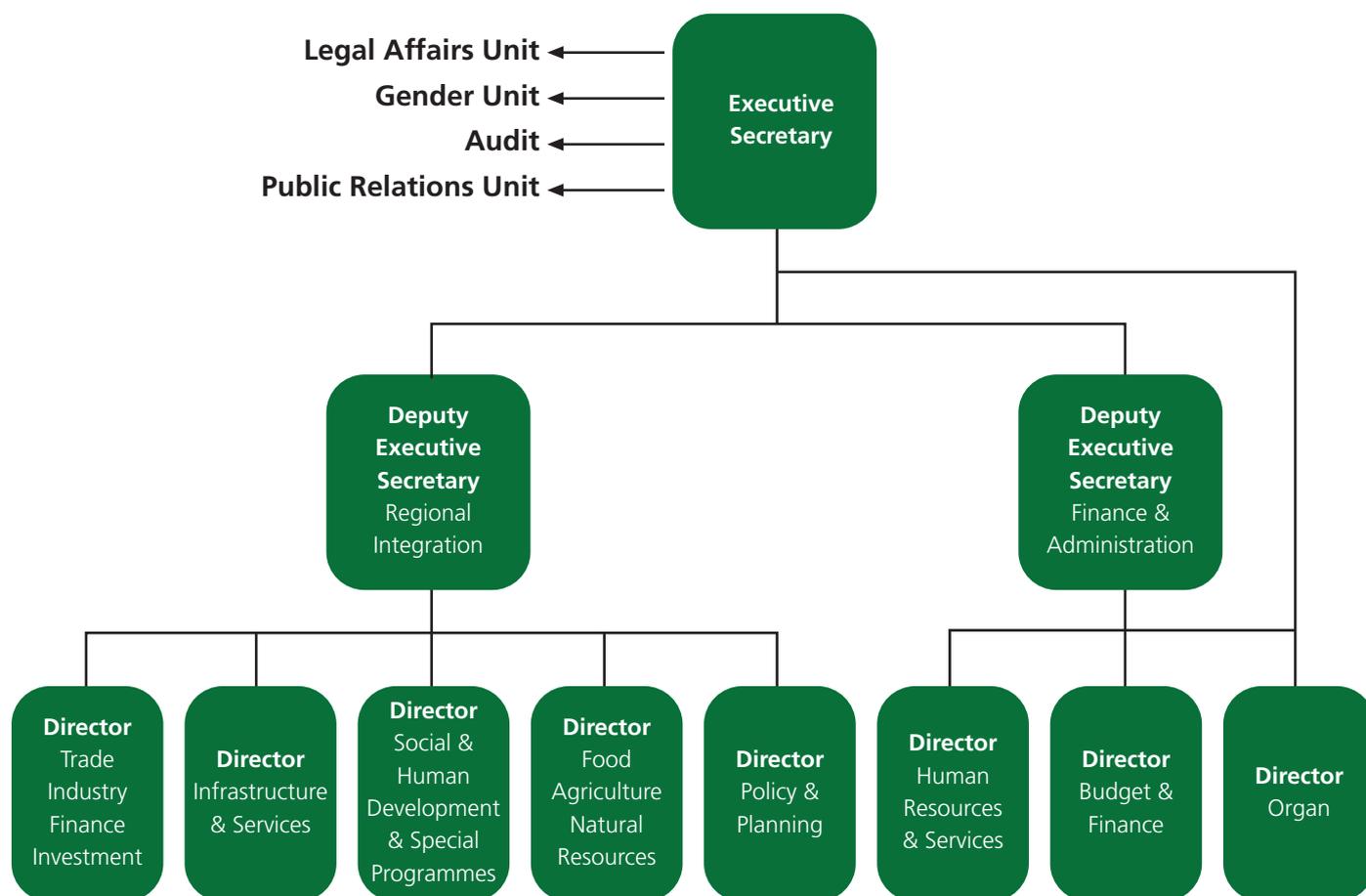
It is clear that after several decades, current efforts to significantly change pervasive gender inequality are not yielding the intended results to the extent that they are required. It will be almost impossible to achieve the targets and benchmarks set out in the Millennium Development Goals (MDGs) by 2015, let alone meet the commitments in the Protocol to the African Charter on Human and People Rights on the Rights of Women in Africa (Women's Rights Protocol), and the vision encapsulated in the New Partnership for Africa's Development (NEPAD), amongst others, if gender inequality persists. This confirms that it is no longer enough to recognise gender inequality and commit to address it - specific targeted measures and actions that are transformational are required.

A progressive agenda for SADC would therefore require the region to move from the plethora of promises found in policies, declarations and legislation, to delivery with clarity and focus, premised on an understanding that all action to address inequality must transform the status quo and deliver concrete results.

Institutional Structure

The SADC Secretariat institutional structure is designed to maximise support and facilitation of Member States' policies and programmes to achieve the SADC regional integration agenda. With the restructuring in 2001 and early 2008, the 21 sectors of focus for the region were grouped into clusters under 5 Directorates initially, and now 8 including administration, human resources and budgeting. The 5 sectoral support Directorates are Trade, Industry, Finance and Investment (TIFI), Food, Agriculture and Natural Resources (FANR), Social and Human Development and Special Programmes (SHD & SP), Infrastructure and Services, and Politics, Defence and Security Cooperation. The other Secretariat functions are managed through the Directorates of Human Resources and Services, Budgets and Finance, and Policy and Planning. All Directorates, save for FANR, are headed by men.

Figure 1: SADC Institutional Structure



SADC Management Structure (April 2008)

Operationally the Office of Executive Secretary (ES) oversees senior officers managing some cross cutting areas, namely Internal Audit, Public Relations, Macro Economic Surveillance, and Gender. The senior offices in charge of legal affairs and Information, Communications and Technology, are located in the Office of the Deputy Executive Secretary (DES) Finance and Administration. The Directors of Human Resources and Services, as well as Budget and Finance are also within the Office of the DES Finance and Administration. Linked to this structure are SADC National Committees (SNCs) that coordinate SADC areas of priorities at national level, and SADC National Contact Points (SNCPs) responsible for technical SADC matters at national level

The Secretariat is led by the ES, supported by the two Deputy Executive Secretaries (Regional Integration, Finance and Administration) and the Management Team, which is made up of all Directors. The management team is therefore currently made up of 7 men and 1 woman. The senior officer, Gender Unit reports directly to the ES, and the programme officer research, monitoring and evaluation. Overall decision making is currently 'male centred', with the top two executive positions, and almost 90% of all Directors being men. Almost all the support staff positions, namely secretaries, clerks, and personal assistants (91%) are female dominated. The draft SADC Secretariat workplace Gender Policy, seeks to take accelerate action towards achieving a gender balance, particularly at decision making level by 2015, in line with the 50% female representation in decision making approved by Summit in 2005.

The Secretariat and Gender Mainstreaming

The SADC Secretariat has facilitated, since the mid 1990s, efforts by the region to achieve gender equality and women's empowerment. The 2007 SADC Gender Policy identifies gender equality as a 'fundamental human right', whilst the Regional Indicative Strategic Development Plan (RISDP), asserts that gender equality and women's empowerment are 'integration and development enablers'. In fact gender and development, as outlined in (RISDP) is a 'cross sectoral intervention area', and a lever for deepening regional integration, achieving poverty eradication and attaining sustainable development. This is backed by a clearly articulated policy framework, including commitments found in development and human rights frameworks such as the Millennium Development Goals (MDGs), and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa.

The recent adoption of the SADC Protocol on Gender and Development in August 2008 seeks to bring together and enhance all existing commitments to gender equality. The proposed Protocol will prove invaluable for new agenda setting for achieving gender equality in the region as it not only sets benchmarks and measurable targets (all to be met by 2015), but also clearly articulates the core human right issues of women of SADC.

Operationally the Secretariat's mandate is not only to support Member States (MS) to address gender equality issues and concerns in all their policies and programmes, but to also ensure that this also occurs within the Secretariat. Thus the Secretariat has embarked on a process of embedding a culture and practice of addressing gender equality concerns in its organisational policies, systems, procedures and programmes. In essence this means that gender becomes a part of the mainstream vision, thinking and practices within the Secretariat at all levels, supported by an effective Gender Management System (GMS) to drive the process.

The former Gender Unit has played a leading role in the Secretariat's efforts towards institutionalising gender equality issues and concerns at all levels. This has included a gender audit in 2000 of the then sector coordinating units, and gender training of the Directorates in 2003-4, a review of the capacity of the GU and gender machineries in MS, and training of women politicians on gender. Further, some significant work has been undertaken to strengthen the policy framework to guide MS in their work towards mainstreaming gender, including facilitating the development and subsequent adoption of the Protocol on Gender and Development.

Currently the ES's office, through the senior gender officer and the support of external expertise, is working to strengthen gender mainstreaming processes, through the development and adoption of a Workplace Gender Policy, production of technical tools to support staff in their gender mainstreaming efforts, including this Resource Kit. Focal persons in all the Directorates have been identified to support this process. This will ensure that gender mainstreaming becomes a solid management tool, which is appreciated, understood and fully supported by all.

To strengthen SADC's corporate strategy targets and benchmarks are required to be set at policy and operational levels, to ensure that gender equality underpins all mainstream activities and that progress is real and measurable. This coincides with the performance management system that is being rolled out in the Secretariat is rolling out from mid 2008. In this way gender equality issues and concerns are no longer peripheral and optional, but are pursued 'from the centre'⁶ and mandatory. Thus staff welfare and development, organisational systems

⁶ UNDP (2000:7) Gender in Development Programme Learning and Information Pack; Gender Mainstreaming.

and procedures, and planning, programming and impact assessment must take gender equality as a key principle for ensuring effectiveness. This is the basis for institutionalising gender mainstreaming⁷, such that gender equality issues shift from being thematic to management issues in the Secretariat’.

The **priorities of SADC Gender Programmes** as stipulated by the RISDP are:

- Policy Development and Harmonisation.
- Gender Mainstreaming.
- Institutional Strengthening and Capacity Building.
- Women’s Empowerment Programmes including; Women’s Human Rights; Women and Girl Child Education; Violence Against Women and Children; Sexual and Reproductive Health & Rights including HIV and AIDS; Women’s Economic Empowerment; Media and Information; and Women in Politics and Decision Making.
- Communication, Information Sharing and Networking.
- Monitoring & Evaluation.

⁷ Gender mainstreaming is both a strategy and a process for achieving gender equality and addressing inequality. The often used UN definition (ECOSOC 1997), defines gender mainstreaming as ‘the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas at all levels. It is a strategy for making women as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, societal spheres so that women and men benefit equally and inequality is not perpetuated.’

CHAPTER TWO

KEY GENDER CONCEPTS



In this chapter the focus is on providing an overview of key concepts that form the basis for understanding gender equality issues. The concepts are signposts, and offer insights into gender relations. How they are used is dependent on the policy, project and programme context of the organisation using them. The key concepts discussed in this chapter are:-

- Sex and gender, and their application in different settings.
- Gender division of labour.
- Gender stereotyping.
- Equality of opportunities versus equality of outcomes.



Exercise 1: The difference between sex and gender

Each participant will be given cards with different roles, activities and occupations. These cards will be placed by the participants on either of the two areas of a wall - boy/man and girl/woman, as they think appropriate.

Boy/Man	Girl/Woman

1) Now try swapping the cards. Which of the cards can be swapped?

2) Which cannot?

3) Which of the roles played by the woman in the first image below has to do with her sex and which with her gender? What does the second image reveal about gender roles?



Exercise 2: Sex and Gender in the Workplace

Now consider the following common work place considerations. Which of the functions/issues below are associated with sex or gender? Note the highlighted function/issue, which will guide you as to whether it's a sex or gender issue.

Function/issue	Sex	Gender
Breastfeeding times for employees		
Cleaning duties by support staff		
Guard duties by support staff		
Maternity leave		
Catering duties by support staff		
Management roles and responsibilities of new projects		
Paternity leave		
Leadership in the development of training curricula		
Provision of sanitary ware facilities in all Secretariat toilets		



Exercise 3: Sex and gender in policy⁸

1. Consider the following policy issues. Tick whether you think the issues is about sex or gender.

Issue	Sex	Gender
Women in most SADC countries are barred from boxing, serving in combat roles in the military and from mining activities.		
Research reveals that secondary school teachers in the sciences are providing male students more positive reinforcement than in the case of female students.		
Research has shown that many teenage girls miss school a number of days a year because schools provide inadequate sanitary facilities		
Men predominate in all leadership positions in society- in cabinet, the legislature local government, the judiciary, the media etc.		
Research reveals that there women are dying during child birth at very high rates (maternal mortality) due to preventable complications.		
Young girls who become pregnant are invariably forced to leave school while the young men who impregnate them complete their studies.		
A SADC country is considering legalising sex work ahead of Soccer 2010.		

2. As a team within the Secretariat responsible for advising Member States on the course of action to take, how would you advise on each issue?

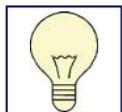
3. From this exercise, how would you define the difference between sex and gender?



Notes: Most of the elements that are identified with women and men (roles, behaviours) are not fixed biologically. They are not natural or universal but socially and culturally determined; they are shaped by different societal and cultural values.

⁸ Adapted from SADC GU (2004) Report on the Gender Training Workshop for the Directorate of Social, Human Development and Special Programmes

- What is constructed or learned can be deconstructed and unlearned. Gender identities can change gradually over time due to political, economic and broader cultural changes, or a change can be sudden during periods of upheaval.
- Change can threaten the status quo in society, and in the context of male domination, any change that opens up opportunities for women can be strongly resisted by men, and also by women who want to protect the status quo. If there is backlash as a result of the new opportunities for change, gains made in advancing women's empowerment can be lost.
- Gender as a concept seeks to transform societal norms that mediate women and men's lives, so it can be contested by both women and men and also threaten their current identities at a deep level.⁹



Definitions

Gender - describes the socially constructed differences between women and men, which can change over time and which vary within a given society from one society to the next. Our gender identity determines how we are perceived and how we are expected to behave as women and men. Thus while the fact that women give birth to children is biologically determined, the fact that they perform the majority of household chores, predominate in the informal survivalist sector and in the lower paid "care" work in the formal sector are all socially constructed. What is important to stress is that gender relations are dynamic. They are shaped through the history of social relations and interactions. They vary over time and place and between different groups of people. They may also be impacted by other factors, such as race, class, ethnicity and disability.

Gender relations - describes the social relationships between women and men. These are socially constituted and do not derive from biology. Biological differences are permanent- with the rare exception of those who undergo sex changes. Gender relations are dynamic. They are shaped through the history of social relations and interactions. They vary over time and place and between different groups of people. They may also be impacted by other factors, such as race, class, ethnicity and disability.

Sex describes the biological difference between women and women. Men produce sperm; women become pregnant, bear and breastfeed children.

⁹Commonwealth Secretariat and Commonwealth of Learning (2004) The GMS Toolkit Trainer's Guide 4



Exercise 4: Gender division of labour

Use the table provided below to highlight different types and reproductive, productive, community work and personality traits, and place them in the appropriate place on the table of the biologically determined and socially determined roles of men and women.

Sex/Gender role	Woman	Man
Reproductive Work		
Productive Work		
Home		
Work Place		
Community Work		
Personality Traits		

Questions

1. Is this a “natural” division of labour?

2. If not, what is wrong with the assumptions that underpin the gender division of labour?

3. What are the economic differences between the roles assigned to men and those assigned to women?

4. How do they lead to discrimination?



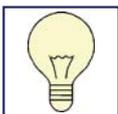
Notes:

Generally women and men are allotted different work roles. These work roles tend to be discriminatory, with women largely confined to the low status, low paid or unpaid jobs whilst men usually have higher paying and high status jobs. There is thus a predominance of women in unpaid domestic work and subsistence food production, whilst men dominate in waged employment cash crop production.

Some key points:

- The connection between women's generally low status and unpaid labour locks them into a vicious cycle. This requires a deliberate effort to alter the gender division of labour and the values ascribed to it.
- By virtue of this perspective women's economic activity is under represented in national accounting, and this reinforces the perception, borne out of gender bias, that men do the majority of the world's work.
- The gender division of labour must be analysed in policy and planning, because failure to do this can result in women's work load increasing in the development process. It is imperative that women's reproductive and other unpaid work, and work in the informal sector, must be recognised.
- Women's productive work is in most cases seen as an extension of their reproductive work, and is largely undervalued. An example is women's care work, which is seen as an extension of their reproductive function, and is therefore not valued or well remunerated.
- The gender division of labour has a significant impact in discriminating against women and perpetuating women's oppression. The solution does not lie in women and men swapping jobs necessarily, but in equally valuing men and women's work, and providing equal opportunities to training, education and types of work. At the same time there is need to ensure shared responsibility, with men taking on more work in the reproductive sphere, for example in the household and care work.

Source: Commonwealth Secretariat and Commonwealth of Learning (2004) The GMS Toolkit



Definitions

Reproductive work comprises the child bearing/rearing responsibilities and domestic tasks ordinarily undertaken by women, required to guarantee the maintenance and reproduction of the labour force. It includes not only biological reproduction but also the maintenance of the work force (husband and working children) and the future workforce (infants and school going children)

Productive work comprises work done by both women and men for payment in cash or kind. It includes both market place production with an exchange value, and subsistence/home production with an actual use value, but also a potential exchange value. For women in agricultural production, for example, this includes work as independent farmers, peasant’s wives and wagedworkers.

Community managing comprises activities undertaken by women primarily at the community level, as an extension of their reproductive role. This is to ensure the provision and maintenance of scarce resources of collective consumption, such as water, health care and education. It is voluntary unpaid work, undertaken in free time.

Community politics: In contrast to community managing, community politics comprises activities undertaken by men at the community level organising at the formal political level. It is usually paid work, either directly or indirectly, through wages or increases in status and power.

Source: Gender Planning and Development: Theory Practice and Training, Caroline O.N. Moser



Exercise 5: The unwaged work of women

Think for a moment about the household you come from, and the principal male/female figure in this household. Draw up a simple time use sheet for a typical working day for these two individuals as follows:

	Man	Woman
6 am - 8 am		
8 am- 5 pm		
5pm- 8pm		
8pm- 10pm		
TOTAL HOURS OF WORK		

Questions

1) Who works longer hours? Why?

2) Which of the above work is paid?

3) Which of the above time is unpaid?

4) What insights does the cartoon overleaf add to your understanding of women and work?



Source: The Oxfam Gender Training Manual ©Oxfam UK and Ireland 1994

5. What do you understand by the term "the unwaged work of women"?



Fact Sheet 1: Making Care Work Count

According to traditional economics, gross domestic product (GDP) is made up of two sectors: the private and the public. Feminist economists argue that there is a third sector: the “care economy” - or the unpaid reproductive and domestic work of women including caring for the aged and the sick; as well as voluntary community services. The UNDP’s 1995 Human Development Report estimated that women’s unpaid work is equivalent to some \$11 trillion annually.



In sub-Saharan Africa an estimated 4.3 million people need AIDS home-based care, but only 12 percent receive it. Approximately 90 percent of AIDS care takes place in the home and is mostly done by women and girls. Because this work is unpaid, it is often taken for granted and undervalued. Caring for someone with AIDS can increase the workload of a family caretaker by one third.

Recent experiments have shown that it is possible to incorporate gender into macro modelling. Time studies are underway in a number of countries to obtain a clearer picture of the unpaid labour of women. Some experiments have been conducted on incorporating women’s work into national accounts (for example in Canada), but so far these have been placed in parallel accounts. Very little quantitative research and information is available in the closely related area of the “informal sector” - the survivalist activities that the poor, and especially women, engage in, often circumventing cumbersome and costly regulations, in order to make a living.

This field of inquiry intensified in the eighties as a result of mounting evidence that the cuts in social spending as a result of the need to reduce budget deficits under structural adjustment were leading to disproportionately negative effects on women, who bore the brunt of new user fees and declines in subsidies in areas such as education and health. Retrenchments also led to an increase in the number of those making a living in the “informal sector” - an area in which women predominate. Such criticism prompted moves to ensure that social spending is protected in structural adjustment programmes.

Within the formal economy, women tend to take jobs that are of a care nature- domestic work, nursing, clerical and secretarial work, nursery school and primary school teaching. Men tend to take jobs that are of a “control” nature- management, finance, defence and security, politics etc. Society assigns very different values to these types of work. In general the professions in which men predominate are much more highly paid than those in which women predominate. This explains why, in just about every part of the world, women’s wages in the formal sector are about sixty percent those of men, not because of formal discrimination, but because women are socialized into taking jobs that are not rewarded in the same way as the jobs that men perform.

With the recent wide-scale trade liberalization measures being undertaken both by countries undergoing structural adjustment and those that are not, the debate is shifting towards the gendered impact of



Exercise 6: Gender Stereotyping

Break into six groups and discuss what messages are conveyed about women and men in:

- The media
- Advertising
- Culture and tradition
- Educational institutions
- Language, sayings and idioms
- Religion (you may wish to refer to the following quotes from religious texts).



<p><i>The Bible</i></p> 	<p>“Wives, submit unto your husbands, as unto the Lord, for the husband is the head of the wife, even as Christ is the head of the Church. Therefore as the Church is subject to Christ so let wives be subject to husbands in everything.”</p>
<p><i>The Quran</i></p> 	<p>“Men have authority over women because Allah has made one superior to the other. Good women are obedient. They guard the unseen parts because Allah has guarded them. As for those of you who fear disobedience, admonish them and send them to beds apart and beat them.” - the Koran.</p>
<p><i>The Mishnah. a basic part of the Talmud, Judaism</i></p> 	<p>“Learning the Torah is a paradox for women, as they will turn the words of the Torah into foolish words due to lack of understanding or interest.”</p>
<p><i>Tulsidas, writing in the Ramayana, Hindu Religion</i></p> 	<p>“The drum, the village fool, the Shuras (lower classes) animals, women, all these are fit to be beaten.”</p>

Messages about women	Messages about men

2. From these exercises what do you understand by gender mainstreaming?

Notes:



- Gender stereotyping has the overall effect of perpetuating inequality through reinforcing discrimination, and in development processes, keeping or relegating women to the margins of human development.
- The media, advertising, language, religion and institutional cultures and structures subliminally portray gender stereotypical messages in the way they construct language, use images depict roles of men and women, and assign roles and responsibilities, thereby giving the impression that this is the reality that normalises inequality
- It is necessary to challenge gender stereotypes through recasting images, language, actions in a way that affirms gender equality, values difference and recognises potential. This is particularly critical in development and policy planning and implementation so that both men and women participate equally.



Definitions

Stereotype: Reducing an individual to a mere instance of a characteristic. An unduly fixed mental impression that is made unchangeable.

Gender stereotypes are socially constructed beliefs about men and women. They are constructed through sayings, songs, proverbs, the media, religion, custom, culture, education, drama etc.

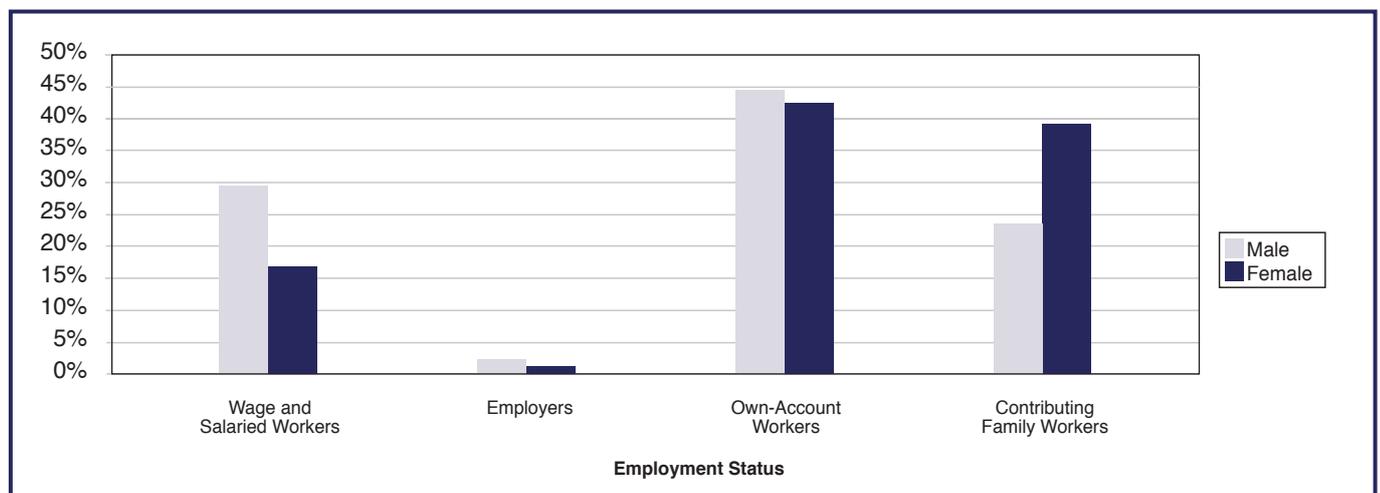


Exercise 7: Equality of Opportunity versus Equality of Outcomes

Read the excerpt below and answer the questions that follow:

The indicator of status in employment distinguishes between types of employment by dividing people into three categories: wage and salaried workers (employees); self-employed workers; and contributing family workers. Recent ILO data shows that in sub-Saharan Africa men outnumber women in the first two categories while women dominate in the last one (Figure two).

Figure 2: Male and female status of employment, Sub-Saharan Africa 2006



Source: Adapted from ILO, *Global Employment trends for Women, Brief, march 2007*: 16

Numerous time-use studies have also shown that women work longer hours than men, when both market and non-market activities are taken into account. This is especially true for poor women who do not have resources to hire additional labour to take over some of the household responsibilities as they engage in market activities (UNECA, 2001a). This point is particularly relevant given the wide evidence that, while women are entering the formal sector in increasing numbers, their domestic workloads have not declined. They continue to be primarily responsible for such activities as the care of minor children and the elderly members of the household, cooking and cleaning, fetching water and firewood and managing the household in general (UNECA, 2001a).

Wage Disparity

An ILO review of data for six occupation groups shows that, in most economies around the world, women earn 90 percent or less of what their male counterparts earn. In Africa women earn, on average, only 60 to 70 percent of what men are paid for similar work even in typically female occupations such as nursing and teaching (ILO, 2007). The SADC region is no exception, as Table 1 below illustrates:

Table 1: Estimated Earned Income by Gender, SADC, 2005

Country	Estimated earned income Female (PPP US\$)	Estimated earned income Male (PPP US\$)
Angola	1 787	2 898
Botswana	5 913	19 094
Congo, D.R.	488	944
Lesotho	2 340	4 480
Madagascar	758	1 090
Malawi	565	771
Mauritius	7 407	18 098
Mozambique	1 115	1 378
Namibia	5 527	9 679
South Africa	6 927	15 446
Swaziland	2 187	7 659
Tanzania	627	863
Zambia	725	1 319
Zimbabwe	1 499	2 585

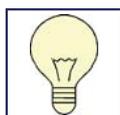
Source: Human Development Report, 2007 data accessed at <http://hdrstats.undp.org>

Except for Botswana and Swaziland, no other country had wage data. For the purposes of calculating the estimated female ad ale earned income, a value of 0.75 was used for the ratio of the female non-agricultural wage to the male non-agricultural wage. * Purchasing Power Parity (PPP) - A rate of exchange that accounts for price differences across countries allowing international comparisons of real output and incomes. At the PPP US\$ rate, PPP US\$1 has the same purchasing power in the domestic economy as \$1 has in the United States.

Questions

1. Considering that all SADC countries have legislation and policies that provide equal opportunities for both women and men to access employment, what factors are contributing to the disparities in income highlighted above?

2. From this exercise what do you understand as the difference between equality of opportunity and equality of outcomes?



Definitions

Equality of Opportunity versus Equality of Outcomes

Equality of opportunity means that every person is afforded the same access to a benefit as every other person. Equality of outcome means that every person actually receives the same benefit as everyone else. For example, government X can provide credit facilities for all, but access to those facilities will largely accrue to men, due to the existence of discriminatory laws and criteria that demand that married women get consent from their husband to enter into legally binding agreements, or that collateral is required, which most women might not have.

From the perspective of gender equality the distinction between equal opportunities and outcomes determines whether gender equality policies, programmes, and projects are making a difference through addressing gaps, inequalities, and contributing to women's empowerment. If inequality already exists, providing equal opportunities will perpetuate the inequality, so some positive measures, such as affirmative action or other positive empowering measures by governments are required, in order that equality of outcomes is achieved. Equality of outcomes will thus be concrete and measurable. (adapted from <http://en.wikipedia.org>) accessed 22.05.08)

Gender Equality - Means that women and men have equal rights, opportunities and conditions for realising their full human rights and for contributing to, and benefiting from economic, social, cultural and political development.

Gender Equity - Means just treatment, balanced recognition and appreciation of the potential of both women and men, in terms of rights, benefits, obligations and opportunities. To ensure fairness, measure must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level (equal) playing field - such as affirmative action for women who remain disadvantaged in many areas of life.

CHAPTER THREE

LEGAL AND POLICY FRAMEWORK



In this chapter key policy and legal frameworks that form part of the “influence chain” in shaping the response to gender inequality in SADC are highlighted. Their importance lies in the articulation of human rights and development issues from a gender equality perspective, and the definition of a clear agenda of action that forms the basis for policy, project and programming work to achieve gender equality in the region.

Importantly, these frameworks set international and regional norms and standards that SADC Member States have committed to and continue to progressively integrate into their domestic policies, legislation and programmes. They have also inspired the development of ground breaking sub regional instruments promoting gender equality and women’s empowerment, and should be cross referenced with other SADC Protocols, Declarations and instruments developed to facilitate regional integration. These frameworks are thus an integral part of the SADC Secretariat gender mainstreaming process.

The full documents are available on **CD ROM**, and a synopsis of each is provided in this chapter. The following regional and international legal and policy frameworks are discussed:

Table 2: Legal and Policy Frameworks for Gender Equality

Scope	LEGAL	POLICY
International	The Universal Declaration of Human Rights - CD ROM 2	Beijing Declaration and Platform for Action (1995) - CD ROM 8
	The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) (1979) - CD ROM 3	Millennium Development Goals (2000) – CD ROM 9
	UN Resolution 1325 on Women, Peace and Security - CD ROM 4	
Regional	Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (2005) – CD ROM 5	SADC Gender Policy (2007) – CD ROM 10
	1997 SADC Declaration on Gender and Development, and the 1998 Addendum on the Prevention and Eradication of Violence Against Women and Children – CD ROM 6	Draft SADC Workplace policy – CD ROM 11
	SADC Protocol on Gender and Development – CD ROM 7	



Exercise 8: A quick quiz on Gender Equality Instruments

1. Name at least three regional and international instruments that promote and protect the rights of women in SADC?

2. Which one of the international women's rights instruments has been ratified/acceded to by all SADC countries?

3. When did the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa come into force?

4. Name one unique feature of this Protocol?

5. When was the SADC Gender Policy adopted? How many thematic areas does it cover?

6. What is the SADC Protocol on Gender and Development? Why is there need for such an instrument? What is its current status?

Regional and global policy and legal frameworks have assisted the SADC region in consolidating and articulating a position on women's rights, prioritising issues that all Member States must address, and defining a strategy, broad goals, benchmarks, targets and a broad set of activities for their achievement. The challenge lies in translating the commitments into action to ensure the elimination of the gender inequalities highlighted in the **introduction** to this Resource Kit.

The recent ten year review, in 2005, of the Beijing Declaration and Platform for Action (BPFA), revealed the need for the SADC region to make a greater investment in effective implementation of laws, policies and programmes, with a particular focus on making them work for women. It is acknowledged that the big gap between 'paper rights' and 'substantive rights' in practice, is a key factor limiting economic growth, development and poverty eradication in the region.

The legal promotion and protection of equal rights of women relative to men is based on the principle of non discrimination, which includes equality before the law. However, from a gender equality perspective the emphasis is also on the promotion and protection of the rights of women, based on the understanding that the human rights principle is not gender neutral, and must acknowledge gender difference and address inequality.

The following are highlights of the provisions of some of the key human rights and development commitments made by SADC governments:

Legal Instruments

The Universal Declaration of Human Rights (UDHR)¹⁰ – CD ROM 2

On December 10, 1948 the General Assembly of the United Nations adopted and proclaimed the Universal Declaration of Human Rights. The Assembly called upon all Member countries to publicise the text of the Declaration and "to cause it to be disseminated, displayed, read and expounded principally in schools and other educational institutions, without distinction based on the political status of countries or territories".

The UDHR contains 30 articles that address a range of rights from basic ones (right to shelter, clothing), to the right to education, nationality, exercise of free will and consent to marriage, employment, and equal pay for equal work, amongst others.

Do Member States accede to or ratify¹¹ the UDHR?

The UDHR was adopted by all UN Member States.

Some key provisions of the UDHR

- Recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world.
- The disregard and contempt for human rights have resulted in barbarous acts which have outraged the conscience of mankind, and the advent of a world in which human beings shall enjoy freedom of speech and belief and freedom from fear and want has been proclaimed as the highest aspiration of the common people.

¹⁰ Source: <http://www.un.org/rights/50/decla.htm>

¹¹ Both ratification and accession signify an agreement to be legally bound by the terms of a Convention other legally binding international instrument. Accession has exactly the same effects as ratification. Most commonly, a country in favour of a convention signs shortly after it has been adopted and follows up with ratification when all procedures required by domestic law have been fulfilled. Countries that have not signed can become states parties through accession to the Convention. Adapted from <http://www.abc.net.au/civics/bhutan/ratificationfaq.htm> (accessed 10.06.08)

- The peoples of the United Nations have in the Charter reaffirmed their faith in fundamental human rights, in the dignity and worth of the human person and in the equal rights of men and women and have determined to promote social progress and better standards of life in larger freedom.

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)¹² - CD ROM 3

CEDAW, adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination.

By accepting the Convention, states commit themselves to undertake a series of measures to end discrimination against women in all forms, including:

- To incorporate the principle of equality of men and women in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women;
- To establish tribunals and other public institutions to ensure the effective protection of women against discrimination; and
- To ensure elimination of all acts of discrimination against women by persons, organizations or enterprises.

Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice. They are also committed to submit national reports, at least every four years, on measures they have taken to comply with their treaty obligations.

Do Member States accede to or ratify CEDAW?

All SADC countries have either ratified or acceded to CEDAW. Although most have not domesticated the Convention, some SADC governments are progressively implementing its provisions. The key challenge lies in the holistic implementation of the Convention, where there is a gap in many areas outlined in Chapter 1. As States Parties to the Convention, SADC governments have also not fared well in terms of reporting on progress made. Further SADC countries must amend and review their constitutions in order to protect women against all forms of discrimination, supported by gender sensitive legislation and policies.

The Optional Protocol to CEDAW adopted in 1999 includes an inquiry procedure, as well as a complaints procedure. An inquiry procedure enables the Committee to conduct inquiries into serious and systematic abuses of women's human rights in countries that become States parties to the Optional Protocol. It is modelled on an existing human rights inquiry procedure, article 20 of the International Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment. The inquiry procedure:

- Allows investigation of substantial abuses of women's human rights by an international body of experts;
- Is useful where individual communications fail to reflect the systemic nature of widespread violations of women's rights;
- Allows widespread violations to be investigated where individuals or groups may be unable to make communications (for practical reasons or because of fear of reprisals);
- Gives the Committee an opportunity to make recommendations regarding the structural causes of violations;
- Allows the Committee to address a broad range of issues in a particular country.

Currently 5 SADC countries have either ratified or acceded to the Optional Protocol (Angola, Botswana, Lesotho, South Africa and Tanzania), whilst 5 have signed it (Madagascar, Malawi, Mauritius, Namibia, Seychelles). The rest have neither signed nor ratified it.

¹²Source: <http://www.un.org/womenwatch/daw/cedaw/>

Some key provisions of CEDAW

- Discrimination against women violates the principles of equality of rights and respect for human dignity, is an obstacle to the participation of women, on equal terms with men, in the political, social, economic and cultural life of their countries, hampers the growth of the prosperity of society and the family and makes more difficult the full development of the potentialities of women in the service of their countries and of humanity
- The full and complete development of a country, the welfare of the world and the cause of peace require the maximum participation of women on equal terms with men in all fields
- A change in the traditional role of men as well as the role of women in society and in the family is needed to achieve full equality between men and women

The United Nations Security Council (UNSC) Resolution 1325 on women, peace and security (Resolution 1325)¹³ - CD ROM 4

On 31 October 2000, the United Nations Security Council (UNSC) unanimously adopted Resolution 1325 on women, peace and security. Resolution 1325 marks the first time the Security Council addressed the disproportionate and unique impact of armed conflict on women, recognized the under-valued and under-utilised contributions women make to conflict prevention, peacekeeping, conflict resolution and peace-building, and stressed the importance of their equal and full participation as active agents in peace and security.

Do Member States accede to or ratify Resolution 1325?

The Resolution is binding and applicable to all UN Member States

Some key provisions of UN Resolution 1325

UN Member States:

- Recognise that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security
- Reaffirm the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution

Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa (Women's Rights Protocol)¹⁴

The Women's Rights Protocol, adopted in 2003, entered into force on 25 November 2005. This marked a milestone in the protection and promotion of women's rights in Africa, creating new rights for women in terms of international standards. This groundbreaking Protocol, for the first time in international law, explicitly sets forth the reproductive right of women to medical abortion when pregnancy results from rape or incest or when the continuation of pregnancy endangers the health or life of the mother. In another first, the Protocol explicitly calls for the legal prohibition of female genital mutilation, and prohibits the abuse of women in advertising and pornography.

The Protocol further sets forth a broad range of economic and social welfare rights for women. The rights of particularly vulnerable groups of women, including widows, elderly women, disabled women and "women in distress," which includes poor women, women from marginalized populations groups, and pregnant or nursing women in detention are specifically recognised.

¹³ <http://www.peacewomen.org/un/sc/1325.html#1> Full document on **CD ROM**

¹⁴ http://www.equalitynow.org/english/campaigns/african-protocol/african-protocol_en.html Full document on **CD ROM**

State Parties are expected to report on progress made in the implementation of the provisions of the Protocol every two years in line with Article 62 of the Africa Charter on Human and Peoples' Rights. The African Court on Human and Peoples' Rights has the jurisdiction to hear any matters of interpretation relating to the Women's Rights Protocol.

Do Member States accede to or ratify the Women s Rights Protocol?

As at February 2008, eight SADC countries have ratified the Women's Rights Protocol, namely Angola, Lesotho, Malawi, Mozambique, Namibia, Seychelles, South Africa, Tanzania and Zambia.

Some key provisions of the Women s Rights Protocol

- States Parties reaffirm the principle of promoting gender equality as enshrined in the Constitutive Act of the African Union as well as the New Partnership for Africa's Development, relevant Declarations, Resolutions and Decisions, which underline the commitment of the African States to ensure the full participation of African women as equal partners in Africa's development;
- States Parties are firmly convinced that any practice that hinders or endangers the normal growth and affects the physical and psychological development of women and girls should be condemned and eliminated
- States Parties recognise the crucial role of women in the preservation of African values based on the principles of equality, peace, freedom, dignity, justice, solidarity and democracy.

The 1997 SADC Declaration on Gender and Development (Gender Declaration)¹⁵ - CD ROM 9

The Declaration, adopted by SADC Heads of State in 1997, was inspired by the commitments SADC governments made in the BPFA, CEDAW, Nairobi Forward Looking Strategies from the 1985 UN World Conference on Women, and the Dakar Platform for Action (1994) that articulated African women's rights issues and fed into the 1995 BPFA.

In the Declaration SADC governments acknowledge that non discrimination, in line with Article 6 (2) of the founding Treaty of SADC is the premise for any action towards achieving women's rights in the region. Importantly a case is made in the Declaration for the region to do the following:

- Recognise that gender equality is a fundamental human rights
- There are substantial benefits to be gained from closer regional co-operation and collective action to achieve gender equality
- Mainstreaming gender into SADC programmes of action and community building is key to sustainable development
- Gender disparities relating to women relative to men still exist in areas such as legal rights, education, health, power sharing and other areas of development
- Women constitute the majority of the poor
- Gender mainstreaming into SADC projects and programmes needed to be done in a coordinated and comprehensive manner
- Networking with strategic partners and setting up institutional mechanisms to support gender mainstreaming was key to the success of the gender equality agenda. This includes the GU and GFPs

The above was supported by a commitment to address ten key areas of intervention, including setting the minimum 30% of women participating in decision making by 2005.

¹⁵ Full document on **CD ROM**

The 1998 Addendum for the Prevention and Eradication of Violence Against Women and Children (Addendum)¹⁶ reinforced the Declaration. The Addendum focused on the root cause of violence against women, and noted that it reflected 'the unequal relations of power between women and men, resulting in the domination and discrimination of women by men'. Further, SADC governments noted also that violence against women is a serious violation of fundamental human rights. The concept of gender violence was broadened to include physical and sexual violence, as well as economic, psychological and emotional abuse.

Measures to address the challenges focused on legal interventions, addressing social, economic and cultural issues perpetrating the problem, ensuring that adequate services are available, and that integrating approaches are adopted in any response, as well as budgetary allocations to address this holistic response. Eight SADC countries¹⁷ now have 365 day national action plans (NAP) to end GBV, taking their cue from the comprehensively laid out interventions outlined in the Addendum.

Do Member States accede to or ratify the SADC Gender Declaration?

Both the Declaration and Addendum were signed and adopted by all SADC governments and they directly influence policy and legislative enactments nationally. The gap lies in lack of an effective monitoring mechanism; the annual reporting requirement by Member States to the Secretariat on any progress made in responding to the commitments is not closely adhered to, save for the standing agenda item on gender at Summit.

The SADC Protocol on Gender and Development (Gender Protocol)¹⁸

The recently adopted Gender Protocol represents the latest effort by SADC governments to elevate gender equality and women's empowerment issues in the region to the highest level of intervention at national level. It also seeks to bring together all the scattered regional and international commitments into one comprehensive document, with benchmarks and clear targets. Importantly, it recognises the need to address new and emerging women's rights challenges, for example, trafficking of women and girls, the burden of unpaid care work in the context of HIV and AIDS, and addressing gender stereotyping and sexual harassment in schools.

Women's rights issues that are not addressed in the Gender Protocol include taking steps to criminalise marital rape, addressing the rights of cohabitants, protecting women's sexual rights particularly in the context of HIV and AIDS, and expanding the rights of girls to education including policy interventions to holistically address school girl pregnancies.

Will Member States accede to or ratify the Protocol?

Once adopted at Summit, the Protocol comes into force once a two third majority of SADC Member States have ratified it. SADC Member States are then required to domesticate the Protocol, and report periodically on progress, based on a monitoring and evaluation system.

Some key provisions of the SADC Protocol on Gender and Development

- Recognise that they are obliged to meet their commitments and set targets under the said instruments, and that the fragile gains made face new threats as a result of, inter alia, HIV and AIDS, globalisation, human trafficking, especially of women and children, the feminisation of poverty, and violence against women.
- Recognise further that social, cultural and religious practices, attitudes and mindsets continue to militate against the attainment of gender equality and equity which are central to democracy and development.

¹⁶ Full document on **CD ROM**

¹⁷ Botswana (draft), Mauritius, Namibia, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe

¹⁸ Power point slide on **CD ROM**

- Commit to drawing up a Plan of Action setting specific targets and timeframes for achieving gender equality and equity in all areas, as well as effective monitoring and evaluation mechanisms for measuring progress.



Exercise 9: Which Gender Equality Legal Frameworks apply?

