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 "practise 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 equality[3] 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.

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[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.
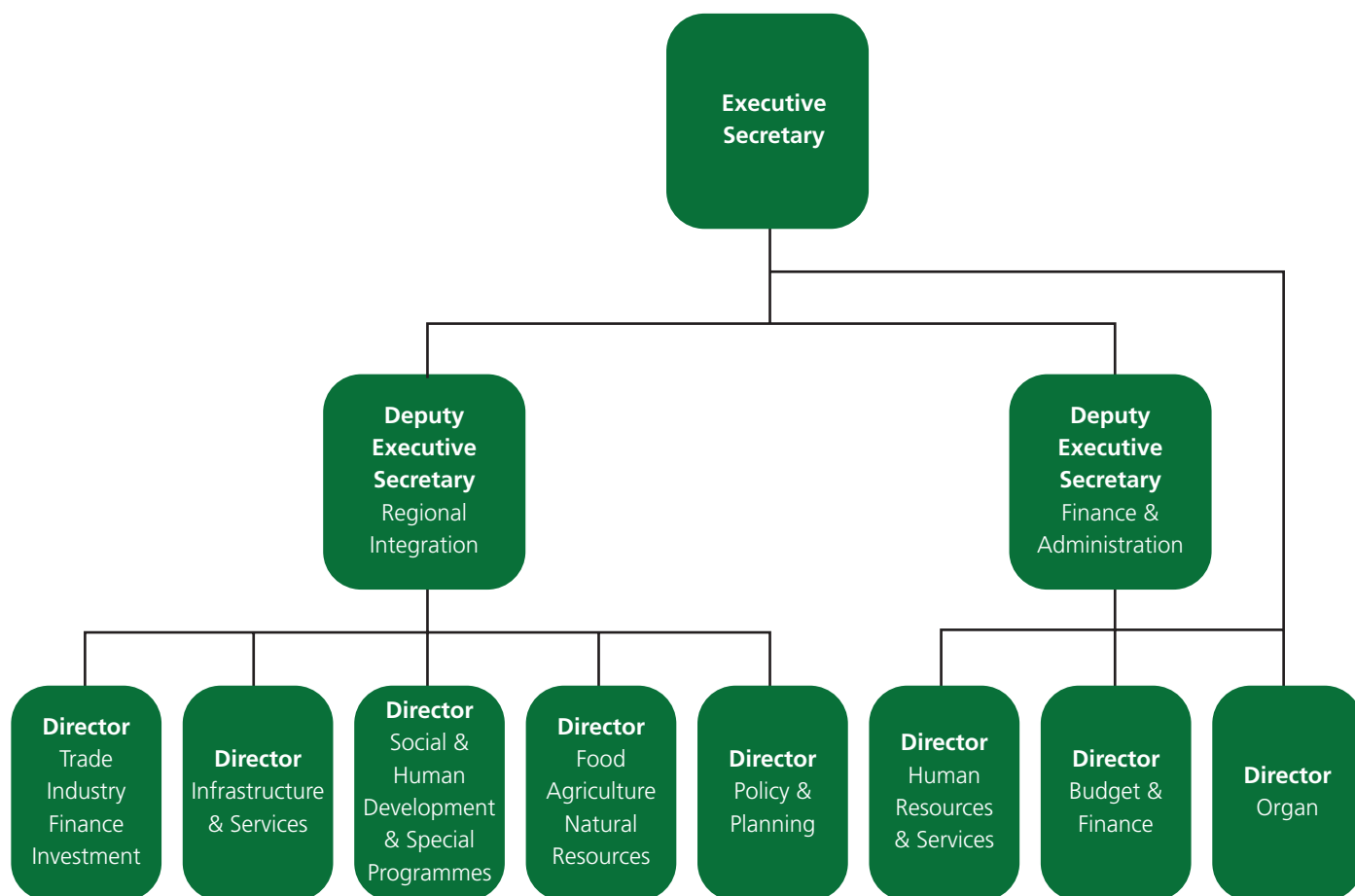
It is clear that after several decades, current efforts to significantly change pervasive gender inequality are not yielding the intended results to the extent that they are required. It will be almost impossible to achieve the targets and benchmarks set out in the Millennium Development Goals (MDGs) 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

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    │     Deputy       │                      │     Deputy       │
    │    Executive     │                      │    Executive     │
    │    Secretary     │                      │    Secretary     │
    │    Regional      │                      │    Finance &     │
    │   Integration    │                      │  Administration  │
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| Director Trade Industry Finance Investment | Director Infrastructure & Services | Director Social & Human Development & Special Programmes | Director Food Agriculture Natural Resources | Director Policy & Planning | Director Human Resources & Services | Director Budget & Finance | Director Organ |

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 move to develop a SADC Protocol on Gender and Development 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, 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 of a Protocol on Gender and Development, which is expected to be tabled before Summit for adoption in August 2008.

Currently the ES's office, through the senior gender officer with 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. 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 and procedures, and planning,

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

programming and impact assessment must take gender equality as a key principle for ensuring effectiveness. This is the basis for institutionalising gender mainstreaming[7], such that gender equality issues shift from being thematic to management issues to a management issue 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.

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[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.'