

CHAPTER FIVE

GENDER IN PROJECT IMPLEMENTATION



This chapter concerns 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.

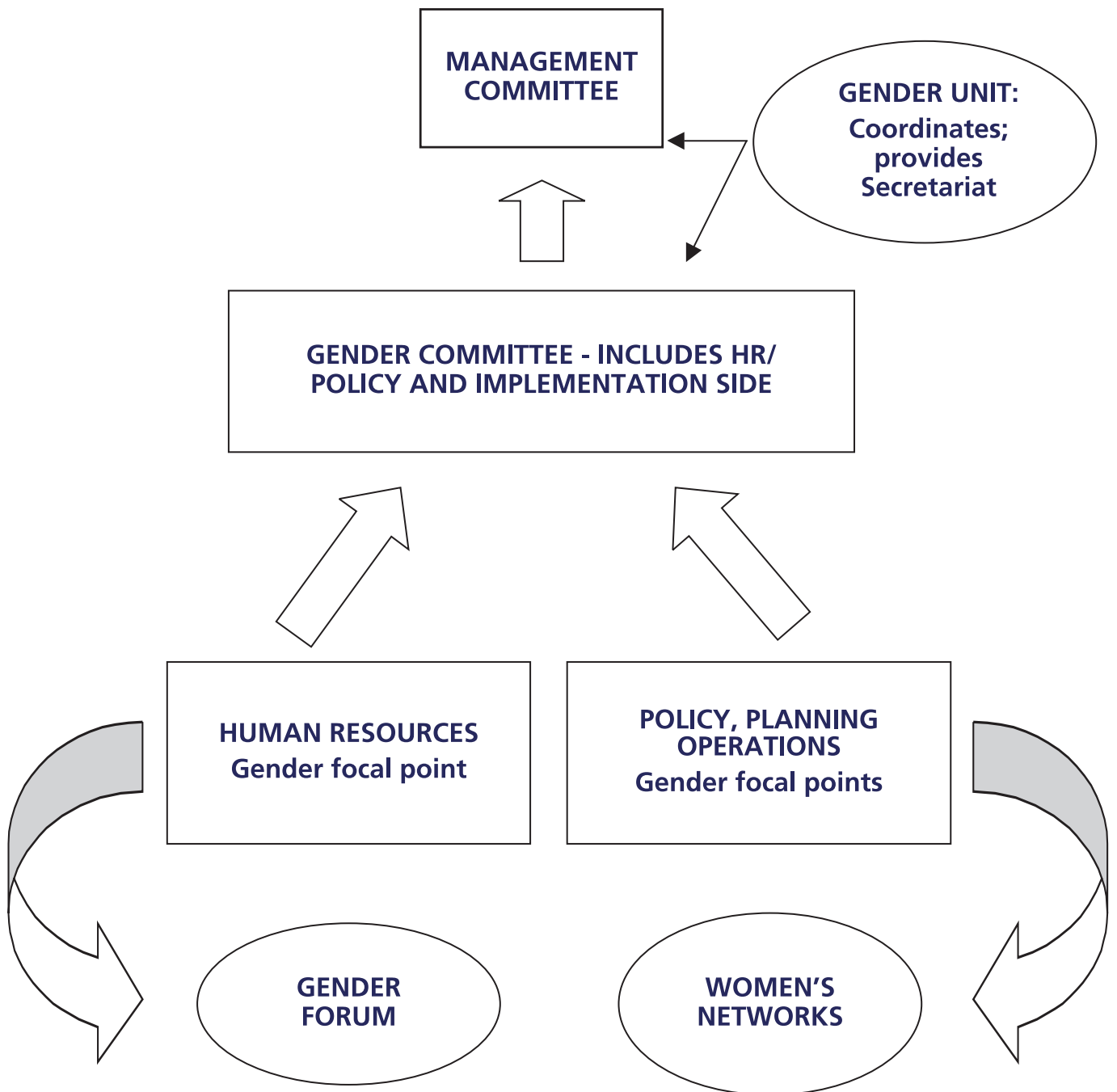
Capacity building

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 as 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

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 are some of the highlights of the 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 is the allocation of funds to ensure that money, which is needed for altering gender inequality in society, is set aside to correct this inequality, and often to address the empowerment of women. Budgets which do not allow for a component of funds to improve the position of women and eliminate their disempowerment often do not take stock of gender inequalities unless allocations are specified in this way. A gender budget can take account of that is which is spent in addition to that spent on mainstream activities to redress the balance in some way. Another way gender budgeting can assist women “catch up” is for it to be allocated to women specific activities.

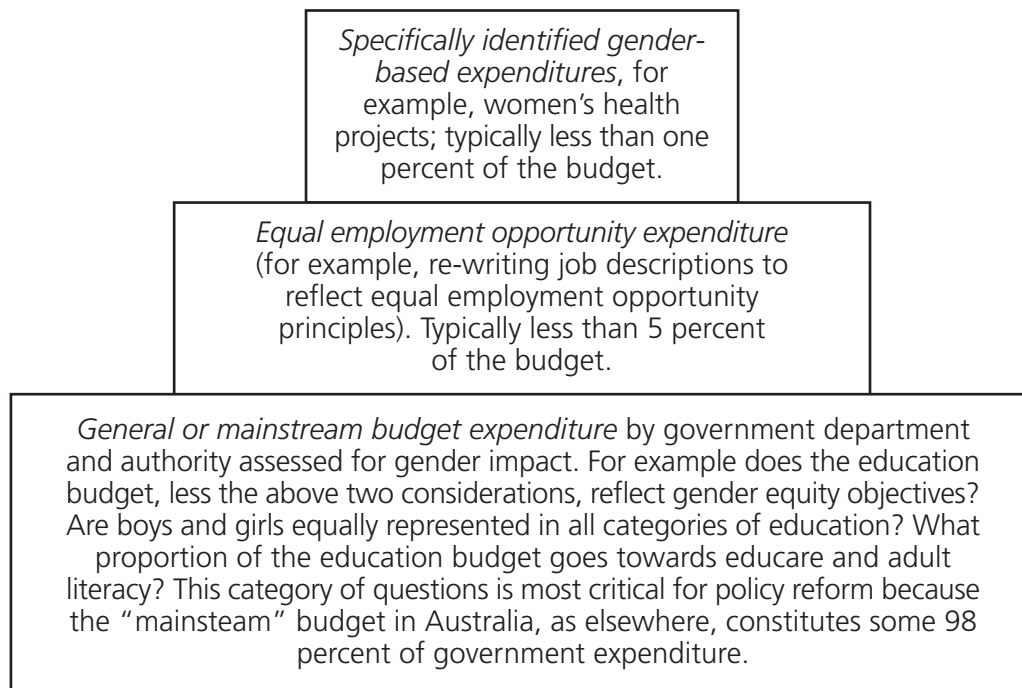




Fact sheet 6: What is gender budgeting?²⁶

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 surface 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.