You are a senior technical advisor supporting Member States in the implementation of the recently adopted SADC Declaration on Poverty Eradication and Sustainable Development (2008). Funding from the European Union has been provided for a three year period to support Member States to up scale poverty reduction at community level, in particular increasing communities' participation in economic activities, taking the cue from the SADC Trade Protocol (as amended), and the Protocol on Finance and Investment, amongst others. As part of the overall analysis on how provisions in these two Protocols can inform the project development processes at national level, there is a requirement that gender equality and women's rights are also addressed.

Questions

List at least two provisions in each of these instruments are relevant. How would you integrate them into your plan? Record your answers in the table below.

Table 3: Integrating legal provisions into planning

LEGAL	Relevant provisions	How they would be interpreted
The Universal Declaration of Human Rights - CD ROM 2		
The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) (1979) - CD ROM 3		
UN Resolution 1325 on Women, Peace and Security - CD ROM 4		
Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2005) - CD ROM 5		
Draft SADC Protocol on Gender and Development - CD ROM 6		

Regional and International Policy Frameworks

Linking policy to law is a vital component of effective governance and management. Thus there should be synergy between the policies adopted by Member States or the Secretariat, and the legal frameworks that define the issue, outline its key elements, and provide for a remedy. A policy has been defined as a definite course or method of action selected (by government, institution, group or individual) from among alternatives and in the light of given conditions to guide and, usually, to determine present and future decisions.

Effective policies also set out benchmarks and targets, and are accompanied by clearly articulated plans setting out the key activities. This is critical in the gender equality and women's empowerment arena, given the usually long term and strategic nature of interventions required for transforming gender relations to achieve development. All SADC Member States have either a gender or women's policy, and national action plans to implement the policies; the implementation of these policies has resulted in varying and mixed success, tempered by several constraints, including under resourced and ineffective implementation mechanisms, and limited budget for wide scale implementation.

Below are highlights of some of the regional and international policy frameworks that are influencing the gender mainstreaming vision and practice of the SADC region.

Beijing Declaration and Platform for Action, Fourth United Nations Conference on Women, Beijing, China, 1995 (BPFA)

The BPFA, adopted by the global community in 1995 set an agenda for a decade of global action to achieve gender equality and women's empowerment. It sets out 38 commitments to address gender equality and women's empowerment, articulates 40 areas of challenges and opportunities that frame the BPFA, and sets out 12 critical areas of concern. UN Member States had an obligation to address the critical areas, identify their own, and periodically report on progress. Beijing + 5 and Beijing + 10 global reviews were undertaken in order to assess progress, and find ways of addressing gaps whilst maximising opportunities.

Some notable perspectives and positions on gender equality are as stated below:-

- Equality between women and men is a matter of human rights and a condition for social justice and is also a necessary and fundamental prerequisite for equality, development and peace. A transformed partnership based on equality between women and men is a condition for people-centred sustainable development. A sustained and long-term commitment is essential, so that women and men can work together for themselves, for their children and for society to meet the challenges of the twenty-first century.
- The full and equal participation of women in political, civil, economic, social and cultural life at the national, regional and international levels, and the eradication of all forms of discrimination on the grounds of sex are priority objectives of the international community.

The entire international community committed to and adopted the BPFA, including all SADC countries. SADC countries further prioritised their areas of action and developed national action plans, with varying and mixed success, to achieve results in addressing these critical areas.

Some key provisions of the BPFA

The 12 critical areas of concern are as stated below:-

- The persistent and increasing burden of poverty on women
- Inequalities and inadequacies in and unequal access to education and training
- Inequalities and inadequacies in and unequal access to health care and related services
- Violence against women

- The effects of armed or other kinds of conflict on women, including those living under foreign occupation
- Inequality in economic structures and policies, in all forms of productive activities and in access to resources
- Inequality between men and women in the sharing of power and decision-making at all levels
- Insufficient mechanisms at all levels to promote the advancement of women
- Lack of respect for and inadequate promotion and protection of the human rights of women
- Stereotyping of women and inequality in women's access to and participation in all communication systems, especially in the media
- Gender inequalities in the management of natural resources and in the safeguarding of the environment
- Persistent discrimination against and violation of the rights of the girl child

SADC prioritised areas of concern (1995)

- Insufficient mechanisms at all levels to promote the advancement of women.
- Inequalities between women and men in the sharing of power and decision-making at all levels.
- Inequalities in economic structures and policies in all forms of productive activities at all levels.
- Lack of respect for, and inadequate promotion and protection of human rights of women and the girl-child.
- Gender inequality and HIV and AIDS.

Millennium Development Goals (MDGs)¹⁹

The eight Millennium Development Goals (MDGs) – which range from halving extreme poverty to halting the spread of HIV/AIDS and providing universal primary education, all by the target date of 2015 – form a blueprint agreed to by all the world's countries and the entire world's leading development institutions. They have galvanised unprecedented efforts to meet the needs of the world's poorest. The entire international community committed to and adopted the MDGs, including all SADC countries. They annually report on progress.



Exercise 10: Finding Gender in the MDGs



¹⁹ <http://www.un.org/millenniumgoals/>

1. The image is used in the MDG 2007 Progress Chart. How gender aware is this image?

2. Suggest another image that might have been used to reflect the importance of gender equality in the MDG's.

The MDGs have one specific goal on achieving gender equality. Does it cover the issues adequately? To what extent is gender mainstreamed in other MDG goals? Is this adequate?

Goals and targets	Indicators	Gender dimensions
Goal 1: Eradicate extreme poverty and hunger		
<i>Target 1:</i> Halve, between 1990 and 2015, the proportion of people whose income is less than US\$1 a day	<ul style="list-style-type: none"> • Proportion of the population below US\$ 1 a day • Poverty gap ratio (incidence, times, depth of poverty) • Share of poorest quintile in national consumption 	
<i>Target 2:</i> Halve, between 1990 and 2015, the proportion of people who suffer from hunger	<ul style="list-style-type: none"> • Prevalence of underweight children (under five years) • Proportion of the population below minimum level of dietary consumption 	
Goal 2: Achieve universal primary education		
<i>Target 3:</i> Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	<ul style="list-style-type: none"> • Net enrolment rate in primary education • Proportion of pupils starting Grade 1 who reach Grade 7 • Literacy rate of 15- to 24-year-olds 	
Goal 3: Promote gender equality and empower women		
<i>Target 4:</i> Eliminate gender disparity in primary and secondary education preferably by 2005 and in all levels of education no later than 2015	<ul style="list-style-type: none"> • Ratio of boys to girls in primary, secondary and tertiary education • Ratio of literate females to males among 15- to 24-year olds • Share of women in wage employment in the non-agricultural sector 	

Goals and targets	Indicators	Gender dimensions
	<ul style="list-style-type: none"> • Proportion of seats held by women in the national parliament 	
Goal 4: Reduce child mortality		
<i>Target 5:</i> Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	<ul style="list-style-type: none"> • Under-five mortality rate • Infant mortality rate • Proportion of one-year-old children immunised against measles 	
Goal 5: Improve maternal health		
<i>Target 6:</i> Reduce by three-quarters, between 1990 and 2015, the maternal mortality rate	<ul style="list-style-type: none"> • Maternal mortality ratio • Proportion of births attended by skilled health personnel 	
Goal 6: Combat HIV/ AIDS, malaria and other diseases		
<i>Target 7:</i> Have halted by 2015, and begin to reverse the spread of HIV and AIDS	<ul style="list-style-type: none"> • HIV prevalence among 15- to 24-year-old pregnant women • Contraceptive prevalence rate • Number of children orphaned by HIV and AIDS 	
<i>Target 8:</i> Have halted by 2015, and begin to reverse the incidence of malaria and other major diseases	<ul style="list-style-type: none"> • Prevalence and death rates associated with malaria • Proportion of the population in malaria-risk areas using effective malaria prevention and treatment measures • Prevalence and death rates associated with tuberculosis • Proportion of tuberculosis cases detected and cured under directly observed treatment, short-course (DOTS) 	
Goal 7: Ensure environmental sustainability		
<i>Target 9:</i> Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	<ul style="list-style-type: none"> • Change in land area covered by forest • Land area protected to maintain biological diversity • GDP per unit of energy use • Carbon dioxide emissions (per capita) 	
<i>Target 10:</i> Halve, by 2015, the proportion of people without sustainable access to safe drinking water	<ul style="list-style-type: none"> • Proportion of the population with sustainable access to an improved water source 	
<i>Target 11:</i> Have achieved, by 2020, a significant improvement in the lives of at least 100 million slum dwellers	<ul style="list-style-type: none"> • Proportion of the population with access to improved sanitation • Proportion of the population with access to secure tenure 	

Goals and Targets	Indicators	Gender Dimensions
Goal 8: Develop a global partnership for development		
<i>Target 12:</i> Develop further an open, rule-based, predictable, non-discriminatory trading and financial system (includes commitment to good governance, development and poverty reduction – both nationally and internationally)	<ul style="list-style-type: none"> • Target and indicators are not presently being measured in South Africa 	
<i>Target 13:</i> Address the special needs of the least developed countries	<ul style="list-style-type: none"> • Official development assistance (ODA) 	
<i>Target 14:</i> Address the special needs of landlocked countries and small island developing states	<ul style="list-style-type: none"> • Target and indicators do not apply to South Africa 	
<i>Target 15:</i> Deal comprehensively with debt problems of developing countries through national and international measures in order to make debt sustainable in the long run	<ul style="list-style-type: none"> • Debt service as a percentage of exports of goods and services 	
<i>Target 16:</i> In cooperation with developing countries, develop and implement strategies for decent and productive work for youth	<ul style="list-style-type: none"> • Unemployment rate of 15 – 24 year olds, by each sex and in total 	
<i>Target 17:</i> In cooperation with pharmaceutical companies, provide access to affordable drugs in developing countries	<ul style="list-style-type: none"> • Measurement of target not available for South Africa (free primary health care for all) 	
<i>Target 18:</i> In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	<ul style="list-style-type: none"> • Telephone lines and cellular subscribers • Personal computers in use per 100 of the population 	

SADC Regional Gender Policy (2007)

In August 2007 Council approved the regional Gender Policy, which brings together a set of scattered policy commitments to achieve gender equality and women's empowerment in one document, and set out benchmarks for action. The Policy covers the following thematic areas:

- Gender, Constitutional, Legal and Human Rights
- Gender, Governance, Representation and Participation
- Gender and Education
- The Girl Child
- Gender and Poverty
- Gender, Food Security and Nutrition
- Gender, Trade and Economic Empowerment
- Gender Based Violence
- Gender and Health
- Gender and HIV and AIDS
- Gender, Peace Building and Conflict Resolution
- Gender, Media, Information and Communication

Some key provisions of the Gender Policy

Guiding Principles

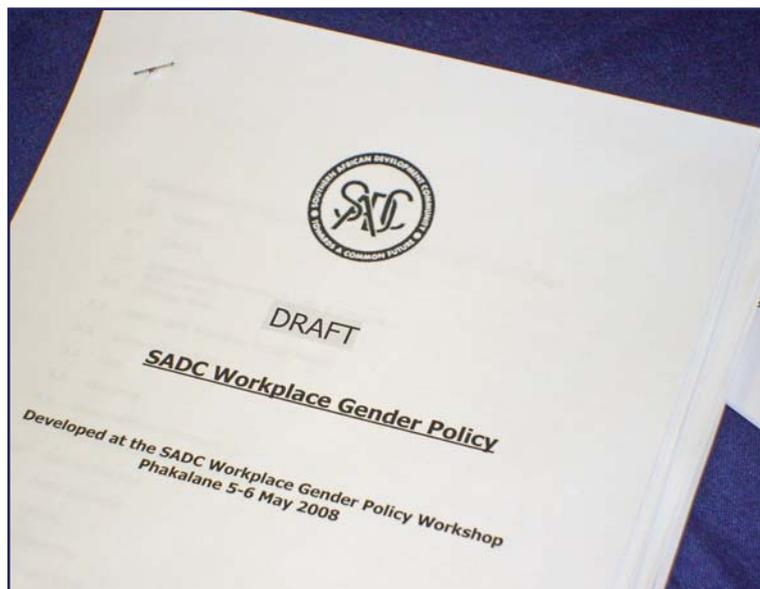
- Gender equality and equity is key to the eradication of poverty;
- Achieving gender equality requires the recognition that every policy, programme, project and development process affects women and men differently and that their views, interests and needs of women are necessary as much as men's to shape SADC development agenda at regional and national level;
- Women's rights are human rights;
- Women's increased participation in decision making positions is key;
- Eradication of gender based violence and other forms of violence against women, girls and boys is key to the attainment of gender equality;
- Men and boys have a positive role to play in achieving gender equality;
- Gender mainstreaming and women's empowerment are key development strategies for achieving gender equality and equity;
- Domestication of international and regional instruments is key to the attainment of gender equality;
- Gender equality is key to HIV and AIDS mitigation;
- National Gender Action Plans with clear monitoring systems are a prerequisite to attainment of gender equality; and
- Gender equality can only be achieved if there are enhanced partnerships, networking, collaboration and coordination between and among all stakeholders, both male and female.

Policy Objectives

- To reduce gender inequalities in access to and control over resources and benefits from the development of the SADC region;
- To advance women's equal participation in regards to decision making, trade and economy, agriculture and food security, health and HIV and AIDS, education and training and ICT;
- To create an enabling environment for increased access to economic resources and benefits through gender responsive and participatory policy formulation processes;
- To influence the ratification and domestication by SADC Member States of all international, continental and regional instruments and conventions related to gender equality and women and girl empowerment;
- To establish, promote and strengthen international, regional and national partnerships, networking, collaboration, and coordination;
- To strengthen human resource capacity for gender analysis and gender mainstreaming within SADC's structures, policies, programmes and activities at national and regional levels; and
- To create a conducive environment for the eradication of gender based violence and other forms of violence against women and girls with effective dialogue on gender issues within the SADC secretariat, governments, civil society and private sector.

Draft SADC Workplace Gender Policy (2008)

The SADC Secretariat is soon to adopt a workplace gender policy (policy), as part of its efforts to institutionalise gender mainstreaming within the organisation. The focus is on ensuring that gender equality becomes an integral part of the Secretariat's organisational practice. There is recognition that "any progress the Secretariat makes in achieving gender equality is a significant step towards creating the potential for women and men to play a positive role, on an equal basis, in deepening regional integration, development and eradication of poverty". Further, effective gender mainstreaming is to be part of a process of improving organisational performance.



The following principles shall guide the implementation of the policy:-

- Gender equality is a fundamental human right.
- All SADC policies, programmes and projects must contribute to gender equality.
- Women's empowerment is central to achieving gender equality.
- Partnership between women and men is critical to the success of any gender equality efforts.
- Specific measures designed to eliminate gender inequalities are required in order to achieve gender equality, including affirmative action.

Key Provisions of the Policy

Planning, Projects, Programmes, Budget

- At every point in the SADC Secretariat planning cycle, gender equality issues and concerns shall be integrated, and must include clear and measurable indicators of progress.
- All SADC Secretariat programmes must demonstrate gender responsiveness and should be supported by clear and measurable indicators of progress.
- Particular needs and requirement of men and women shall be taken into account at all stages of the project design, from concept to evaluation.
- Each Directorate/Unit shall initiate or strengthen a flagship gender specific project to act as a catalyst for gender mainstreaming, and from which lessons can be learnt and shared.
- Gender disaggregated statistics shall be routinely collected and utilised in all identified areas and priorities.
- Gender shall be integrated into the SADC Secretariat budget, within the fiscal budgeting framework.

Gender Equality and Employment Rights

- Steps shall be taken towards achieving gender parity and equality at all levels and in all areas of its operations by 2015, including ensuring that at any given time the top 3 positions are occupied by both sexes.
- All procedures and rules shall be reviewed to ensure that family friendly provisions are incorporated.
- Sexual harassment is prohibited, and there shall be a focus on prevention of sexual harassment through targeted action, including routine public staff awareness activities.

Gender and Management

- To sustain gender mainstreaming, the process shall be anchored by an effective gender management system (GMS) within the Secretariat, which is made up of structures and other management tools aimed at supporting a coordinated gender mainstreaming response.
- Regular sensitisation shall be undertaken at all levels, including the building of gender analysis skills at a technical level.
- Performance shall be measured both at an organisational and programme level, as well as at an individual level. Gender shall therefore be integrated into the new Performance Management System (PMS).
- The gender impact of results and delivery on the Secretariat's work shall be measured through gender indicators as part of the monitoring and evaluation system. Indicators must be both qualitative and quantitative.



Exercise 11: Making the Case for Gender Equality



On **CD ROM 12** is a summary of key gender commitments and targets that arises from all the above legal and policy instruments. Making use of these provisions, build a case for why gender is an issue that should be taken seriously in your area of work. Present your observations to the team, preferably in the form of a power point presentation.

CHAPTER FOUR

GENDER PLANNING CONCEPTS



This chapter provides information on the conceptual frameworks that inform gender analysis and planning that are commonly used throughout the planning cycle of projects and programmes. This will form the basis for a subsequent focus on key gender planning concepts, the basis of which guides planning for development and ultimately for the achievement of equal opportunities and benefits for women, men, boys and girls.

The conceptual frameworks are useful in that they provide the lens for identifying the pertinent information and categorise it for purposes of analysis. This is critical in understanding complex situations as well as planning and evaluating the implications of initiatives and interventions for women and men, as well as their impact. Depending on the design of the framework, some are more relevant in certain contexts, for example community level planning, or emergency response, whilst others use more participatory techniques for gathering information.

To stimulate critical thinking on the gender planning concepts, these are discussed using a case study titled “Community Empowerment - Gauging Community Needs and Expectations”. The concepts are:

- Practical and strategic gender needs.
- Women in Development (WID) versus Gender and Development (GAD).
- Gender mainstreaming.
- Gender responsiveness.

The discussion of the concepts is accompanied by other exercises, definitions and fact sheets to reinforce their understanding. Additional resources are provided at the end of the chapter.

Frameworks for gender analysis and planning

Any routine social and institutional appraisal processes must be informed by a gender analysis. A gender analysis is ‘the systematic attempt to identify key issues contributing to gender inequalities so that they can be properly addressed’²⁰. It is essentially ‘the study of differences in conditions, needs, participation, rates, access to resources and development, control of assets, decision making powers, e.t.c between women and men in their assigned roles’²¹.

Key in conducting a gender analysis is the information it will provide to planners and decision makers as to whether or not specific measures are required for men or women, in addition to mainstreaming activities. For example, a gender analysis of poverty and development reveals women are poorer than men in the SADC region, due to the various causes; thus whilst interventions may still focus on increasing poor women and men’s participation in the economy, some women specific empowerment intervention is required to redress the critical imbalance.

Gender analysis is not restricted to a particular level of development interaction, it should be ‘from the ground up’, meaning from communities, to governance and service delivery structures, to the highest political structures. Thus, in the example above, a comprehensive analysis will be conducted at household level, community, including governance structures e.t.c, legal frameworks that play a role in access to rights and opportunities, and policy.

In order to conduct a gender analysis, sex disaggregated data and qualitative information is required (to be discussed in this chapter), and gender analysis must be at the beginning point of a planning process, and conducted at critical decision making stages of any process. For example, in a poverty reduction intervention,

²⁰ European Communities (2004:14) *Toolkit on Mainstreaming Gender Equality in EC Development Cooperation*

²¹ Ibid

once the gender, poverty and development picture is clear and the next stages include policy development as well as a poverty reduction framework, a gender analysis of the likely impact of the policy and the poverty reduction framework must be done. Having a good idea of the gender, poverty and development picture on the ground does not necessarily translate into a gender sensitive policy and resulting strategy to implement it.

Below are some of the widely used frameworks for gender analysis, which is the basis for effective gender planning for development.

Table 4: Summary of Gender Analysis Frameworks

Framework and Elements	Strengths	Weaknesses
Moser Framework of Gender Planning <ul style="list-style-type: none"> • Triple role. • Strategic and practical needs. • Policy approaches. 	<ul style="list-style-type: none"> • Regarded as simple to use. • Can be used at all levels. • Elements used for awareness raising as well as planning. • Challenges inequalities. • Captures all of women's work. • Uses the concept of strategic needs to change gender relations. • Examines policy assumptions. 	<ul style="list-style-type: none"> • 'Needs' language can make planning top-down, beneficiaries seem passive. • Triple role, practical and strategic distinctions not always clear. • Leads to separate pictures of women and men. • Change over time not included.
Havard Gender Analysis Framework <ul style="list-style-type: none"> • Activities profile • Access and control of resources and benefits • Influencing factors • Checklist 	<ul style="list-style-type: none"> • Practical and hands on. • Good for data collections. • Best at project level as it requires a micro level analysis and detailed information. • Clear picture of division of labour - makes women's work visible • Uncontroversial as based on facts, thus good entry point for planners. 	<ul style="list-style-type: none"> • Does not address gender relations of power. • Leads to separate pictures of women and men. • Can lead to top-down, superficial information if not used in a participatory way • Change over time not included.
Longwe Empowerment Framework <ul style="list-style-type: none"> • Five rising levels of equality (welfare, access, conscientisation, participation, control) • Levels of recognition of women's issues (negative, neutral, positive) 	<ul style="list-style-type: none"> • Use at all stages of the project cycle to look at transformatory potential of interventions. • Focuses on empowerment and equality as goals. • Enables analysis of levels of women's empowerment. • Useful as a toolkit of concepts. • Sees practical to strategic needs as a progression rather than discrete categories. 	<ul style="list-style-type: none"> • Deals in broad generalities only. • Hierarchy of levels of empowerment does not include types of resources and their relative importance. • Gender relations seen only in terms of equality, leaves out other complex aspects. • Empowerment focus can lead to women-only focus. • Change over time not included. • Complicated to use.
IDS Social Relations Framework <ul style="list-style-type: none"> • Social relations. • Institutions (state, market, community, family/kinship). • Structural cause analysis. 	<ul style="list-style-type: none"> • Use at all levels, for policy and planning. • Focus on institutions means organisations must examine themselves. • Holistic poverty analysis through taking into account cross cutting inequalities e.g race, class. • Highlights gender relations. • Shows change over time. 	<ul style="list-style-type: none"> • Gender can get lost in other categories of analysis. • Unsuitable for participatory community level use. • Focus on institutions downplays individual agency. • May be hard to agree on clear definition of institution.

Source: Commonwealth Secretariat and Commonwealth of Learning (2004) *The GMS Toolkit (Trainer's Guide 4 Key Concepts)*



Notes

In terms of an analytical framework, the activities profile outlined in the Harvard gender framework analysis, provides clarity on who does what, and is used widely. It is useful in that information is gathered on which resources women and use of their activities, and their relationship to those resources, for example, user or ownership rights to land. This analysis is used to assess products of these resources, development inputs or project benefits. This allows institutions, organisations and project/programme implementers to assess whether women and men benefit equally from initiatives as well as from systems of resource allocation within the gender division of labour (to be discussed in this chapter). An analysis of influencing factors as articulated in the Harvard framework examine certain external and internal events and social issues that impact on women and men, their activities as well as patterns of resource use. This also provides direction in assessing the impact of projects and results of initiatives.

Key Gender Planning Concepts



Case Study 1- Gauging community needs and expectations

Donors have created a Millennium Development Goal (MDG) fund targeting rural communities in SADC member states. The initial funding is for a three year period and must be able to demonstrate tangible impact during that time if it is to be renewed. Among the criteria to be satisfied to secure funds is MDG goal three - how the programme will advance gender equality.

The ministries responsible in respective countries have been consulting with different stakeholders in some of poor rural communities, some with high HIV and AIDS infection rates, so that their needs can be taken into account when programmes are designed.

In Community X, the main decision-making structure is a local council in which women constitute 25% of councillors; the chairperson is a man; and the secretary is a woman. The chief (a man) is automatically represented in the council. The council is to present a final set of recommendations to the minister.

Some women feel that the money should be spent in helping them to acquire title to land and gaining access to credit for agricultural inputs. They would also like help from government with care work they are doing for sick relatives living with AIDS. Others women feel that the money should be spent on starting sewing and knitting clubs in order to generate immediate income to pay school fees following the introduction of fees for boys and girls at secondary school level. As a result of many young women dropping out of school due to pregnancy, they also want a policy to be introduced at schools allowing young women who fall pregnant to continue with their education and the young men responsible to be obliged to assume their parental responsibilities.

These women also want sex, HIV and AIDS education to be introduced in schools and in the community, with a particular emphasis on involving men who are generally averse to any discussion of condoms. As the majority of the men do not know their HIV status and have not gone for ARV treatment, adding to the risks of spreading HIV as well as the burden of home based care, the women would like VCT facilities to target men in the community. Some suggest that part of the funding be used for female condoms as a large number of women are becoming infected by HIV within marital relationships in which they are faithful but their husbands are not.

Men in the communities have indicated that their priority is to get better roads and communications, so that they can market their agricultural produce. They also want to start a fisheries project at a nearby dam. Traditionally only men in the community go fishing. Research has shown that most income from agricultural produce accrues to men, even though women do most of the work. Men in the community have signalled their resistance to any efforts that might be made to ensure that women gain title to land as part of the proposed programmes. They are opposed to any of the money being spent on reproductive health or HIV-related interventions and do not see why women should be remunerated for caring for the sick as this is a role they have traditionally played.

Questions: Practical and Strategic Gender Needs

1. Which of the proposals in the case study presented do you think is likely to be put forward by the Council and which is not? Why?

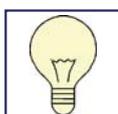
2. Which of the interventions in the case study serves the practical needs of women and which serves their strategic needs?

3. What do you understand by practical and strategic gender needs?

Table 5: Practical and strategic gender needs

Practical needs	Strategic needs
Tend to be immediate and short term	Tend to be long term
Unique to particular women	Common to almost all women
Relate to daily needs, food, housing, income, health, children etc.	Relate to disadvantaged position, subordination, lack of resources and education, vulnerability to poverty and violence etc.
Easily identifiable by women	Basis of disadvantage and potential for change not always identifiable by women
Can be addressed by provision of specific inputs such as food, hand pumps, clinics etc.	Can be addressed by consciousness-raising, increasing self confidence, education, strengthening women's organisations, political mobilisation etc.
Addressing practical needs	Addressing strategic needs
Tends to involve women as beneficiaries and perhaps as participants	Involves women as agents or enables women to become agents
Can improve the condition of women's lives	Can improve the position of women in society
Generally does not alter traditional roles and relationships	Can empower women and transform relations

Source: A curriculum for the training of trainers in gender mainstreaming produced by African Women's Development and Communication Network



Definitions

The roles of women and men in society and institutions are generally different, and their needs vary accordingly.

Practical needs arise from the actual conditions women and men experience because of societal roles assigned to them. With regard to women, this often relates to them as mothers, homemakers and providers of basic needs, and is concerned with inadequacies in living and working conditions, such as food, water, shelter, income, health care, and employment. For poor women and men, practical needs are often associated with survival strategies. Whilst necessary, addressing only practical needs is a limited strategy and may ultimately serve to perpetuate the factors that keep women in particular in a disadvantaged position in society. It does not promote gender equality.

Strategic needs are the needs required to overcome the situation of subordination of women and men in society, and relate to their empowerment. They vary according to the particular social, economic and political context in which they are formulated. They are usually concerned with equality issues, for example, enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work and addressing domestic violence. A focus on strategic needs entails a slow transformation of restrictive traditional customs and practices.

Adapted from: European Communities (2004) Toolkit on Mainstreaming Gender Equality in EC Development Cooperation

Women and Development versus Gender and Development

4. Which of the interventions **in the case study**, if they were all to be accepted, might be described as a Women in Development (WID) approach and which might be described as a Gender and Development (GAD) approach?

5. Why is this understanding important in development planning?

Table 6: WID versus GAD Approaches

Issue	WID	GAD
<i>The focus -</i>	Women	Relations between women and men
<i>The problem -</i>	The exclusion of women	Unequal relations that prevent equitable development and the full participation of women and men
<i>The goal -</i>	More efficient, effective development	Equitable development with women and men sharing decision making and power, opportunities and resources
<i>The solution -</i>	Integrate women into existing structures	Transform unequal relations and structures; empower the disadvantaged and women
<i>The strategies -</i>	Women only projects, increase women's productivity, income and ability to manage the household	Identify and address practical and strategic needs determined by women and men to improve their condition

*Adapted from: European Communities (2004) Toolkit on Mainstreaming Gender Equality in EC Development Cooperation
European Communities (2005) EQUAL Guide on Gender Mainstreaming*



Definitions

Women in Development (WID)

In the early 1970s, researchers began to focus on the division of labour based on sex, and the impact of development and modernization strategies on women. The WID concept came into use in this period, based on a philosophy that women are lagging behind in society and that the gap between women and men can be bridged by taking remedial action within the existing structures. The WID approach started to recognise women as direct actors of social, political, cultural and working life. Criticisms of the WID approach were to the effect that women's issues tended to be increasingly relegated to marginalized programmes and isolated projects, thus it has no direct impact on development per se.

Gender and Development (GAD)

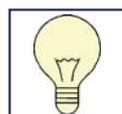
The GAD approach concentrates on the unequal relations between men and women that are limiting development. As an analytical tool, the term gender arose from an increasing awareness of inequalities due to institutional structures, It focuses not only on women as an isolated or homogenous group but on the roles and needs of both women and men. Given that women are usually in a disadvantaged position compared to men, promotion of gender equality implies an explicit attention to women’s needs, interests and perspectives. The objective then is the advancement of the status of women in society, with gender equality as the ultimate goal.

Gender mainstreaming

6. **Using the case study**, list at least ten government and other stakeholders who would need to be involved and what they would need to do if all the challenges raised were to be effectively addressed:

	Actions to be taken	Who responsible
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

7. From this exercise, what do you understand as the meaning of gender mainstreaming?



Definition

Gender mainstreaming is the *process* of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas at all levels. It is a *strategy* for making women as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, societal spheres so that women and men benefit equally and inequality is not perpetuated.



Fact sheet 2: Gender Mainstreaming

What Gender Mainstreaming is:

- About reducing poverty, boosting economic growth and strengthening citizenship.
- A pro-active process designed to tackle inequalities which can and do discriminate against either sex.
- Targets major economic and social policies that deliver major resources.
- Makes good economic sense ensuring that women as well as men are active, using 100% of the productive labour force.
- Recognises that gender is one of the most fundamental organising features in society and affects our lives from the moment we are born.
- Recognises that differences exist in men's and women's lives and therefore our needs, experiences and priorities are different.
- Involves a willingness to establish a balanced distribution of responsibilities between women and men.
- Needs determined political action and support with clear indicators and targets.
- Will not happen overnight, it is a continuous process.
- Gender mainstreaming means Differences between women and men may never be used as a ground for discrimination.
- Long-lasting changes in society, transforming parental roles, family structures, and the organisation of work, time and even institutional practices.
- Reshaping the mainstream rather than adding activities for women at the margins.
- A partnership between women and men to ensure both participate fully in society's development and benefit equally from society's resources.
- Responding to the root causes of inequality and putting remedial action in place.
- Ensuring that initiatives not only respond to gender differences but seek to reduce gender inequality.
- Asking the right question to see where limited resources should be best diverted.
- More attention to men and their role in creating a more equal society.

What Gender Mainstreaming is NOT

- A women only issue; women taking action, and only women benefiting from it.
- Just about improving access or of balancing the statistics.
- About having well written statements.
- About blaming anybody for the inequalities which exist.
- About stopping or replacing gender specific policies and projects targeted at either women or men.

Excerpts from: European Communities (2005) EQUAL Guide on Gender Mainstreaming

Gender responsiveness

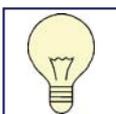
8. Which of the possible policy options **in the case study presented earlier**, would you describe as:

a) Gender blind?

b) Gender neutral?

c) Gender aware?

9. What do you understand to be the difference between a gender blind, gender neutral and gender aware approach?



Definitions

Gender Blind ignores the different socially determined roles, responsibilities and capabilities of women and men. It is based on information derived from men’s activities and/or assumes those affected by the policy/project/programme have the same (male) needs and interests.

Gender Neutral is not specifically aimed at either women or men and is assumed to affect both sexes equally. However, it may actually be gender blind.

Gender Aware recognise that women and men, have an important role to play in society; that the nature of women’s involvement is determined by gender relations, which make their involvement different and often unequal; and that consequently women have different needs, interests and priorities, which may sometimes conflict with those of men.



Fact Sheet 3: Gender Aware Policy Development

Policy in development guides any stated action, and influences how rights, opportunities and benefits are to be distributed. SADC governments have adopted different approaches in their efforts to mainstream gender in development planning, and this has implications on the nature of the policy adopted and its likely gender impact on the identified issues or problems being addressed.

Welfare: promotes social safety nets to cushion the lives of poor people from negative impact of liberal macro economic policies. It locates women within a family setting and there are generally no efforts made to mainstream gender in planning; gender is seen as women's responsibility through welfare departments. This policy approach thus has no impact in addressing gender inequalities, save for some practical needs. Women are seen as passive recipients of welfare.

Anti Poverty: based on the idea that helping poor women will increase their productivity and improve their economic growth – women are seen as 'vehicles of development'; poverty seen as purely an issue of underdevelopment, not one of unequal power relations. Women's role in decision making is not promoted save for limited focus on projects and NGOs. Gender planning is not overall evident, usually limited to women's units in welfare departments and rural development strategies. Impact is limited to meeting practical gender needs, often without much success.

Efficiency: Focuses on use of women's production role as labour in economic development, particularly due to global changes. The idea is that women can help to make the system better. The development approach is 'faster growth through human resource capacity building'. Gender planning does not focus on structural changes; the emphasis is on sectoral programmes in areas such as health, education, welfare, women's units. The impact of these programmes is greater visibility of women in productive roles, and increases women's exploitation and the burden of multiple roles; structural inequalities remain.

Equity: This approach seeks to make visible women's contribution to development (waged and unwaged), and fair treatment as a fundamental value. Here the state provides a legal framework promoting fair treatment for women, particularly in governance and the economy. Gender issues are not visible in planning, and strong state centred approach still means men dominate. Systematic inequality is not tackled by this approach, though it has the potential to address gender inequality.

Empowerment/Transformation: This approach is based on the understanding that by raising gender awareness and a critical analysis of social and structural problems through education that is mass based and popular, conditions will be created where poor men and women can participate in change processes so that oppressive structures, policies and programmes are transformed. In this way, women's social, economic and political empowerment will take place. The state plays a central role in promoting women's rights and the rights of the poor. In this approach gender is to be integrated into development planning with new structures and policies required to respond to this need. This approach has potential to impact positively on the realisation of women's strategic needs, however, it is 'not accepted by mainstream development agencies', and the push has mostly come from progressive women's movements.

There is not strict categorisation in terms of policy approaches, and it is often that there is an overlap, though the SADC region is moving towards rooting its gender mainstreaming processes in the empowerment/transformation approach.

Source: Commonwealth Secretariat and Commonwealth Learning (2004) The GMS Toolkit

CHAPTER FIVE

GENDER IN PROJECT IMPLEMENTATION



This chapter is concerned with how to integrate gender into the every day work of a manager. It examines how gender should form an integral part of the project cycle; what management systems and tools are required for this as well as how gender mainstreaming should be reflected in resource allocations, or “gender budgeting.” The chapter moves from the what to the how. It is critical for those involved in the day to running of activities in the Secretariat.



Exercise 12: Gender in the Project Cycle

Think of a typical project that you are involved in or will be involved in. With reference to the table below, think about and record how you will “mainstream” gender in each of the stages:

Table 7: Building Gender into every stage of the Project Cycle

PROJECT STAGE	GENDER CONSIDERATION
PROBLEM IDENTIFICATION Mapping Needs analysis Targets	
PROJECT DESIGN •Consultation •Approach •Partners, linkages	
IMPLEMENTATION •Human resources •Financial resources •Technology •Documentation •Media/profile	
MAINTENANCE/ SUSTAINABILITY •Governance structure •Management •Technical skills •Capacity building	
MONITORING AND EVALUATION •Fixing of targets and indicators •Data gathering •Reporting and review systems/ donor partners meetings •Criteria for evaluation	

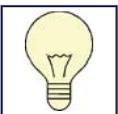
Gender Management System



Exercise 13: Now reflect on what processes and systems you would have to have in place to ensure that all the above happens. List these, and then come up with your own definition of a Gender Management System.

1. Components of a GMS:

2. Definition of a GMS:



Definition

A **Gender Management System (GMS)** is a network of structures, mechanisms and processes put in place within an existing organisational framework, to guide, plan, monitor and evaluate the processes of mainstreaming gender into all areas of the organisation's work, in order to achieve greater gender equality and equity within the context of sustainable development.

A GMS may be established at any level of government, or in institutions such as universities, inter-governmental or non governmental organisations, private sector organisations or trade unions.

The mission of a Gender Management System is to advance gender equality through promoting political will; forging a partnership of stakeholders including government, private sector and civil society, building capacity and sharing good practice.

Source: Commonwealth Secretariat (1999) Gender Management System Handbook



Fact Sheet 4: Gender Management Systems

Structures

Institutional mechanisms are critical for ensuring that gender mainstreaming takes place. Care must be taken to ensure that these structures are not marginalised, and that they are not regarded as just human resource department, but extend to the policymaking, planning and implementation arms of the institution. The responsibility for gender mainstreaming must be shared by all, and especially driven from the senior management level while ensuring that specific responsibility and expertise are vested in a gender unit or (in smaller organisations) a Gender Focal Point (GFP) empowered to perform a cross cutting function.

Monitoring and Evaluation

The only way to measure the gender impact of service delivery is by having specific gender indicators as part of the monitoring and evaluation system. These, in turn, can only be meaningful if the organisation keeps regular, accurate and updated *sex and gender disaggregated* statistics. These statistics must go beyond how many men and women are employed by the organisation (usually the most readily available statistics in any organisation) to gender disaggregated data for beneficiaries.

Resource Allocations

Another useful measure is resource allocation. The easiest gender related statistic to pick out in any budget is resources specifically targeted at projects for women. However, such resources usually constitute only a tiny portion of the overall budget (often not more than five percent). Far more revealing is the extent to which a) women are able to benefit equally and meaningfully from the resources allocated to mainstream projects and b) the extent to which these projects help to redress gender imbalances, for example through promoting access by women to non traditional areas of work. *Gender budgeting* therefore refers not only to expenditures earmarked for women; but also to an analysis of the entire budget from a gender perspective.

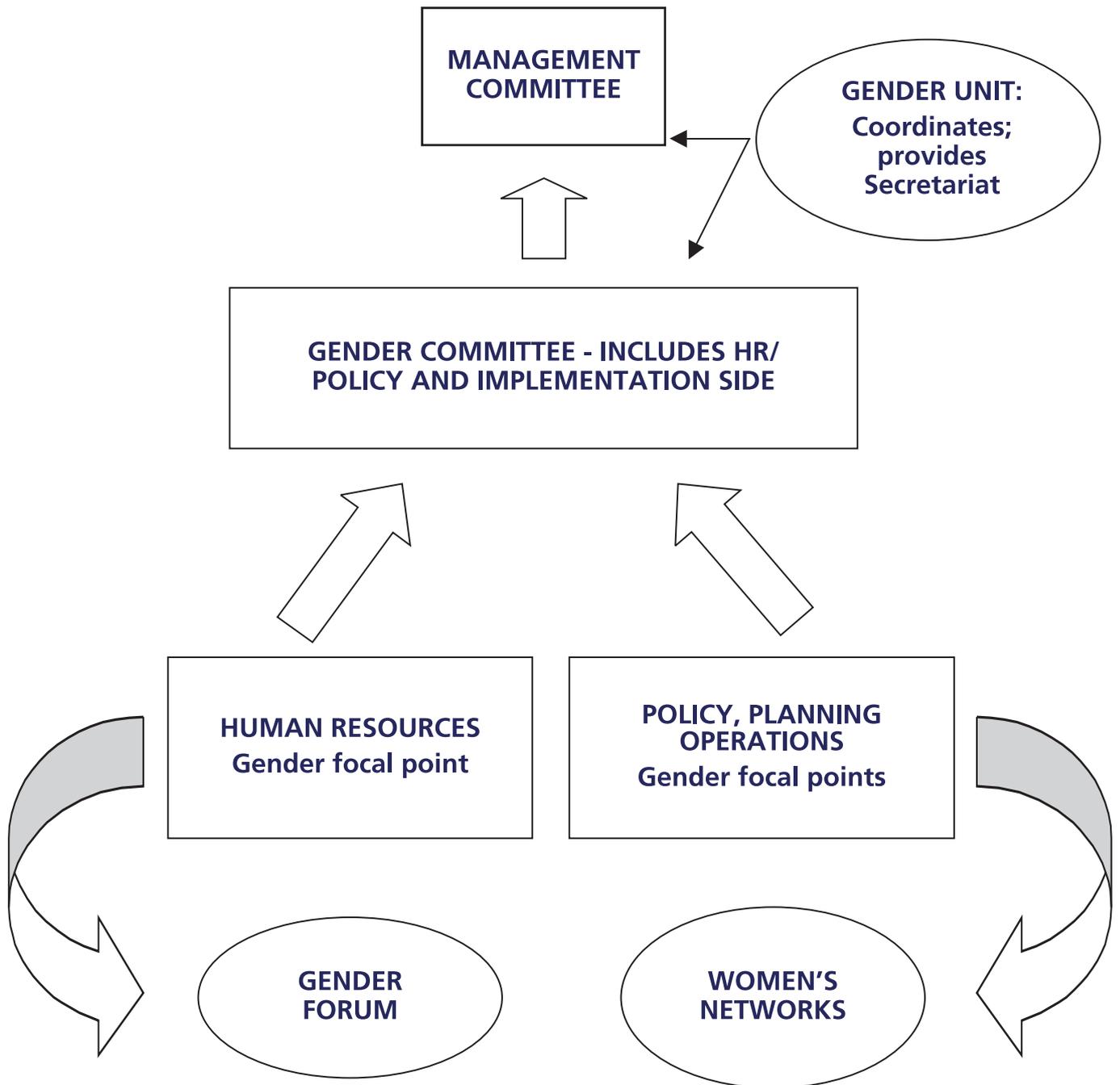
Capacity Building

While the GFP and GU need to have in-depth gender analysis skills, it is important that all members of the organisation, including the Board, have the capacity and skills to identify, recognize and address gender issues in their work, and in the workplace. Ideally, such training should not be once off, and should form part of the organisation's overall transformation agenda.

Source: Gender Links www.genderlinks.org.za: Gender Policy and Action Plan Checklist



Exercise 14: Gender Management Structures



Study the generic model of gender structures in institutions and answer the questions that follow:

1. What principles underpin these structures?

2. With reference to the gender structures that are provided for in the draft SADC workplace gender policy (CD ROM 11) to what extent do you feel that these are adequate to take on the task of gender mainstreaming.

3. If there are gaps suggest how these might be addressed?

Sex Disaggregated Data and Gender Indicators



Exercise 15: Gender Disaggregated Data

Read the excerpt from a SADC policy document below and answer the questions that follow:

Poverty and Human Development Status

In the human and social spheres the main challenges facing the SADC region remain poverty and the spreading of HIV and AIDS and other communicable diseases. A myriad of causes explain the phenomenon of poverty in the SADC, with variations for different countries. Generally, these encompass both internal and external factors of the sub region, e.g. low levels of foreign direct investment; diseases such as HIV and AIDS; natural disasters such as floods and drought; poor governance; free market reforms/structural adjustment programmes; unemployment; lack of state welfare provision; civil wars; inherited underdevelopment from the colonial era; and declining terms of trade in the global market. Incidentally, 76 million (about 32 percent) out of the approximately 24 million inhabitants still live below the international poverty line of two (2) US dollars per day. The level of poverty in the SADC is therefore on the high side, manifesting in the prevalence of low incomes, growing unemployment and high levels of human deprivation.

Evidently, the incidence of poverty varies across member states. A cursory look at the country (income) poverty profiles point to the following; DRC 80 percent in 2002, Zimbabwe 80 percent in 2007, Swaziland 69 percent in 2001, Madagascar 68.7 percent in 2005, Zambia 64 percent in 2006, Angola 62 percent in 2004, Lesotho 57 percent in 2003, Mozambique 54 percent in 2003, Malawi 52.4 percent in 2005, Tanzania 48 percent in 2000, South Africa 46 percent in 2007, Botswana 30.2 percent in 2003, Namibia 28 percent in 2004, and Mauritius 7.8 percent in 2002. Further, the region is characterised by feminisation of poverty as women make up the majority of the poor. Female headed households suffer the most from poverty compared to their male counterparts. Also, child or orphaned households are most prone to poverty. Rural areas have the highest concentrations of the poor compared to urban areas.

Source: SADC (2008) An Assessment of Poverty Alleviation Strategies in SADC Member States (Background Document p.5-6) SADC International Conference on Poverty and Development – Regional Economic Integration: A Strategy for Poverty Eradication Towards Sustainable Development (18-20 April 2008, Mauritius)

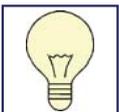
Questions

1. Does the data in this excerpt provide a precise picture of the gendered nature of poverty in SADC and its impact on men and women? Why? Why not?

2. What are the implications for policy?

3. How could data such as that presented above be strengthened?

4. From this exercise, what do you understand by gender disaggregated data? Why is it important?



Definition

Sex disaggregated statistics is the collection and separation of data and statistical information by sex to enable comparative analysis, sometimes referred to as gender disaggregated statistics.

Gender indicators are indicators that capture gender related changes in society over time.



Fact Sheet 5: Sex Disaggregated Data, Qualitative Information

Sex disaggregated data and qualitative information about the group(s) that are going to benefit from a policy, project or programme is essential in gender mainstreaming. Information systems should therefore be routinely disaggregated by sex and a gender analysis conducted. In order for the information to be useful, it should go beyond the numbers. For example, if information is required to facilitate a strategy to reach a target of 50% representation of women in decision making in the staff profile of the SADC Secretariat by 2015, it is not enough to have data on the number of men and women employed in the Secretariat. It is also necessary to know where they are placed in terms of their positions, so that this informs the strategic direction and decisions regarding recruitment and promotion of women. In the absence of this gender dimension to the statistical information, strategy and policy to address gender disparities will have limited impact.

An indicator has been defined as 'an item of data that summarises a large amount of information in a single figure, in such a way as to give an indication of change over time, and in comparison to a norm. This comparison to a norm in their interpretation makes indicators different from statistics, which merely present facts'²².

A gender sensitive indicator is thus defined as 'an indicator that captures gender related changes in society over time'²³. This is distinct from gender statistics which provide factual evidence on the status of women; a gender sensitive indicator provides information on the actual/real status of women, relative to a reference group or agreed norm. An example of a gender statistic is 45% women in a Member State have access to credit facilities, as opposed to 22% three years previously. A gender sensitive indicator, on the other hand, would be 45% of women in a Member State as compared to 60% of men in a Member State have access to credit facilities, and compared to 22% and 48% three years previously.

The role of gender sensitive indicators is also to correct inherent biases in mainstream national and regional indicators for measuring development, for example, gross national product (GNP), which ignores women's unpaid labour by not including it as work in national accounting systems. Gender indicators should be both qualitative and quantitative, in order that statistical information, which does not explain why the change has occurred and its impact, can be complemented by a gender analysis which seeks to answer these questions. The importance of qualitative indicators is in the methodology, which tends to participatory and information methods of information and data collection, which is more likely to capture women's experiences of change than the usual surveys where women's voices are largely ignored.

Studies conducted on the gender sensitivity of different types of mainstream data collection systems reveal gender biases that do not provide a comprehensive picture of the roles and status of women relative to men. These include censuses, labour force surveys, and systems of national accounts, the latter of which measures growth and production in most countries an a tool for policy making in relation to the economy.

It is thus critical that gender indicators are clearly articulated in plans, policies, projects and programmes, grounded in a clear conceptual understanding of gender equality issues, and areas of change required to ensure inequalities are corrected. This will form the basis for setting of clear benchmarks and targets for achievement.

²² Commonwealth Secretariat and Commonwealth of Learning (2004:3) *The GMS Toolkit*

²³ *ibid*

Examples of Gender Sensitive Indicators at Different Levels²⁴

Macro level

At this level indicators are used to measure the following gender equality issues:

- Changes in legislative/policy frameworks affecting gender equality
- Changes in national/sector/programme budget allocation towards gender equality issues
- Changes in institutional focus on women's/gender issues, for example by strengthening national gender machineries (NGM) at Member State level or the GU at the Secretariat level
- Changes in political participation by women and men at different levels, as reflected in voting patterns or numbers of women in the legislature, executive, local government
- Rates of employment/unemployment (men and women) in different sectors and at different levels
- Access to productive assets (land, credit, vocational training)
- Access to basic services (education, health, water) by women, men, girls, boys
- Trends affecting gender roles and relations, including economic reform measures, migration of men to urban areas, new employment opportunities through trade liberalisation

Meso level

- Changes in quantity/quality of gender competent staff in ministries and other structures responsible for driving the development agenda at Member State level, SADC Secretariat and partners
- Changes in creation and use of tools and procedures to mainstream gender equality
- New initiatives and partners to create synergies for collaboration on gender equality
- Changes in recruitment practices towards equal opportunities
- Changes in budget allocation towards gender at this level

Micro level

At this level indicators are needed to measure the following:

- Participation in terms of numbers and input of women and men in project activities
- Access to decision making, project resources and services by women and men
- Expected/unexpected project outcomes for women and men (compared to project activities)
- Met/unmet practical and strategic needs of women and men (compared to expressed needs)
- Changes in project budget allocation towards gender at this level
- Changes in capacity to mainstream gender equality by project/programme
- Emergence of new gender issues in the project or as a result of the project

Sources: Adapted from Commonwealth Secretariat and Commonwealth of Learning (2004:3) The GMS Toolkit, European Communities (2004:86-87) Toolkit on Mainstreaming Gender Equality in EC Development Cooperation

²⁴ This is adapted from European Communities (2004:86-87) *Toolkit on Mainstreaming Gender Equality in EC Development Cooperation*

Gender budgeting



Exercise 16: Gender Budgeting²⁵

Consider a scenario where the Secretariat has embarked on a new budgeting approach which will address key priorities as well as ensure that a percentage of the budget goes towards addressing cross cutting issues, including gender. The following would be some of the highlights of the proposed new budget:

- The Secretariat’s overall budget is US\$60 million.
- The specific budget allocation for the gender unit is \$3 million (5% of the total).
- The budget for policy harmonisation of trade, finance and investment policies has increased by 100% to US\$8 million. One of the budget items cut, however, is support to informal cross border trade initiatives, and a project to review tariff barriers on the importation of non-capital goods.
- The budget for a project to review education policies in order to standardise curriculum development, nursery care and adult literacy has been cut.
- The largest cut (50%) was a programme to strengthen governance structures in the region, including supporting Member States to ensure inclusive structures at all levels, particularly at the highest levels.
- A key programme to support the strengthening of electoral systems has had several budget components cut, including electoral systems reform. Budget spending will be to assist Member States to strengthen voting systems, including the voters’ rolls, increasing polling stations, and strengthening the Electoral Commissions.
- Budget support for all HIV and AIDS activities has been increased by 20%, but the budget for a programme to address policy issues relating to unpaid care work in Member States has been cut.
- There will be no funding to support the programme on land reform in Member States.
- The staff development budget in the Secretariat has increased by 1%, with an emphasis on senior and executive technical training.
- The percentage contribution towards clinical support (through medical aid) of HIV infected employees has been increased by 10%, including the number of dependents that will benefit.

Questions

1. Is the above budget gender responsive? Why or why not?

2. What is the difference between a gender specific budget and a budget in which gender has been mainstreamed?

²⁵ Adapted from SADC GU (2004) Report on the Gender Training Workshop for the Directorate of Social, Human Development and Special Programmes

3. What do you understand by the term gender budgeting?



Definition

Gender Budgeting Gender budgeting is an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality”

Source: Gender budgeting: Its usefulness in programme-based approaches to aid, Nathalie Holvoet, EC Gender helpdesk, 2006

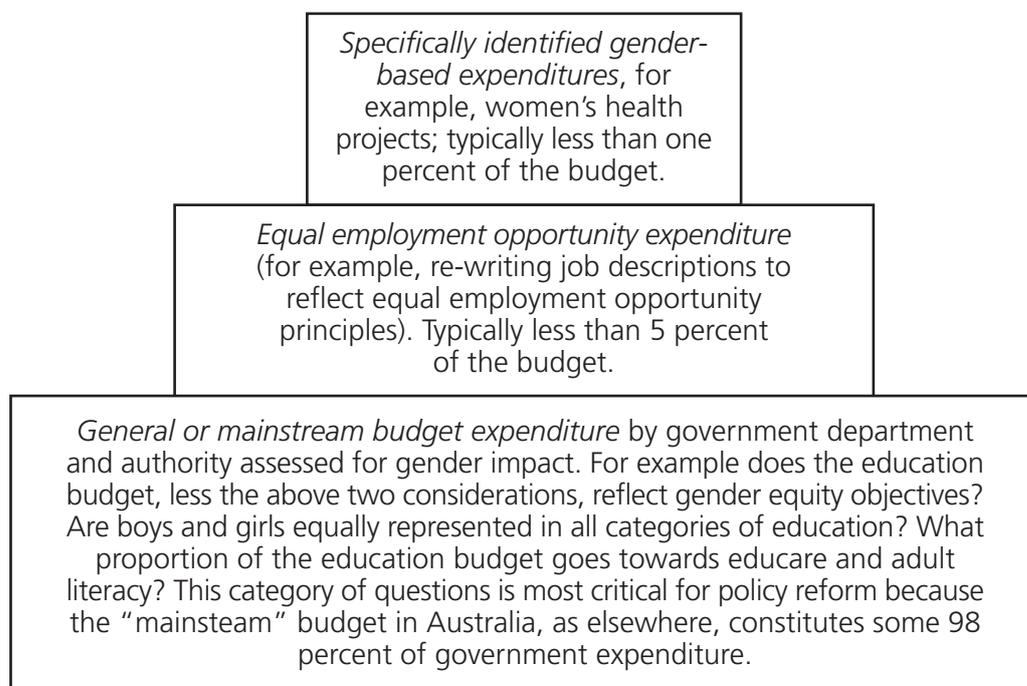




Fact sheet 6: What is Gender Budgeting?²⁶

Like any other policy instrument, budgets are not neutral. They reflect the priorities of a nation or institution, and often of the people making the decisions. Budgets are a good barometer of the extent to which gender has been mainstreamed into policies and programmes. The problem is that often these discrepancies hide behind numbers that on the face of it look reasonable, but that mask resource allocations which at best do little to change the,

Gender budgeting involves both an analysis of allocations between sectors (such as defence versus social allocations) and within sectors to determine their impact. A commonly used model for distinguishing between types of gender expenditure is that developed by the Australian economist Rhonda Sharp, who has played a leading role in gender budget initiatives in Australia, where the concept originated. Sharp distinguishes between:



Although still in their early stages, gender budget initiatives have scored important successes, ranging from actual expenditure re-allocations to opening traditionally secretive budget processes to much greater transparency and accountability.

- *Re-prioritisation of expenditure:* In February 1996, the South African Department of Finance committed itself to considering the reallocation of military expenditure to support women's economic advancement. The Department reduced expenditure on defence from 9.1 percent of total government spending in 1992/93 to 5.7 percent in 1997/98. Spending on social services increased from 43.8 percent of total spending in 1992/93 to 46.9 percent in 1997/98.

²⁶ Lowe Morna, C (2006) *Business Unusual: Gender and Economic Reporting – A Southern African Workbook*

- *Effecting policy changes:* The Australian Office on the Status of Women cites state provision of affordable, quality child-care as one of its most successful policy interventions linked to the Women's Budget.
- *Exposing policy weaknesses:* The Gender Advocacy Programme, a South African NGO, has carried out a budget analysis of the 1998 Domestic Violence Act. The study found a disjuncture between the provisions of the act, such as special courts for addressing violence against women, and budgetary provisions.
- *Developing economic literacy and participation:* In South Africa, the simplified "Money Matters" has been converted into simple workshop materials that have been used for training government, parliamentary and civil society audiences on simple budgeting concepts.



PART TWO
GENDER MAINSTREAMING
IN SECTORS

How gender aware is SADC as an institution? This can be gauged from time to time using the organisational score card found on **CD ROM 13**. The score card is a good test of the general introduction to this Resource Kit. It helps to identify areas of strength and weakness. It will also be apparent from this overview that the only way to ensure that gender mainstreaming works is for each Directorate to play its part.

Part two of the Resource Kit focuses on gender issues in the key sectors that the SADC Secretariat works on through the Directorates. The chapters aim to give sufficient insight into the main issues, through case studies, exercises and fact sheets relevant to each sector. It is recommended that all staff read and appreciate the key gender issues in other sectors to foster cooperation across Directorates. This is particularly critical as gender is a cross cutting issue and requires a coordinated response. A cross sector approach to gender mainstreaming increases efficiency and effectiveness.

Each chapter addresses sector issues linked to a particular Directorate, and provides a step by step process for mainstreaming gender from a project/programme perspective. To assist managers in asking the right questions as they go about mainstreaming gender in their sectors, each chapter contains sector-specific checklists.

The structure of each chapter in Part Two is as follows:

- Brief profile of each Directorate and areas of focus.
- Key gender issues in areas of focus of the Directorate.
- Case study to prompt critical thinking about gender issues in selected sectors of focus.
- Analysis of the gender issues in the sectors.
- Check list of key gender issues (policy level, project, or programme levels).
- Where appropriate, additional resources for further reading are also provided.

CHAPTER SIX

FOOD, AGRICULTURE AND NATURAL RESOURCES



Introduction

The main mandate of the Food, Agriculture and Natural Resources (FANR) directorate is to develop, promote, coordinate and harmonise policies and programmes to increase agricultural and natural resources production and productivity and to promote trade, food security and economic development in the region on a sustainable basis.

This is done through promoting agricultural productivity and food security at household, national and regional levels, promote efficient development, utilisation and conservation of natural resources, improve capacity in agriculture to transform national economies, generate domestic savings and foreign exchange to finance a gradual, structural transformation of the region's agriculture-dependent economies, and facilitate improvements in the welfare of the people of the region²⁷.

As at June 2008, the Directorate consisted of 34 men and 20 women, with a woman director (the only one in the Secretariat).

FANR is managing 10 programmes that range from fisheries, to natural resources management and livestock development, amongst others. Within these, as in other Directorates, there are annual priorities approved by Council, for example, food security, natural resources and environment.

Agriculture is a major player in the SADC region's economy, and, contributes 35% to its gross domestic product (GDP), and about 70% of SADC's population depends on agriculture for food, employment, and income²⁸. It is also a dominant source of export earnings in many SADC countries, on average it contributing approximately 13% to total export earnings and approximately 66% to the value of intra regional trade²⁹. According to 2004 Dar Es Salaam Declaration on Agriculture and Food Security in the SADC Region "the performance of agriculture has a strong influence on food security, economic growth and stability of the SADC region."

The broad policy framework informing FANR activities places emphasis on food security as: a priority objective, cross cutting issue, and linked to alleviating hunger and poverty. The agriculture sector also has to contend with droughts; floods; plant pests; animal diseases; the impact of HIV and AIDS; inadequate irrigation and transport infrastructure.

Gender inequality limits potential in achieving agricultural and food security goals. The "time-age gender problems" of women being the key producers, but lacking access to land and land titles still persist. Land tenure systems remain patriarchal. Women also lack of access to such factors of production as fertiliser, improved technology, training and financial services.

Article 18 of the draft SADC Protocol on Gender and Development provides that State Parties shall, by 2015, review all policies and laws that determine access to, control of, and benefit from, productive resources by women in order to:

- (a) end all discrimination against women and girls with regard to water rights and property such as land and tenure thereof;
- (b) ensure that women have equal access and rights to credit, capital, mortgages, security and training as men; and
- (c) ensure that women have access to modern, appropriate and affordable technology and support services.

²⁷ FANR Directorate (2007) Annual Business Plans and Expenditure Estimates for 2008/9.

²⁸ SADC (2003:33) RISDP

²⁹ *ibid*

SADC therefore needs to take a lead in urging member States to revise legislation to empower women to contribute decisively to the elimination of food shortages. Guidelines on land tenure and land reform are necessary to reverse the status quo. A key area where Member States should close the gender gap is in the restoration and/or the establishment of financial services for farmers that they can use without being overburdened by unaffordable high-interest loans, and simultaneously ensuring that both women and men have access to them.



Case study 2: Gender mainstreaming in food security management

As part of its early warning system, FANR administers an in-depth Needs and Vulnerability Multi Sector Assessment to a sample of households across Southern Africa. (see full form on **CD ROM 14**). Key gender data, or potential gender data that can be obtained through these surveys includes the following:

- The first question asked is the sex of the household head and the sub-question is the sex of the main respondent.
- Another question concerns the marital status of the household head.
- The survey asks the number of children who drop out of school. The question is asked separately for boys and girls. For both, there is the same drop down menu of nine reasons to choose from. The reasons include family not being able to afford the fees; helping with household activities; caring for a sick family member; hunger; lack of interest/poor performance and damaged infrastructure. Pregnancy is not specifically cited, although there is a category “other.”

Other kinds of question in the survey include:

- Type of cooking fuel used.
- Type of lighting used by the household.
- How many of different kinds of productive assets the family owns.
- How many livestock the household has.
- Income sources and expenditure patterns.
- Land ownership.
- Types of crop produced.
- Food purchases.
- Coping strategies. Eg borrowing food; food aid; selling assets
- 24 hour recall on children’s nutrition.
- Water and sanitation, including source; distance to water source; irrigation and sanitary disposal facilities.

A review of the regional and country reports that are compiled as a result of this survey showed that none of them, except one from Zimbabwe, had made use of gender disaggregated data in any way. The following are some extracts from the report “Zimbabwe: Emergency food security and vulnerability assessment April 2004” demonstrating how gender disaggregated data was used in the analysis:

Head of household profile

A number of head of household characteristics are summarised below.

- Female headed households were most common in Matabeleland North and Midlands (35%) and least common in Mashonaland West (20%).
- One fifth of all households recorded the head as being widowed, most commonly in Midlands.

Comparing male and female headed households it became apparent that female heads were

- Less educated;
- More likely to be widowed and/or to have 1+ widows in residence;
- More likely to have households with more serious dependency ratios;
- More likely to have 1+ orphans in the household;
- Less likely to be in charge of large households.

Household education

One quarter of households reported that one or more children aged 6-15 years was not currently attending school. Of these children 47% were female and one quarter were aged 6 years. Less than one fifth of households reported children dropping out of school in the previous 12 months and of those who had dropped out two thirds were over 12 years old and 44% were female.

Human capital factors

A number of **human capital** factors were considered in respect of anticipated food insecurity in the coming year and are summarised as follows:

- 37% of female compared to 29% of male headed households are expected to be food insecure, the difference being most noticeable in Old resettlement areas;

HIV/AIDS and Food Security³⁰

While AIDS can affect households' food security status, their food security status can also affect the progression of the disease and its transmission. Poor nutritional status can increase the risk of opportunistic infections occurring, and can speed up the progression from HIV to full-blown AIDS. Research has also shown that malnutrition increases the risk of HIV transmission from mothers to children. Food insecurity can also lead people to engage in high-risk activities such as commercial sex work or emigrational labour, or can make them more vulnerable to sexual exploitation.

The gender dimension in the HIV/AIDS debate is quite crucial. It is estimated that more than half of all HIV/AIDS cases (56.5% of infected adult population) are found in the female population, who are arguably the most productive in rural areas and are also charged with providing primary care for the young. The gender dimension is clearest among teenage girls and young women. UNAIDS (2003) have indicated that the prevalence of HIV among 15-19 year old females is almost 4 times the prevalence for males of the same age; while the prevalence for 20-24 year old females is more than 2½ times higher than that for males. This reflects the particular vulnerability of young women to infection as a result of exploitation and/ or a lack of power in sexual relations.

Home based care (HBC) programmes and those for orphans and vulnerable children (OVC) are increasing and expanding in the rural areas of Zimbabwe, aiming to mitigate some of the effects of HIV/AIDS, and more national health policy initiatives are needed to contribute to the on-going efforts to control HIV/AIDS and to ease the plight of those affected.

Food Sources by gender and age of household head

The table below shows the percentage of minimum energy requirements provided by each source of food, broken down by the gender and age of the household head³¹. The 18% of households in the survey who accessed more than double their minimum requirements last year (the "super secure") are excluded from this analysis to avoid skewing averages.

³⁰ Information in this section is based on "Zimbabwe National HIV and AIDS estimates 2003" MOHCW, CDC, UNADIS, SAFAIDS updates and the National Nutrition Survey (MOHCW) 2003.

³¹ Note that the sample size is too small to allow further disaggregation of the households headed by 15-19 year olds.

This table shows that while there was a difference in the contribution of the harvest to households headed by males and females (31% for male-headed; 24% for female-headed), there was no significant difference by age. Age was more significant for direct sources of food – mainly food paid in exchange for casual labour - where elderly-headed households are likely to be less able to labour. There was little difference by age or gender in the contribution of purchased food.

Food Access by Source 2003-04, by Gender and Age of Household Head

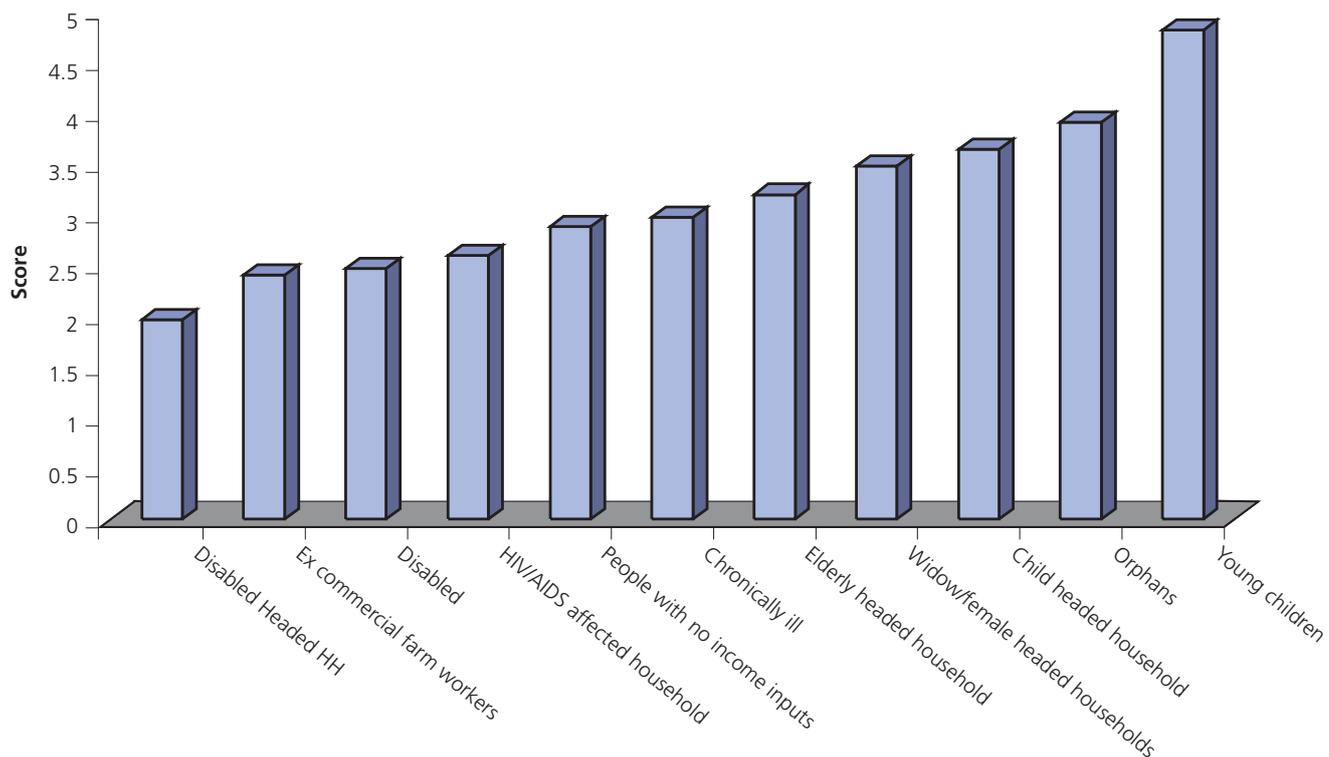
Gender of HH Head	Age of HH Head	Own Production	Direct Sources	Food Aid	Purchases	Total	n =
Male	<i>20-59 years</i>	31	8	35	25	100	1,046
	<i>60+ years</i>	31	5	42	22	100	385
	<i>All Male-Headed</i>	31	7	37	25	100	1,442
Female	<i>20-59 years</i>	24	7	46	23	100	396
	<i>60+ years</i>	24	8	49	24	104	153
	<i>All Female-Headed</i>	24	8	47	23	101	556
Both gender	<i>15-19 years</i>	20	9	43	35	108	18
	<i>20-59 years</i>	29	8	38	25	100	1,442
	<i>60+ years</i>	29	6	44	23	101	538
	Total	29	7	40	24	100	1,998

However, the biggest difference was in terms of the amount of food aid provided, where being female-headed and elderly-headed added to the average amount received. Households headed by 20-59 year men received 35% of their requirements from food aid, while those headed by elderly females received 49% of their requirements. In communal areas³², this greater amount of food aid appears to have slightly over-compensated for disadvantages some of those groups faced elsewhere, resulting in those groups accessing on average more than male or 20-59 year old headed households. In resettlement areas, however, where minimal food aid was provided, female and elderly-headed households had significantly lower total food access. Hence, while elderly female-headed households were the most food secure group in communal areas (accessing on average 107% of their needs), they were the most food insecure group in A1 resettlement areas (accessing only 77% of their needs).

Community Perceptions of the most vulnerable

Communities were asked to identify and rank which groups of people, from a specified list, were most vulnerable to food insecurity. Using the multiple response approach we find that, out of all groups ranked 1, (“most vulnerable”), orphans attracted one quarter of responses, followed closely by child headed households and thereafter by female or widowed headed households and elderly headed households.

³² See Annex K for further disaggregation by land sector.



The report also contains several examples of instances in which gender is not mentioned at all, although such data could have been extracted. Examples include:

- At national level the amount of **land owned** is not an efficient indicator of food security but once the quality of the land is considered an observable pattern begins to emerge. Only in Natural Region III can land ownership reliably indicate food security, with more than 80% of households owing 7 or more acres of land being food secure. We note that more than half of all households reported that they intend to increase the acreage to cereals in the coming season.
- **Predictions of Food Security 2004-05:** A total population of 2.3 million people in the rural areas will not be able to meet their food requirements during the 2004-05 season, meeting a cereal deficit of 177,681 Mt . This is equivalent to 29% of the total rural population and represents a significant decrease of the predicted situation a year ago (56%). The greatest proportion of the population predicted to be food insecure will be in Matabeleland North (39%) followed by Matabeleland South (34%) whilst the greatest number of food insecure people will be in Manicaland and Midlands provinces. The extent of the cereal deficit varies across the three periods with the largest deficit being expected in the period December to March.

The following are excerpts from the **recommendations addressing targeting for short term food security:**

- Vulnerability to food insecurity is a complex and multi-faceted phenomenon. Factors such as the age, gender, health and education status of the household head, the presence of orphans and the dependency ratio interact with many others including land and livestock holdings, weather patterns and market access, to produce different patterns of vulnerability in different areas. For targeting interventions aimed at alleviating short-term food insecurity, the analysis in chapter 8 provides some guidance on specific small population groups that could be safely included or excluded, but there are no identifiable criteria that will accurately capture more than 60-70% of the food insecure population.

- Programmers must therefore complement the findings of national surveys such as this with more localised analysis of vulnerability, and maintain a flexible approach to targeting. Maximum flexibility would come from a system of community-based targeting, however such systems have the potential to be dominated or abused by more powerful segments in communities. Programmers must weigh up the guaranteed errors of a more top-down approach to targeting against the possibilities of putting in place systems to minimise errors in a community-based system³³.

Questions

1. Examine the questionnaire. How adequate do you think it is for effective gender mainstreaming?

2. How could it be improved?

3. What lessons does this hold for gender mainstreaming at the design stage?

4. What does the use of gender disaggregated data in the case of the Zimbabwe report reveal?

5. Is this information useful? Why or why not?

³³ Annex XX provides some further analysis on vulnerability and targeting.

6. In the examples provided, in what ways did the Zimbabwe report miss opportunities to mainstream gender?

7. Would these have assisted an understanding of the issues? Why or why not?

8. How adequate is gender mainstreaming from the recommendations made?

9. Why is gender not integrated into the other reports, and how does this affect the regional reports?

10. What does this exercise reveal about the importance of gender analysis permeating the whole project cycle, as well as all participants in the project?

11. How can the deficiencies identified be addressed?

12. Assuming that gender was fully mainstreamed into the early warning system, what tangible effects might this have in the way that SADC and MS respond to conflicts?



Fact sheet 7: Women's Access to Productive Resources

Women's access to factors of production such as land, extension service and inputs, including fertiliser and seeds remain limited. Policies aimed at creating enabling environments for women to access, own, control, use and manage land, for productive use, have been established in nearly all countries.

Right to own land

In much of southern Africa, few rural women hold land. For instance, women hold 25 percent of agricultural land in the Democratic Republic of Congo, and 25 percent in Tanzania. Moreover, where women hold land, their plots are generally smaller than those held by men, for instance, the average size of women's landholdings is 0.53 hectares (compared to 0.73 for men) in Tanzania. This limited access to natural resources is caused by both legal and socio-cultural factors. Legal obstacles relate both to family and succession law and to natural resource law.

In most cases, women in southern Africa have only usufruct rights over land. Their insecure land tenure is both an economic and legal concern. Cultural practices and customary law contribute to women's inability to access, own, and control, factors of production such as land and livestock.

Some countries have improved women's rights by adopting family and succession laws abrogating discriminatory customary norms. In Namibia, there is The Communal Land Act (Act No. 5 of 2002), which provides for the surviving spouse to remain on the property (thus referring to immovable property) but does not refer to movable property. Although this Act has provisions to assist women who lose their land when widowed, the stripping of movable property is still now common in Namibia than land grabbing, possibly because the former is more easily disposed of than land.

In Malawi, the Agricultural and Livestock Development Strategy and Action Plan (ALDSAP) was formulated with specific gender-sensitive targets and outputs in 1995.ⁱ The plan aimed to increase women's access to agriculture, irrigation development, and extension services. To achieve this, the government reviewed the curriculum of agricultural training institutions to make them gender sensitive, recruited more female extension workers in the Ministry of Agriculture and Irrigation Management, sensitised the existing extension workers in the Ministry of Gender and Community Services to increase their coverage of women farmers, and encouraged women farmers to attend literacy classes.

In Zimbabwe, the government adopted equity as a key principle in its land reform agenda, which began in 1998. In October 2000, the government stated that it would ensure a 20 percent quota for women to benefit from the fast track resettlement programme.

By the end of the Fast Track Land Reform Programme in 2002, the land quota for women had not been put into law and the number of women allocated land was low countrywide. According to the 2003 Utete Land Report, female-headed households who benefited under Model A1 (peasant farmers) constituted only 18 percent of the total number of households while female beneficiaries under the Model A2 (commercial farmers) constituted only 12 percent.ⁱⁱ A Presidential Land Review Committee, appointed in 2003 has made specific recommendations on the gender dimensions of the agrarian change and reform.

ⁱ WLSA and SARDC-WIDSAA, *Beyond Inequalities 2005: Women in Malawi*, WLSA/SARDC, Limbe and Harare, 2005

ⁱⁱ Report of the Presidential Land Review Committee under the chair of Dr. Charles Utete, August 2003, pg 41.

In Mozambique, the 1997 Land Law was a major breakthrough because it combined formal and customary law. Not only did it recognise written documents in land usage cases, but also customary tenure systems and the rights of people who had occupied land for over 10 years in good faith. This meant that land occupied for 10 years, while believing nobody else had a legitimate claim to it, could legally be cultivated. The Land Law also guarantees equal rights of women.

Access to credit and capital

Many countries lack easily controllable practical mechanisms to help detect, control, and prevent discriminatory action between the sexes that may occur in a society. There are no laws in any SADC country that prohibit women from acquiring loans from banks or other financial institutions in their own name and right, but the pattern is similar in the region for many commercial lending institutions to insist on a male guarantor, usually a husband, if the woman has no sufficient collateral. The requirement for collateral and guarantors prejudices women more than men. Most women do not have assets that can be accepted as collateral due to poverty. Rural households (defacto and dejure) are the most affected.

In order to start a small business, women usually rely on family and/or community solidarity. Other measures to which women seek to obtain credit, include rotating fund schemes through women’s clubs made up of people who trust each other and which establishes rules for the group.ⁱⁱⁱ

Women Banks and Micro-finance lending institutions which have been introduced in many countries are another mechanism that has been put in place but they are inadequate and benefit only few women in the urban areas.

Access to credit remains a serious challenge to women, and by and large, the majority of women remain vulnerable to exploitation, in their attempts to access credit. Women, more than men, especially in rural areas rely on borrowing money from moneylenders who demand high interest.

Despite government’s efforts to link the poor, especially women, to commercial banks and other microfinance institutions, some financial institutions have procedures that are discriminatory and consider women as credit risks, especially due to the nature of their businesses, their capital base and minute loans applied for.

(Source: Audit report on the implementation of the provisions in section H (iii) of the SADC Declaration on Gender and Development, SARDC WIDSAA, 2005).



ⁱⁱⁱ Angola’s National report to SADC on implementation of the BDPFA and SADC Gender Declaration, 2004

How are gender concerns currently reflected in FANR?

Now that we have established what the key gender issues are in agriculture, the logical next question is how these are reflected in current plans, programmes and projects.



Exercise 17: Finding gender in FANR plans and programmes

Go through the FANR project concept notes and business plans in light of the key gender issues identified earlier and answer the questions that follow:

1. Is there any reference to gender anywhere?

2. If yes, where, and is this adequate?

3. Would you describe FANR plans as gender blind, gender neutral or gender aware?

4. What can be done to make these plans gender aware?



Notes:

A review of FANR annual business plans in June 2008 showed that none of them had any reference at all to gender. Seven FANR staff received gender training in 2003, and developed an action plan for mainstreaming gender in FANR. Programmes have since expanded to respond to new and emerging challenges. The staff complement has also grown. These are important factors to be considered moving forward.

Gender mainstreaming in FANR

Clearly there is a need to revisit gender mainstreaming in this important sector. Before identifying how we would do so within each project, we need to establish what the legal and policy instruments that Member States subscribe to oblige us to do.



Exercise 18: Finding FANR in legal and policy instruments

Go through the legal and policy instruments below. What relevant provisions are there with regard to gender mainstreaming in FANR?

Instrument	Relevant provisions for gender mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Declaration World Food Summit (2002)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (adopted 2003)	
2004 Dar Es Salaam Declaration on Agriculture and Food Security in the SADC Region	
SADC Regional Gender Policy (Theme 4.6) (2007)	
SADC Declaration on Gender and Development (1997)	
SADC Protocol on Gender and Development	



Notes:

According to the SADC Gender Policy and SIF, there are specific regional priorities on gender equality in the sectors coordinated by FANR that must be integrated into its planning and programming. Examples include access to and control over land, irrigation schemes, mainstreaming gender into food and agriculture policies, food distribution and investing in women farmers for increased agricultural production and incomes, amongst others. In all the SADC Gender Policy identifies 13 key areas of intervention in order to reduce food and nutritional insecurity amongst women and girls. The SIF, on the other hand, has linked food security to the MDGs goal of reducing hunger, as well as women’s access to credit and property rights, with appropriate targets.

Action planning



Exercise 19: Think through all the different programme areas of FANR. Identify at least one gender issue in each and one action point that can be taken to redress this. The checklists at the end of the chapter will assist you through the key gender issues and actions.

PROGRAMME	GENDER ISSUE	ACTION POINT
1) AIMS		
Regional Vulnerability Assessments and Analysis		
Drought monitoring centre Regional Remote Sensing Project		
2) CROP DEVELOPMENT		
Food availability		
Safety and nutritional value of food		
Access to food		
Disaster preparedness for food security		
Food availability		
Food access		
Disaster preparedness for food security		
3) LIVESTOCK DEVELOPMENT		
PRINT Project		

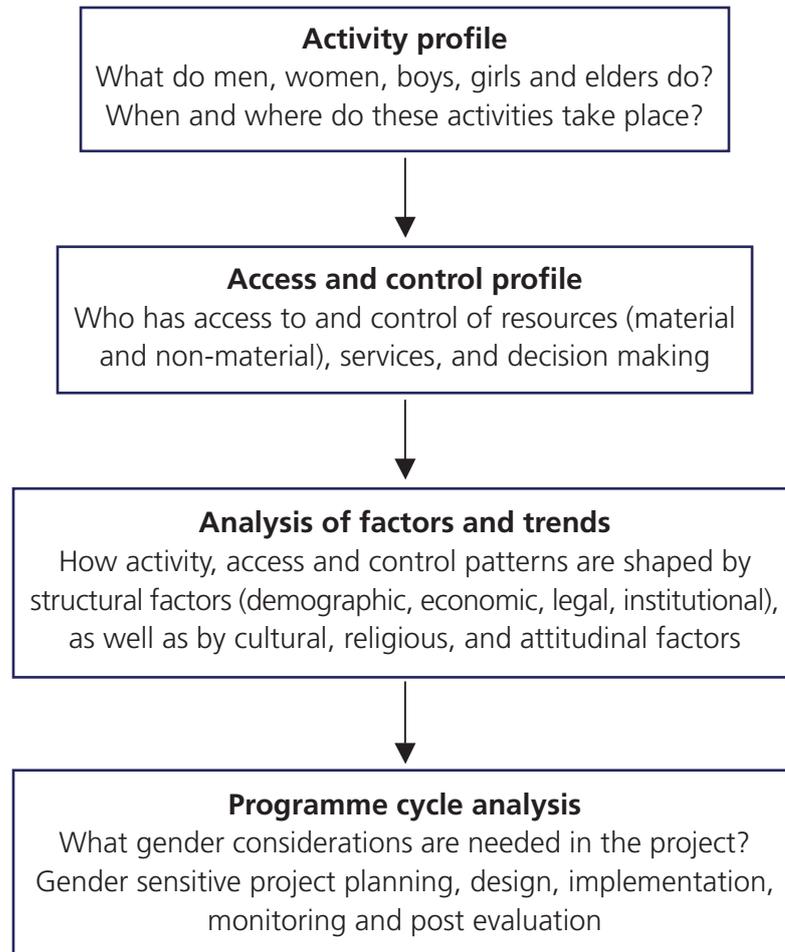
PROGRAMME	GENDER ISSUE	ACTION POINT
Foot and mouth disease		
Transboundary Animal Disease Project		
4) AGRICULTURAL RESEARCH AND DEVELOPMENT		
Food availability		
ICART		
FIRCOP		
SPGRC		
Access to food		
Science and technology		
5) NATURAL RESEARCH MANAGEMENT		
Fisheries		
Forestry		
Wildlife		
TFCA		
6) ENVIRONMENT AND SUSTAINABLE DEVELOPMENT		
Environment Protocol		
Multilateral Environmental Agreements		
Land reform facility		
Environmental standards, data and reports		



Checklists

This section provides checklists for the agricultural sector, as well as sub-sectors within the sector.

Figure 3: Gender analysis framework for agriculture



The Activity Profile

In order to plan, one needs to know the tasks of men and women in the population subgroups in the project area. This will enable one to direct project activities towards those performing particular tasks. Data must be gathered on women's and men's involvement in each stage of the agricultural cycle, on their shared as well as unshared tasks, and on the gender division of labor and the extent to which it is fixed or flexible. This ensures that women are actively included in the project and are not disadvantaged by it.

Tasks

- ✓ Which agricultural tasks are carried out by which member of the household, and how rigid is the gender division of labor?
- ✓ What are the daily and seasonal variations in labor availability?

- ✓ Who within the household has responsibility for which house-hold chores?

Production of goods and services

- ✓ Are women active in both subsistence and cash crop production? What is the workload of the target group at all stages of the farming process?
- ✓ In what season are the tasks performed? These questions are asked separately for each component of production (seed or cutting selection, land preparation, planting or seeding, weeding, cultivation, storage, preservation, processing or food transformation, marketing, etc.) for both cash crops and food crops, for livestock production (including poultry, dairying, fisheries, honey production and processing), and for tree crops.
- ✓ Are tasks shared between men, women, and children or carried out by only one gender?
- ✓ Are men or women culturally excluded from any tasks that might be affected by the proposed project?
- ✓ Do men or women to any extent (note the extent) take over from each other in times of hardship and work pressure or because certain activities have become more profitable?
- ✓ To what extent do changes in household composition (e.g., due to labor migration) change the gender division of labor? Female-headed households in particular need to be studied in this regard.
- ✓ Will the project increase the time spent by women or men on agriculture-related activities?
- ✓ Will new technologies be introduced to assist women's agricultural roles?

Reproductive and human resource maintenance activities

- ✓ Who carries out the tasks of reproducing and caring for household members? Among these tasks are the care of children, care of the aged, food production (including the cultivation of domestic food crops and livestock, shopping, food preparation and cooking), fuel and water collection, education, health care, laundry and cleaning, house maintenance (structural), artisan and craft production, and performance of social obligations.
- ✓ How much time do these activities take?

Community work

- ✓ Who organises and carries out work for the local community (for example, care and maintenance of community facilities such as water supply equipment, meeting places, and places of worship)?
- ✓ How much time does this work take and when is it done?

Community organisation and activities

- ✓ What types of community organizations (traditional socio cultural organisations, producer groups such as cooperatives, savings and credit groups, community-based organizations organized by non government organizations) exist in the project area?
- ✓ What is the membership profile of these community organization? What are their objectives and strategies, and how much time do their activities require?

Access and Control Profile

The Access and Control Profile focuses on productive resources such as: land, equipment, labor, capital and credit, and education, extension, and training. There is also a differentiation between access to a resource and control over decisions regarding its allocation and use. In this way those responsible for project planning can consider whether the proposed project could undermine access to productive resources, or if it could change the balance of power between men and women regarding control over resources.

The profile examines the extent to which women may or may not be able to participate equitably in agriculture projects. For example, if women have limited access to land, they may be unable to join structures such as

agriculture cooperatives, which provide production inputs and commercial opportunities, or to become independent commercial producers. In some subgroups, men may also suffer the same disadvantage.

Resources and constraints

- ✓ Who has access to and control over productive resources, such as land, capital, human capital resources (such as education, information and knowledge, training opportunities, extension services), and markets?
- ✓ What are the constraints and implications arising out of lack of control over or access to productive resources, for those who lack such control and access?
- ✓ Which decisions in the agricultural household and in the community do men and women typically make?
- ✓ How do men and women differ in the constraints they face, and how do these differences affect their work, productivity, and access to benefits?

Benefits and incentives

- ✓ Who controls production in the agricultural household and in the community?
- ✓ Who receives wages and benefits from production?
- ✓ Are men and women paid different wages, and if so, why?
- ✓ Who markets farm and household produce?
- ✓ Who controls income from different sources - who decides who gets what in the agricultural household, and who receives the income?
- ✓ Which investment or expenditure-related decisions do men and women make?

Analysis of structural and socio-cultural factors

This analysis considers the structural and socio-cultural factors that influence the gender patterns of activity and access and control in the project area:

- ✓ Demographic factors, including household composition and household headship;
- ✓ General economic conditions, such as poverty levels, inflation rates, income distribution, internal terms of trade, and infrastructure;
- ✓ Cultural and religious factors;
- ✓ Education levels and gender participation rates; and
- ✓ Political, institutional and legal factors.

The analysis should consider the following:

1. Which policies and programmes aimed at ensuring women's participation could affect the project? These policies and programmes may include the following, among others:
 - ✓ Agriculture ministries/departments and local extension and training services at all levels;
 - ✓ Executing agency;
 - ✓ Non- government organisations (NGOs) and research institutes that deal with agriculture;
 - ✓ Training institutes providing training in agricultural skills; and
 - ✓ Media specialising in agriculture.
2. Which community norms and beliefs could influence women's participation in the project's activities? These norms and beliefs may include the following:
 - ✓ Cultural exclusion from productive activities;
 - ✓ Heavy participation in reproductive activities;
 - ✓ Exclusion from (active) participation in public proceedings;
 - ✓ Seclusion from contacts with male service staff; or
 - ✓ Lack of mobility because of cultural norms.
3. Are there laws or regulations that could affect women's participation in the project or their access to its benefits? These laws and regulations may include the following:
 - ✓ Inheritance laws;

- ✓ Land title regulations;
- ✓ Credit regulations (such as co-signature or requirement of consent by male guardians/husbands or collateral based on land title or both);
- ✓ Labour laws (may be relevant for agricultural estates, agro-industry); or
- ✓ Cultural prescriptions.

Project cycle analysis and design issues

This analysis will indicate if and where the objectives and methods proposed for the project should be modified to improve the chances that the project will succeed and to minimise the likelihood that women will be disadvantaged as a result of it.

Some questions that may need to be considered in this analysis are:

Project framework

- ✓ Do the planning assumptions (at each level of the planning framework or logical framework, for example) adequately reflect the constraints on women's participation in the program?
- ✓ Do project performance indicators identify the need for data to be collected, disaggregated by gender?
- ✓ Will changes in the gender division of labour be monitored? Will data on women's access to and control over resources be collected during the project?
- ✓ Can the project meet both practical gender needs (supporting and improving the efficiency of women's and men's productive roles) and strategic gender needs (improving gender equity through women's participation in the project)?
- ✓ Do the goals, purposes, or objectives of the programme explicitly refer to women or reflect women's needs and priorities?
- ✓ Do the project inputs identify opportunities for female participation in programme management, in the delivery and community management of goods and services, in any planned institutional changes, in training opportunities, and in the monitoring of resources and benefits? Will the project resources be relevant and accessible to poor women in terms of personnel, location, and timing?
- ✓ Does the project include measurable indices for the attainment of its GAD objectives, to facilitate monitoring and post-evaluation?

Access

- ✓ Can project terms and conditions overcome the legal impediments that keep women from owning or accessing land, taking out loans, joining cooperatives, selling products, or receiving payments?
- ✓ If women's rights to property are currently unequal, can the project increase women's equity? (For example, if new land arrangements are proposed, can the project require that the title be held jointly by the man and the woman in a household and exclusively by women in female-headed households?)
- ✓ Can broad targets be set for the supply of measurable material inputs and services to women who are directly or indirectly engaged in the project activities?

Participation

- ✓ Were women consulted and did they take part in setting the project objectives?
- ✓ Were women involved in the planning and design of projects?
- ✓ If women are not involved in local decision making, could they be involved through advocacy measures within the project, such as a community development component? Is there scope for NGO involvement if such a component is feasible?
- ✓ Can women's NGOs be contracted to mobilise women to participate in the project?
- ✓ If mobility problems hamper women's participation, could the project be organised to overcome these problems?
- ✓ Does the project require motivational components to encourage women to participate?

Production

- ✓ Will the project activities divert women's productive efforts from food production?
- ✓ Will a change in crop varieties affect women's traditional markets?
- ✓ Will new technologies displace women's traditional income-earning labour?
- ✓ Will project activities or outcomes increase women's workload?
- ✓ What compensatory benefits will the project introduce to offset changes affecting women's role and equity in production, such as those referred to above?

Training

- ✓ What training could be included in the project to offset changes in production affecting women's role, or to increase women's equity in and benefits from the productive system as well as their productive skills?
- ✓ Is the project likely to precipitate changes in lifestyle in the client population, such as increased incomes following a shift from subsistence to cash production?
- ✓ What training might help women benefit from the changes?
- ✓ Is there potential for supplementary inter sectoral programmes involving health, social development, and education agencies?
- ✓ Should women be trained separately from men to ensure that they receive and benefit from training?
- ✓ Can training be scheduled for times that suit and fit women's other responsibilities?
- ✓ What training can be provided to women to address their strategic gender needs and increase their influence and control over decision making (e.g., training in the maintenance and repair of agriculture equipment)?
- ✓ Would local demonstration farms help women and men understand and obtain access to project?
- ✓ Will the project need a communication strategy and innovative teaching methods for illiterate women and men?
- ✓ Can the project include training in small-business management, accounting and entrepreneurial skills, and marketing, in support of rural women's income-generating activities?

Information

- ✓ Will the information and extension services reach women?
- ✓ Is a separate communication strategy needed to ensure that project messages reach women (e.g., a woman-to-woman information service or the use of local women's groups)?
- ✓ Are project messages both culturally appropriate and designed to promote gender equity?

Institution Building

Could technical assistance be included in the programme or project to:

- ✓ Provide training in gender awareness or assistance in the development of gender planning and policy formulation, to enable the executing agency to promote women's participation in the project and to monitor the project's benefits to women?
- ✓ Provide a GAD specialist during project implementation to increase the effectiveness of the project?
- ✓ Provide training in participatory modes of development (e.g., ways to ensure community participation in the setting of objectives and activities)?
- ✓ Develop a gender database, if the present database is inadequate for gender planning?

Selected sub-sectors in the FANR

Fisheries

Key Issues

- ✓ What different activities are carried out by girls and women and by men and boys in fish catching and processing, aquaculture, and marketing? Do women catch or buy fish for processing, or process the catch of male household members?
- ✓ What activities are performed jointly by women and men?
- ✓ Are there differences in time spent, or seasonal differences for separate or joint activities?
- ✓ Will the project affect any of these activities and the level of female involvement or women's incomes?
- ✓ Will the project increase the burden on women's time? Will this be to their advantage or disadvantage?
- ✓ Do women work in the fish processing centre as wage labourers or are they self-employed (buy fish to process and market)?
- ✓ Do women regularly go fishing or is this a seasonal activity?
- ✓ Is marketing of fish a regular activity or an extra source of income for the women?
- ✓ Do women depend on middlemen to market their fish or do they market it themselves?
- ✓ Do women fish sellers have a place and license to sell in the market?
- ✓ Do women and men have fishing equipment, such as boats or nets? Do they depend on middle-men or traders for capital and equipment?
- ✓ Do women fish sellers depend on private moneylenders/traders for capital or do they have access to formal sources of credit?
- ✓ Do women and men fisherfolk have enough skills in fishing, as required for sustainable fish harvesting/catching?
- ✓ Do women and men fisher folk have rights to common property resources in inland fisheries?
- ✓ Do poor women and men have access to the lease of inland fishery resources such as lakes, rivers, or ponds, or is access limited to men?
- ✓ Are women involved in pond fishery?
- ✓ Will the project activities change the gender division of labour in catching, processing, and marketing fish in marine fisheries and inland fisheries?
- ✓ Will the proposed project affect the location of docks or processing facilities? How will this affect women in the sector?

Key strategies

- ✓ Devise ways to make the activities of women and men more efficient in terms of time spent and resources invested, without diminishing women's participation and control over the activities.
- ✓ Include remedial measures to alleviate any adverse impact of the project on women's and men's customary activities, on the level of female involvement, or on women's incomes.
- ✓ Consider support for post-harvest activities (often the arena of women) within the project design.
- ✓ Develop components that will support both men's and women's contribution and involvement in the fisheries sector.
- ✓ Ensure that the project reflects and builds on areas of traditional cooperation and reciprocity between men and women.
- ✓ If new technologies (e.g., boats, gear types) or skills training are to be provided by the project, ensure that these will be accessible to women.
- ✓ Where women and men have "separate purses" and separate financial responsibilities, make provisions to safeguard the normal income sources of women and support new income-earning opportunities for them.

- ✓ Provide for the participation of women in cooperatives or other community groups that are formed or supported by the project.
- ✓ Design project activities that will not eliminate the traditional fishing rights of women and men fisher folk in marine or inland fisheries, and their income opportunities from fishing.
- ✓ If the project activities include commercial fishing, ensure that commercial fishing will not diminish women's involvement in fish processing and marketing.
- ✓ Develop project components that will provide women and men fisher folk with equal access to capital (credit), fishing equipment, and market opportunities.
- ✓ Ensure that project activities will not diminish women's access to and control over income from catching, marketing and processing activities.
- ✓ Develop project components that will give women a place in the market, a license to have a permanent place in the market, and a processing facility or dock.
- ✓ Devise activities that will provide equal opportunities for women and men to upgrade traditional fishing skills and to learn new skills.
- ✓ Develop project activities that will create new income opportunities from fisheries activities in aquatic resources.
- ✓ Develop groups/organization of women and men fisher folk to provide them with better negotiating power with traders and middlemen.

Livestock

Key issues

- ✓ Are there gendered differences in ownership of livestock?
- ✓ What roles do women and men play in livestock husbandry and care in the project area?
- ✓ For which aspects of animal care are women mainly responsible, e.g., with which of the following activities are women involved daily or regularly:
 - o Collection and fodder preparation, feeding;
 - o Watering;
 - o Cleaning;
 - o Herding;
 - o Milking, sheaving, or other harvesting activities; or
 - o Care of sick animals?
- ✓ How will the project affect the amount of labour men and women spend on livestock care? Will women and men do more work or less?
- ✓ If the project involves new productive tasks, will these be done by women or by men? Will the labour have to be shifted from other activities? How will such changes affect women?
- ✓ Will the project inputs to livestock development change women's roles in the overall farming system? How?
- ✓ If the care of large livestock is thought to be a responsibility of the men, do women actually do some of the work? How much?
- ✓ If commercial livestock production technologies are provided to men, how will women's traditional workload and responsibilities be affected?
- ✓ Will the project create extra work for women? If so, how will they benefit from it?
- ✓ Will new livestock production methods or new forms of livestock affect land use? Will they affect women's access to land?
- ✓ Do women have access to the resources (land, credit, capital) to participate in the project and to benefit from the improved stocks, feeds, or other inputs?

- ✓ Are women included in processing or marketing cooperatives or in communal projects?
- ✓ Do women own the animals they tend, and do they have control over or access to the income derived from the sale of meat, eggs, milk, etc.?

Key strategies

- ✓ Include women among the intended recipients of improved animals or other project inputs.
- ✓ Consider a project that supports small livestock production as this is often the responsibility of women.
- ✓ Consider ways in which time and labour can be used more efficiently in livestock care, without diminishing women's participation and control.
- ✓ Where women and men have separate incomes and separate financial responsibilities, safeguard the normal income sources of women and support new income-earning opportunities for them.
- ✓ Provide women with basic veterinary training to protect their livestock.
- ✓ Ensure that any training provided is conducted in the village rather than in towns since women's physical mobility can be an issue.
- ✓ Engage NGOs to mobilize and train women in livestock production and marketing.
- ✓ Ensure that all technical inputs and services are provided to women.

Irrigation

Key issues

- ✓ Do men and women differ in their water use and future irrigation needs, such as:
 - o types of crops irrigated (commercial crops, food crops, etc.);
 - o non agricultural water requirements;
 - o preferred sites of water use; or
 - o distance (of home or fields) from water source?
- ✓ Do women with agricultural specialisations need access to irrigation water?
- ✓ How will women be affected by intensified production as a result of the irrigation project? (Consider changes in labour requirements, changes in cash requirements for agricultural investments and concomitant changes in women's labour allocation, etc.)
- ✓ How will changes in cropping pattern (e.g., cash cropping versus subsistence crop production) affect women?
- ✓ How will women be affected by the increased demand for labour and services created in the implementation phase?
- ✓ Are women now involved in water management? Do they have a role in the settlement of water management disputes?
- ✓ Are there water user associations? Can women become members?
- ✓ Are there women members of water user associations?
- ✓ Does the implementing agency have the capacity to mainstream GAD concerns?
- ✓ Does the implementing agency have female extension workers?

Key strategies

- ✓ Consider the different uses and users of water in the project area. Include measures to avoid potential conflicts among competing users or uses.
- ✓ Design improvements in the water system to overcome the agriculture time-use constraints specific to women and to men.
- ✓ Include cost-effective provisions in the project to meet the requirements of non irrigation water uses/users (e.g., for livestock, fishponds, ablutions, laundry, domestic food gardens, and drinking water).
- ✓ If irrigation is associated with changes in land tenure, assist women in becoming co-owners of land with men.

- ✓ Involve the beneficiaries, female as well as male, in the design of the project and in decisions regarding the location of canals and other infra-structure.
- ✓ Consider building and strengthening the capacity of the implementing agency to develop and implement gender-inclusive projects.
- ✓ Include specific employment benefits for women in the project design.
- ✓ Facilitate women's participation in water user associations.
- ✓ Consider setting targets for the inclusion of women in water user associations.
- ✓ Consider recruiting NGOs to mobilise and train women to participate in water user and water management organisations.
- ✓ If membership in water user associations is based on land ownership, explore opportunities for the joint membership of husbands and wives.

CHAPTER SEVEN

TRADE, INDUSTRY, FINANCE AND INVESTMENT



Introduction

The Directorate of Trade, Industry, Finance and Investment (TIFI) is the second biggest directorate. Its primary function is to facilitate and coordinate trade and financial liberalisation, competitive and diversified industrial development and increased investment for deeper regional integration and poverty eradication in the SADC region. As of June 2008, the Directorate comprised 30 men and 17 women. The position of Director was still to be filled.

This Directorate is spearheading one of the most important 'levers' for regional integration, the recent launch in August 2008, and now implementation of the Free Trade Area (FTA). TIFI's six key objectives are:

- Pursuing market integration through the establishment of the Free Trade Area (FTA) planned for 2008, the SADC Customs Union and the SADC Common Market;
- Attainment of macroeconomic convergence;
- Development and strengthening of financial and capital markets;
- Attainment of deeper monetary cooperation;
- Increasing levels of investment in SADC including the Foreign Direct Investment (FDI); and
- Enhancing SADC competitiveness in industrial, mining and other productive activities for effective participation in the global economy.

The SIF has set a target of 2015 for women's equal access to trade opportunities, including specific targeted action such as gender quotas in trade missions and negotiations, and provision of targeted support to women entrepreneurs by 2010. Some regional actions, such as the SADC Women's Trade Fair planned for 2010, should create some good synergies between the GU and the TIFI, and provide the space for further, targeted action aimed at women's empowerment. The gender training undertaken in 2003 forms a good basis for building on and expanding, and has generated high quality tools for use by TIFI staff in their gender mainstreaming work.



Case Study 3: Gender Issues in Planning for Soccer 2010

Consider the following case study and answer the questions that follow:

Champions of industry, senior officials from trade, investment and tourism ministries, and senior SADC officials are having a brainstorming meeting on how countries and communities in the region can benefit from the upcoming Soccer 2010. There are 50 people in the room; 40 men and ten women. Two of the women are from the informal sector, and one is from civil society. The chair of the meeting is a male CEO. Proposals made in the meeting, and some of the responses to them, include:

- Visa requirements between SADC countries should be waived for the duration of the event. This will allow free movement of people coming to the region and within the region at the time of the soccer spectacle. Some countries are, however, opposed to this as they say that those who come into their countries under these terms may take jobs and not leave. They are especially concerned about informal traders, the majority of whom are women. The women from the informal sector say that rather than trying to fight these women traders, funds should be set up to help them elevate their business.
- A regional tourism initiative that would assist visitors to the region to get to know "the real Africa." This would include an ethno-cultural tourism initiative to facilitate access to the rural areas, where tourists can be hosted in local bed and breakfasts. The initiative would include support to communities to establish and manage websites about what they have to offer.

- Several suggestions are made about how to market this initiative and what images to use. A man in the room suggests that the best way to project the “real” Africa is an image of a woman in traditional dress, with her breasts showing. Another suggests a sexy young modern woman. One of the women in the room suggests an image of a professional woman and a man welcoming visitors to the region.
- The building of several new stadiums around the region. A woman participant proposes that there should be a quota for women-owned enterprises in the tendering process to empower women as part of this process. A male CEO strongly opposes this, saying that this would be unfair.
- Removal of tariff and non tariff barriers on food stuffs. This, however, is strongly resisted by one country, which says that the result of this will be cheap produce flowing in from neighbouring countries and undercutting local farmers, especially those growing fruit and vegetables, the majority of whom are women. Another official says that the solution is to support the women growers so they can be more cost effective producers and be able to export their produce, rather than just producing for the domestic market. A male official proposes a fund to support women entrepreneurs set up food stalls at the stadiums.
- A male CEO proposes setting up a fund that business will contribute to for promoting soccer in local communities through buying balls, building local stadiums and training. He also proposes training of young women cheerleaders for the matches.
- One of the men reports that in his country moves are afloat to legalise sex work for the duration of Soccer 2010. This leads to a heated debate. A woman in the room says this is morally wrong. Another says that if sex work is to be legalised, it should be a matter of human and workers rights, not just for Soccer 2010. A man maintains that an important reason for legalising sex work is to be able to control the spread of HIV. One woman demands to know other ways women are likely to benefit from Soccer 2010, other than the legalisation of sex work. A man says this question is not fair: Soccer 2010 is for all citizens of SADC, women and men. He suggests the establishment of a listed private equity fund to enable SADC citizens to invest in the various ventures linked to Soccer 2010.
- The main host country announces that it will be privatising substantial components of the transport industry to ensure efficient services during soccer 2010.
- One of the women in the group, who comes from an NGO background, says that it is common during world cups for FIFA to take up a social campaign. Noting that at the last World Cup, FIFA took up a campaign against racism. She proposes a campaign this time against gender violence, which she describes as the most wide spread human rights violation in SADC. A male participant argues that xenophobia is a more pressing problem, and that this should be made the focus of the campaign.

At the end of the meeting the group summarises proposals to be put forward to relevant SADC Ministers.

Questions

1. Which of the above proposals would you describe as gender blind and which would you describe as gender aware? Is it important that gender proposals be made gender aware? Why? Please use the framework below to give your answers.

PROPOSAL	GENDER AWARE	GENDER BLIND	SHOULD PROPOSAL BE MADE GENDER AWARE? WHY?

2. Which of the proposals address practical gender needs and which address strategic gender needs? Which of these is likely to be adopted and which is not? Use the framework below to answer your questions. Is there any correlation between the initiative being practical or strategic and the likelihood of it being adopted?

PROPOSAL	PRACTICAL	STRATEGIC	LIKELY TO BE ADOPTED	NOT LIKELY TO BE ADOPTED

3. Assess the power dynamics of the meeting. Are these likely to make a difference with regard to the decisions taken? Why or why not?

4. If gender is not mainstreamed in the recommendations put forward, who would benefit most - women or men? Please explain.

5. From this exercise, what do you understand by gender mainstreaming and why is it important?

6. From this exercise, what are some of the key gender issues in trade, industry, finance and investment?

7. What are some of the challenges confronted when trying to overcome gender imbalances in this sector and how can they be overcome?



Fact sheet 8: Key Gender Issues in the FTA

Negotiations to conclude a SADC Free Trade Agreement (FTA) are currently at an advanced stage. The removal of trade barriers among SADC Member States will impact differentially on men and women. For example:

- Women are dominant in agriculture, clothing, textiles, footwear and the crafts and cultural industries. Hence, particular attention should be paid to these sectors to ensure that any negative consequences (such as job losses) are mitigated and productive activity in these areas are expanded through the provision of capital and training.
- The jewellery industry is one in which women are under-represented and also under-developed within the SADC region. Given the resource endowments of the region and the skills of women in the crafts industry, women should be empowered to develop this industry. Most countries in the SADC region have regulations which restrict this industry.
- Where the dismantling of trade barriers results in an increase in regional exports and hence an expansion of productive capacity in female-dominated industries, women in those industries will benefit from such liberalisation. Such opportunities need to be documented and the information be put into effective use.
- In cases where the removal of trade barriers results in a net loss of employment in female-dominated industries, women will be negatively affected.
- If the consequence of the removal of trade barriers is lower prices for consumers, women as consumers of particular goods will benefit from lower prices. The savings could be qualified as a positive impact.
- The removal of import duties, which are an important source of revenue for many Member States, will serve to diminish government revenues unless replaced by other sources of taxation. The reduction of such revenues may impact negatively on women if it results in the reduction of government expenditure on social services such as health, education and social welfare programmes.
- The single most important non-tariff barrier faced by informal traders in the region (who are predominantly women) is mobility across border posts. If opportunities to enhance the incomes of these women are determined by their ability to cross borders, measures should be taken to remove the obstacles to doing so.
- With regard to sanitary and phytosanitary standards, given that women are dominant in the agricultural sector, it is critical that they receive technical assistance to enable them to meet these standards, as they pose the most important barrier to trade in agricultural goods .
- The SADC Trade Protocol promotes cross border investment. In addition, supply-side measures such as Spatial Development Initiatives are currently being implemented in the region. Women often fail to benefit from such initiatives because they are unable to access capital. In many SADC countries, legislation is such that women have the status of minors and require the permission of their husbands or other male relatives to procure loans and enter into other financial transactions. Moreover, despite overwhelming evidence that women have a lower default rate on the repayment of loans than men, commercial banks refuse to extend loans to them, even when they have a signed contract after winning a government tender. It is



Exercise 20: Finding gender in TIFI plans and programmes

Go through the TIFI project concept notes and business plans in light of the key gender issues identified earlier and answer the questions that follow:

1. Is there any reference to gender anywhere?

2. If yes, where, and is this adequate?

3. Would you describe TIFI plans as gender blind, gender neutral or gender aware?

4. What can be done to make these plans gender aware?



Notes:

A review of TIFI's annual business plan 2007/8 reveals that it is silent on the issues highlighted above. Areas such as removal of tariff and non-tariff barriers on intra regional trade, are key to assessing the potential impact on the participation of women and men in trade opportunities, and determining whether policies recognise the gender dimensions of trade so that women in particular have access whilst simultaneously ensuring that legal frameworks do not limit their ability to do so (e.g. eliminating women's legal minority status, and any legal provisions requiring male sanction to execute).

Gender mainstreaming in TIFI

Clearly there is a need to revisit gender mainstreaming in this important sector. Before identifying how we would do so within each project, we need to establish what the legal and policy instruments that Member States subscribe to oblige us to do.



Exercise 21: Finding TIFI in legal and policy instruments

Go through the legal and policy instruments below. What relevant provisions are there with regard to gender mainstreaming in TIFI?

Instrument	Relevant provisions for gender mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (adopted 2003)	
The SADC Trade Protocol	
SADC Regional Gender Policy SADC Declaration on Gender and Development (1997)	
SADC Protocol on Gender and Development	



Notes

As it is currently formulated, the SADC Trade Protocol makes no specific reference to distinctions between men and women, the power relations, the sexual division of labour in terms of the roles and responsibilities, and most of all practical and strategic needs of both men and women involved in development as a whole. But the SADC Treaty, which encapsulates the overarching objectives of the Community and hence underpins the Trade Protocol calls for “mutually beneficial, balanced and equitable” economic development of the SADC region.

The SADC Gender Policy has highlighted 19 areas of intervention in order to achieve gender equality and women’s empowerment in trade and the economy, including a review of policies, laws and regulations and rules relating to customs, immigration, credit and financing, amongst others to ensure they are gender sensitive.

Other interventions are the enhancement and promotion of participation of women in small, medium and large enterprise development and cross border trade, which becomes significantly important with the increased free movement of persons and anticipated increased cross border trade resulting from the FTA.

Article 17 of the Protocol on Gender and Development provides that:

- State Parties shall, by 2015, adopt policies and enact laws which ensure equal access, benefit and opportunities for women and men in trade and entrepreneurship, taking into account the contribution of women in the formal and informal sectors.
- State Parties shall, by 2015, review their national trade and entrepreneurship policies to make them gender responsive.
- State Parties shall, by 2015, and with regard to the affirmative action provisions in Article 5, introduce measures to ensure that women benefit equally from economic opportunities, including those created through public procurement processes.

Action planning



Exercise 22: Think through the work of TIFI. Identify key gender issues and at least one action in each case that could be taken to promote gender equality through the work of TIFI.

AREA OF WORK	GENDER ISSUE	ACTION
Goods and services market integration.		
Financial and capital market development.		
Attainment of monetary co-operation.		
Attainment of macro economic convergence.		
Increasing levels of intra SADC Investment and FDI.		
Enhancing productive competitiveness.		
Participation and compliance in international agreements.		



Checklist

Economic decision-making

- ✓ Have gender analysis, gender mainstreaming and the equal participation of women and men in national economic processes, economic policy formulation and gender budgeting initiatives been taken into account?

Time use studies

- ✓ Has SADC developed a regional strategy for conducting time use studies and develop indicators to account for the work performed by women as unpaid work in national accounts?

Employment

- ✓ What is the balance of male and female employment in sectors which provide a high proportion of exports and/or are likely to expand under trade liberalisation?
- ✓ What is the balance of male and female employment in sectors that are likely to suffer most from import competition (e.g. food production, clothing)?

Trade liberalisation

- ✓ How is trade liberalisation affecting the gender division of labour between and within sectors?
- ✓ How will trade liberalisation affect relative conditions as between tradables and other sectors? Are there specific labour or social rights of women that are vulnerable?
- ✓ What is happening to women's involvement in trading at local, regional and national levels? Do women and men have equal access to marketing facilities and networks?
- ✓ What are the likely impacts of trade-induced price changes (especially in agricultural products) on household expenditures, consumption and poverty levels?
- ✓ What are the implications of trade liberalisation for government tariff revenues and spending priorities?
- ✓ How do trade rules affect the scope for government or the private sector to take positive measures against gender discrimination?

Informal sector

- ✓ What measures have been taken to promote opportunities, rights protection and the voice of women in the informal economy by facilitating the establishment of informal women workers organisations and ensure representation in policy making, collective bargaining negotiations and trade policy negotiation teams?

Data

- ✓ What measures have been taken to promote the collection and utilisation of gender disaggregated data at all levels of the national economies?

Empowerment

What measures have been taken to:

- ✓ Promote the establishment of women's programmes that promote economic literacy and entrepreneurial skills in order to increase understanding and critical thinking about business, trade and economic policies;
- ✓ Enhance collaboration with and strengthen the gender capacities of financial institutions to progressively remove barriers that limit women's access to credit and identify appropriate mechanisms for enabling women entrepreneurs, including the identification of innovative collateral systems, customer education programmes, creating linkages between credit provision and savings schemes, and marketing and storage programmes;

- ✓ Enhance and promote participation of women in small, medium and large enterprise development and cross border trade;
- ✓ Increase women's access to markets, including international trade fairs and specific women's trade fairs;
- ✓ Facilitate women's bargaining power to collectively engage in innovative entrepreneurial programmes, especially in industry, manufacturing, agriculture, horticulture and trade both at national and regional levels to enhance equitable participation and benefits from trade;
- ✓ Eliminate discriminatory practices towards female workers in formal and informal employment in relation to international and national labour markets and ensure equitable application of health and safety codes and regulations, rights and sexual harassment codes?

Capacity building

What measures have been taken to:

- ✓ Develop gender capacity skills of statistical, economic planning, budgeting institutions and all sectors responsible for economic development;
- ✓ Establish a regional database for gender macroeconomists who will in turn advance effective gender economic planning and budgets in the region;
- ✓ Facilitate information exchange among women in financing, technological and skills development in entrepreneurship and other business development services including workforce development and customs and immigration rules and regulations;
- ✓ Document and publish best practices of female entrepreneurs at all levels in the SADC region in order to facilitate exchange of experiences and best practices;
- ✓ Develop capacity building programmes for NGM in trade related policies?



Additional Resources

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CHAPTER EIGHT

INFRASTRUCTURE AND SERVICES (I&S)



The I&S Directorate's mandate is to facilitate and coordinate the promotion and provision of adequate, interconnected and efficient regional infrastructure. The programme focuses on transport, communications and meteorology, energy, tourism and water. Currently there are 13 projects underway in the Directorate. For example, under the water sector there is a SADC Water Programme- Regional Strategic Action Plan being implemented. This focuses on capacity building, water governance, strategic water resources management and infrastructure support.

The Directorate undertakes intensive consultations with multi sectoral stakeholders during the inception of most projects, and takes cognisance of all cross cutting issues, including gender. The impact of Directorate projects in rural communities are considered, including the implication for women having access to and participating in these projects. Specific examples of gender mainstreaming include guidelines on gender equality and empowerment of disadvantaged people in the Information and Communications Sector, and a project that seeks to ensure broader stakeholder participation in the Water Governance Cluster, more specifically women and youth so that they fully participate in water resources management and development.

In the 2004 training of I&S staff, guidelines for mainstreaming gender in the Directorate were developed, which included policy and legal frameworks, institutional structures and mechanisms, training and capacity building and programme interventions, and these can also directly influence the work of the Directorate. There is therefore no shortage of 'road signs' for gender mainstreaming in the Directorate, which can be translated into a coherent planning, programming and implementation framework.



Case Study: Who Benefits from SDI's?

Three SADC countries are co-operating in a Spatial Development Initiative (SDI) that will provide a major road transport corridor between the countries, as well as open up a game reserve that is shared by the three countries. It is hoped that the initiative will have major spin offs for communities in rural areas. Due to migrant labour, the majority of the inhabitants in these areas are women.

A tender is put out for the road and is won by a large multinational company. Ninety percent of the employees are men. A women's empowerment group tenders of the provision of steel road railings, but is unable to compete on price. In the end the multinational company wins this tender as well. The road built is a toll road. While this has major advantages for big business, most of those in the informal sector cannot afford to use the toll road.

The toll road opens up the possibility of fruit and craft markets along the way. Many women set up make shift stalls. However, these are found to be in violation of municipal by-laws and are demolished. Sex work becomes a thriving industry as male truck drivers who ply the route pull up to small villages and spend the night there, seeking out the services of women and especially younger girls. This leads to an increase in teenage pregnancies and school drop outs, as well as HIV and AIDS, especially among young women.

Part of the spatial development initiative includes the building of a dam to provide water for the construction. A meeting is held in the immediate vicinity to discuss how the dam can benefit the community. The male local councillor and a group of men farmers argue for the establishment of an irrigation scheme. Women, on the other hand, want water to be piped to the nearby village where there is no running water. Although over half of the participants in the meeting are women, the irrigation proposal wins the day.

Further down the transport corridor, a meeting is held by tourism officials from the three countries with local communities living next door to the game park concerning the possibility of them participating in a major project to encourage increased tourism to the game park. The majority of participants are men, and local chiefs lead the delegations to the meeting. The meeting agrees on a fee to be paid to the small scale farmers for the game park to spill over into their lands to increase the size of the area that can be visited. All the title deeds of adjoining lands are held by men. The participants are advised that there will be several job opportunities for hunters, trackers and walking tour guides. All those who sign up for these jobs are men.

One woman in the community who has travelled to East Africa as part of a regional tourism study visit is keen to start up an ethno tourism project that would involve a bed and breakfast facility in a traditional village setting with dancing, traditional food and beer. With Soccer 2010 coming up, and the road forming a major highway between the three countries, she can foresee major business opportunities.

She goes to a local bank to try and get credit, but the bank turns down her loan application as she lacks collateral, and does not have a husband to sign the application form. However, she hears of an NGO that offers internet training to women, and manages to set up her own website where she advertises her bed and breakfast. This starts to bring a reasonable flow of curious tourists, but she is constrained in expanding the business due to lack of capital.

Questions

1. Looking at the initiatives surrounding this spatial development initiative, whom would you say stands to benefit most, women or men? Please use the framework below to organise your answers:

INITIATIVES	WHO BENEFITS	
	Women	Men

2. What are some of the gender dynamics in the decision-making processes? What is the effect of these?

3. If you were to redesign this programme in such a way that women and men benefit more equally what are some of the measures you would take? Which of these would you describe as practical and which as strategic? Use the framework below to record your answer and tick in the appropriate space whether you consider the measure practical or strategic.

MEASURES TO BE TAKEN	PRACTICAL	STRATEGIC

4. From this exercise what do you understand by the term gender mainstreaming? Why is it important?

5. From this exercise, please list some key gender issues for your sector.



Exercise 23: Finding Gender in I&S plans and programmes

Go through the I&S business plan in relation to the key gender issues of tourism, infrastructure, water, sanitation and energy identified then answer the following questions

1. Is there explicit reference to the key gender equality issues outlined in the key sectors?

2. If yes, where, is this adequately in line with requirements for gender mainstreaming?

3. Would you describe I&S plans as gender blind, gender neutral or gender aware?

4. What steps can be taken to ensure that the business plan is gender aware?



Notes:

A review of the I&S 5 year and 1 year implementation plans (February 2008) also shows that in the tourism sector there is a component that aims to promote the increased participation of SMEs and disadvantaged groups in the tourism sector, and this includes developing a programme on gender mainstreaming in the SADC Tourism sector. However, on the whole there is need for a systematic approach to mainstreaming gender in all areas of work.



Exercise 24: Finding gender in I and S legal and policy instruments

Now go through relevant legal and policy instruments and pick out ways in which they impact on your sector with regard to gender mainstreaming.

Instrument	Relevant provisions for gender mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (adopted 2003)	
SADC Trade Protocol	
SADC Gender Policy SADC Declaration on Gender and Development (1997)	
SADC Protocol on Gender and Development (2008)	
SADC Regional Water Strategy (2007)	
Other legal or policy instruments relevant to the sector	



Notes

The SADC Gender Policy envisages a policy and regulatory framework that is sensitive to key challenges to gender equality, including research and fostering appropriate, affordable and beneficial technologies in the areas of storage water collection and fuel production. The Strategic Implementation Framework on Gender and Development (2006-2010) (SIF) on the other hand has a specific action area of achieving women’s equal participation in and benefit from water and sanitation projects by 2010. These are some key issues that should influence programming in I&S.

Action planning



Exercise 25: Think through all the different programme areas of I & S and identify key gender issues, as well as at least one key action that can be taken in each case.

AREA OF WORK	GENDER ISSUE	ACTION
ENERGY		
REPN		
ProBec		
REPM		
SAPP		
WESTCOR		
SADC Power Surplus Capacity		
REPGA		
TRANSPORT		

AREA OF WORK	GENDER ISSUE	ACTION
Improved Port Security		
Model Agr Shared Inland Waterways		
Road User Charges		
Insurance (3d Party/Motor Vehicle)		
Market Liberalisation Plan		
Kazungula Bridge		
Transport/Trade Facilitation		
Air Transport Market		
TOURISM		
Marketing and Promotion of SADC		
2010 FIFA World Cup		
TFCAs		
UNIVISA System		

AREA OF WORK	GENDER ISSUE	ACTION
Protocol Tourism Development		
Model Tourism Legislation		
Tourism Capacity Enhancement		
Research and Statistics		
WATER		
Dam Safety and Operation		
World Commission on Dams		
SADC Protocol on Shared Water Courses		
River Basin Management		
SADC HYCOS		

Sub-sector resources

The following fact sheets, checklists and additional resources, arranged by sub-sector, will assist in developing your gender action plan.

Energy


Fact Sheet 9: Key Gender Issues in Energy for Sustainable Development³⁴

There is now international consensus on the need to achieve sustainable development, which seeks to balance economic growth with concerns for social equity, and environmental protection. This implies also the extension of the benefits of development to all men and women, particularly to address the social equity dimension of development, including poverty eradication. According to the RISDP, the overall goal of the energy sector in SADC is to ensure the availability of sufficient, reliable, least-cost energy services that will assist in the attainment of economic efficiency and the eradication of poverty whilst ensuring the environmentally sustainable use of energy resources. The sub-sectors for cooperation include wood fuel, petroleum and natural gas, electricity, coal, new and renewable sources, and energy efficiency and conservation.

The SADC Protocol on Energy was signed in August 1996 and came into force in April 1997. It aims at the harmonisation of regional and national energy policies; cooperation in the development of energy and energy pooling; ensuring the provision of reliable, continued and sustainable energy services in the most efficient and cost-effective manner; promoting joint development of human resources and organisational capacity building; and cooperation in research, development, adaptation, dissemination and transfer of low-cost energy technologies. Linked to global development and human rights frameworks in regard to equality of access to energy resources by women and men, there is an acknowledgment in the RISDP, that one of the challenges "includes the need to develop programmes that will address gender issues".

Clearly, "access to affordable energy services is an essential prerequisite to achieving economic growth and poverty reduction. In order to achieve the global (MDGs) poverty target, the distinct energy concerns of women need to be addressed through gender sensitive policies and programmes"³⁵. Approximately 2 billion people globally do not have electricity and a similar number rely on traditional fuels, such as wood, charcoal, dung and agricultural residues for cooking and heating. Grid based electricity still does not reach many in the rural areas in spite of the rolling out of rural electrification programmes. The urban poor in many countries do not have access to electricity. With the SADC region experiencing diminished capacity to supply electricity, the problem will become more acute. There is no adequate distribution of gas and other cooking and heating fuels.

Increased access to electricity is required through extension of power grids, as well as installation of decentralised small scale energy systems powered by diesel fuel or by renewable technologies using solar, micro-hydro, wind, or biomass resources. Raising awareness and marketing energy efficient end use technologies is necessary for reducing overall fuel and electricity demands. Linked to poverty eradication and human development, this strategy must be policy based and pro poor, targeting those in most need. The feminisation of poverty, by extension, demands that energy policies and projects target women's empowerment. Given the sexual division of labour and that women traditionally bear the responsibility for collecting water and fuel, they stand to gain the most from increased access to improved energy services.

³⁴ All information from UNDP (2004) Gender and Energy for Sustainable Development: A Toolkit and Resource Guide, unless otherwise stated
³⁵ Ibid (2004:8)

Women and girls spend a lot of time and physical effort gathering fuel and carrying water, which, with multiple other roles, limits their ability to engage in education/literacy and income generating activities. As pointed out earlier in this Resource Kit, women's literacy levels in SADC are lower relative to men's (save for Lesotho and Botswana). Much of women's time is taken up with difficult and time consuming chores related to food processing, usually without mechanical or electrical equipment, and to cooking without clean burning fuels and energy efficient appliances.

Due to challenges resulting from the women's experiences in the energy sector, many women and girls suffer from health problems linked to gathering and using traditional fuels. This includes serious long term physical damage from strenuous work without sufficient time to recuperate, aside from the time and physical burden of gathering fuel. Gathering fuel has its own hazards including falls, threats of assault and environmental impacts such as inclement weather. Other health hazards arise from cooking over poorly ventilated indoor fires, including respiratory infections, cancers and eye disease. It's been observed that "smoke from poorly ventilated indoor fires accounts for close to 2 million premature deaths per year"³⁶.

Increased access to non-polluting power for lighting, cooking, and other household and productive purposes, and reducing the drudgery associated with compromised access to energy has dramatic positive effects and can contribute significantly to women's empowerment. This includes increased participation in community activities, better access to education and literacy courses, better health and nutrition, and economic opportunities. This will in turn have a positive impact on their families, communities and the broader society, and contribute to the overall poverty reduction and environmental protection.

From a policy perspective, attention to differing needs and interests of women and men in relation to fuel choices, electricity generating capacity, and energy delivery systems is key to the success of policy interventions. Thus, energy delivery services have to meet women's practical needs (pumping water supplies reducing the need to haul and carry, lighting improves working conditions at home), strategic needs (making streets safer and electronic communications), productive needs (power for specialised activities e.g hairdressing and refrigeration of food). Energy planning must focus on energy demands characteristic of women, particularly those in rural areas. There is need to prioritise rural energy needs for domestic, agricultural, and small scale informal production activities where women predominate, which is currently lacking.

Some of the areas for policy response and implementation include fuel for household use in traditional activities, mechanised equipment, lighting, water pumping, transportation, information and communications. At project level, there is need to empower women by involving them in project design and implementation activities, supported by gender sensitive needs assessment, participatory processes and income generation, including providing market access, finance and credit. This should be reinforced by capacity building and training, and ensuring that all projects contribute to environmental sustainability.

³⁶ Ibid (2004:9)



Checklist

Conceptualisation

- ✓ Has all information been disaggregated by sex, age, ethnic origin?
- ✓ Have those involved with the problem identification been briefed on gender and energy issues?
- ✓ Is there a gender dimension to the issue being addressed by the project?
- ✓ What are the differences in energy requirements of any new activities that are planned/desired for women and men? Has consideration been given to doing a gender sensitive energy needs assessment? What are the energy technology options?
- ✓ Have individuals and women's NGOs with knowledge and experience of gender mainstreaming participated in strategy development and agenda setting?

Problem identification

- ✓ Is the stakeholder analysis based only on expert information or does it take into account inputs from end users, including women in the community? What are the energy requirements of any new activities that are planned/desired by men and women?
- ✓ What are the opportunities/constraints posed by local cultural practices to the project and project planning?
- ✓ Should women and men be consulted separately?
- ✓ What is the difference between women's and men's ability (including resources) to participate during the problem identification stage as well as in the other stages of the project cycle?
- ✓ What are the priorities of women and men to improve their livelihood outcomes? How do women and men prioritise possible livelihood strategies to accomplish this?
- ✓ Can energy technologies play a part in achieving these livelihood outcomes?
- ✓ What current livelihood strategies do women and men use to survive (related to their priorities) and what is the role of energy in these?
- ✓ What are limiting factors that make women and men use these livelihood strategies?
- ✓ What energy interventions will improve the livelihood strategies of women and men? Will women or men be responsible for the activities related to new interventions?

Project formulation

- ✓ Are the different roles and responsibilities of women and men well documented and understood?
- ✓ What are the differences of access to and control over resources related to energy and energy services between women and men?
- ✓ Does the project formulation process take into account women's knowledge, especially on ecosystems and biodiversity, as well as biomass for fuel?
- ✓ Has all background information been disaggregated by sex, age and ethnic origin?
- ✓ What are the expected positive and negative impacts on women and men as a result of the project? How can the impacts be increased or reduced respectively?
- ✓ What are the factors (discriminatory attitudes, lack of time) that may influence women's ability to participate and benefit from the initiative? Has the project consciously and effectively created space and opportunity for women community members to participate in the project formulation?
- ✓ Have both women and men's views about the proposed technology options and design features been sought? What are the benefits of the intervention as perceived by women and men?
- ✓ Will women and men benefit or be disadvantaged in the same way by the adoption of the proposed interventions and means of implementation?

Participation of women and men in implementation and constraints

- ✓ What relevant resources related to the intervention do women and men have access to and control over?
- ✓ Are women and men likely to make decisions regarding the adoption of the proposed intervention and participation in implementation?
- ✓ How can the intervention ensure access to assets and power to make decisions by both women and men?
- ✓ How can women and men use/benefit from the intervention?
- ✓ Will women and men be involved in maintenance and repair?
- ✓ Is training necessary? If so, what for and for whom?
- ✓ Have the differences between women and men's willingness and ability to contribute labour, materials and money for project activities been determined?
- ✓ Will the initiative increase women's, men's, boys' or girls' workload during or after the initiative? Are there conflicting demands?
- ✓ Are women or men, or both going to be involved in the management of the project, and under what arrangements?
- ✓ Will women or men be involved in maintenance and repair and under what arrangements?
- ✓ Do women or men need training in either of these two areas?

Policy institutional process related constraints/needs

- ✓ Do the implementing organisations have the capacity to work using a gender perspective? Is the personnel gender sensitive?
- ✓ Do existing policies take into account gender equality?
- ✓ Do existing institutions have a framework for gender sensitive stakeholder consultations?
- ✓ Has consideration been given to how the project design will address constraints in policies, institutions or processes?
- ✓ Has consideration been given to policy, institutional and process related reforms to address gender issues related to access to energy services?
- ✓ Is there a need for capacity building in these areas?
- ✓ In looking at alternative strategies, has there been consideration of the possible benefits of the strategies that both promote women's participation and empowerment, whilst contributing to sustainable energy use?

Objectives/outcomes/management arrangements

- ✓ Is it appropriate to have specific objectives related to gender equality?
- ✓ Given the proposed intervention, will the livelihood outcomes for women and men change?
- ✓ Are gender issues clearly set out in the logical framework?
- ✓ What activities are required to ensure attention to gender issues?
- ✓ Is there a budget for gender related analysis and activities?
- ✓ What type of expertise is required to ensure attention to gender issues?
- ✓ Do partner or implementing organisations have a commitment to gender equality?
- ✓ Are the responsibilities and expectations concerning gender aspects clearly indicated in project documents, agreements and contracts?

Indicators

- ✓ Are the project indicators gender sensitive?
- ✓ Will indicators be disaggregated on the basis of sex?
- ✓ Have both women and men participated in the development of indicators?
- ✓ Are there indicators to track progress toward meeting specific objectives relating to women's participation, the capacity of organisations to work with a gender perspective etc.?

Project appraisal

- ✓ What are the views of women and men on the value of proposed interventions and what are their priorities?
- ✓ Have relevant gender issues been raised at project appraisal meetings, ensuring discussion on the impact of the project on gender equality in the community/country?
- ✓ To what extent have all stakeholders, in particular NGOs and individuals with knowledge and expertise in mainstreaming gender and energy participated in project appraisal?

Project implementation

- ✓ Have all possible steps been taken to ensure gender balance in project staff?
- ✓ Has gender balance in project training been ensured?
- ✓ How far has gender balance in project meetings/initiatives been achieved?
- ✓ Do project staff include gender knowledge and experiences in the terms of reference?
- ✓ Do programme staff monitor disbursements to ensure that inputs are used in ways that will ensure equality of outcomes for both women and men project/programme beneficiaries?
- ✓ Have women's groups and NGOs been involved in the collection and interpretation of data?

Monitoring and evaluation

- ✓ Is/has the gender equality objective(s) being/been met?
- ✓ Do programme and project evaluation reports reflect gender issues and is information disaggregated by sex?
- ✓ Do final reports systematically identify gender gaps and gender related project successes?
- ✓ Do the terms of reference of evaluators require gender experience and expertise?
- ✓ Are evaluators briefed on relevant gender issues and provided with documentation?
- ✓ Will the evaluation consider project outcomes/results with respect to differences in needs and priorities for women and men?
- ✓ Does the assessment incorporate the views of end users, both women and men? Who decides whether the project is successful or not? What are the parameters for success? Do the monitoring reports capture information on gender related changes, including impact of the intervention on women's workload and time use, access to and control of income and resources, decision making, reproductive roles, and expressed aspirations of women and men?
- ✓ Will the evaluators seek the input of both women and men and analyse differences and similarities? Is there a feedback mechanisms within the project that allows implementers to take corrective action where necessary? Are women able to influence corrective action in the same way as men?

Impact assessment and lessons learned

- ✓ What were the impacts of the project on women and men?
- ✓ Will the post evaluation identify lessons learned relating to working with a gender perspective in energy?
- ✓ How will this feed into the next project cycle?

Water supply and sanitation

Fact sheet 10³⁷ : Gender in Water Supply and Sanitation

The centrality of water as a key resource supporting sustainable development in the region is captured in the Southern African Vision for Water life and the Environment in the 21st Century. The vision centers on "equitable and sustainable utilisation of water for social, environmental justice, and economic benefits for present and future generations", which is the global vision. This is underpinned by a focus on social and economic development; equitable access to water of an acceptable quantity and quality; proper sanitation for all and safe waste management; food security for all; energy security; sustainable environment; security from disasters; and integrated water resources development and management.

This broad vision raises water to a priority intervention area, particularly as Goal 7 target 10 of the MDGs. It has set a benchmark and target of halving the proportion of people without sustainable access to safe drinking water by 2015. Women remain the primary collectors, transporters, users, and managers of domestic water and promoters of home and community-based sanitation activities. Yet women's views are not systematically represented in decision-making bodies, policy making structures and processes. A focus on gender equality and women's empowerment in water supply and sanitation leads to, amongst others:

- *Economic benefit:* Better access to water gives women more time for income-generating activities, the needs of family members, or their own welfare and leisure. The economy, as a whole, therefore also benefits.
- *Benefit to children:* Freed from the drudgery of water collection and management, children, especially girls, can go to school. Hence, the impact can be expected to be intergenerational.
- *Empowerment of women:* when project activities are linked to income-generating activities and productive resources such as credit, it also meets the strategic needs of women, thereby contributing to their empowerment.

These issues should be central in implementing the regional water policy and strategy in the SADC region, mindful of the intersection of water with other critical gender issues, including women in decision making, HIV and AIDS, and poverty eradication. Equitable access to water supply, land rights and water for productive use, access to sanitation, capacity building and protection of resources based on indigenous knowledge systems remain critical strategic areas of concern³⁸. Governments also need to address water conflicts, hazards and emergencies, as well as the impact of user fees on water. Access to water is a fundamental human rights, and the introduction of user fees by some SADC countries has serious implications for the poor, in particular women's access to water. Likewise a comprehensive legislative and policy environment that addresses complex water rights issues with a gender perspective in the region remains a gap.

³⁷ This section draws heavily from ADB (undated) Gender Checklist: Water Supply and Sanitation, unless otherwise stated

³⁸ UN Water - Gender, Water and Sanitation: A Policy Brief www.unwater.org/downloads/unwpolbrief230606.pdf



Checklist

The following checklist is constructed from the UNDP-World Bank “Gender Issues Sourcebook for Water and Sanitation Projects”; the UNDP’s “Involving Women in Sanitation Projects”; Women’s recommendations to the Second Ministerial Conference on Water; and the World Bank Tool Kit for Mainstreaming Gender in Water and Sanitation Projects.

Rights

- ✓ Is water access restricted to those with land rights?
- ✓ Are these predominantly men?
- ✓ What creative mechanisms have been devised to ensure that women have direct access to water?

Overall management and participation

- ✓ What percentage of women is there on these committees and what role do they play?
- ✓ Can women participate in line with their own potential, without harm, and present new tasks and opportunities?
- ✓ Do women and men have individual or organized influence on the operations, maintenance and management of water and sanitation services? What roles do women and men play in these areas?
- ✓ Are women’s capacities to engage in public consultation processes enhanced so that they can contribute meaningfully?
- ✓ Are women’s knowledge and experience effectively harnessed and employed?
- ✓ Are participatory techniques employed to ensure the above?

The UNDP has constructed the following tool for measuring the level of women’s influence in decision-making:

BAROMETER FOR LEVEL OF INFLUENCE BY WOMEN IN WATER AND SANITATION

NO RIGHT TO HAVE A SAY	RIGHT TO EXPRESS AN OPINION	RIGHT TO PARTICIPATE In A GROUP DISCUSSION	RIGHT TO MAKE A DECISION, SUBJECT TO REVIEW	RIGHT TO VETO A DECISION MADE BY OTHERS	FINAL UNQUESTIONED AUTHORITY OVER DECISIONS
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Source: Involving Women in Sanitation Projects, UNDP 1990

Planning and Preparation Phase

Policy and attitudes

- ✓ What is the attitude of government, local leaders and project management towards gender sensitive programming?
- ✓ Do these parties explicitly view women’s involvement both as a condition of for the success of project improvements and as a pre-requisite of genuine advancement of women’s interests?
- ✓ Will this be reflected in plans for training staff and staff composition?

Research

- ✓ Is gender analysis integrated into water research, problem diagnosis and formulation of solutions and actions?
- ✓ Does research focus on low cost, innovative, conservation and delivery systems?

Baseline

- ✓ Have existing water supply and sanitation practices been thoroughly investigated, including which types of technology and what water sources are used by who, when?
- ✓ Have findings been distinguished for different user categories: men, women, and occupational income groups?
- ✓ Have women and men been asked what they like about their current water and sanitation facilities and what they do not like?
- ✓ Have poor women been directly approached as informants on their own particular roles, needs, problems and possibilities?
- ✓ Has this been done appropriately- eg female interviewees in an informal setting, asking how things are actually done rather than who is officially in charge?
- ✓ What is women's role in the provision of family health?
- ✓ What is women's role in the provision of family hygiene?
- ✓ Who collects, stores and uses water?
- ✓ Who is responsible for sanitary arrangements?
- ✓ Do women encounter any difficulties in ensuring their own sanitary privacy?
- ✓ What are the competitive demands on women's time and energy in general?
- ✓ How do water and sanitation impact on these competitive demands?
- ✓ How do they impact on women's opportunities to engage in new activities, such as income generation; community work and self- development?
- ✓ Do men play any of the roles above? If so, give a similarly detailed picture.

Planning

- ✓ Are there formal or informal barriers to women's participation in planning? If so, what plans have been made to limit these barriers?
- ✓ Do men and women feel a need for the project? If so, what are their respective priorities?
- ✓ Are men and women, including female heads of household, equally free to participate in the planning?
- ✓ Is the design acceptable to women in terms of: quality, design; adequate access; appropriate technology and access; cultural acceptability?

Design

- ✓ Have women been consulted/ had a hand in the detailed design: for example in the case of latrines, the type of enclosure, building materials, doors, locks, size or type of super structure, lighting, siting, orientation?

Implementation

Personnel

- ✓ Are women and men equally involved in all stages and at all levels of the operation?

Construction

- ✓ Have women and men been consulted about the techniques to be employed, for example, whether to use small contractors or self employed labour for production of materials such as bricks, thatch, etc?
- ✓ Can women assist in the construction without being disproportionately burdened?
- ✓ Are women equally free to participate in all aspects of construction: for example in the case of latrines, digging, erecting walls; manufacture of materials to be used in construction; as well as housing/feeding labourers from outside the area?
- ✓ Are women and men equally remunerated?

Training

- ✓ Is training for both men and women adequate?

- ✓ Are women trained in the actual construction, operation and long-term maintenance of the system?
- ✓ Has all project personnel staff received gender sensitivity training?

Location

- ✓ Are the facilities conveniently located for men and women?

Finances

- ✓ Do funding mechanisms exist to ensure programme continuity?
- ✓ Are women and men equally involved in making decisions on how these resources are spent?
- ✓ Is the preferential access of men to resources avoided?
- ✓ Is it possible to trace funds for women from allocation to delivery with a fair degree of accuracy?

Information networks

- ✓ Have women's groups been approached to assist with information; motivation; reinforcement and/or maintenance activities?
- ✓ Is women and men's access to project information sufficient? Does the choice of channels through which information is disseminated inadvertently exclude or by pass women?

Maintenance

- ✓ Is the polluter pays principle enforced?
- ✓ Do men and women participate equally in maintenance of both water and sanitation facilities? In particular, are men encouraged to assist in maintaining sanitation facilities? Do both men and women carry water for pour flush facilities and for general latrine cleaning?
- ✓ Do men and women participate in decisions for upgrading and improvements?

Monitoring and Evaluation

Data

- ✓ Does the project's monitoring and evaluation system explicitly measure the project's separate effects on women and men?
- ✓ Is data collected to assess changes in women and men's involvement in the project and their access and control over management and resources?
- ✓ Are women and men involved in designing the data requirements?
- ✓ Are the data collected with sufficient frequency so that necessary adjustments can be made during the project?
- ✓ Is the data feedback to the community? How? With what effect?
- ✓ Are data analysed to provide guidance on the design of other projects?
- ✓ Are key areas for gender research identified?

Impact

- ✓ In what way does the project increase women's productivity and or production?
- ✓ Do women derive economic benefits from saved time?
- ✓ Do they use saved time for other activities? If so, what activities and why?
- ✓ In what way does the project increase women's access to and control of resources? Have women been consulted in identifying these?
- ✓ Does the project increase or reduce women's access to or control of resources and benefits?
- ✓ Might it adversely affect women's situation in some other way?
- ✓ What are the effects on women and men in the short and long term?

(SOURCE: *Mainstreaming Gender in Water and Sanitation: Literature Review. For the Department of Water and Forestry. By Colleen Lowe Morna, Gender Links. February 2001*)

Tourism



Fact Sheet 11: Gender and tourism

According to the global knowledge e-network³⁹ "tourism is one of the world's largest employment and export sectors accounting for approx 5% of global GDP. It is the only service sector with a positive balance of trade towards the developing world. It offers special opportunities in regional, rural & remote areas in all parts of the globe – whether developing or developed". The tourism sector globally and in SADC thus holds potential to contribute significantly towards gender equality, in particular women's empowerment.

In SADC the goal of the sector is to develop, promote and market the region as a single, but multifaceted tourism destination; and to improve the quality, competitiveness and standards of service of the tourism industry in the region. The Protocol on Development of Tourism was developed and signed by Member States in 1998, and came into force in 2002. The objectives of the Protocol are to ensure equitable, balanced and complementary development of the tourism industry in the region; to optimise resource usage; involve small and micro-enterprises, local communities and women and youth; and to facilitate intra-regional travel through easing visa-restrictions.

According to Hemmati (1999)⁴⁰ tourism has demonstrated its potential for creating jobs and encouraging income generating activities to benefit local communities in destination areas. The tourism sector provides various entry points for women's employment and opportunities for creating self-employment in small and medium sized income generating activities, thus creating paths towards the elimination of poverty of women and local communities in developing countries.

The tourism industry continues to undergo significant growth, and since it is a labour intensive industry, there has consequently also been a rapid rate of job creation and development. Whilst SADC figures may not be readily available, globally the tourism industry is a particularly important sector for women (46 % of the workforce are women) as their percentages of employment in most countries are higher than in the workforce in general (34 - 40 % are women). The numbers of women and their percentage of the workforce in tourism vary greatly between countries - from 2% up to over 80%⁴¹.

Hemmati (1999) observes that the situation in the tourism industry resembles the one in the labour markets in general. Her analysis is that there is significant horizontal and vertical gender segregation, perpetuated by gender stereotyping and gender roles. Horizontally, women and men are placed in different occupations - women are being employed as waitresses, chambermaids, cleaners, travel agencies sales persons, flight attendants, etc., whereas men are being employed as barmen, gardeners, construction workers, drivers, pilots, etc. Vertically, the typical "gender pyramid" is prevalent in the tourism sector - lower levels and occupations with few career development opportunities being dominated by women and key managerial positions being dominated by men.

Community based tourism initiatives, particular of local women's groups and co-operatives, can be an accessible and suitable entry point for women into the paid workforce. However, marketing appears to be a key constraint for the expansion of community based tourism. Creating opportunities for income generating

³⁹ www.tourism.gender supported by Sustainable Tourism and the World Tourism Organisation.

⁴⁰ The discussion in the rest of this section is drawn from Hemmati, M (ed.) 1999: *Gender & Tourism. Women's Employment and Participation*. London: UNED-UK.

⁴¹ Ibid.

activities as well as effective marketing depend upon access to information about tourism related planning and decision-making in a community area. Access to information is provided at best by involving all stakeholders in planning and decision-making. In many new destinations in developing countries, the local population faces disadvantages for gaining entry into the formal sector because of low levels of education. There is a significant demand for education and training in the communities in and around popular destinations. Training, especially training for self-employment, has been an important element for success. Other key constraints are financial management, illiteracy and foreign languages.

Tourism, especially international tourism that involves high capital investments, has tended to be controlled by powerful vested interests and has been characterised by a lack of concern for the local communities residing in the destination areas. In many areas the local communities or sections of local communities have taken the initiative to maximise gains for themselves. In most cases this has been a spontaneous development. However, there have been attempts to introduce systematic processes or strategies to enhance participation by all sections of the host communities, with several of these having a gender focus. There have also been attempts to build up partnerships, partnerships between the formal tourist industry and local communities and partnerships between concerned government departments, NGOs and local communities.

Income generation is the important motive for participation by women in the tourism industry. In most destination areas in the South, the gains for the local community seem to come from the informal sector or the formal sector owned or organised by the communities (women's co-operatives etc.). The community must be involved in all stages of tourism development - be it the engagement of tourism industry coming in from outside, community based tourism initiatives, or a combination of those.

Tourism boards and government departments dealing with tourism do not seem to be playing a very active role in promoting the participation of local communities as stakeholders or in facilitating partnerships between the local communities and the tourist industry, particularly from a gender perspective. In most cases, there is a lack of an appropriate participatory mechanism for community participation is pointed out.

Women can suffer specific discrimination within the tourism sector. They are consistently denied positions of leadership and responsibility within the industry, are concentrated in low skilled and low paid occupations, are being objectified as part of the tourism "package", and they can have their traditional roles perpetuated within an industry that feeds on uncomplicated images. Women will also be among those most adversely affected by negative environmental impacts tourism development - e.g. scarcity of freshwater. Tourism can violate women's rights, but it can also be used to challenge traditional roles and to empower women, in economic, social, cultural and political terms. Women can find a voice and independence through getting involved in tourism activities - by becoming part of decision-making processes and carving out new roles in their families, homes and within local power structures.

There is the reality of sex tourism and trafficking of women and fighting sex tourism and trafficking needs to be a priority on the agenda of the tourism sector. Raising consumer awareness and introducing effective legal measures, including in the country of tourist origin, are among the crucial strategies. However, there is also a strong case for eliminating less obvious variations of sexual objectification of women working in the tourism industry. Studies have shown that women are expected to dress in an "attractive" manner, to look beautiful (i.e. slim, young, pretty) and to "play along" with sexual harassment by customers. Stereotypical images of women are in many cases part of the tourism product. Friendly smiling women, fitting certain standards of attractiveness, who seem to be waiting to submissively serve the customer's every wish are being portrayed. Women working at destinations as well as indigenous women are being shown in a stereotypical way in tourism brochures and other material.

Infrastructure

**Fact Sheet 12: Gender dimensions of infrastructure⁴²**

The transport sector in SADC is coordinated through the SADC Protocol on Transport, Communications and Meteorology (Protocol), signed in 1996 and effected in 1998. According to the RISDP the vision is to develop a “seamless, integrated, efficient, safe, cost effective and responsive” transport system. Some of the strategic goals of the sector include ensuring transport systems are integrated, safe for the public and the environment protected. Importantly, the focus is also on widening access to infrastructure services to meet the strategic objective of poverty eradication.

A number of developments have occurred in the sector, for example most Member States now have Road Agencies or Funds and there are on-going initiatives of market access for the improvement of transport services especially in the road and air transport sectors. A number of challenges remain, and amongst them is enhancing rural accessibility and mobility and thereby directly contributing to poverty reduction, and improving safety and minimising negative environmental impacts that arise from the provision and operation of regional transport systems.

Neither the Protocol nor the current regional programmes explicitly address the gender and women’s empowerment dimensions of infrastructure, in particular transport. There is often an assumption that women and men will automatically benefit equally from new infrastructure, without addressing the social impact. There is also a tendency to look at women and men as mere beneficiaries of infrastructure projects, rather than active participants, or as groups that have daily and seasonal tasks that can be significantly affected by these projects. An example is a transport project that will usually impact on women as transporters of products for household use or as small scale traders. Improvement in transport facilities can encourage changes to production (e.g agriculture), through opening up access to markets, and thus impact on the quality of life of both women and men. It has been pointed out that “if infrastructure is not designed in view of the range of needs of different users, the impact on women and their workload can be immense”⁴³. In the case of irrigation projects, it is necessary to consider competing household uses of water for crops, livestock, cooking/washing, and arrangements for collecting and carrying water. In the design of water systems, multiple uses should be considered if these are factored into the needs analysis and follows through in the project development and implementation.

In terms of employment opportunities in infrastructure projects, access can be limited for women, although they are employed as construction labourers in the region. Both men and women, however, may need to migrate to construction sites, which are often poorly serviced and not family friendly (e.g no facilities for children). Some construction sites pay little attention to occupational health and safety. Constraints that affect women as regards benefiting from infrastructure include:

- Lack of credit or collateral, such as money for transport fare or a bicycle
- The location of a facility such as a water pump
- The gender composition of project management groups (water user groups, advisory groups)

⁴² The analysis in this section is drawn substantially, unless otherwise stated, from http://www.oecd.org/document/34/0,2340,en_2649_34541_1896290_1_1_1_1,00.html Infrastructure – Prepared for the Australian Agency for

⁴³ International Development (1997)
ibid



Checklist

Project objectives and target group

- ✓ Do objectives explicitly refer to women and men?
- ✓ Does the project design acknowledge that women and men may have different needs and priorities in their uses of infrastructure?
- ✓ Have both women's and men's needs been considered when designing the infrastructure?

Gender division of labour

- ✓ Has sex disaggregated data been collected on women's and men's activities related to infrastructure?
- ✓ Has consideration been given to the tasks which are currently undertaken by women and men that could be affected? (e.g transport of food and other goods to the market, fuel and water collection)
- ✓ Has consideration been given to providing support services to women to encourage participation? (e.g child care, health care, a school close by)
- ✓ Will new infrastructure/technology mean longer working hours for women? (e.g will electrification mean extended working hours for women?)

Access and control of resources

- ✓ Are there opportunities for women to be employed and trained in the construction and operation of the infrastructure?
- ✓ Has on the job training been provided for women to develop their technical skills.
- ✓ Will women have access to transport to and from the project site?

Access and control of the benefits and project impacts

- ✓ Will infrastructure construction restrict women's or men's access to resources needed to carry out their tasks? (e.g hydro projects may flood areas and decrease access to fuel wood and agricultural land)
- ✓ Will location, price and other resources necessary for using the infrastructure restrict poor women's and men's access?
- ✓ Who will have access and control over transport related resources? (e.g vehicles, bicycles, carts)
- ✓ Will infrastructure which saves time in completing daily tasks limit women's opportunities for social contact? (e.g time saved in using a water pump instead of walking to a river, may mean no opportunity for social interaction)
- ✓ Will the location of transport-related infrastructure affect women's marketing of goods and other income generating activities?
- ✓ Will new infrastructure result in unemployment for women who may be currently providing the services? (e.g women operating the ferries which are to be replaced by a bridge, hand milling replaced by machine milling)
- ✓ Is there a risk that the introduction of new techniques and new production may displace women from their current position?
- ✓ What remedial measures can be taken for groups who will be disadvantaged as a result of infrastructure construction?
- ✓ Will construction force resettlement of families and male and/or female migration?
- ✓ If so, will adequate compensation, financial or training support be equally available to women and men?

Socio cultural and other factors, demographic trends and factors

- ✓ Is it socially acceptable for women to use the infrastructure (e.g location of water resources)
- ✓ Will the form of transport be socially acceptable for women? (e.g traveling alone, riding a bicycle)
- ✓ Have other constraints inhibiting equal participation and benefits been identified?

Participation and consultation Strategies

- ✓ Have strategies been identified to address any constraints to equal participation and benefits?
- ✓ Will women and men be both participants and beneficiaries of the project?
- ✓ Will there be any conclusion with local women's organisations, women's networks or other NGOs?
- ✓ Will women and men have equal access to project planning and decision making?
- ✓ Will any separate activities be needed for women to ensure they participate, and that they are not disadvantaged by the project?
- ✓ Are project communication channels equally accessible to both women and men?

Women's social status and role as decision-makers

- ✓ Will women and men's groups be consulted and involved in decision making about the location or type of infrastructure to be provided?
- ✓ What opportunities are there for the project to support women as managers of infrastructure and other development resources, either formally or informally?
- ✓ What practical needs and strategic interests of women and men addressed in the project?

Government and implementing agency capacity

- ✓ Does the government or implementing agency have a national policy or other statement promoting women's economic and resource interests?
- ✓ Has a sex disaggregated employment profile of the implementing agency been undertaken?
- ✓ Has an affirmative action plan been developed to support and resource female staff?
- ✓ How does the project plan to increase counterpart capacity for gender sensitive environmental planning?

Project monitoring

- ✓ Have targets been set for men's and women's participation and benefits?
- ✓ Have gender sensitive indicators been identified?
- ✓ Will all data collected be disaggregated by sex?
- ✓ Will there be on-going consultation with community groups, including women's groups, directly or indirectly affected by the project?

Project Resources

- ✓ Are project resources adequate to ensure that both women and men participate in and benefit from the project?
- ✓ Is gender expertise available throughout the project?

CHAPTER NINE

SOCIAL, HUMAN DEVELOPMENT AND SPECIAL PROGRAMMES (SHD&SP)



The SHD&SP Directorate covers areas of human development, health, employment and labour, education and training, culture and information, sport, HIV and AIDS, and special programmes, which include alcohol and drug abuse, science and technology. This is in line with SADC's overall goal of the social and human development intervention, which is to contribute to the reduction of human poverty and to improve the availability of educated, well informed, skilled, healthy, flexible, culturally responsive, productive and efficient human resources for the promotion of SADC's equitable economic growth, deeper integration and its competitiveness in the global economy.

Some of the key activities are organised around the implementations plans relating to key Protocols and commitments, such as the Protocol on Education and Training, the Protocol on Health, the SADC Charter of Fundamental Social Rights and the Maseru Declaration on HIV and AIDS, amongst other commitments.

The areas of focus in SHD&SP are at the core of gender equality concerns. HIV and AIDS predominantly affects women in the region, and productive employment, considered a key source of income and women's empowerment, largely eludes a majority of SADC women. There is good progress on gender parity in education at primary school level, but this proves to dissipate at secondary and tertiary levels. It has been noted elsewhere that gender parity in education must be accompanied by equality in terms of participation. Thus, issues of teenage pregnancy and sexual harassment still impact negatively on girls' education.



Case Study 5: Gender in the Delivery of Basic Services

The health minister of a Member State has asked SADC to assist in identifying blockages to service delivery in rural hospitals in the country. Teams comprising of three women and three men from SADC, a consulting company, and the ministry of health are set up to go and investigate the situation. The following is a description of the situation pertaining to one rural hospital:

Patients have been sleeping on the floor for up to two days awaiting medical attention. The majority of these are women and children. A man in the vicinity involved in a road accident died because the ambulance failed to pick him up on time. The ambulance is frequently seen parked outside the pub, and the driver is frequently drunk. He is a relative of the male clinic superintendent, and has not been disciplined. At the time he applied for the job, a female candidate was rejected on the grounds that "driving is a job for men." One of the reasons for congestion in the clinic is that the facilities are stretched. Over three quarters of the patients who are hospitalized are people living with HIV/AIDS.

The numbers have increased dramatically since the implementation of ARVs. Most of the hospitalized patients are women. There is a system of home-based care in the area, but the female care givers are paid R500 a month or have to work on a voluntary basis and this system is overstretched. Another factor affecting patient flow is the antiquated systems in use. All records are kept manually. The majority of clerical staff are women, and they have not been trained in the use of IT equipment. One male doctor services the clinic, but he does not live in the vicinity. Most of the health care is provided by female nurses who earn R3000 a month. They work long hours, do not receive compensation for overtime, and are unhappy about their conditions of service, but these have not been looked into.

A case of sexual harassment involving the doctor and one nurse was reported to the provincial authorities but no action was taken. This has added to the despondency among the female staff. When a rape survivor came to the clinic recently, after being violated by a well known businessman, the superintendent told her that the

REASON FOR POOR DELIVERY	GENDER DIMENSIONS	PROPOSED STRATEGIES	GENDER INDICATORS



Exercise 26: Finding Gender in SHD&SP Spector Programmes

Go through the SHD&SP business plan in relation to the key gender issues in education, health, employment, HIV and AIDS identified earlier, and answer the following questions:

1. Is there explicit reference to the key gender equality issues outlined in the key sectors?

2. If yes, where is this adequate in line with requirement for gender mainstreaming?

3. Would you describe SHD&SP plans as gender blind, gender neutral or gender aware?

4. What steps can be taken to ensure that the business plan is gender aware?



Notes

Gender responsiveness is evident in some area of programme focus in the Directorate. A review of the HIV and AIDS Unit 5 year business plan, for example, shows a sensitivity to gender equality issues and concerns, including analysis of the problems. In its key principles, it recognises gender mainstreaming and notes that 'it is understood that the relationship between men and women are integral to the development of an effective response to the epidemic'. There are 5 key intervention areas, which focus on policy development and harmonisation, capacity building and mainstreaming HIV and AIDS into all policies and plans, facilitation of a technical response, resource networks, collaboration and coordination, resource mobilisation, and monitoring and evaluation of the region's multi sectoral response. It is interesting to note, however, that the gender equality principle is not precisely followed to its logical conclusion in terms of strategic programme direction, so it does not surface in all the outputs envisaged under each intervention area.

Progress has been made by the Directorate, through the Unit, to integrate HIV and AIDS issues and concerns in other programmes, such as water resource management, agriculture and other areas key in regional integration; this is in line with the Unit's work to develop sectoral policies. Some commendable work has been done and some important lessons can be learnt that will inform gender mainstreaming work in the Secretariat, including the inter Directorate structures for facilitating mainstreaming. Importantly the Unit is also spearheading the adoption of the Workplace HIV and AIDS policy and some synergies can be created between that process and the development of a Workplace Gender Policy.



Exercise 27: Finding SHD&SP in Gender Instruments

Go through the instruments listed below and any others that you may regard as relevant. What provisions are made that are relevant to your sector?

Instrument	Relevant provisions for gender mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (adopted 2003)	
The SADC Protocol on Education	
SADC Regional Gender Policy SADC Declaration on Gender and Development (1997)	
SADC Protocol on Gender and Development	
Declaration on HIV and AIDS	
Other legal or policy instruments relevant to the sector	

**Notes:**

The SADC Gender Policy has identified 16 interventions aimed at increasing women's, men's, girls' and boys' access to education and training programmes in order to enhance human capital development in the region. 13 are seeking to contribute to better health in SADC through responsive health delivery, research and public education policies that are gender sensitive and address women's empowerment. The SIF has identified specific actions required to ensure equal access to education, eradicating illiteracy, challenging stereotypes and sexual violence in education and developing quality infrastructure. With regard to sexual and reproductive health and HIV and AIDS, issues such as improvement of health services, including maternal health, addressing sexual rights, addressing negative cultural practices and customs perpetuating women's vulnerability to HIV and AIDS are key areas of action, with specific targets in line with MDGs, amongst other commitments.

Action Planning

Exercise 28: Think through all the different programme areas of SHD & SP. Identify at least one gender issue in each programme area of focus and an action that could be taken to address this.

AREA OF WORK	GENDER ISSUES	ACTIONS
CULTURE AND INFORMATION		
HEALTH AND PHARMACEUTICALS		
HIV AND AIDS		
POLICY DEVELOPMENT AND HARMONISATION		

AREA OF WORK	GENDER ISSUE	ACTION
CAPACITY BUILDING AND HIV AND AIDS MAINSTREAMING		
FACILITATION OF A TECHNICAL RESPONSE, RESOURCE NETWORKS, COLLABORATION AND COORDINATION		
RESOURCE MOBILISATION FOR THE REGIONAL MULTISECTORAL RESPONSE		
MONITORING AND EVALUATION OF THE REGIONAL MULTISECTORAL RESPONSE		
EDUCATION, SKILLS DEVELOPMENT & CAPACITY BUILDING		
EMPLOYMENT, PRODUCTIVITY, LABOUR, SOCIAL SECURITY		
SPECIAL PROGRAMMES		

Fact Sheets and Checklists

The fact sheets and checklists that follow will assist in developing relevant gender action plans.



Fact Sheet 13: Key Gender Issues in Education

Female education is the investment with the highest social return and the catalyst that increases the impact of other investment in health, nutrition, family planning, agriculture, industry and infrastructure⁴⁴. It has been pointed out that “education and gender equality are intended to place girls in control of their own destinies and achieve greater parity between men and women in the spheres of economic growth, poverty reduction and overall human development”⁴⁵. In the current era of globalisation, economic growth depends increasingly on an educated workforce that is poised to take advantage of opportunities. The enhancement of people’s capabilities, in particular women’s capabilities through education, therefore, opens chances for women to participate in the labour market or to look for more decent employment opportunities, and it is of critical importance in efforts to achieve poverty reduction⁴⁶.

While adult literacy rates in the SADC region are relatively higher than in other parts of Africa, the table below shows that, except for Botswana and Lesotho, women in the region generally have lower literacy levels than men. Nonetheless, SADC Member States have made great strides at the primary and secondary education level where gender parity has been reached or is likely to be reached. The major challenge in the region remains at the tertiary level where, despite overall improvements, gender inequality in enrolment still persists. In 2004, seven out of the 13⁴⁷ SADC countries for which data was available (Angola, Botswana, Madagascar, Malawi, Mozambique, Tanzania and Zambia) showed a lower rate of enrolment at the tertiary level for girls than boys, while Lesotho, Mauritius, Namibia, South Africa and Swaziland had a bias against boys⁴⁸.

⁴⁴ <http://www.worldbank.org/afr/findings/english/find85.htm> accessed 25th February 2008.

⁴⁵ Naidu, S., Roberts, B. and Humphries, R. (2004). ‘Achieving the Millennium Development Goals in SADC’. SADC Barometer. Issue 7

⁴⁶ ILO (2007). Global employment trends for women: Brief March 2007. Geneva: International Labour Organisation.

⁴⁷ Data was not available for the DRC.

⁴⁸ Chipika, J.T. (2007). It is almost half-time”: Will the SADC region achieve the Millennium Development Goals (MDGs) by the target date of 2015? Paper presented to the Southern African Regional Poverty Network. Johannesburg June 2007.

	Free Education ⁴⁹			Mandatory Attendance Age	Gender Dissaggregated Literacy Rate		National Literacy Rate
	Primary	Secondary	Tertiary				
Angola	No	No	No	----	82.1%	53.8%	66.8%
Botswana	✓	FEA	GFLA	----	76.9%	82.4%	79.8%
DRC	----	----	----	----	76.2%	55.1%	65.5%
Lesotho	----	----	----	----	74.5%	94.5%	84.8%
Malawi	----	----	----	----	76.1%	49.8%	62.7%
Mauritius	✓	✓	✓	16 years	88.6%	82.7%	85.6%
Madagascar	----	----	----	----	75.5%	62.5%	68.9%
Mozambique	----	----	----	----	63.5%	32.7%	47.8%
Namibia	✓	FE/OVC	GFLA	----	84.4%	83.7%	84%
South Africa	✓	No ⁵⁰	No	14 years	87%	85.7%	86.4%
Swaziland	GFLA	GFLA	GFLA	----	82.6%	80.8%	81.6%
Tanzania	✓	GFLA	GFLA	----	85.9%	70.7%	78.2%
Zambia	✓	FE/OVC	No	----	86.8%	74.8%	80.6%
Zimbabwe	✓	No	No	----	94.2%	87.2%	90.7%

Source: <https://www.cia.gov/cia/publications/factbook/index.html> National Progress Reports from Member States, 2006

Key: ---- - Information not available
 FEA - Fee Exemptions Available
 GFLA - Government Funding or Loans Available
 FE/OVC - Free Education for Orphans and Vulnerable Children

Challenges to achieving gender equality in education remain, including the introduction of user fees in some countries resulting in girls, and increasingly boys, dropping out of school. There are higher drop out rates for girls due to early pregnancy or marriages, and increasingly, the need to head households due to the impact of HIV and AIDS. Some countries still discriminate against girls who fall pregnant and whilst in theory most can resume their education after giving birth, the reality is different. In Zimbabwe Teachers' Colleges, a policy has been adopted (1997) encouraging female students to stay in college when they get pregnant (unless this is not possible for health reasons). Similarly, in October 1999, the Zimbabwe Ministry of Education, Sport and Culture adopted a policy to regulate the granting of leave to girls who fall pregnant in primary and secondary schools and their re-enrolment after delivery. In Namibia, pregnant teenagers are required to leave school, with few returning. A girl who becomes pregnant is, by law, allowed back to the same public school after one year's absence. The government of Zambia continues to implement and enforce a re-entry policy allowing girls who fall pregnant to return to school.

In general, the information available shows poor performance by girls at secondary school level, and a higher intake rate of boys than girls at tertiary levels. There are still strong gender biases in fields of study at tertiary and vocational levels, with girls and women slowly moving into the sciences and other technical fields, but still dominating the traditionally 'female' fields.

Other critical issues that require policy, legislative and other interventions by SADC Member States include the need to upscale sex education in schools, mainstreaming gender into school curricula, and addressing

⁴⁹ It is important to remember that even when education is offered free of charge, many families are still burdened with many fees including: text books, uniforms, school maintenance fees, tutoring costs, etc.

⁵⁰ It is important to note that South Africa is currently working towards free education with the Plan of Action on Improving Access to Free and Quality Education for All (2003).

teacher prejudices based on gender biases. Improved sanitation facilities are necessary, particularly for girls who may sometimes fail to attend due to their menstrual cycles. Sexual assault and harassment in schools, amongst students and by teachers is a serious problem in most SADC countries and requires urgent attention. This is exacerbated by the practice of virginity testing and the impact of transactional and inter-generational sex, increasing the rate of HIV infection amongst the youth, in particular young girls⁵¹.

Member States have the enormous task of bridging the gap between gender parity in education, where most have scored success in terms of enrolment rates between boys and girls, and gender equality in education, which addresses the quality of education being provided. The issues outlined point to enormous challenges with reaching the Millennium Development Goals (MDGs) 2 and 3 of eliminating gender disparities at all levels of education by 2015. The response must be towards strengthening policy, legislative and programmatic interventions, coupled with mainstreaming key gender equality concerns in a multi sectoral way, so that interventions are mutually reinforcing.

According to the SADC Gender Policy, the region's focus in addressing gender equality in education is to increase women, men, girls and boys access to educational and training programmes in order to enhance human capital development in the region. The premise of this focus is that education is a human right, and non-discriminatory education ultimately benefits both women and men, and contributes significantly towards addressing inequality. Equally important is the fact that the education system is an important avenue for the transmission of knowledge, skills, and information, but also societal values relating to gender equality.

The region also adopted a 2007 Regional Implementation Plan on Education and Training (2007 – 15). This is in line with the Second Decade of Education and other commitments, including Education for All (EFA). It focuses on nine priorities, namely Education Management Information Systems, quality improvement and management, higher education, teacher education, technical and vocational education and training, curriculum development including teaching and learning materials, quality assurance and qualifications frameworks, open and distance learning, mainstreaming gender, culture, HIV and AIDS and ICT. Member States are therefore required to develop national action plans in alignment with this regional plan.

The challenge is to ensure there is coherence and alignment between the various commitments and plans, so that both gender parity and equality in education is achieved, meaning that improvements in rates of enrolment of girls and boys (access), must be accompanied by an enabling environment (participation), which is empowering and contributes to gender equality (transformation). This includes freedom from sexual harassment and sexual assaults, gender sensitive curricula, non gender biased teachers, access to adequate facilities including infrastructure, protecting the rights of pregnant school girls, as well as addressing structural causes of inequality, including parental biases towards boys' education. This extends also to ensuring that girls move into the non-traditional fields of study with the right support, with SADC governments addressing some of socio-economic and cultural barriers to education.

⁵¹ Tolmay, S (2005) – Audit of the SADC Declaration on Gender and Development – Education- www.genderlinks.org.za accessed 19.05.08.



Checklist

- ✓ Has gender been mainstreamed into national goals and plans on education, linked to MDGs and other regional and international targets?
- ✓ Has there been a review of education curricula, equal access to educational opportunities and an emphasis on science and mathematics; established mechanisms for girls to study science and mathematics?
- ✓ Have gender stereotypes in education and training been eliminated?
- ✓ Have affirmative action measures been adopted to increase access to quality education by girls and women, including tertiary education and especially in non traditional fields of study?
- ✓ Are there special scholarship programmes for girls and women at national and regional levels?
- ✓ Are there role modelling exchange programmes in SADC for enhancing girls' education?
- ✓ Is there advocacy for increasing girls' enrolment and retention in schools to address the gender gap between girls and boys, and public education in promotion of girls' education?
- ✓ Is there a regional adult literacy campaign programme to promote skills training and capacity development, in particular management training for women?
- ✓ Have measures been taken to increase girls' access to education, children with special needs, and persons with a disability?
- ✓ Does the private sector invest in education, in particular girls' education?
- ✓ Is there vocational training for women and girls, particularly in non traditional fields, to create new job opportunities for women?
- ✓ How is gender-based violence in schools being addressed?
- ✓ What strategies have been developed to address the long term impact of HIV an AIDS on orphans', girls' and women's education?
- ✓ Have women's rights been integrated into education programmes?



Additional resources:

Gender Tipsheets (Education) - Development Co-operation Directorate (DCD – DAC)

<http://www.oecd.org/document>

Tolmay, S (2005) – *Audit of the SADC Declaration on Gender and Development – Education-*

www.genderlinks.org.za

Naidu, S., Roberts, B. and Humphries, R. (2004) 'Achieving the Millennium Development Goals in SADC'. *SADC Barometer. Issue 7*



Fact Sheet 14: Key Gender Issues in Employment

The SADC Gender Policy links gender equality in employment to economic empowerment and poverty eradication. Women's employment is a cornerstone of economic rights, which also includes appropriate working conditions and control over economic resources. SADC's policy commitment is to 'enhance economic empowerment initiatives to ensure that all women and men benefit from increased economic opportunities in trade, formal and informal employment and business'. In particular, Member States also commit to integrate women's unpaid work into national accounts and budgeting processes.

These policy commitments set the tone for addressing a number of far reaching challenges in seeking to redress gender inequality in the employment sector. It is noted⁵² that one of the most striking labour market trends of recent times is the growing proportion of women in the labour force and the narrowing gap between male and female participation rates. In the SADC region, the share of women in wage employment in the non-agricultural sector increased between 1990 and 2004 in Botswana, Mauritius Malawi, South Africa and Zimbabwe. However, as in the rest of Africa, this share remains low ranging from a minimum of 13 percent in Malawi to a maximum on 49 percent in Namibia. Most women have remained in agricultural, household informal sector/household business and in unpaid household work.

In Lesotho, there is relative equality in terms of gender balance in formal employment. At the same time unemployment is a gendered problem, with 36% of women unemployed while only 25% of men lack formal employment. In addition to this, women in Lesotho often have to leave the country in order to find work; about one fifth of working Basotho women are today employed outside the country⁵³.

In Mauritius, there are significant changes in the occupational and sectoral distribution of the female labour force (with women experiencing a rising share in services and manufacturing and a declining share in agriculture and domestic service), but there is still both horizontal and vertical segregation of occupations by gender. Factors which have promoted labour force participation of women are: fertility reduction, increased life expectancy, economic hardships and wider opportunities beyond the confines of family and home. On the other hand, the main factors constraining higher participation are: resistance by some family members to women's participation in paid employment, inability to make arrangements for childcare, housework demands, nurturing within the household, reproductive responsibilities and difficulties in managing the interface between home and work.

In Namibia, women are highly represented in unpaid subsistence activities, while men take part in waged work. For example, of female headed households, 44% of female headed households depend on subsistence agriculture, while only 28% make a living from wage employment. At the same time, more than 50% of men depend on wage labour and only 29% from subsistence farming. Clearly, when it comes to receiving a regular and reliable income, women are under represented.

In Zambia, over time the formal sector has been steadily diminishing as the main source of employment in Zambia - from 75% in 1975 to 10.3% in 1999. Women have been the most affected by the erosion in sectoral employment opportunities. The share of women in formal employment has drastically reduced

⁵² SADC (2008) Gender and Development for Poverty Eradication (draft)

⁵³ SADC Gender Unit (2007:22) Regional Progress Report on Implementation of the SADC Declaration on Gender and Development

during the period of structural adjustment, while informal sector activities have increased. A large number of women are thus engaged in low paying and less productive jobs in the informal sector in urban areas, while another large group of women are engaged in small scale farming in rural areas.

From this, the trend is that women are over represented in informal and unstable employment. In addition, women are used as a reserve army of labour, as seen in Mauritius. When there is severe economic hardships women are brought in as wage workers to ensure that the basic needs of the family are met. Finally, even when women are employed in the formal sector, they often take up the lowest ranking positions and thus when jobs are cut women are the first to experience job loss (in other words, women are often “the last hired and the first fired”). There are, however, positive measures that can be taken to reverse the trends. While the concept of equity and equality must be established in the world of work, it is also vital that women be provided with wide opportunities for both stable employment and skills development.

Statistics for Women in Formal Employment

- Information in form of percentages from those countries reporting statistics

	Lesotho ⁵⁴		Mauritius ⁵⁵		Namibia ⁵⁶		Zambia ⁵⁷		Zimbabwe ⁵⁸	
	M	F	M	F	M	F	M	F	M	F
Education	33.3	66.7	90.8	9.2	52	48	----	----	59.2	40.8
Health	35.3	64.7	94.9	5.1	15	85	----	----	57.7	42.3
Agriculture, Hunting, Fishing & Forestry	76.1	23.9	91.5	8.5	62.5	37.5	45.3	54.7	44.4	56.6
Sales & Services	30.7	69.3	79.6	20.4	42	58	45.	54.5	46.4	54.6
Mining & Quarrying	77.8	22.2	99.9	0.1	88	12	100	0	93.3	6.7
Manufacturing	31.1	68.9	----	----	84	16	----	----	74.9	25.1
Electricity, Gas, & Water	45.5	50.5	99.9	0.1	----	----	100	0	----	----
Construction	58.5	41.5	99.6	0.4	88	12	100	0	93.7	6.3
Private Household Employees	13.8	86.2	----	----	----	----	----	----	45.4	54.6

Source: National Progress Reports from Member States, 2006

Although women’s unpaid work creates a foundation for all other economic, political and social life, it is not counted in the System of National Accounts (SNA) and hence remains economically “invisible”. Indeed 66 percent of women’s activities in developing countries are not counted in the SNA, while only 24 percent of men’s activities are left out⁵⁹. This “invisibility” means that women’s work tends not to be regularly and systematically considered in public policy and in budgetary allocations thus exacerbating women’s poverty situation.

⁵⁴ Source: Labour Force Survey 1999

⁵⁵ Provisional estimates

⁵⁶ Source: Employment Equity Commission: 2004/2005

⁵⁷ Source: CSO LCMS (IV) 2004

⁵⁸ Source: 1999 Indicator Monitoring Labour Force Survey: Central Statistics Office – July 2000

⁵⁹ SADC (2008) Gender and Development for Poverty Eradication (draft)

Numerous time-use studies have also shown that women work longer hours than men, when both market and non-market activities are taken into account. This is especially true for poor women who do not have resources to hire additional labour to take over some of the household responsibilities as they engage in market activities. This point is particularly relevant given the wide evidence that, while women are entering the formal sector in increasing numbers, their domestic workloads have not declined. They continue to be primarily responsible for such activities as the care of minor children and the elderly members of the household, cooking and cleaning, fetching water and firewood and managing the household in general.

In the SADC region, women earn less than men, as shown in the table below:

Country	Estimated earned income Femal (PPP US\$*)	Estimated earned income (Male (PPP US\$))
Angola	1 787	2 898
Botswana	5 913	19 094
Congo, D.R.	488	944
Lesotho	2 340	4 480
Madagascar	758	1 090
Malawi	565	771
Mauritius	7 407	18 098
Mozambique	1 115	1 378
Namibia	5 527	9 679
South Africa	6 927	15 446
Swaziland	2 187	7 659
Tanzania	627	863
Zambia	725	1 319
Zimbabwe	1 499	2 585

Source: Human Development Report, 2007 data accessed at <http://hdrstats.undp.org> on 27 February 2008

1. Except for Botswana and Swaziland, no other country had wage data. For the purposes of calculating the estimated female and male earned income, a value of 0.75 was used for the ratio of the female non-agricultural wage to the male non-agricultural wage.
2. * Purchasing Power Parity (PPP) - A rate of exchange that accounts for price differences across countries allowing international comparisons of real output and incomes. At the PPP US\$ rate, PPP US\$1 has the same purchasing power in the domestic economy as \$1 has in the United States.

The most reliable source of non-agricultural employment for women in sub-Saharan Africa has been the informal sector, defined as all income-earning activities outside of legally regulated enterprises and employment relations. The informal sector in Africa is dominated by trade-related activities, with services and manufacturing accounting for only a small percentage of this sector. Most informal sector workers are self-employed, with only 30 percent of workers in wage employment. Street vending is one particular informal activity that is often self-employed. Many women are also informally employed as home-based workers.



Checklist

- ✓ Do policies promote opportunities, rights protection and the voice of women in the informal economy through the establishment of informal women workers organisations?
- ✓ Are women represented in policy making, collective bargaining negotiations and trade policy negotiations?
- ✓ Are there economic literacy programmes for women, as well as entrepreneurial skills in order to support critical understanding of business, trade and economic policies?
- ✓ Have discriminatory practices towards female workers in formal and informal employment in national and international labour markets, and promote health and safety regulations, including worker's rights and sexual harassment codes?
- ✓ What mechanisms exist to facilitate information exchange among women in financing, technological, and skills development in entrepreneurship and other business development services?
- ✓ In what ways are best practices of female entrepreneurs and employment rights and conditions being documented and disseminated?
- ✓ Is there a regional strategy for conducting time use studies and develop indicators to account for the work performed by women as unpaid work in national accounts?
- ✓ Are policy and legislative measures addressing employment equity and equality issues?
- ✓ Are women's rights in formal and non formal employment addressed in policy provisions, taking into account women's productive and reproductive roles?
- ✓ Are mechanisms in place and is there positive action to ensure that women have access to full and equal participation in the formulation of policies and definition of structures? For example, Ministries of Finance and Trade, National Economic Commissions/Institutes?
- ✓ Is legislation enacted and enforced to promote the rights equal pay for equal work or work of equal value?
- ✓ Are equal opportunity laws in place, and has positive action been taken to ensure compliance by the public and private sectors?
- ✓ Is the legal system addressing discrimination in the labour market, including hiring and promotion, the extension of employment benefits, social security, and working conditions?
- ✓ Does the labour law protect the right to organise and access justice, as well as safe working conditions, including prohibiting forced labour?
- ✓ Are income tax and social security gender responsive? Are measures in place to reduce gender bias?
- ✓ Are measures in place to promote the rights of and regulate the role of women in the informal economy?
- ✓ Are there measures to promote economic literacy of women, access to credit facilities, removal of barriers to accessing economic opportunities?
- ✓ Is there routine collection of sex disaggregated statistics of participation of women and men in the informal and formal economy? How does this inform policy?
- ✓ Is there a policy in place addressing unremunerated work, particularly care work, work in family businesses, and farms?
- ✓ Are national policies related to international and regional trade agreements protecting women's new and traditional economic activities from the impact of these agreements?
- ✓ Has there been a gender analysis of the employment sector budget?



Fact Sheet 15: Key Gender Issues in Health⁶⁰

The gender and health domain addresses a range of interconnected issues encompassing sexual and reproductive health rights. It has been pointed out that “sexual and reproductive health is the centre of life”. The definition of sexual and reproductive health has been expanded to go beyond health care and service access to issues of sexual rights. The International Conference on Population and Development (ICPD) in 1994, defined reproductive health as “a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its function and processes”. On the other hand, sexual health has been defined by WHO as “a state of physical, emotional, mental, and social well-being related to sexuality”, and that for sexual health to be attained and maintained the sexual rights of all persons must be respected, protected and fulfilled.”⁶¹

Key challenges to attaining sexual and reproductive health are HIV and STIs, unintended pregnancy and abortion, infertility and cancer resulting from STIs and sexual dysfunction. The SADC Region also experiences a diverse but largely high infant mortality rates. Of concern are countries such as Angola and Mozambique, where there are 185.36 and 129.24 deaths per 1,000 live births respectively⁶². On the other hand, countries like Mauritius experience a mere 14.59 deaths per 1,000 live births. Namibia and Zimbabwe also have low infant mortality rates with 14.59 and 51.71 deaths per 1,000 live births respectively⁶³.

With regard to fertility rates for SADC Member States, the numbers range from an average of 6.45 children born per woman in DRC to 1.95 children born per woman in Mauritius⁶⁴. The table below highlights some data in the key areas of concern⁶⁵.



⁶⁰ Information from this section is drawn substantially from SAFAIDS (2005) SADC Declaration on Gender and Development – Sexual and Reproductive Health

⁶¹ WHO (2002) WHO Draft working definition, October 2002

⁶² SADC Gender Unit (2007:35) Regional Progress Report on Implementation of the SADC Declaration on Gender and Development

⁶³ ibid

⁶⁴ ibid

⁶⁵ ibid

Statistics on Gender and Health

	Infant Mortality Rate	HIV and AIDS			Life Expectancy Rate		Fertility Rate
	Deaths per 1,000 lives Births	Adult Prevalence Rate	PLWHA	AIDS Deaths	Male	Female	Average Children Born per Woman
Angola	185.36	3.8%	249,000	21,000	37.47	39.83	6.35
Botswana	53.7	37.3%	35,000	33,000	33.9	33.56	2.79
DRC	88.62	4.2%	1,100,000	100,000	50.01	50.94	6.45
Lesotho	87.24	28.9%	320,000	29,000	35.55	33.21	3.28
Malawi	94.37	14.2%	900,000	84,000	41.93	41.45	5.92
Mauritius	14.59	0.7%	700	<100	68.66	76.66	1.95
Madagascar	75.21	1.7%	140,000	7,500	54.93	59.82	5.62
Mozambique	129.24	12.2%	1,300,000	110,000	39.82	39.53	4.62
Namibia	48.1	21.3%	210,000	16,000	44.46	42.29	3.06
South Africa	60.66	21.5%	5,300,000	370,000	43.25	42.19	2.2
Swaziland	71.85	38.8%	220,000	17,000	32.1	33.17	3.53
Tanzania	96.48	8.8%	1,600,000	160,000	44.93	46.37	4.97
Zambia	86.84	16.5%	920,000	89,000	39.76	40.31	5.39
Zimbabwe	51.71	24.6%	1,800,000	170,000	40.39	38.16	3.13

Source: <https://www.cia.gov/cia/publications/factbook/index.html>

Gender inequality and gender-based violence also impact significantly on the attainment of sexual and reproductive rights for women and girls. In terms of accessibility to health care, many national governments, in collaboration with non-governmental organisations (NGOs), have recognised maternal and reproductive health as a priority. In many SADC countries such as Malawi, pre-natal and post-natal care, birthing and early childhood care are offered in rural health centres and rural hospitals. The emphasis on improving maternal health care has also been shown in the increased number of births attended by trained health professionals.

However, very few of the SADC Member States provide these services free of charge. With limited access to resources, women tend to be among the poorest in the population. They may not be able to afford the treatment. Primary health care services and maternal health care services need to be provided free of charge. The issue of access to health care services for women in prisons and refugee camps, are often neglected and require attention.

There is also increasing evidence for the benefits of involving men as partners in family planning and reproductive health since it is the men who traditionally have the final say over such matters. Taking into account the relationship between violence against women and women's sexual and reproductive rights as well as the decision-making power of men in the household, men become vital partners in the response to HIV infection and issues such as access to services and reproductive rights. The knowledge and attitudes of men are very important and women need their support as they make choices about accessing sexual and reproductive health.

In terms of rights, the right to choose when and who to marry is critical, as well as equal partnership and protection of women's right to bodily integrity in the marriage. This also extends to the right to choose the form of contraception to use and the power to control fertility. Although the Protocol to the African Charter

on Human and Peoples' Rights on the Rights of Women in Africa (Women's Rights Protocol)⁶⁶ distinctly highlights this right, the dual legal system in the majority of southern African countries (10 of 12 countries) presents a challenge. For example, the Marriage Act in Zambia states that statutory marriage provides equal status between men and women, yet if a Zambian woman marries under customary law, she has minority status in relation to her husband. The minority status means that she may have less decision making power regarding decisions about her own sexual and reproductive health, as well as decisions about having children, child care and divorce.

Protection of sexual and reproductive health rights extends to the right to access accurate information and education on reproductive and sexual health, eliminating harmful traditional practices, addressing domestic violence and sexual assaults, HIV and AIDS including access to voluntary counseling and testing (VCT), access to anti retro virals (ARVs), as well as post exposure prophylaxis (PEP). Although most countries are in the process of scaling-up ARV treatment, more awareness and research is needed to understand the gender dimensions within HIV/AIDS care and treatment. Across the region, there are more women than men who are HIV positive hence there is a need to recognise the differences in providing care and ARV treatment for women.

The majority of member states are implementing Prevention of Mother to Child programmes. While there is a need to continue to scale up the programmes, this is seen as a positive step to reducing the risk of HIV infection for the child. However, there is a need to consider the health of the mother, by ensuring that after she has delivered, she is able to receive ARV treatment, free of charge. These are known as PMTCT Plus Programmes and more member states should be encouraged to make these programmes more widely available. Equally, PMTCT is often directed at the mother; there is a need to encourage men to become more involved in PMTCT and antenatal care. Mental health is often neglected yet psychological issues play a role in the decision to take up provided services.

The right to health entails enjoying the highest attainable standard of physical, social and mental health. SADC's policy commitment, as highlighted in the SADC Gender Policy, is to 'promote equality of access to and control over health care services in order to accord women as well as men their rights to physical, social and mental health'. The key objectives include improvement of health through gender responsive health service delivery, research, and public education aimed at promoting equity and equality in the eradication of diseases, including malaria, tuberculosis, HIV and AIDS, and sexual transmitted infections.

Health care and health status is influenced not only by biological and genetic factors, but also other socially constructed attributes, as well as socio economic factors such as poverty. Men and women's experience of health is different, and health status related to cultural norms can include issues concerning sexuality and reproductive behaviour, including women's ability to control their bodies and negotiate their sexuality. Factors such as status associated with child bearing can have a powerful impact on women as regards early, frequent and poorly spaced pregnancies, with resultant consequences.

Aside from a broad range of challenges requiring to be addressed, from HIV and AIDS to domestic violence and negative/harmful cultural practices, malnutrition and maternal mortality, there must also be a focus on the less visible impact of gender inequality on health. For example, higher exposure to environmental hazards as a result of the gender division of labour and occupational segregation, e.g women exposed to household chemicals, whilst men suffer from accidents related to work in construction or engineering.

⁶⁶ Full document on CD ROM



Checklist

Household activities

- ✓ What is the gender division of labour amongst the client population? How are the productive and reproductive roles interrelated? Data should show differences in roles between older and younger women and men, and between boys and girls. In other words who does what, where, how, when, and for how long?
- ✓ What are the broad income levels of the client population? Are there differences in income between women and men?
- ✓ Identify key facts about the social structure and organisation (community organisation, cultural perception and attitudes, marriage rules, land ownership patterns), by gender and socio economic status.
- ✓ What services (health, education, water, infrastructure) are provided in the project area and to whom? Consider differences in socio economic status as well as gender
- ✓ What is the legal status of women? Do women have rights to self determination (e.g divorce, property rights, custody of children, decisions on reproductive matters)
- ✓ What is the status regarding access to health care providers?

Health status of the project population

- ✓ What are the most serious illnesses in the project area(s)? Are there gender differences in the incidence of particular diseases? What are the main causes of these illnesses (consider sanitation, diet, activity patterns)? What factors other than reproductive contribute to gender differences in the incidence of disease?
- ✓ What are the occupational health hazards in the targeted community? Consider exposure to pesticides, toxic waste materials? Are there gender differences? Are there particular risks to pregnant or lactating women?
- ✓ What is the extent of women's workload, and are patterns of sickness amongst women (malnutrition, anaemia and other diseases) explained by their occupational context?
- ✓ What information exists and can be collected regarding the mental health of women and men? Are there gender related differences in incidence?
- ✓ What roles do women and men play in community health care?
- ✓ How do women and men explain common diseases and health problems?
- ✓ Who makes decisions in families about taking children to a health care provider for treatment? Who decides whether medicine should be provided?
- ✓ Does the project mainly emphasise women's health in terms of their role as mothers? Is there a need for a broader focus on women's health?

Diet

- ✓ What kind of diet is common in the client population? Do women and men, girls and boys have different access to food?
- ✓ Is food bought or grown? Are changes from subsistence to cash production affecting food supply or changing dietary patterns? What is the significance of the health status of women and men?
- ✓ For how many months do women usually breastfeed their children? What are the cultural attitudes towards the duration of breastfeeding? Is bottle feeding a common practice? What socio economic factors lead to decisions to bottle feed infants?
- ✓ According to cultural beliefs, is breastfeeding during pregnancy an acceptable practice?
- ✓ Are there food taboos for women during pregnancy and lactation?
Are there differential patterns of growth between boys and girls in the same age group? Different diseases?

- Are these differences related to differential feeding patterns of girls and boys or other factors?
- ✓ What is the incidence of anaemia among pregnant women in the target population?

Reproductive health

- ✓ What is the incidence of maternal deaths? What are the main maternal risk factors? What are the major clinical, environmental and socio economic causes? Which age groups are most at risk? What percentage of births is assisted by medically trained personnel?
- ✓ What are the child bearing years of women?
- ✓ What health problems among the client population predominantly affect women or are male specific?
- ✓ Is violence against women prevalent in the project area? What community or health services are offered to abused women?
- ✓ Are there women to women services in maternal and child health programmes (including reproductive health and family planning)? Does lack of these services constrain women from using these services?

Sexually Transmitted Infections

- ✓ Are sexually transmitted infections (STIs) a problem in the targeted community for men? For women? Are there societal attitudes that constrain the population from recognising or reporting such occurrences? Are there cultural constraints on measures to protect against the spread of STIs?
- ✓ How prevalent is HIV and AIDS among the client population? Is heterosexual transmission common?
- ✓ Is there a relationship between poverty and female sexuality that may contribute to the transmission of HIV and AIDS?
- ✓ If HIV and AIDS is a serious health problem, who cares for the AIDS sufferers? Is the care work remunerated?
- ✓ How is this work affecting other areas of work, and what are the coping mechanisms?

Family planning

- ✓ Amongst couples or extended families, who makes fertility decisions?
- ✓ Are there sex based differences in knowledge and attitudes regarding fertility decisions?
- ✓ What traditional methods, if any, do local women and men use to control fertility?
- ✓ Do women have access to contraceptives regardless of age, marital status, and number of children? Do women require the permission of males to obtain contraceptives or an abortion? What is the cost of contraceptives? How accessible are contraceptives to women and men?
- ✓ What is the family planning acceptance rate in the target population? What is the percentage of new acceptors a year? Which methods are widely accepted?
- ✓ Are there information and/or education programmes on family planning? Who offers them in the project area? Are they adapted for low literacy populations? Who do the programmes target? Men? Women? Both sexes?
- ✓ How acceptable are family planning messages to women? To men? Are the messages culturally appropriate?
- ✓ Are there "quality of care" issues associated with promotion of family planning? How do these affect women and men?
- ✓ How common is infertility? Which main groups suffer from infertility? What are the main causes and effects?
- ✓ How common is abortion? Is it legal? Which groups are primarily concerned? What are the effects on women's health?
- ✓ What are the cultural and social attitudes towards unmarried mothers? Towards children classified as 'illegitimate'?

Health delivery systems

- ✓ How effective are health services for women and men in the client population? At the primary, secondary and tertiary levels?



Fact Sheet 16: Key Gender Issues in HIV and AIDS

HIV and AIDS has been identified as a priority intervention area and a cross cutting issue in SADC policies, legislation, programmes and activities. It has been pointed out that ‘the greatest public health and development challenge in the region’⁶⁷, and from the perspective of strategic planning, the RISDP pointed to the need for ‘a radical scaling up of innovative responses at both national and regional levels’⁶⁸. According to the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the World Health Organisation (WHO) the region had 35 percent of all people living with HIV in the world and it accounted for 32 percent of all new infections and AIDS-related deaths globally in 2007, with South Africa having the largest number of infections in the world. Swaziland’s adult national HIV prevalence at 26% is the highest ever found in a country wide population based survey anywhere in the world⁶⁹.

HIV and AIDS have also had a significant impact on average life expectancy in the Region. Countries with high adult prevalence rates see correspondingly low life expectancy for both men and women. In Swaziland and Botswana, for example, the average life expectancy is a mere 32.62 years and 33.74 years respectively⁷⁰. In addition to this, the average age of citizens of these countries are 18.5 years in Swaziland and 19.4 years in Botswana

Whilst some countries such as Zimbabwe are showing a drop in HIV prevalence amongst adults, the overall trend of a higher prevalence rate amongst adult women than men had not reversed. In South Africa, for example, it has been found that young women (15-24 year olds) face greater risks of being infected than men, accounting for 90% of new infections⁷¹. The risks attendant in women relative to men include unequal power relations resulting in poverty, lack of or limited power to control their sexuality, sexual assault and other forms of violence as a cause and consequence of HIV.

According to UNAIDS and UNIFEM (2004) gender based violence is now accepted as one of the “leading factors for HIV infection”⁷². SADC (2008) also points out that ‘studies from Tanzania and South Africa indicate that the risk for HIV infection among women who have experienced violence may be up to three times higher than among those who have not. Research has also found that violence, or fear of violence, makes it difficult for women and girls to disclose their HIV status or to access essential AIDS services’. Few countries have policies in place, and currently no country has legislation, requiring post exposure prophylaxis (PEP) in health facilities which, once administered after a sexual assault, can reduce the likelihood of HIV and other infections.

Gender Violence, HIV and AIDS

- Coercive sex can cause injuries and bleeding that can lead directly to a higher risk of HIV infection for women; typically this type of sex, including rape, takes place without the use of condoms, and women are unable to negotiate condom usage in these encounters;

⁶⁷ SADC (2003:57) Regional Indicative Strategic Development Plan.

⁶⁸ *ibid.*

⁶⁹ UNAIDS/WHO (2007) Sub Saharan AIDS Epidemic Update – Regional Summary.

⁷⁰ SADC Gender Unit (2007:35) Regional Progress Report on Implementation of the SADC Declaration on Gender and Development.

⁷¹ *ibid.*

⁷² (UNAIDS et al, 2004:47).



Checklist

- ✓ Does the Secretariat promote comprehensive periodic review of regional and national HIV and AIDS policies and SADC strategic framework to reflect and mainstream emerging gender issues?
- ✓ Does the Secretariat facilitate access to user friendly and affordable prevention technologies such as female condoms with skills-building in terms of negotiating safer sex and proper use of prevention technologies?
- ✓ What measures have been taken to enforce policies on sex education and life skills in school including special programmes for mother and girls living with HIV and AIDS?
- ✓ What programmes are there aimed at achieving meaningful involvement of people living with HIV and AIDS, especially women, in policy formulation, development, implementation and monitoring and evaluation?
- ✓ What initiatives are underway to ensure provision of affordable essential medicines for opportunistic infections and diseases such as malaria, tuberculosis and STIs?
- ✓ Are there campaigns to popularise the use of female condoms including cost reduction?
- ✓ Are there initiatives to adopt family centred and community based social transformation programmes involving faith leaders, traditional leaders, midwives and families, where cultural practices around prevention, mitigation and resolution of HIV and AIDS are openly discussed?
- ✓ How are community based social programmes to address socio-cultural and religious beliefs, norms, attitudes and practices that perpetuate the HIV and AIDS epidemic being developed?
- ✓ What initiatives have been taken to advocate for increased male involvement in all HIV and AIDS response programmes including home-based care and support services?
- ✓ Are there economic empowerment mechanisms supporting people living with HIV and AIDS?
- ✓ What programmes have been designed to develop and implement programmes and services aimed at preventing mother to child transmission and ensure that mothers and their partners have access to comprehensive anti-retroviral therapy programmes?;
- ✓ In what way is SADC promoting media training in HIV and AIDS and gender to enable the production of accurate and balanced stories, to raise awareness and disseminate information and to reduce cultural barriers, stigmatization and discrimination?;
- ✓ What messages are being developed for intensifying messages on prevention of HIV infection and the need for protection from STIs, particularly for people in long-term relationships?;
- ✓ How are treatment and counselling services being developed to address the gendered barriers in access to anti retro virals?; and
- ✓ How are stigma and discrimination of people living with HIV and AIDS being countered?

CHAPTER TEN

ORGAN ON POLITICS, DEFENCE AND SECURITY COOPERATION (ORGAN)



The work of the Organ is regulated through the 2001 Protocol on Politics, Defence, and Security Cooperation. Overall the objective of the Organ is to promote peace and security in the region. The Organ's work is based on 12 specific objectives, some of which include protection and safeguarding the region against instability (intra state conflict, interstate conflict and aggression), and resolve conflict by peaceful means. Importantly, it also seeks to promote the development of democratic institutions and practices within the territories of State Parties and encourage the observance of universal human rights as provided for in the Charters and Conventions of the Organisation of African Unity and United Nations respectively.

The Organ seeks to facilitate the development of close co-operation between the police and state security services of State Parties in order to address cross border crime and promote a community-based approach to domestic security. Further, it coordinates the enhancement of regional capacity in respect of disaster management and co-ordination of international humanitarian assistance.

Importantly, all the areas of the work of the organ have a gender dimension which is explicitly acknowledged in some areas of work and not others. For example, based on their mandate, all Sectors of the Organ focus on HIV and AIDS. As highlighted earlier in this Resource Kit, there are number of areas of intervention required to address gender equality and women's empowerment issues in the HIV and AIDS response, including male involvement, awareness raising and women's rights. The Organ can thus take its cue from this, and mainstream in the various Sector approaches to peace and security.

There are structures and institutions in place aimed at supporting close cooperation between Member States to foster and sustain peace and security in the region. Some examples are the Southern African Regional Police Chief Cooperation Organisation (SARPCO), the Inter State Defence and Security Committee (ISDSC), and the Regional Peace Keeping Centre. An analysis of the gender composition of these institutions and structures is necessary in order to see the extent of their alignment with the SADC gender parity policy. Further, it is necessary that gender is mainstreamed in all training activities and programmes implemented by the Regional Peace Keeping Centre, and the Organ itself.

The Strategic Indicative Plan for the Organ on Politics, Defence and Security Cooperation (SIPO) was adopted in 2004, and aims to operationalise the objectives outlined above. It focuses on 4 main sectors, the Political Sector, Defence Sector, State Security Sector, and Public Security Sector. The following are some of the specific activities, as outlined in the SIPO, that have a gender dimension and are the basis for gender mainstreaming in the Organ:

- Disaster management
- Conflict prevention and peace keeping
- Human rights promotion and protection
- Exchange and training programmes
- Transnational organised crime, including human trafficking
- Cross border smuggling
- Immigration, including illegal immigrants
- Drug trafficking
- Combating and preventing rape, abuse and violence against women and children



Case Study 6: Putting a Stop to Trafficking

You are an officer in the Public Security Sector of the Organ, and you have been tasked with the responsibility of facilitating Member States' interventions to address human trafficking. You have been provided with information that the trafficking of women and girls has risen sharply in the past decade, with alarming figures in some countries in the region. This trend appears to be on the increase as the region prepares for Soccer 2010. Given that one of the mandates of the Public Security Sector is combating and preventing rape, abuse and violence against women and children, you are asked to devise a strategy for putting a stop to trafficking.

Questions:

1. What policy, legislative and other actions would you consider necessary for Member States' response to this issue?

2. How much of this is in place and what further steps still need to be taken?

3. What does this exercise reveal about the gender dimensions of peace and security in the region?



Exercise 29: Finding Gender in the Organ

Go through the Organ business plan in regards to the key gender issues in education, health, employment, HIV and AIDS identified earlier, and answer the following questions:

1. Is there explicit reference to the key gender equality issues outlined in the key sectors?

2. If yes, where is this in line with requirements for gender mainstreaming?

3. Would you describe Organ plans as gender blind, gender neutral or gender aware?

4. What steps can be taken to ensure that the business plan is gender aware?



Exercise 30: Finding the OPDSC in Gender Instruments

Go through the instruments listed below and any others that you may regard as relevant. What provisions are made that are relevant to your sector?

Instrument	Relevant Provisions for Gender Mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (adopted 2003)	
UN Resolution 1325	
2001 Protocol on Politics, Defence, and Security Cooperation.	

Instrument	Relevant provisions for gender mainstreaming
SADC Regional Gender Policy	
SADC Declaration on Gender and Development (1997)	
SADC Protocol on Gender and Development	
Other legal or policy instruments relevant to the sector	

Action Planning



Exercise 31: Think through all the different programme areas in the Organ, and identify key gender issues and actions to be taken.

PROGRAMME	GENDER ISSUES	ACTIONS
Political Sector		
Defence Sector		
State Security Sector		
Public Security Sector		

Fact Sheets and Checklists

The fact sheets and checklists that follow will assist in developing your gender action plan.

Political Security



Fact Sheet 17: Gender, Governance and Elections

SADC has embraced good governance in its agenda for achieving regional integration. The RISDP points out that 'good political and economic governance, entrenched in a culture of democracy, transparency and respect for the rule of law, represent the bedrock' upon which it is premised. Governance describes the process of decision-making and how decisions are implemented (or not implemented). Thus public institutions conduct public affairs, manage public resources, and guarantee the realisation of human rights. Good governance accomplishes this in a manner essentially free of abuse and corruption, and with due regard for the rule of law⁷³.

The potential of men and women must be harnessed in leadership positions and all key structures in order to effectively drive the good governance agenda. In particular the region committed, in 2005, to achieve 50% of women participation in leadership and decision making structures at all levels. The previous target was a minimum of 30% by 2005, which few countries (Tanzania, Mozambique, and South Africa) met.

Gender and governance have been prominent on the SADC agenda and some solid progress has been made. For example, women Parliamentarians in SADC average 20%, which is above the world average of 17.2% and second to Nordic countries (41.8%), followed by the Americas at 19.2%. At Ministerial Level SADC stands at an average of 21% women representation. However, formal or 'paper' commitment has yet to turn into concrete action for most Member States. Countries that have recently held elections or reshuffled their cabinets have not yielded any significant progress in ensuring that women are well positioned to make and influence decisions in key governance structures. For example, in Zimbabwe's March 2008 elections, only 13% women were elected into the House of Assembly, falling far short of the SADC target. South Africa still takes the lead with 43% of women in cabinet, whilst Lesotho has 58% women representation in local government, largely achieved through a legislated quota.

In terms of the scope of mainstreaming gender in governance structures, this ranges from political parties to the judiciary, executive, local government and other structures and committees, as well as the private sector. There are a range of strategies for ensuring and achieving women's equitable participation in decision making, including affirmative action, the reform of electoral systems, ensuring that women are represented in political party structures, criteria for selection and recruitment in the case of women appointed as opposed to elected to office and awareness raising⁷⁴. The key lies in ensuring women have access to decision making positions, participate, and play a strategic role in their transformation, since most remain male dominated.

⁷³ http://en.wikipedia.org/wiki/Good_governance (accessed 24.04.2008).

⁷⁴ Gender Links (2005) Missing the Mark? Audit of the SADC Declaration on Gender and Development – Women in Decision Making. www.genderlinks.org.za



Checklist — Gender in free and fair elections

Political rights

- ✓ Political rights should only be subject to limitations which are reasonable and justifiable in a democratic society.
- ✓ Limitations on candidature, the creation and activities of political parties and campaign rights should not be applied so as to violate the principle of non discrimination on, inter alia, grounds of sex, gender, race, colour, language, religion, political opinion, social origin, property, birth or other status.
- ✓ The right for women to join, or together with others to establish a political party for the purposes of competing in an election.
- ✓ The right of women party members and candidates to move freely within the country in order to campaign for an election.

Citizenship

- ✓ A definition and understanding of citizenship containing a commitment to substantive equality with regard to gender.

The right to campaign

- ✓ The right of women to conditions for competition in elections and on an equitable basis taking substantive equality into account.
- ✓ The right of women party members, candidates and voters to campaign on an equal basis with their male counterparts.
- ✓ The right of women party members to campaign around issues that re of particular concern to women, for example, domestic violence.
- ✓ The right of women party members, candidates and voters to security with respect to their lives and property during campaigns (and throughout the electoral process).
- ✓ The content of campaign messages must be directed at men and women so that stereotypes are not entrenched.
- ✓ Campaign messages must be formulated so that they express a commitment to substantive equality with regard to gender issues.
- ✓ The right of women party members and candidates to have access to the media in order to put forward political views on an equal basis with their male counterparts.

State responsibilities

- ✓ To provide or the holding of legislative elections at regular intervals.
- ✓ To establish a neutral, impartial mechanisms for the management of legislative elections.
- ✓ To establish an effective, impartial and non discriminatory procedure for the registration of voters.
- ✓ To stipulate clear criteria for the registration of voters, inter alia, age and citizenship.
- ✓ The right to polling stations that are accessible so that women citizens can exercise their right to vote.
- ✓ The right of women citizens to vote without fear of any form of violence or intimidation.

The right to stand for public office

- ✓ The right of women citizens to present themselves as candidates for election.
- ✓ An express commitment to gender equality on the part of political parties.
- ✓ The inclusion of women in the structures that formulate party lists and choose election candidates.
- ✓ The inclusion of women in decision making, which relates to the composition of party lists and choice of election candidates.

- ✓ An electoral system which facilitates the electoral success of women on party lists as candidates.
- ✓ A mechanism inherent in the electoral system which facilitates the electoral success of women, e.g. internal party committee quotas and voluntary party list quotas.

Voter education

- ✓ The state must ensure that through national programmes of civic and voter education, the electorate becomes familiar with gender equality as central to electoral issues and procedures.
- ✓ Civil and voter education must entrench gender equality as a central feature of democratic citizenship.
- ✓ Voter education programmes must develop an understanding of substantive equality with regard to gender.
- ✓ Voter education programmes must be aimed specifically at women.
- ✓ Voter education programmes must explain complex electoral processes in a manner which can be understood by illiterate voters.
- ✓ Voter education workshops must take place at times suitable to accommodate the domestic and economic roles performed by women.
- ✓ Voter education workshops must take place in venues accessible to women.
- ✓ Voter education workshops must take place in an environment in which women feel confident and they can express themselves without fear of disruption or ridicule.

The right to express political opinions

- ✓ The right of women citizens to express political opinions without interference otherwise than is reasonably permitted by law.
- ✓ The right to access information.
- ✓ The right of women citizens to seek, receive and impart information and to make an informed electoral choice.
- ✓ The rights to freedom of association, assembly and movement.
- ✓ The right to seek, receive and impart information and to make an informed choice.
- ✓ The right to move freely within the country in order to campaign for election.
- ✓ The right to campaign on an equal basis with other political parties, including the party representing the existing government.
- ✓ The right to have access to the media, in order to put forward political views.
- ✓ The right to protection of the law and to a remedy for violation of political rights, including those pertinent to participating in an election as a voter or candidate.

Conducting elections

- ✓ The structure which manages elections must be committed to this conception of gender equality.
- ✓ In accordance with its own commitment, the structure which manages elections must employ women at all levels of its operations.
- ✓ All policy formulated and legislation promulgated which is relevant to conducting elections must give effect to substantive equality with regard to gender.
- ✓ All policy and legislation must be implemented to give effect to substantive equality.
- ✓ The criteria for demarcation of voting districts or constituencies (where applicable) must not affect women adversely, e.g. a particular voting district must not be established so that it compromises areas in which women are particularly susceptible to violence or harm. In rural areas voting districts must be established so that access to the voting station does not constitute any (further) impediment to rural women's right to vote.

State Security and Defence



Fact Sheet 18: Key Gender Issues in Peace and Conflict Prevention

SADC considers peace, security and political stability as “the linchpins for socio-economic development”⁷⁵. Women's participation in peace processes has been an important focus of international attention and is clearly addressed in the Beijing Platform for Action. The Platform, adopted at the Fourth World Conference on Women in 1995, defined the need to “increase the participation of women in conflict resolution at decision-making levels” under Strategic Objective E.1, and urged Governments, as well as international and regional international institutions, to integrate gender perspectives in the resolution of armed or other conflicts and foreign occupation.

The outcome document of the twenty-third special session of the General Assembly entitled “Women 2000: gender equality, development and peace for the twenty-first century”, reaffirmed this objective and called on Governments “to ensure and support the full participation of women at all levels of decision-making and implementation in development activities and peace processes, including conflict prevention and resolution, post-conflict reconstruction, peacemaking, peacekeeping and peace-building”.

Security Council resolution 1325 on women, peace and security, adopted in October 2000⁷⁶, calls on all actors to adopt a gender perspective when negotiating and implementing peace agreements and to address the special needs of women and girls during repatriation, resettlement, rehabilitation, reintegration and post-conflict reconstruction. The resolution also calls for measures to ensure the protection of and respect for women's human rights, particularly as they relate to the constitution, the electoral system, the police and the judiciary. It encouraged all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants. In addition, the report of the Secretary-General on Women, Peace and Security, presented to the Security Council in 2002, recommended stronger measures to integrate women in all steps of peacekeeping, peacemaking and peace-building and urged that all peace agreements fully and explicitly integrate gender perspectives.

The issue has also been addressed by various United Nations entities as well as the Inter-agency Task Force on Women, Peace and Security chaired by the Special Adviser of the Secretary-General on Gender Issues and Advancement of Women. To facilitate the implementation of these recommendations, various initiatives of the United Nations and civil society have focused on supporting and increasing the representation of women in peace negotiations and in peacekeeping operations. There is, however, increasing awareness that the presence of women at the peace table is insufficient to ensure attention to gender issues or the participation of women in post-conflict reconstruction. Concrete and practical tools are needed to strengthen gender perspectives in peace agreements and in the subsequent institutional development.

⁷⁵ www.sadc.int

⁷⁶ See chapter 2 of the Toolkit for a longer discussion on this. The full document is on CD ROM

⁷⁷ Information provided by the Defence Sector June 2008



Checklist

- ✓ Have provisions of the UNSC Resolution 1325 and other international and regional commitments to achieve gender equality been addressed in the mission?
- ✓ Does the mission call for the incorporation of a gender perspective into peacekeeping operations and the establishment of a gender component within the staff of a mission?
- ✓ Does the mission call for an expanded role for women in UN field operations among military, police and civilian personnel?
- ✓ In recognizing the important role of women in the prevention and resolution of conflicts and in peace-building, does the mission(s) support the creation and strengthening of non-governmental organisations, including women's organisations, active in conflict prevention work?
- ✓ Does the mission/intervention call for or seek to establish mechanisms to investigate monitor and report on violations of women's human rights, including gender-based violence and sexual abuse?
- ✓ Does the mission/intervention call for mechanisms to bring an end to impunity for such violations?
- ✓ Does the mission/intervention recognise the important role of civil society in post-conflict peace-building?
- ✓ Does the mission/intervention encourage regular consultation with civil society organizations, in particular local women's groups and peace initiatives, in the planning and implementation of its field operations?
- ✓ Does the intervention ensure that the disarmament, demobilization, repatriation, reintegration and resettlement (DDRRR) programme uphold the human rights of women and girls, as ex-combatants as well as associates of ex-combatants, through consideration of their specific needs and circumstances?
- ✓ Does the intervention ensure that women and girls are consulted in the design and planning of DDRRR programmes that affect them?
- ✓ Does the intervention call for the equal and active participation of women in peace negotiations as well as in the drafting and implementation of peace agreements?
- ✓ Does the intervention call on all actors to integrate a gender perspective when negotiating a peace agreement?
- ✓ Does the intervention ensure the full and equal participation of women in the process of creating a constitution and developing a new judiciary?
- ✓ Does the intervention ensure that women's protection and participation is central to the design and reform of security sector institutions and policies, especially in police, military and rule of law components?
- ✓ Does the intervention call for the formation of a government which is fully representative of men and women, allows for the full and equal participation of women in its operations, and respects the human rights of women and girls?
- ✓ Does the intervention call for measures to ensure that women may participate without discrimination in all elections and that women are represented equally at all levels with men in all electoral processes?
- ✓ Do the reports on conflict situations integrate a gender perspective?
- ✓ In condemning acts of sexual abuse of women and girls by peacekeeping personnel, do missions and interventions call for peacekeeping personnel of contribution countries to adhere to pertinent codes of conduct and disciplinary and accountability mechanisms in order to prevent such exploitation?
- ✓ Is there a measure to provide gender training to peacekeeping civilian personnel, including police, and other members of peace and field operations on the rights and protection of women and girls, including on issues related to HIV/AIDS?
- ✓ Do interventions ensure that there are specific measures to strengthen local rule of law and human rights institutions, drawing on existing civilian police, human rights, gender and judicial expertise?
- ✓ Does the intervention address the particular protection and assistance needs of refugee and internally displaced women and girls?
- ✓ Is there a deliberate process to ensure the participation of refugee and displaced women in the planning, design, implementation, monitoring and evaluation of all programmes providing assistance to refugee and other displaced women, including the management of refugee camps and resources?
- ✓ Is there provision and coordination of humanitarian assistance, and access to humanitarian workers by the civilian population, with a focus on the particular protection needs of women and girls?

Adapted from: Women's International League for Peace and Freedom <http://www.peacewomen.org/un/ingoadvocacy/1325Tools/checklist.html>

Public security - Gender based violence



Fact sheet 19: SADC and Gender Based Violence

The 1993 UN Declaration on the Elimination of Violence Against Women, Article 1, provides that gender based violence is 'any act of gender based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life'⁷⁸. Gender based violence (GBV) limits the potential of individuals, in particular women, from asserting their rights and indeed being participants and beneficiaries of development; it is thus a key agent of marginalisation. Its intersection with HIV and AIDS has also proved deadly as a cause and consequence of the pandemic.

In recognition of the impact of this pervasive problem and the need to upscale action in the region, a SADC Addendum on the Prevention and Eradication of Violence Against Women and Children (Addendum) was adopted in 1998⁷⁹. It makes provision for a range of measures to be taken by Member States including passing laws, providing services for survivors of gender violence and mounting education and awareness campaigns. The Addendum is supposed to be reviewed by Member States every two years. The last review took place in Lesotho in November 2000.

Laws, services and resources to address this scourge are still patchy, and the link between gender violence and HIV and AIDS is not being adequately addressed. Attention to new threats like sex trafficking is growing, but is yet to be fully acknowledged in policies and laws. The findings, for example, pointed to limited progress in legislating against domestic violence. Currently only half of the SADC countries have domestic violence legislation (Botswana, Mauritius, Namibia, Seychelles, Zimbabwe, Botswana and Malawi).

Sexual offences legislation is critical in that it seeks to broaden the definition of rape and sexual assault to take into account the changing nature of GBV, as well as addressing gender inequality issues such as abolishing the cautionary rule as regards women survivors of rape and sexual assault. In spite of this few SADC countries (Zimbabwe, Tanzania, Namibia, and Lesotho) have sexual offences legislation in place. Linked to this is the criminalising and punishment of marital rape. As Gender and Media in Southern Africa (GEMSA) points out "abolishing marriage as a defence for sexual offences is an important barometer of the level of gender justice discourse in a country, and is a critical factor in the era of HIV and AIDS, where one of the largest categories of those newly infected is married women who are faithful in their relationships while their husbands are not"⁸⁰. The picture does not improve in other areas such as sexual harassment and trafficking of persons, in particular of women and girls, where legislation remains scant.

⁷⁸ The definition encompasses a broad range of abuses physical, sexual, psychological in the private and public spheres, and includes traditional practices harmful to women, sexual violence related to exploitation, trafficking in women and forced prostitution. The expanded definition, resulting from the 1995 Beijing Platform for Action, includes systematic rape, sexual slavery and forced pregnancy; and recognises the vulnerabilities of women belonging to minorities such as the refugee and migrant women, indigenous women and others.

⁷⁹ Full document on CD ROM

⁸⁰ 2005 Audit of the SADC Declaration on Gender – Violence Against Women – The SADC Addendum on the Prevention and Eradication of Violence Against Women and Children www.genderlinks.org.za



Checklist

- ✓ Promote the enactment, strengthening and implementation of laws against gender based violence, particularly domestic violence, sexual offences, femicide and human trafficking, enforcing stiff penalties for perpetrators;
- ✓ Establish codes of conduct in all institutions at national level to define and prohibit sexual harassment in all spheres and design deterrent sanctions;
- ✓ Conduct gender sensitisation and public awareness campaigns directed towards both women and men to enable greater awareness of legal, human and women's rights, and the legal and social-economic consequences of abusive behavior, as well as the impact on future generations;
- ✓ Design programmes for reaching out to vulnerable groups especially those with disabilities and special needs to protect them against gender based violence;
- ✓ Enhance the capacity of law enforcement institutions to implement gender responsive policies and programmes that address gender based violence;
- ✓ Encourage sharing of best practices within and among member states on mitigation programmes including the establishment and operations of victim support units, survivor shelters, as well as the monitoring of such interventions; and
- ✓ Establish and disseminate regional and national data based on gender based violence and devise appropriate mechanisms for measuring reduction of cases at different levels.



Additional Resources

Search for Common Ground – *Resource Guide on Gender and Peace Building*

<http://www.sfcg.org/programmes/ilr/gender1.doc>

Pankhurst, D (2000) *Mainstreaming Gender in Peace-building: a Framework for Action: From the Village Council to the Negotiating Table*. International Alert (London)

<http://cities-localgovernments.org/uclg/upload/docs/mainstreaminggendereinpeacebuilding-aframeworkforaction.pdf>

UNIFEM (2003) *Gender-aware Disarmament, Demobilization and Reintegration (DDR): A Checklist*.

<http://womenwarpeace.org/issues/ddr/ddrenglish.pdf>

CHAPTER ELEVEN

ADMINISTRATION AND HUMAN RESOURCES



The Administration Unit's overall responsibility is to ensure a smooth and safe working environment for staff and to address some staff issues in line with the Secretariat's Administration Rules and Procedures. As at June 2008, the unit comprised 13 men and 16 women. The Head of the Unit is a male.

The Human Resource (HR) Unit, established in 2006, is fairly new. As of June 2008, there were two men and two women in this unit and the head of the unit is a male. The key mandate of the HR Unit is to come up with policies that support the Secretariat's corporate strategy. This includes recruitment, health and safety, managing of certain processes at work, and performance management issues. With regard to recruitment policy, this has been explained earlier as well as attendant challenges.

There is also in place a draft Workplace HIV and AIDS Policy that at the time of writing was awaiting adoption. HR also does periodic awareness raising on some of the HR issues, for example on HIV and AIDS. On the issue of whether or not gender sensitivity informs their management of HIV and AIDS in the workplace, it was pointed out that this was considered, and they provide both male and female condoms, for example. However, the draft policy has to address both rights issues and wellness, including awareness on the gender dimensions of the pandemic on staff welfare.

Also at the time of writing, the Secretariat was planning to take steps towards responding to recommendations from a Performance Management review and proposals made by consultants in 2005. Linked to this is the job evaluation and skills audit exercise currently being undertaken. This is an opportunity to raise issues of mainstreaming gender into job descriptions, key result areas and PAs.

There is clearly a willingness to have in place a sexual harassment policy, which can be integrated into the Workplace Gender Policy, although proper consultation and awareness was emphasised. Gender training is also a gap identified. This ranges from basic awareness training to the ability to analyse policy, programmes and projects from a gender perspective.



Case Study 7: Gender Gaps within the SADC Secretariat

Read the following excerpts from the Situation Analysis undertaken by GL as background to the development of a workplace gender policy for the SADC Secretariat and answer the questions that follow:

Staff profile: There are currently 183 members of staff, comprising 88 men and 95 women. The breakdown of the staff composition per category is outlined below (includes regional and local staff):

Table 8: Gender composition of the SADC Secretariat staff

Category	Total	No of women	%	No of men	%
*Senior Executive	2	0	0	2	100
Directors/Heads of Unit	15	4	27	11	73
Regional Senior Officers	23	7	30	16	70
Regional Officers	19	6	32	13	68
Technical Officers	40	10	25	30	75
Project Staff (local)	25	21	84	4	16
Assistant Officers (local)	9	7	77	2	22
**Support Staff (local)	35	32	91	3	9
Officer orderly/drivers	15	8	53	7	47

*Executive Secretary, Deputy Executive Secretary

** Personal Assistants, Secretaries, Receptionists, Clerks

It is clear that there is critical under representation of women at Senior Executive level (0%), Directors/Heads of Unit (27%), senior regional officers (30%) and technical officers (25%). On the other hand, there is an overrepresentation of women at the support staff level (91%). The fact that the position of Chief Director is earmarked for a woman will not significantly change the status quo, if filled. The Human Resources Unit acknowledged the gap in terms of women representation at Senior Management level, and pointed out that every effort was being made to strictly apply the 50/50 policy adopted by SADC in 2005. Positions are advertised at national level and every advert for a key senior position points out that 'women are encouraged to apply'. One interviewee pointed out that this statement 'at the bottom of the advert' does not give the full picture regarding the values and commitment of the Secretariat in terms of gender equality and women's empowerment, and he also pointed out that the same would not hold true for positions lower in the Secretariat employment tier, such as at the secretarial level. The advertisements therefore should be reformulated.

Recruitment: Two issues were raised as contributing to the slow pace of implementation of the gender parity principle within the Secretariat. First is the fact that the recruitment procedure is dependent on Member States identifying and short listing potential candidates, and most do not adhere to the parity principle; more often than not, most shortlist male candidates. The Secretariat does try to persuade Member States to comply but cannot force them to. Secondly, the quota system may sometimes stand in the way of accelerating the 50/50 principle in that at times a good female candidate may be available, but if the country of which she is a citizen has exhausted its quota, she loses out. It was also noted that there are some countries that have not used their quota at all, whereas if they did so, there could potentially be good female candidates for key positions.

A number of interviewees are aware of the disparities and the limits of the recruitment system. However, they pointed out that a lot more effort was required to address the constraints which are not insurmountable; the bar has to be raised on political will. This issue can be raised at Council and Summit levels, and repeatedly with Member States for a significant change in gender representation at management level. However, it must also be pointed out that there are concerted efforts to make sure that selection panels are gender balanced and that issues of gender equality are integral to the recruitment process but this is not always achieved. Further, guidelines on the type of interview questions and whether they are affirming and not gender discriminatory are not in place. Fundamentally, certain sectors are still male dominated, so most qualified persons almost always turn out to be male.

Staff development: There is no specific staff development strategy taking into account women's empowerment that also focuses on training for career development, not just functional skills building. Some training is undertaken, and resources are allocated towards this, as reflected in the Master Budget for the Secretariat. The response of the Human Resources and Administration Units was firstly that the absence of this strategy was due to the fact that SADC recruited professionals and experts who are well established in their professions, so further training was not a priority. However, the focus of any training internally was to improve functional skills for better performance, not career pathing. It was also pointed out that staff was on contract, therefore the prospects of them 'moving up the ladder' was not there, unless if they applied for an advertised position in the Secretariat that would provide better prospects for their career. It was pointed out that members of staff were encouraged to apply for advertised positions if qualified, but would have to compete with other candidates. There are therefore few opportunities for either moving women upward or providing specific targeted training for upward movement in the Secretariat.

Family friendly practices: With regard to maternity and paternity leave, it was pointed out that men do take advantage of the latter, however, the leave allotted (3 days) appeared to be more a token, and would need to be reviewed, given complaints by men who have used it.

Sexual harassment: There is no sexual harassment policy in place. Cases of sexual harassment are dealt with in an ad hoc manner.

Questions:

1. What are some of the key institutional challenges facing the SADC Secretariat internally as it seeks to mainstream gender in its work?

2. What are some of the strategies that the Secretariat will have to adopt to meet the SADC target of 50 percent women in decision-making by 2015 as set out in the draft SADC Protocol on Gender and Development?

3. To what extent is SADC constrained by applicants being put forward by Member States in achieving this objective?

4. What creative strategies can be adopted to overcome this?

5. To what extent is the SADC Secretariat leading by example in creating a gender aware and friendly working environment?

6. What key measures still need to be taken?

7. From this analysis, what do you understand by gender mainstreaming in the work place? Why is it important?



Exercise 32: Finding Gender in Administration and Human Resources

Go through the organisational policies and procedures manual and answer the following questions:

1. Is there explicit reference to the key gender equality issues you identified in the case study?

2. If yes, where is this adequate in line with requirement for gender mainstreaming?

3. Would you describe Administration and Human Resources policies and procedures plans as gender blind, gender neutral or gender aware?

4. What steps can be taken to ensure that these are gender aware?



Exercise 33: Finding Administration and Human Resources in Gender Instruments

Go through the instruments listed below and any others that you may regard as relevant. What provisions are made that are relevant to your sector?

Instrument	Relevant provisions for gender mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (adopted 2003)	
SADC Regional Gender Policy	
SADC Declaration on Gender and Development (1997)	
SADC Protocol on Gender and Development	
Other legal or policy instruments relevant to the sector	

Action Planning



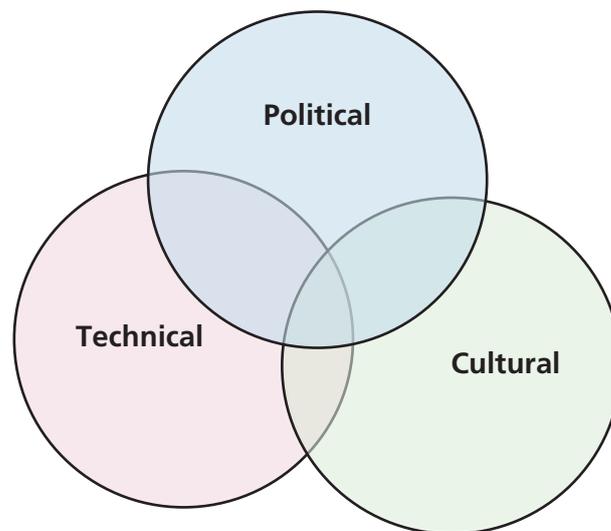
Exercise 34: Think through all the different programmes in this area of work and identify key gender issues and actions to be taken:

AREA	GENDER ISSUES	ACTIONS
Setting targets		
Job advertisements		
Selection processes		
Career opportunities		
Staff development		
Capacity building		
Working conditions		
Working environment		
Other		



Fact Sheet 20: Gender in Organisational Performance and Development

Below is a useful conceptual framework developed by the United Nations Development Programme (UNDP) that points to the fact that gender mainstreaming is also a process of institutional transformation, that is, a profound shift from the mainstream⁸¹. Basically, gender mainstreaming means change has to take place in three domains, the technical, political and cultural. These three domains overlap. Where the three overlap is the point where institutional transformation takes place. This implies that mainstreaming gender equality is not a mechanistic, instrumentalist process, where a few things are tweaked and the term 'gender' is used more often; it is a complex process backed by profound commitment at all levels of an institution, and it requires a focus on practical and strategic issues for overall effectiveness.



- The **technical domain** consists of capacities, tools and instruments for gender mainstreaming. Gender experts, guidelines and tools for integrating gender into the project cycle, gender training modules and materials are all located within this domain.
- The **political domain** is the site for mainstreaming of gender equality concerns into processes of planning and decision-making within the institution. This is the domain within which hierarchies of power take shape, which in turn determine access and control over resources and decision-making in the institution.
- The **cultural domain** is the arena in which the environment and daily practice of the organization are defined, shaped and determined. While processes in this domain may not be guided by clearly articulated rules and procedures, they are nonetheless critical to gender mainstreaming. Since it is in this domain that the gap between policy and practice is created, it is also the space where it can be negotiated and contested. However, this is also the domain where personal beliefs and ideas have the greatest impact on the successful institutionalization of gender mainstreaming.

⁸¹ Adopted from UNDP gender mainstreaming process (Progress Report on UNDP Gender Thematic Trust Fund) www.undp.org/netherlands/Progress (accessed on 12.03.08)

The structuring of an organisation and the development of procedures and rules for a good workplace environment provide one of the best opportunities for mainstreaming gender equality. If this is institutionalised, it reinforces the valuing of men and women’s participation and contribution in the workplace, unlocking their potential to increase performance and deliver results, thereby fostering dynamic organisational development and transformation. This implies having gender sensitive hiring and promotion policies, non discriminatory workplace policies, work environments that are family friendly and free of sexual harassment and, importantly, reorienting the practices of the institution at all levels to encourage the best in both men and women.

From a human resources perspective, a key indicator in the gender mainstreaming process is a workplace gender policy backed by a strong policy statement affirming the vision of the organisation to achieve gender equality. The workplace gender policy must address organisational rules and procedures taking into account gender equality and employee rights issues, as well as broader performance management issues and concerns. Some key considerations include:

- Explicit attention to gender equality issues in the corporate vision, mission and values of the organisation.
- Political will from leadership and management, so that gender mainstreaming is a management issue that cascades to every level of the organisation.
- A gender balanced staff profile, gender sensitive recruitment policies, including short listing and interview panels.
- Affirmative action, coupled with a benchmark and target to reach a gender balance in staffing and recruitment.
- Gender equality as a key result area in performance assessments, particularly at senior and management levels where responsibility for strategic organisational performance lies.
- A policy prohibiting any form of unfair discrimination, including sexual harassment.
- Structures and systems that decentralise and support gender mainstreaming processes throughout the organisation.
- Clear guidelines on mainstreaming gender in planning, project/programme development and implementation, monitoring and evaluation.
- Clear guidelines on mainstreaming gender into budgets and resource allocation.
- A capacity building strategy and plan, addressing targeted skills building in gender analysis.
- A communication strategy focusing on awareness raising and targeted at attitudinal change.





Checklist

Category	No of women	%	No of men	%
Director				
Senior Management				
Professional				
Secretarial/clerical				

- ✓ How many women and men are currently employed in each job and grade?
- ✓ Does the pattern of male and female employment indicate there are areas of 'women's work' and of 'men's work'?
- ✓ Why do divisions exist, if they do? Is it because of the work involved? Is it because of tradition? Is it because of low pay?

Selection, recruitment

ISSUE	GENDER QUESTIONS
Policy	Is there an affirmative action policy in line with the Employment Equity Act? What does it say with regard to gender?
Recruitment	How are jobs advertised? What efforts are made to encourage women to apply? Are data banks of possible women applicants kept?
Selection	Are interview panels gender balanced? What kind of questions are asked?
Job description/ per agreement	Is the responsibility for promoting gender equality in all policies, programmes and projects written into these documents?
Qualifications	What relevant qualifications are held by women and men in each job and grade? Are those with equal qualifications in the same grade? And could it be established that women with equal qualifications are in proportionately lower graded jobs than men? What is the organisation doing to encourage women to upgrade qualifications? What does the organisation do to encourage men to upgrade their qualifications? Why are there differences? Is it because of assumptions about women not wanting to take responsibility, or because she might leave to have a family, etc?

3. Career Pathing

<i>ISSUE</i>	GENDER QUESTIONS
Age	<p>What is the age distribution of women and men in each job and grade? Are the ages of personnel related to the numbers of years and experience of staff?</p> <p>Why are there age differentials? Is it because men are promoted at a younger age than women?</p>
Training and development	<p>What special efforts are made to provide training for women to bridge the gender gap? Is gender training provided, and if so, in what form? How many women and men attend training courses at your expense or at their expense? Are these courses relevant to their work and will they add value to the work of the organisation? What grades are the trainees? Is there a difference between the numbers of women and men who attend courses? If so, does this mean that training needs of one or the other is not being attended to? If there is a difference in the attendance of women and men, why is this the case? Do courses meet the needs of women as opposed to men?</p>
Promotion	<p>How many women and men apply for promotion? How many women and men are in the potential pool? What are the success rates for each sex? Do women and men apply for promotion in the same numbers? What does the organisation do to encourage men and women to apply for promotion? What are the criteria for selection? Why are there differences? Is it cultural? Is it perceptions?</p> <p>Is gender a consideration in promotion?</p>
Full time versus part time work	<p>How many women and men work part-time? In what jobs and grades are part-timers? For councillors, does the part-time nature of the work and remuneration, restrict who applies to become a candidate? Do part-timers feature more often in the lowest grades? What steps does the organisation take to ensure that part-timers are not discriminated against in terms of benefits? If there is a difference in the grades, why is this the case?</p>
Length of service	<p>How long have women and men spent in each grade?</p> <p>Is there a difference? Where are women located in terms of age and grade?</p> <p>Does this indicate difference in the pattern of women's and men's careers? Where are women located in terms of age and grade? Why is there a difference and can we find instances of discrimination?</p>

4. Working Conditions and Environment

<i>ISSUE</i>	GENDER QUESTIONS
Conditions of service	Are benefits for male and female employees equal? Are maternity and paternity leave provided for?
Sexual harassment	Is there a sexual harassment policy? Has it ever been tested? What was the response? NB: Please see CD ROM 15 for an example of a sexual harassment code.
Working and physical environment	Are employees required to work at night? What security provisions are made? Is there provision for flexi time? Does the job involve a significant amount of travel? Are there childcare facilities/provisions? Is there a policy on sexual harassment? Is the use of sexist language banned?
Gender culture	Are women and men perceived as equals? How are women and men perceived? What roles are they perceived to be best suited to? Why are women and men seen to have different capacities and capabilities?
Retention	How many women and men leave the organisation? What are their reasons? Does your organisation have exit interviews? If there is unhappiness in the organisation, does your organisation seek to consult the staffs that remain? What is your organisation doing about ways to retain trained staff? If more women than men are leaving, is this linked to domestic responsibilities, especially child care? Is this linked to the culture in the organisation? Is it sympathetic to diversity?

Gender Management System

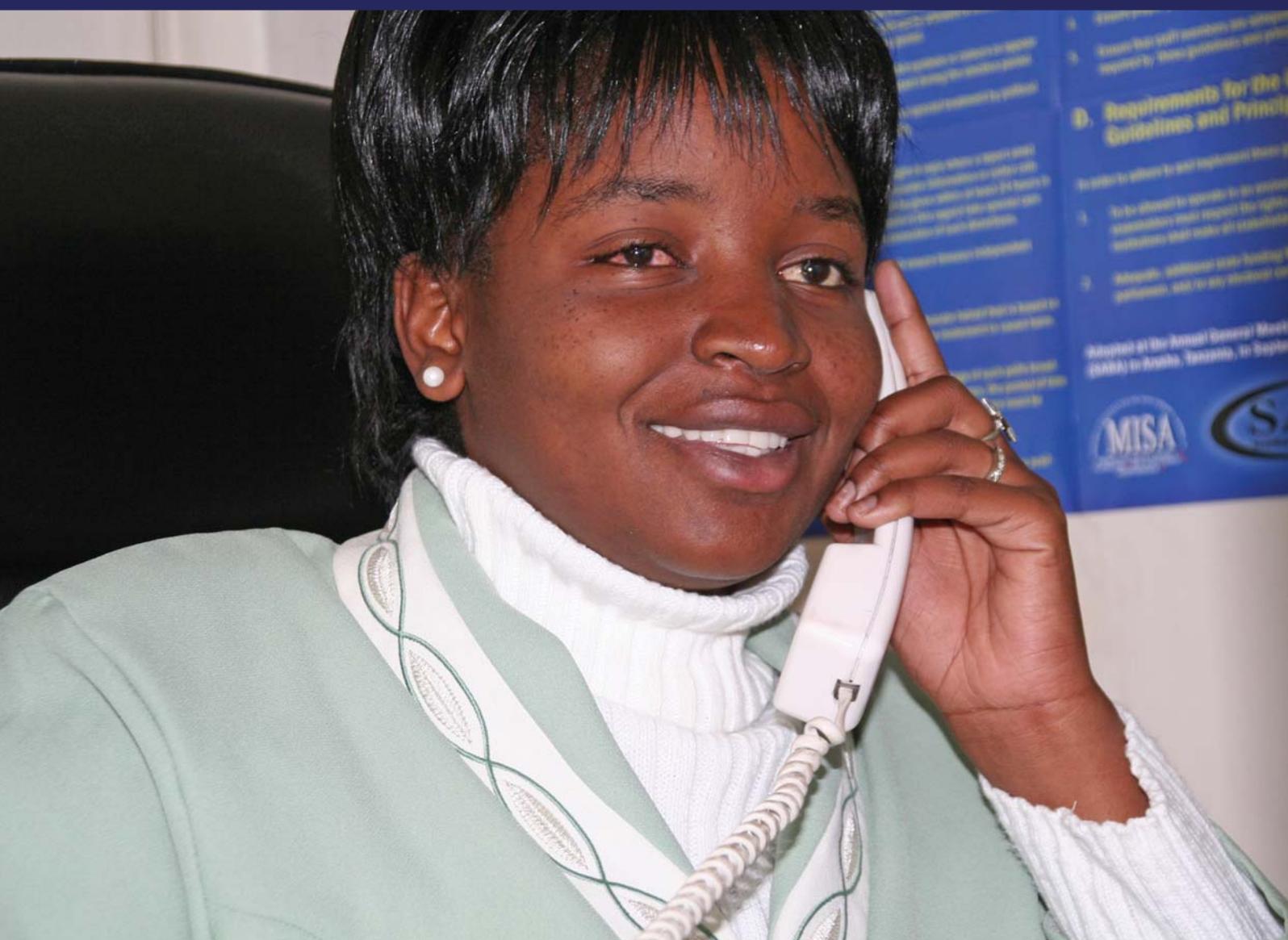
- ✓ Do the performance contracts of the first three layers of management include responsibility for ensuring gender equity?
- ✓ Is gender disaggregated data kept?
- ✓ Does it form part of the monitoring and evaluation system?
- ✓ Is there adequate human and financial capacity for the collection, analysis and dissemination of gender-related statistics?

Capacity Building

- ✓ Are gender awareness courses offered by the municipality?
- ✓ Percentage of councillors who have received gender awareness training.
- ✓ Percentage of managers who have received gender awareness training.

CHAPTER TWELVE

INFORMATION, COMMUNICATION AND MEDIA



SADC has a mandate to communicate its work as well as promote the development of the media, information and communication practices and technologies in Member States. The Corporate Communications Unit (soon to become the Public Relations Office) has developed a SADC Communications and Promotional Strategy (Strategy) which is serving as “the blue print for the Southern African Development Community to adopt effective strategies to communicate with all its stakeholders internal and external”.

The Strategy also identifies the role of the CC as ‘branding, positioning and projection of the corporate image of the organisation at all times’. It is thus playing a pivotal role in the organisation. Importantly, the role of the media and its engagement with SADC is seen as an important strategy to communicate SADC trends and developments, and it is noted that ‘there is a demand and hunger amongst the media for more information about SADC activities’; it is thus key that gender equality in and through the media is addressed, and aligned with SADC priorities. As at June 2008, the unit had two male and four female staff. The Head of the Unit is a female.

In terms of specific activities, the CC facilitates meetings of SADC, coordinates media coverage as well as liaising with SADC Media Coordinators in every Member States (usually from Ministries of Information), coordinates SADC Media awards and supports the structures related to the awards, and writes periodic SADC briefing documents. There is also a radio programme called SADC Calling which is aired on Channel Africa, and the CC works with the Southern Africa Broadcasting Association (SABA) on specific projects. The CC also coordinates the SADC Schools Essay Competition. In terms of publications, it produces and distributes several publications, including the Summit brochure, the SADC Trade, Industry and Investment Review, the SADC Today, SADC Calendars and Diaries, and SADC Protocols.



Exercise 35: Spotting the Gender Gaps in Communication

A. Examine some of the SADC Secretariat publications and answer the questions that follow:

1. Count the number of images of women and the number of images of men. Record these below

No of women	No of men	Total	% women	% men

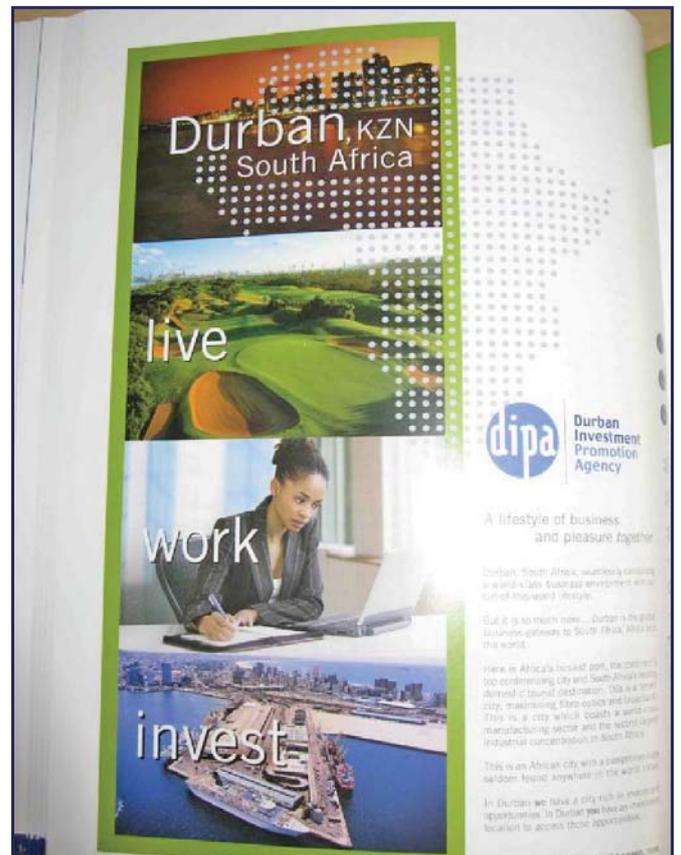
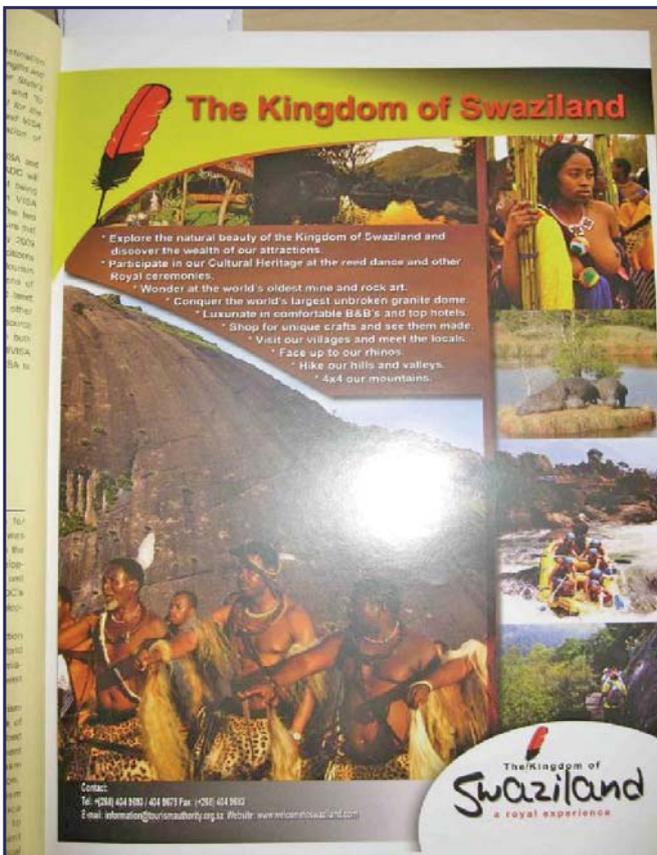
2. What kind of roles are women found in? Give examples?

3. What kind of roles are men found in? Give examples.

4. What is meant by gender stereotypes?

5. In what ways are these limiting to personal/community/national/regional development?

B. Consider the images in the promotional advertisements below for Swaziland and for the Kwa Zulu Natal province of South Africa in the SADC Investment journal.



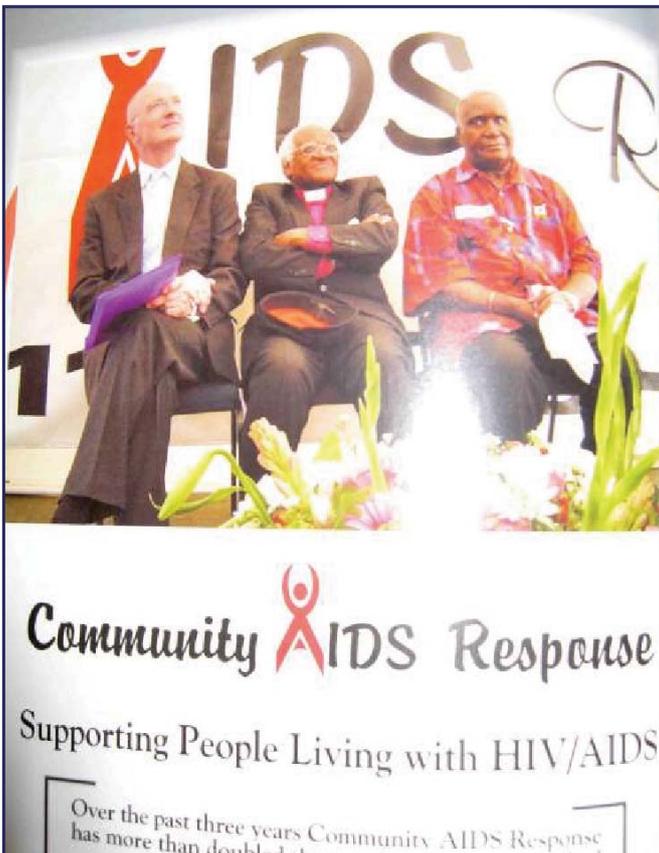
1. What messages are conveyed about women in each?

2. What is the difference?

3. Which image challenges gender stereotypes? Why?

4. What is the effect of this?

C. Examine the two images below; one an advertisement for Community AIDS response in the SADC Investment journal and the other a photo of former President Kenneth Kaunda with an AIDS activist taken at the same event.



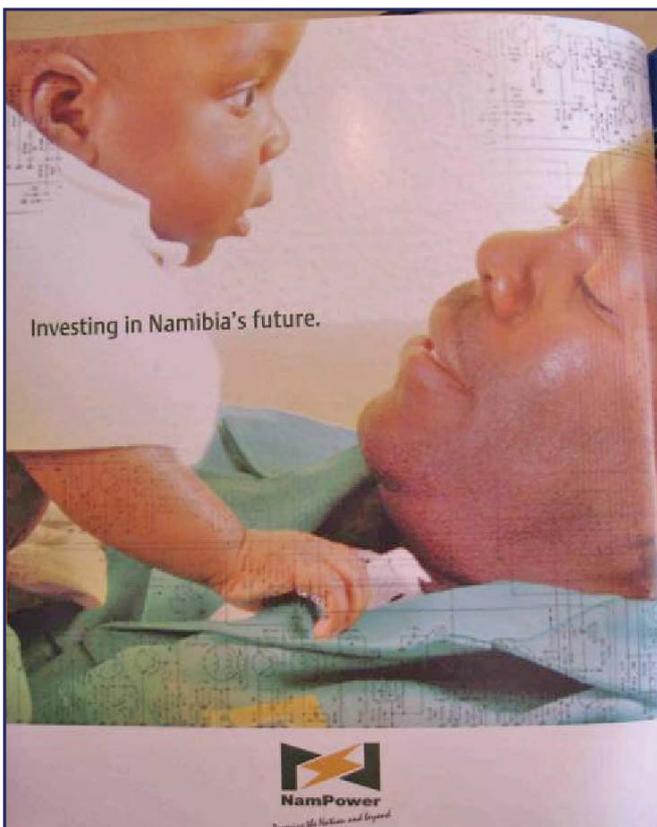
1. What messages are conveyed in the two pictures? How are these different?

2. Which projects gender balance?

3. Which challenges gender stereotypes?

4. Which carries the stronger message as far as the pandemic is concerned? Why?

D. Now examine this cover on Namibia's future:



1. What messages does this image ("Investing in Namibia's future") send out?

2. In what ways does this challenge gender stereotypes?

E. Lessons

1. From this exercise what do you understand by gender mainstreaming? Is it important in your area of work?

2. Summarise the key gender issues in your sector:



Exercise 36: Finding Gender in Information, Communication and Media

Go through the planning documents for the sector and answer the following questions:

1. Is there explicit reference to the key gender equality issues you identified in the pervious exercise?

2. If yes, where is this in line with requirements for gender mainstreaming?

3. Would you describe Administration and Human Resources policies and procedures plans as gender blind, gender neutral or gender aware?

4. What steps can be taken to ensure that these are gender aware?



Exercise 37: Finding Information, Communication and Media in Gender Instruments

Go through the instruments listed below and any others that you may regard as relevant. What provisions are made that are relevant to your sector?

Instrument	Relevant provisions for gender mainstreaming
Millennium Declaration and Millennium Development Goals – Goal 1 and 3 (2000)	
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	
Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (adopted 2003)	
SADC Protocol on Information	
Draft Policy Guidelines on Gender Equality and Empowerment of Disadvantaged People in the Information and Communications Sector	
SADC Regional Gender Policy	
SADC Declaration on Gender and Development (1997)	
SADC Protocol on Gender and Development	
Other legal or policy instruments relevant to the sector	

Action Planning



Exercise 38: Go through the work plan of the communications sector in SADC. Identify key gender issues and propose at least one action in each case.

AREA OF WORK	GENDER ISSUES	PROPOSED ACTIONS
Coordinating media coverage during SADC meetings		
Liaising with SADC media coordinators		
Coordinating SADC Media awards		
Special dates eg SADC Day; International Women's Day		
Periodic briefing documents		
SADC annual reports; SADC Brochure; SADC calendar and other documents relating to SADC work Radio programmes of SADC – Channel Africa		
Links with SABA		
SADC Schools Essay competition		
ICT and website		
Other		



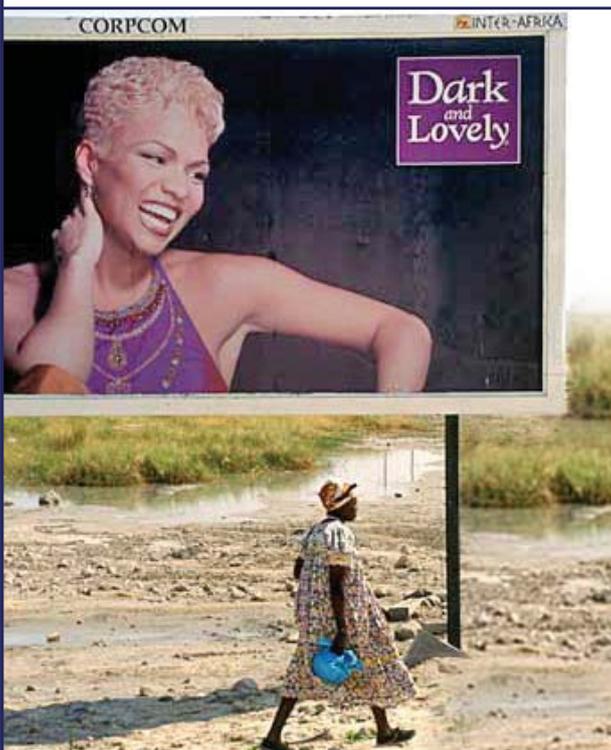
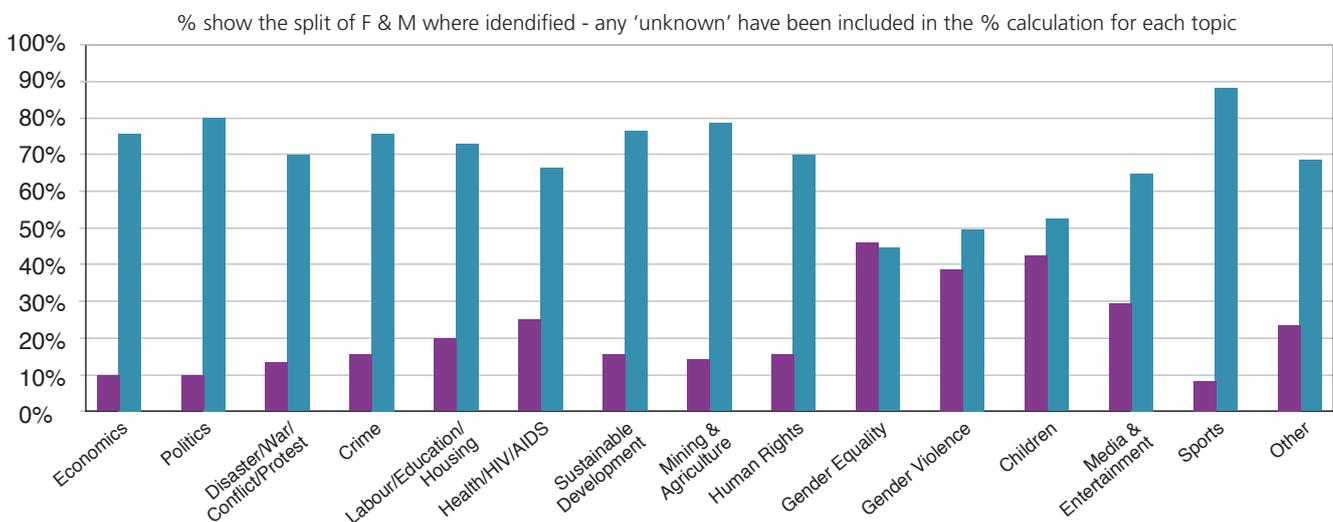
Fact Sheet 21: Gender and the Media

The Gender and Media Baseline Study (GMBS) conducted in 2003 by Gender Links (GL) and the Media Institute of Southern Africa (MISA) showed that women constitute 17 percent of news sources. The Global Media Monitoring Project (GMMP) of 2005 showed that this had increased by a mere two percent, to 19 percent, but with significant gains in countries where there has been concerted gender and media activism, such as in South Africa where the proportion of women sources reached 26%.

The graph below from the GMBS highlights the proportion of women and men sources in different topic categories.

Regional Analysis of Topic & Sex - % of Individual Topics

Regional female
Regional male



The role of the media in perpetuating stereotyping is revealed in this graph with women's voices the least visible in the issues traditionally associated with men, such as economics, politics, and sports. On the other hand women's opinions and voices become more visible in the traditionally 'female' issues, such as gender equality, gender violence and children.

The GMBS showed that women are portrayed in a limited range of roles, most often as sex objects or victims of violence, while men are portrayed in a wide range of roles. Often the roles in which women are portrayed bear little resemblance to their every day reality as captured in the adjacent photo by Trevor Davies.

Promoting gender equality in and through the media has gained greater prominence in recent years. This has been largely due to civil society activism. Gender and the media has not been high on the agenda of governments, and

key international women’s rights instruments are either silent or provide weak provisions in this area.

More strategic approaches by gender activists towards working with the media have resulted in greater coverage of important campaigns such as the Sixteen Days of Activism on Gender Violence. Simple tools such as directories of women sources and resources are helping to ensure more varied and progressive content.

Gender and media activists are becoming more adept at using new information and communication technologies, as witnessed by the cyber dialogue initiative launched by women from the region during the ten year review of the Beijing conference. Gender and media networking is stronger than ever before and this has demonstrated the power of the media and of communications as a force for change.

In spite of this progress, women are still woefully under represented in all areas of the media, except as TV presenters, and especially in decision-making structures. There appears to be little pressure on media decision-makers to take corrective action, except through Employment Equity laws, where these exist. Media regulatory authorities are male-dominated and they have not integrated gender criteria into licensing and other mechanisms at their disposal for making the media (especially the public media) more accountable to the public on their gender practices.

Only a small proportion of media houses have adopted gender policies, including the public media. Gender mainstreaming among media training institutions, many of which are government funded, remains ad hoc. With the exception of South Africa, none of the information and communication ministries in the region have gender units nor have they mainstreamed gender considerations into information and communication policies. The several ICT policies that are being generated in the region as part of the fervor to join the “information society” are gender blind and carry the risk of women being marginalised even further within the digital divide.

Legislative and policy frameworks in the region require much stronger provisions on the media, including the need to redress gender inequalities and bias both within the media and in editorial content. Making use of the mechanisms that the state has access to, such as licensing agreements is a key strategy to oblige greater gender accountability on the part of the media. Mainstreaming gender in information and communication policies accompanied by targeted implementation is likely to yield positive benefits, and supporting the work of civil society organisations involved in gender and media work is a necessary strategy to achieve progress in this complex area.

Source: Gender Links





Checklist

Core Issues

- ✓ Is freedom of expression a fundamental right enshrined in the Constitution and does this explicitly include the right of women and men, in all their diversity, to be given equal opportunity to air their views?
- ✓ Is universal access to information, for women and men, regarded as a fundamental right? Where and in what way is this expressed?
- ✓ Are there gender gaps in literacy and what is being done to redress this?
- ✓ What proportion of boys and girls are in primary, secondary and tertiary education? What is being done to address the imbalances?
- ✓ What proportion of girls and boys are in the arts and sciences? What is being done to redress the imbalance through career guidance, incentives and other schemes?
- ✓ What proportion of men and women are in information, communication and media-related jobs? At what level in which areas are they? What is being done to redress the imbalance?
- ✓ Are the views of all citizens, women and men, consulted in policy formulation?

Information Services

- ✓ Is there a gender analysis of, and are there gender-disaggregated statistics on, access to information and the content of information that is produced and disseminated by the government?
- ✓ Is there a gender unit in the ministry of information and communication?
- ✓ What measures are in place to ensure that information reaches women and men equally, especially in remote areas? For example, are print publications written in local languages? To the extent that literacy is a constraint, are there alternatives, such as radio programmes and/ or literacy classes?
- ✓ Does the content of government information target the concerns of both women and men?
- ✓ Does promotional information on the country, in print and electronic formats, highlight the enterprise and achievements of women? Does this include gender disaggregated statistics and information on women in decision-making, including in parliament?
- ✓ To the extent that government information to the public is disseminated verbally (for example through community agents and/or visits by decision-makers) are such teams gender balanced; do they target both women and men and is there an effort to ensure that women participate effectively in discussions?

ICTs

Access

- ✓ At what stage is the deregulation of the telecommunications sector? What are the potential benefits for citizens, and especially for women who tend to be marginalised in privatisation deals, especially those of a technical nature? How can women be assisted to participate more effectively in these processes?
- ✓ What is the pricing structure for telecommunications services and equipment? To what extent is this a barrier to access for the poor and for women? How can these costs be reduced to facilitate greater access?
- ✓ Is there a universal access policy in place? Are its provisions sufficient? Is access by women specifically recognised in the policy?
- ✓ Are partnerships being established between government, the private sector and civil society that maximise the possibilities of access, and specifically access for women?
- ✓ What plans are in place to extend ICT access through schools, and to ensure that girl children benefit equally from such initiatives?

- ✓ What technical options are being explored for making ICTs more accessible to remote areas and specifically to women in remote areas?
- ✓ What options other than the written word, for example, touch screens, are being explored?
- ✓ To the extent that there are telecentres in the country, is there gender disaggregated statistics on their usage and what is being done to bridge the gender gaps?

Applications

- ✓ How are ICTs being applied to advance gender equality? Are there more strategic ways in which they could be employed for this purpose, for example, in conducting campaigns and disseminating information on women's rights?
- ✓ Are ICTs being applied to benefit the economic empowerment of women?
- ✓ Are ICTs being used to improve women's access to social services, such as education and health? Is there scope for ICT access to be linked to literacy classes?
- ✓ Are ICTs being used in the HIV/AIDS campaign and in ameliorating the devastating effects of this pandemic on women?
- ✓ Are ICTs being used to enhance women's access to decision-making, and to making governance more responsive to the needs of women?

Content development

- ✓ Are there policies in place to encourage citizens, and especially women whose views are most under-represented on the Internet, to create and share content for the Internet?
- ✓ To what extent is language a disempowering factor? What is being done to address this? Is sufficient attention being given to the creation of content in African languages?
- ✓ How can the rich oral traditions and wisdom of women in the region be translated into content for the Internet?
- ✓ How can women become more involved in software development? How can this be used to raise the profile and voice of African women on the Internet?

Capacity building

- ✓ Have gender considerations, (e.g. socialisation) been built into the design of ICT training?
- ✓ Have the needs of older women been taken into account?
- ✓ Does the training go beyond the basics to incorporate information and knowledge creation and management?
- ✓ Does it include an understanding of policy issues?
Is gender training being offered to male decision makers in the ICT sector?

Media

Regulatory authorities

- ✓ Is there gender balance in the composition of media regulatory authorities and, if not, can this be required by the law establishing such bodies?
- ✓ Do regulatory authorities require, through licensing conditions, that media houses demonstrate or set targets for achieving diversity in ownership, employment and content consistent with the demographics of the country? Are media houses required or encouraged to have gender policies?
- ✓ Do regulatory authorities receive complaints from the public? Is the public encouraged to submit gender-related complaints, for example, the way that women are objectified in the media and in advertising? Are such complaints acted upon?
- ✓ Do media regulatory authorities include gender considerations in their public education and awareness programmes.

- ✓ To the extent that there are self-regulatory bodies for advertising and the media, are these encouraged or required to mainstream gender in their work?
- ✓ Are best practices on gender mainstreaming in the media and advertising acknowledged and rewarded?
- ✓ Is community radio supported and facilitated? Are gender considerations built into programming? Are women encouraged to run their own community radio stations?

Media training institutions

- ✓ To what extent does the government in your country support media training institutions?
- ✓ Is there gender disaggregated data on those providing and receiving training?
- ✓ Is gender mainstreamed into the training curricula?

State-owned/public media

- ✓ Are gender considerations mainstreamed into the statutes that govern state-owned/public media?
- ✓ Is there gender balance in the composition and content of such media? What information and research exists on this?
- ✓ Do state-owned/public media have gender policies? Do these cover employment issues as well as editorial content?
- ✓ What is being done to ensure greater public engagement by state-owned/public media, for example, through talk shows?
- ✓ Are women and men given equal voice in such programmes?

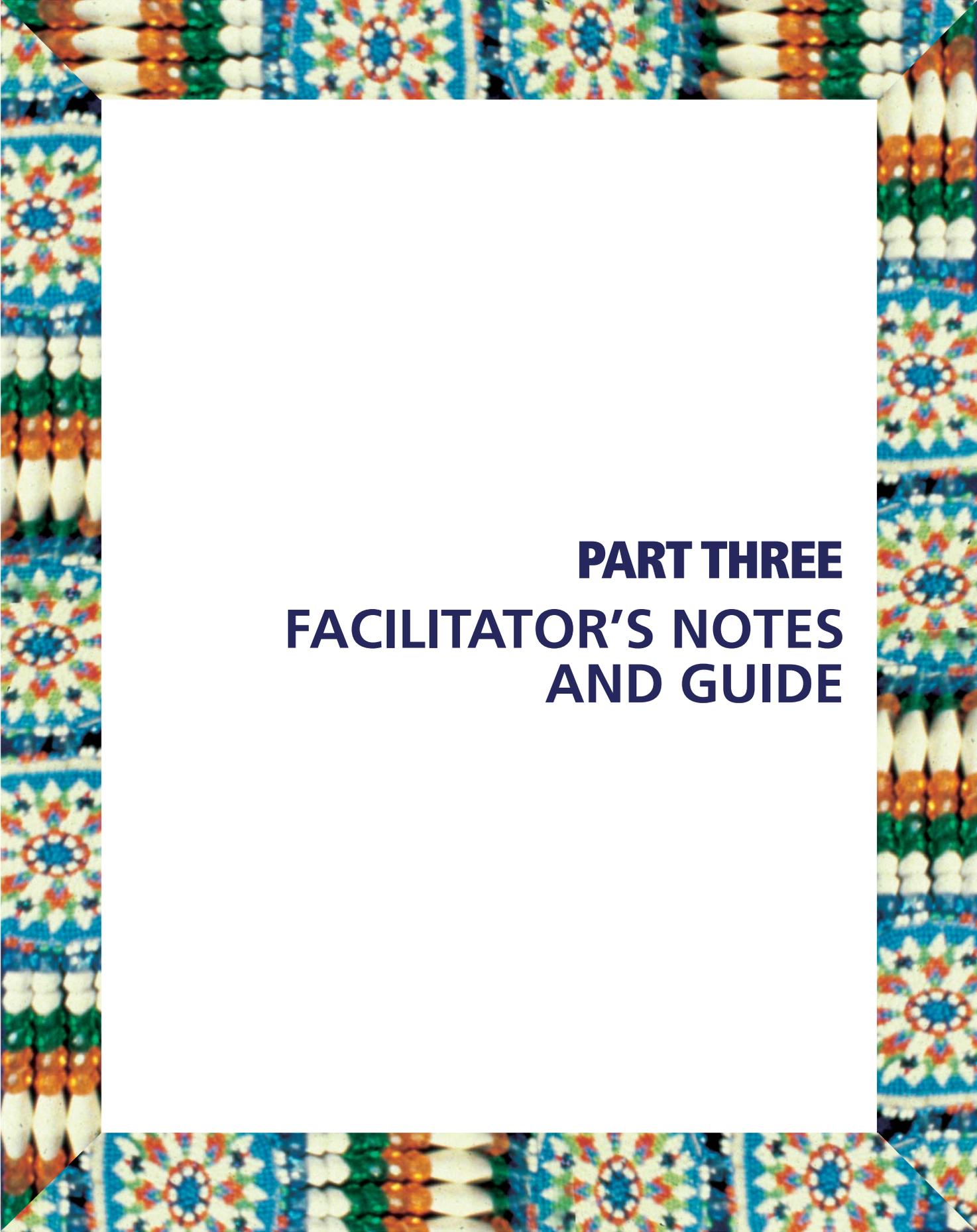
Monitoring and evaluation:

- ✓ With reference to all the above, what gender indicators and structures have been established? How are these monitored?



Additional Resources

Lowé Morna, C (Ed) (2002) Gender and Media Baseline Study (GMBS) www.genderlinks.org.za
Made, P and Lowé Morna, C (2007) Diversity in Action: HIV and AIDS and Gender Policies in Newsrooms
Media Action Plan Handbook 2nd Edition. Gender Links and MMP
Gender Links: www.genderlinks.org.za
Feminists for Freedom of Expression:
<http://www.ffeusa.org>
FEMNET: <http://www.femnet.africaonline.co.ke>
Women's International News Gathering Service:
<http://www.amazoncityradio.com>
Women'sNet: <http://www.womensnet.org.za>
World Association for Christian Communication:
<http://www.wacc.org.uk>



PART THREE
FACILITATOR'S NOTES
AND GUIDE

This part aims to provide tips and guidelines for facilitation of sessions focusing on the key areas highlighted in the SADC Gender Mainstreaming Resource Kit. You will find some notes on the basics of training, including information on adult learning methodology, as well as facilitation tools that can be used in different settings and situations. This is accompanied by notes per chapter to the exercises used in this Resource Kit, in order to equip the facilitator with background and useful information on how to effectively prepare for and use the exercise in a training session.

Basics of Training

Adult Learning

Training adults differs from teaching children in that adults have vast life experiences on which they draw. Most of the answers are within them. The role of the facilitator is to help “surface” those answers.

Learning by doing

“I hear, I forget

I see, I remember

I do, I learn”

The training starts from the premise that participants have valuable experiences and contributions to make. As adults, much of what we learn is from each other or from our peers. The role of facilitators is to validate these experiences and to add new information/theory to the experience- based knowledge.

What Facilitating Means

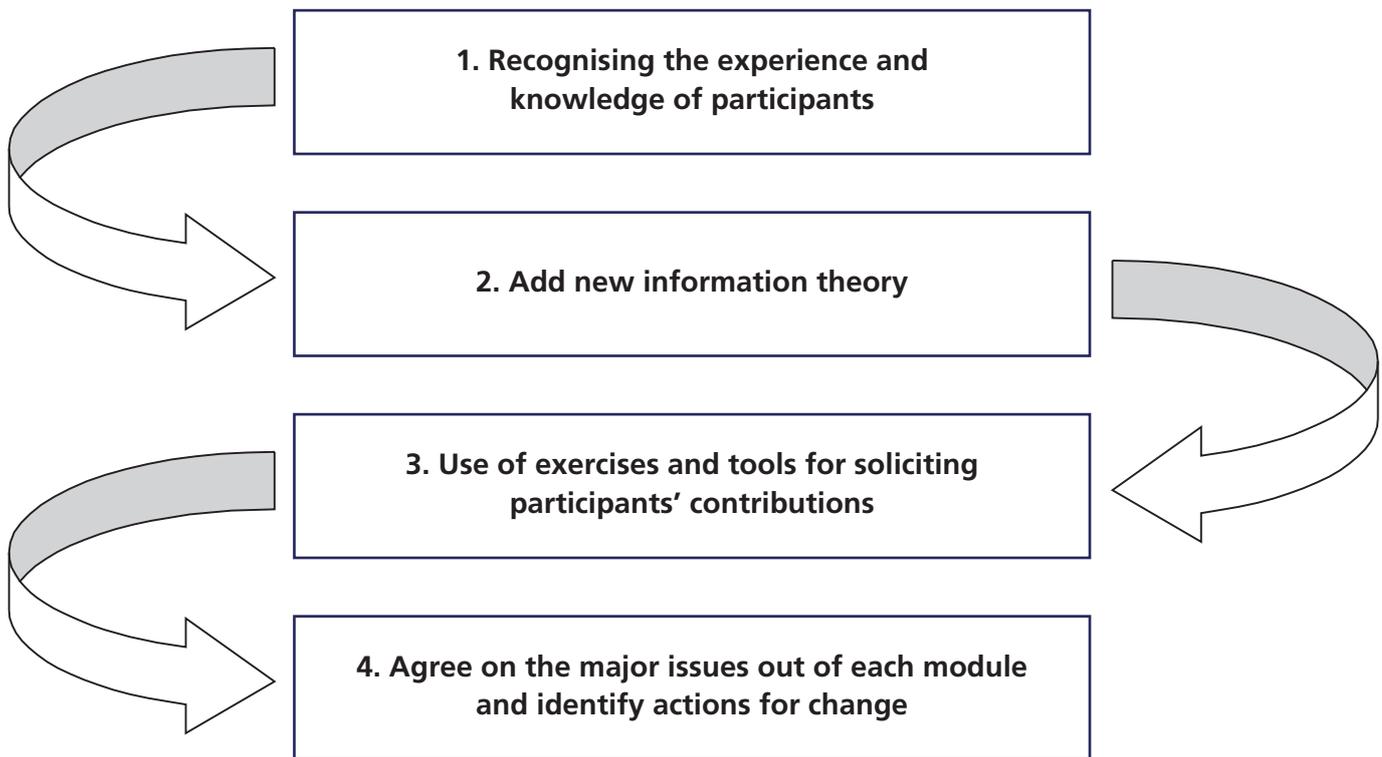
If adult learners need to participate, then trainers need to look at role models different from the old classroom teacher. That’s why we use the term ‘facilitator’ to describe what trainers need to do. Facilitating means setting up a context in which learning can take place. It does not mean being the fountain of all knowledge. A facilitator can be young and need not have vast formal education. Facilitators simply need to be able to put themselves in learners’ shoes, identify the best route to understanding a topic or issue, and make the journey there enjoyable.

This means that issues such as relationships with participants; the timing of activities, the set-up of the training room, the legibility of notes, the availability of fresh air and drinking water and whether participants come to training exhausted by work are as important – perhaps more important – than knowing all the answers.

It also means that how you interact with participants – your voice, manner and body language – play a very important role in setting the tone for learning.

With this principle in mind, the facilitator needs to create an environment based on two experiences: hers/his and those of the participants. That is the springboard, a situation where they learn and build experiences together, and where learning involves a high level of active participation by everyone. The spiral shown overleaf illustrates the key stages in the methods used in training:

KEY STAGES IN TRAINING



Think about something you learned as an adult, e.g. learning to drive, or taking up a hobby, or became involved in a sport or any work related training.

1. Did you enjoy the learning? Why/why not?
2. Was the learning effective? Why/why not?

Target Group

Try to describe the typical target group for your training. This can be an imaginary person, or a trainee you have worked with before who seems representative of his/her group. If it helps, give him/her a name.

Think about:

- How old are they?
- Where did they grow up? Where do they live now?
- What language do they speak most fluently? Read? Write?
- How comfortable are they in the language of the training materials?
- What level of education have they reached?
- What's their employment history?
- What are their interests outside work?
- Why are they on this training course?
- What are their personal goals?
- What are their work goals?
- What do they already know about this topic?
- How have they acquired this knowledge?



Fact Sheet: Adult Learning

Adults who think about their own learning seem to agree strongly about some points. Learning is effective and enjoyable when it's something they really want to do, when they feel involved in the process and are treated like adults, not like schoolchildren. Adults enjoy learning when they can see its clear relevance to their lives or goals. The opposite is also true. Adults "switch off" from learning when they feel forced into it, or when they are not really sure of its purpose. We know that people do not learn well when they are kept passive, or when they are bossed, belittled, mocked or otherwise treated disrespectfully. They lose interest quickly if they are not actively involved, if their experience is not valued and if the process feels like being "back in school."

Adults resent learning that doesn't appear relevant to their lives, problems and goals. We also know that all learners absorb and remember information much more effectively if they have to process it in some way, rather than just listening or taking notes. We know that simply telling people what to do, or how to do it, is largely ineffective. We know that the human attention span - irrespective of 'intelligence' (whatever that is!) and only slightly modified by motivation - is short, and that long lectures lose most people most of the time.

This is true of people at all education levels. It fits in with the results of the many studies of adult learning, which have been conducted all over the world. The technical term for the science of adult learning is **andragogics**. Adult educator Malcolm Knowles, who coined the term, summed it up like this:

- Adults are motivated to learn as they develop needs and interests that learning will satisfy. So their own needs and interests are the ideal starting-points and benchmarks for organising and delivering training.
- Adults view training in terms of its relation to their lives and work. Even academic or theoretical subjects make the most impact when they can be related to these.
- Experience is the richest source for adult learning. So the most effective core methodology for adult learning programmes is **participative**: learners take part in a planned series of experiences, analyse them and relate them to their own life and work situations.
- Adults need to be self-directing. So trainers need to be partners with their learners in a process of questioning, analysing and decision-making. Trainers of adults need to move away from transmitting knowledge to learners and then judging their conformity to it.
- Age and experience develop even in apparently similar adult learners in very different ways. Adult learning programmes need to have sufficient flexibility to accommodate different learning styles.

It used to be believed that these characteristics of adult learners were unique, that children and teenaged students learned in a completely different way. Andragogics grew up on this belief. However, much research over the past 30 years suggests that children, too, learn better when their education is participatory, problem solving and self-directed. Because children have less experience, they need more structure and context than adults. And because examination systems tend to focus on subjects, students' learning is often planned around subjects rather than problem-solving. But a lot of the findings of adult-education research can usefully be applied to teaching children too.

Excerpt from Gender in media training, by Gwen Ansell

Good Facilitation

Tips: The following are some reminders of the do's and don'ts of facilitation:

Do's	Dont's
✓ Prepare	✗ Pre-empt
✓ Be sensitive- make sure all group members participate and have a role; watch around and bring out the quiet people.	✗ Dominate; leave shy people out
✓ Take account of language barriers.	
✓ Bring conceptual clarity to bear.	
✓ Read, know your subject, and be knowledgeable.	
✓ Supervise group work.	
✓ Check documentation, make sure nothing is missing.	
✓ Focus.	✗ Allow the discussion to lose focus.
✓ Control/ guide.	✗ Allow everyone to talk at once.
✓ Offer a concise summary at the end.	✗ Leave the discussion open-ended
✓ Manage time. Reduce number of groups. Cut length of presentations. Plan the programme well. Each case is given a time limit.	✗ Get too involved yourself.
✓ Be flexible.	✗ Be prescriptive
✓ Crisis management; innovation, creativity.	
✓ Use VIPP cards- refresher course on participatory methods.	

Tools

Different Communication Tools

There are a variety of communication tools that are used or can be used in this training manual. Communication tools are often used together: for example, a written tool like recording points on a flipchart can be used during a debate or panel discussion. They can also be used to give variety and help maintain interest: for example group work, plenary discussions, debates, panels etc. can be used at various times to achieve interaction, but in different formats, throughout the workshop.

Writing and Written Tools

- VIPP cards (need to have some rules at the beginning: one thought per card; visible writing; colour schemes; how to cluster)
- Assigning different readings to different participants- asking them to report back on these in a simplified form in their groups. This helps to ensure that the readings get done but in a way that is not overwhelming
- Use of the overhead projector
- Summaries on flip chart at the end of each session
- Word games - associations

Visual Tools

- Art- for example, ask participants to draw instances in which they felt powerless, and those in which they felt powerful rather than voice these. This exercise is often humorous. At community level people can draw pictures in the sand

- Pictures - asking participants to interpret pictures- from the media, popular culture etc. This is particularly effective where there are low levels of literacy

Audio-visual tools

- Films
- Video
- Drama
- Street theatre

Interactive tools

- Pairing participants
- Group work- seating arrangements that encourage group work
- Team facilitation
- Panels
- Quizzes
- Facilitators allowing participants to facilitate
- Plenary discussions
- Story telling
- Role play
- Miming
- Testimonies- lived experiences
- Debates (these can be made even more interactive by a controversial statement being made, a line being drawn and then people being asked to stand on different sides of the line, but to explain/justify which side they have taken).
- Word games (flashing up/saying words, asking what associations come to mind).
- Case studies/problem solving
- Songs
- Brainstorming

Icebreakers and Energisers

Some people are not comfortable with big groups. So 'breaking the ice' means being the first person to talk. The Facilitator should break the ice and help everybody to relax. These exercises are short with the objective of having people use their bodies and minds in order to combat fatigue and boredom during the sessions.

Facilitators are also encouraged to draw on music as a means of motivating the team. This seems so obvious! However, despite the importance of music in inspiring and documenting social movement struggles, we often forget to draw upon music as a source of energy and leadership building.

What you need to do is:

- ✓ Invite participants at different times to lead a song - with words that are easy for people to follow.
- ✓ Encourage all the participants to join in.

Body, soul and mind

Ancient Greeks believed that learning should involve the body, mind and soul or to put it differently, learning should be physical, spiritual and intellectual. This will ensure that training is fun, leads to new learning, new friends and networks and most importantly, new ways of doing things.

Seating Arrangements

It is recommended that the room should have round tables with five to six per table, and not more than 25 participants in total. This makes it easier to break into groups for group discussion and then back into plenary for the sharing of group discussions. This method will be used throughout these modules. Such an arrangement also makes for greater interaction and “bonding”. It is a visible and practical way of ensuring that learning moves from experiences to broader concepts. Decision makers will then apply those concepts in their daily work.

Activities

There is a huge range of training activities. Below are a few. We have given them the titles under which they are most commonly listed in training resource books, in case you want to look them up elsewhere. But if you feel that an activity title is inappropriate for your participants – rename it.

Brainstorming

The whole group, a large blank sheet of paper, rapid-fire timing and the uncritical recording of all ideas offered. Brainstorming can be a very useful tool for exploring all possible angles during story planning, or for developing troubleshooting strategies in technical areas.

Buzz-groups

This is a mini-brainstorm involving a more focused question and a smaller group. Ideas from the small group are recorded by one member and shared in plenary with the whole group. Good for drawing up lists of factors (e.g. What is being done by councils to address high levels of gender violence? What can councils do to end gender violence, etc). Buzz groups can be structured like a “snowball” – where two pool their ideas into fours, eights and eventually the whole group. And just as a small ball of snow can become big enough to crush a house as it rolls down the mountainside gathering size, so you can demonstrate how pooled ideas have more power than one lone voice.

Discussions

A broader topic but a smaller group (3 – 5 people) allow everyone to contribute on a complex issue (e.g. “Why are there such high levels of gender-based violence?”) Pair discussions also allow people to focus on communication skills and/or get to know one another better.

Using imagination (prediction, constructing a history or a character)

This is great as preparatory work for a real or simulated interview, or for exploring potential follow-up stories. Ask buzz groups or the whole group “How might this situation have arisen?” “What’s likely to happen next?” “What kind of person might do this?”

Case studies

These ask, in an open-ended, multi-dimensional framework: “What would you have done?” Real or simulated case studies – even short ones – ask participants to exercise empathy and analysis. They can be very effective in “distancing” people from a real problem – it is much less threatening, for example, to discuss why coaching is failing in another newsroom, and to bring forward real problems as hypothetical problems, than to admit how “we” are failing. Case studies are closer to the reality they’re based on and more complex.

Simulations

Stripped-down versions of real problems dealt with in an open-ended way. Particularly for work around communication - telephone technique, interviewing, and newsroom management - simulations allow the

trainer to set up practice, which - unlike multifaceted real life - focus on key or particularly weak context.

Games

Stripped-down versions of real problems played within strict rules so that outcomes are limited. Games are not childish; don't apologise for introducing them. Both finance houses and armies use games for high-level decision making training; they are appropriate for adults provided they are relevant and introduced by the trainer in an appropriate way.

The 'mini-lecture'

Ten-fifteen minutes, as part of a range of varied activities, and ALWAYS followed by discussion of what participants noted, disagreed with, were unsure of, etc. Lectures are useful to impart straight information and to sum up before moving on. But why not ask a participant to do the summary rather than you doing it?

Real practice

Training is worth nothing if what goes on in the workshop or seminar cannot be transferred back to participants' working lives. The more real practice that can be integrated into the course the better. Among the ways to build these links are:

- Ask participants to bring work-in-progress to the course.
- Work with the organisation to design a task or tasks for the course whose output can be used back on the job, ie. Developing gender action plans in councils.
- Combine workshop training with observation of participants at work, so that the links can be drawn.

Drawbacks of real practice, however, are that:

- Real tasks tend to be more amorphous and hard to control
- They have many dimensions including some not covered (yet) in the training
- They obstinately refuse to fit into training course time frame or logistics.

Understanding what different types of activities do

After you've used an activity a few times, you'll have an idea what effect it has on a group. Most activities fall into one of the following categories:

- Ice-breaking
- Energising
- Enhancing communication
- Team-building
- Enhancing competitiveness
- Underlining diversity
- Reviewing

Be very careful about using activities that energise, enhance competitiveness or underline diversity when there is aggression or acute cultural tension in a group. They may make matters worse. Use them only when you know a group fairly well; keep them short and light and manage them very tightly unless you want to create real hurt and danger.

Notes to Exercises



Exercise 1: The Difference Between Sex and Gender

Purpose: This session is a good way to initiate a discussion of gender in social structures and institutions. You, as a trainer, need to be fully aware and informed about the main issues. All of the roles and activities, except the sex roles are interchangeable. In this way you can start discussing the difference between sex and gender. Also, take account of notes in Chapter 2 regarding these concepts, and use the information to generate discussion. The definitions of the concepts are also provided.

Material: Cards with different role/ activities and occupations (see some examples below), flipcharts, prestik

Time: 30 mins

Preparation: Before the session prepare cards with different roles, activities and occupations.

Method: Have two areas of the wall, boy/man and girl/woman. Distribute cards to participants and have them place their card on the side of the board they think appropriate. After everyone has placed their cards on the wall switch the headings and see which activities still work.

Examples of roles, activities and occupations: Politician, Homemaker, Manager, Model, Chef, Hairdresser, Bus driver, Teacher, Construction worker, Secretary, Doctor, Engineer, President, Clerk, Lawyer, Gives birth, Grows a beard, Menstruates, Breastfeeds, Takes care of children, Provides for the family, Fetches water, Herds cattle, Fetches firewood, Goes to school, Cleans the house, Fixes the car, Cooks, Mows the lawn, Washes dishes, Goes to university, Watches soccer, Drinks beer, Sews clothes, Plays with dolls, Plays with guns, Owns land, Drives a car, Changes light bulbs, Plays soccer, Plays golf, Plays netball etc.

Exercise: - Images Depicting Sex and Gender Roles

Purpose: This session is another useful way of highlighting the difference between sex and gender, particularly as it shows a real life situation. The image of the father with the child is particularly powerful to raise the debate on changing gender roles. This exercise can also be used to discuss gender roles specifically.

Material: Both images printed side by side on paper with the questions (enough for participants even though they can be grouped to review and discuss the images in buzz groups). Flip chart paper.

Time: 15 minutes

Method: Distribute the images individually to the group and then ask them to buzz in small groups for a few minutes before a plenary discussion. If a projector is handy, the images can be projected, together with the questions. In plenary, the participants can answer the questions, which will be recorded on flip chart.



Exercise 2: Sex and Gender in the Workplace

Purpose: The exercise is aimed at contextualising the sex and gender concepts in order for staff in a workplace to begin to ground them in their everyday work place. This exercise can be adapted depending on the everyday workplace functions/issues in an organisation. In this exercise guard duties, management roles, catering and cleaning duties are informed by gender considerations, whilst breastfeeding, pregnancy and child birth, as well as menstruation requiring sanitary ware, are biological functions related to sex. Encourage participants to provide more examples in their every day work situations or lives.

Materials: Prepared scenarios, flip chart paper

Preparation: Before the session write out the scenario for discussion by the participants. The table should be written out on flip chart paper, so that it can be filled out during the report back.

Time: 10 minutes

Method: Hand out the scenario and ask the participants to discuss it in groups for 3 minutes, whilst filling in the table. Ask them to reconvene and report back. The facilitator will fill out the prepared table on the flip chart with the answers, whilst requesting participants to explain each response.

Function/issue	Sex	Gender
Breastfeeding times for employees	X	
Cleaning duties by support staff		X
Guard duties by support staff		X
Maternity leave	X	
Catering duties by support staff		X
Management roles and responsibilities of new projects		X
Leadership in the development of training curricula		X
Provision of sanitary ware facilities in all ladies' toilets in the Secretariat		



Exercise 3: Sex and Gender in Policy

Purpose: This is a particularly useful exercise in that it is meant to get participants to reflect on gender in a policy context, through applying their knowledge on the difference between sex and gender. Since the Secretariat and Member States focus on policy harmonisation issues for the region, this will get participants to reflect more deeply on the policy dimensions of their work, and the implications of gender considerations on issues that appear to be gender neutral or gender blind. This is also a good exercise to link with one on gender blind and gender aware policies (looking at policies with a gender lens). Instead of scenarios, real policies or Protocols of the SADC Member States can be used for purposes of the exercise.

Material: Flipchart, prepared policy scenarios

Preparation: Write out the table with the policy scenarios in this exercise for distribution to participants, including the questions

Time: 10 minutes

Method: Hand out the scenarios to small groups and, depending on the number of participants, you can ask each group to consider a certain number of scenarios and report back. The report back will be discussed in plenary, and reinforced by additional information from the participants, and your own notes.

Issue	Sex	Gender
Women in most SADC countries are barred from boxing, serving in combat roles in the military, law enforcement and from mining activities.		X
Research reveals that secondary school teachers in the sciences are providing male students more positive reinforcement than in the case of female students.		X
Research has shown that many teenage girls miss school a number of days a year because schools provide inadequate sanitary facilities	X	
Men predominate in all leadership positions in society- in cabinet, the legislature local government, the judiciary, the media etc.		X
Research reveals that women are dying during child birth at very high rates (maternal mortality) due to preventable complications.	X	
Young girls who become pregnant are invariably forced to leave school while the young men who impregnate them complete their studies.	X	
A SADC country is considering legalising sex work ahead of Soccer 2010.		X



Exercise 4: Gender Division of Labour

Purpose: The emphasis in this exercise is to highlight the gender division of labour, and the resultant gender inequality and women's subordination (see additional key points highlighted in chapter 2 under this exercise, including the definition). The reproductive role is the only one that is biologically determined. It also serves to highlight the implications of the gender division of labour for gender and development planning, access to opportunities and their outcomes, if this is either considered or not considered.

The roles in the home, community and work place are "grafted" onto these biological roles, e.g. women give birth to children, therefore they must care for them and for the home, offer voluntary "care" services in the community and in the work place, take on the "care" professions like being secretaries, nurses, domestic workers etc. Men, on the other hand, are assumed to provide, protect and take "control" of work in the community and work place - they are the politicians, managers and decision makers; working in industry, business etc. Women's work in the home is mostly unremunerated. Women's work in the community is invariably of a voluntary nature. The kinds of profession that women go into - domestic work, nursing, teaching, etc - are the so called "care professions" - and are generally less well remunerated than typically male professions.

Material: Flipchart, cards with different work and traits

Time: 30 mins

Preparation: Before the session prepare cards with different work and traits. Prepare a chart(s) with the table and place this on the wall where participants can place the cards.

Method: Give each participant a card or two and ask them to place it in the appropriate place on the table of the biologically determined and socially determined roles of men and women.

Some examples of different work/traits

Sex/Gender Role	Woman	Man
Reproductive work	Gives birth to children	Provides sperm
Productive work		
Home	Cooking Cleaning Child minding	Gardening Plumbing Providing Protecting
Work Place	Nurse Secretary Domestic worker	Manager Engineer Politician
Community Work		
	Cooking at community gatherings Singing	Slaughtering cattle at community gathering Leading discussions/decision making
Personality Traits		
	Shy Self deprecating Soft spoken	Confident Aggressive



Exercise 5: The Unwaged Work of Women

Purpose: The aim is to reinforce the understanding of the gender division of labour, and its implications for economic participation, opportunities and benefits. This will also draw out the implications of this distinction in terms of current economic policies and systems of national accounts, and how these are gender biased by not recognising the unwaged work of women. The facilitator can reinforce the discussion with additional materials such as data and facts on women’s participation in employment, and the trends regarding waged work.

Materials: Prepared time table and a set of questions, flip chart paper, fact sheet on women’s unwaged work and “Making Care Work Count” in Chapter 2.

Preparation: Prepare time table and print out enough copies for participants.

Method: This exercise is useful in small groups so as to ensure that at least all participants provide feedback on the schedule. Each participant is given a few minutes to fill in the schedule, then provide feedback in plenary.

A possible example of a participants’ feedback

Sex/Gender Role	Woman	Man
6 am - 8am	Fetch water Bath children	Bathing Having breakfast Going to work
8 am - 5 pm	Cooking Ploughing the fields Take care of sick relatives Selling produce at the market	Working at the office
5 pm - 8 pm	Cooking dinner Bathing children	Supervising children’s homework Having dinner
8 pm - 10 pm	Washing dishes Supervising children’s homework Getting children ready for bed	Getting ready for bed
TOTAL HOURS OF WORK		



Exercise 6: Gender Stereotyping

Purpose: The aim of this exercise is to demonstrate the pervasiveness of gender stereotyping in all areas of life: religion; advertising; the media; language; culture and tradition.

Materials: Flip chart paper for recording emerging issues.

Method: Group work

Possible responses by participants

Messages about women	Messages about men
Low status	Leaders
Foolish	Authority over women
Fit to be abused	Intelligent



Exercise 7: Equality of Opportunity versus Equality of Outcomes

Purpose: This a critical concept for participants to appreciate and understand, as the exercise aims to demonstrate that from a gender perspective equal access to opportunities may not translate to equal benefit. Participants need to appreciate that this has serious implications for policy, legislation, programmes and other initiatives ostensibly seeking to provide equal opportunities without addressing inherent biases. The point is to demonstrate that equal access may not work where the playing field is not level, hence the advocacy for, in certain instances quotas and affirmative action, particularly as it relates to women's empowerment, in order to address existing biases.

Materials: Excerpt with data and information on women's and men's participation in employment and wage disparities (or other areas where there is a stark disparity in terms of equal access but unequal benefit). Flip chart paper.

Preparations: Prepare the excerpt and the questions to accompany it. Also, have handy definitions and other information and data to demonstrate the concepts in real life.

Method: Distribute the excerpt and ask participants to review and discuss it in groups for 15 minutes, then reconvene in plenary.



Exercise 8: A quick quiz

Purpose: The purpose of the quiz is to get an idea of how much participants know about the existing instruments.

Materials: Flash cards and a board to record scores.

Preparations: Use the questions in the resource book and any others that you may consider relevant. If this is being done for a sector group, you may wish to add sector-specific questions.

Method: The questions can be thrown out randomly in plenary. To make the exercise more competitive and engaging, you can have two teams sitting opposite each other as in a TV quiz programme. Each group can be given a point for answers they get right and if they get the answer wrong the other group has the opportunity to pick up points.



Exercise 9: Which Gender Equality Legal Frameworks Apply?

Purpose: The aim of this exercise is to ground international legal frameworks in the everyday work of the professionals, experts and other staff within the Secretariat. In particular linking guiding SADC legal frameworks such as Protocols, with other international human rights framework's setting standards for gender equality is crucial for raising the bar in creating synergy in their work and ensuring gender mainstreaming is taking place in practice.

This exercise is also useful in creating awareness of gender blind and gender aware policies, development plans, strategic documents etc and how a practitioner can recognise this and begin to integrate gender issues into these documents practically.

Materials: The prepared scenario. Protocols, key gender instruments influencing the SADC gender equality agenda (these can be found on the **CD ROM** accompanying this Resource Kit).

Preparations: Collect and replicate the Protocols and documents to be used. Prepare scenario (10 minutes).

Method: Depending on the size of the group, this could be a very good individual exercise and then feedback can be done in plenary, or it can be done in small groups for 5 minutes and feedback done in plenary.



Exercise 10: Finding Gender in the MDGs

Purpose: The object of this exercise is two fold. Firstly, it is to review documents with a gender lens to determine whether they are gender aware, blind, or neutral. Secondly, to identify key gender issues in a development framework that is of direct relevance to the work of staff within the Secretariat (or other institutions), and how these can be integrated into their areas of work. It also serves to demonstrate the importance of reviewing all frameworks and processes from a gender perspective with a view to identifying opportunities and gaps, and how these impact in one's every day work and life.

Materials: Prepared table highlighting the MDGs with a column where key gender issues in the various goals can be identified and recorded. Flip chart paper.

Method: This activity requires time and it is best done in pairs. Set aside 30 minutes for the pairs to work together, and then reconvene for feedback in plenary.



Exercise 11: Making a Case for Gender Equality

Purpose

To test whether participants have grasped an understanding of the key gender instruments.

Preparation

Have available the CD ROM that has the key instruments, as well as the summary of all these found on **CD ROM 12**.

Materials

Laptops with power point; projector.

Method

Allow participants time to prepare their presentations. Each participant should have the opportunity to present to the group or, if the group is large, presentations can be done in smaller groups. The audience should offer constructive feedback after each presentation.



Exercise 12: Gender in the Project Cycle

Purpose

To assist participants to understand why gender is integral to the project cycle.

Preparation

Make use of the table on page 70. If the exercise is done in plenary, the table can also be put up on a flip chart.

Materials

Resource book; flip chart.

Method

Participants should go through the table individually or in groups and fill in the blank spaces which can then be discussed in plenary. Issues that should feature include equal participation of women in consultations and decision making around problem identification and design; as well as in the implementation and benefits that flow from the project. Gender disaggregated data is critical to the Monitoring and Evaluation system that should be made gender aware.



Exercise 13: Gender Management System

Purpose

The purpose of this exercise is for participants to think through what kinds of processes and systems need to be in place if gender considerations are indeed to be mainstreamed at all stages of the project cycle.

Method

Go through the questions in the Resource Kit. Issues that should surface include having structures and analytical skills; gender targets and indicators; gender disaggregated data; Monitoring and Evaluation tools to ensure that there is no weak link in the chain.



Exercise 14: Gender Management Structures

Purpose

The purpose of this exercise is for participants to think through the key principles that should underpin GMS structures.

Method

Go through the questions in the Resource Kit. Some of the principles that should emerge are the importance of gender nodal points fanning throughout the system; effectively coordinated through a committee or task team serviced by the apex gender structure that must have access to top management.



Exercise 15: Gender Disaggregated Data

Purpose

This exercise draws on an actual SADC text to illustrate the extent to which data is presented in disaggregated ways.

Method

Go through the questions in the resource guide. This text is a good example of “gender editing”; the feminisation of poverty is mentioned with no hard facts as to how this is evidenced in each of the indices used to describe poverty. Lead a discussion as to how much of this data in fact exists and to what extent the text could have been made more gender aware.



Exercise 16: Gender Budgeting

Purpose

The purpose of this exercise is to assist participants to understand the difference between gender budgeting and a budget for women.

Method

Ask participants to go through the exercise in the Resource Kit in groups and then share their findings in plenary. A key aspect of this task is to sharpen the ability of participants to probe the gender dimensions of seemingly neutral statements. For example, a cut in support for informal cross border trade initiatives will affect women more than men because they predominate in this sector. The same goes for governance; unpaid care work; land reform etc.



Exercises 17-38

These exercises are specific to the different sectors. In each sector they follow three steps:

1) Finding Gender in the Work Plans of the Sector

Purpose: This exercise is practical and hands on, and is to ensure that Directorate staff review all their working documents, processes and approaches with a gender lens, and take practical steps to concretely mainstream gender, through identifying the key gender issues requiring action. This is a good exercise also to see the synergies across sectors, as often Directorates are focusing on a number of sectors that underpin or cross cut others, and require greater linkage if gender is to be mainstreamed as a cross cutting issue.

Materials: Directorate plans, project and programme documents.

Method: The participants will undertake group work for 45 minutes to an hour, reviewing their work and answering a set of questions. The report back is also likely to take another 1 hour. The emphasis is on practical, concrete measures required by each Directorate.

2) Finding Relevant Provision in the Instruments

Purpose: The aim of the exercise is to get staff in Directorates to familiarise themselves with the key gender instruments that SADC Member States have committed to (see chapter 3, and documents on CD ROM), and begin to focus on integrating their provisions in planning, project development and implementation, as well as programming. In a training session, it is a useful way of also identifying existing gender gaps in their areas of focus.

Materials: Key SADC Gender Instruments, Directorate plans and project concepts.

Method: This exercise can be done in group work for 30 minutes, and then report back in plenary. It should be linked to some commitments and plans to take action in areas where gender gaps exist.

3) Action Planning

Purpose: The tool used to identify key gender issues and actions for each sector. This can be adapted to include three more columns that will identify what will need to be done, who will be responsible for addressing the issue, and the gender sensitive indicators. The aim of the exercise is to get programme or other staff to review their daily activities with a gender lens, and identify the potential to integrate and commit to implementing gender equality concerns in their areas of work.

GLOSSARY

Community managing comprises activities undertaken by women primarily at the community level, as an extension of their reproductive role. This is to ensure the provision and maintenance of scarce resources of collective consumption, such as water, health care and education. It is voluntary unpaid work, undertaken in free time.

Community politics In contrast to community managing, community politics comprises activities undertaken by men at the community level organizing at the formal political level. It is usually paid work, either directly or indirectly, through wages or increases in status and power.

Empowerment is the process of gaining access and developing one's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms.

Equal opportunities for women and men the absence of barriers to economic, political and social participation.

Gender the social differences allotted to women and men, roles that are learned over time, change, and depend on culture, ethnic origin, religion, education, class, as well as the geographical, economic and political environment.

Gender and Development (GAD)

This approach concentrates on the unequal relations between men and women that are limiting development. As an analytical tool, the term gender arose from an increasing awareness of inequalities due to institutional structures. It focuses not only on women as an isolated or homogenous group but on the roles and needs of both men and women. Given that women are usually in a disadvantaged position compared to men, promotion of gender equality implies an explicit attention to women's needs, interests and perspectives. The objective then is the advancement of the status of women in society, with gender equality as the ultimate goal.

Gender blind either ignoring or failing to address the gender dimension of a policy, programme, or project etc.

Gender equality women and men enjoy the same status, and that they have equal conditions for realising their full human rights and potential to contribute to national, political, economic, social and cultural development, and to benefit from the results. Gender equality is therefore the equal valuing by society of both the similarities and differences between women and men, and the varying roles that they play.

Gender equity the just distribution of benefits, rewards and opportunities in which relations between women, men, girls and boys are based on respect of differences.

Gender impact analysis/assessment examines policies and practices to ensure they have equally beneficial effects on women and men. It identifies the existence and extent of differences between women and men and the implications of these differences for specific policy areas. It assesses policies and practices to see whether they will affect women and men differently so as to neutralize discrimination and provide equality. To carry out this analysis, statistics and indicators disaggregated by sex are required.

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas at all levels. It is a strategy for making women as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, societal spheres so that women and men benefit equally, and inequality is not perpetuated.

Gender Management System a network of structures, mechanisms and processes put in place within an existing organisational framework, to guide, plan, monitor and evaluate the process of mainstreaming gender into all areas of the organisation's work in order to achieve greater gender equality and equity within the context of sustainable development.

Gender needs: the roles of women and men in society and institutions are generally different, and their needs vary accordingly.

Gender neutral having no differential positive or negative impact for gender relations or equality between women and men.

Gender sensitive addressing and taking into account the gender dimension of a policy, programme, or project etc.

Gender stereotype is a set of common norms and judgments concerning existing position of men and women, norms of their behavior, motivations and needs. Gender stereotypes fix existing gender differences and become an obstacle for changes in gender relations.

Human rights the basic rights and freedoms to which all humans are entitled. Examples of these rights include civil and political rights, such as the right to life and liberty, freedom of expression, and equality before the law ; and social, cultural and economic rights, including the right to participate in culture, the right to food, the right to work, and the right to education.

Practical needs arise from the actual conditions women and men experience because of societal roles assigned to them. They are often related to women as mothers, homemakers and providers of basic needs, and are concerned with inadequacies in living and working conditions, such as food,

water, shelter, income, health care, and employment. For poor women and men, practical needs are often associated with survival strategies. Whilst necessary, addressing only practical needs is a limited strategy and may ultimately serve to perpetuate the factors that keep women in particular in a disadvantaged position in society. It does not promote gender equality.

Reproductive work comprises the child bearing/rearing responsibilities and domestic tasks undertaken by women, required to guarantee the maintenance and reproduction of the labour force. It includes not only biological reproduction but also the maintenance of the work force (husband and working children) and the future workforce (infants and school going children).

Sex the biological characteristics which distinguish human beings as male or female.

Sex disaggregated statistics the collection and separation of data and statistical information by sex to enable comparative analysis, sometimes referred to as gender disaggregated statistics.

Sexual harassment (work place) persistent and unwelcome conduct of a sexual nature, including unwelcome sexual advances, unwelcome physical contact of a sexual nature or unwelcome verbal or physical conduct of a sexual nature.

Strategic needs are the needs required to overcome the subordinate position of women to men in society, and relate to the empowerment of women. They vary according to the particular social, economic and political context in which they are formulated. They are usually concerned with equality issues, for example, enabling women to have equal access to job opportunities and training, equal pay for work of equal value, rights to land and other capital assets, prevention of sexual harassment at work and addressing domestic violence. A focus on strategic needs entails a slow transformation of restrictive traditional customs and practices.

Women in Development (WID)

In the early 1970S, researchers began to focus on the division of labour based on sex, and the impact of development and modernization strategies on women. The WID concept came into use in this period, based on a philosophy that women are lagging behind in society and that the gap between women and men can be bridged by taking remedial action within the existing structures. The WID approach started to recognise women as direct actors of social, political, cultural and working life. Criticisms of the WID approach were to the effect that women's issues tended to be increasingly relegated to marginalized programmes and isolated projects, thus it has no direct impact on development per se.

SADC Gender Mainstreaming Resource Kit

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