Appendix A. Statement of Work for Gender Analysis for the USAID/RCSA FY 2004-2010 Strategic Plan

A. Background

The Regional Center for Southern Africa (RCSA) is in the process of developing a Strategic Plan for FY 2004–FY 2010. The RCSA's Concept Paper for this Strategic Plan was reviewed by USAID/Washington on January 30, 2003. As a result of this review, the RCSA was authorized to proceed to develop a Strategic Plan with interventions in the following areas:

- Enhanced Southern African Competitiveness in Global Markets;

- A More Integrated Regional Market;

- Reduced Corruption in Southern Africa;

- Improved Democratic Governance;

- Enhanced Regional Food Security;

- Water Resource Management;

- Reduced Regional Impact of HIV/AIDS Through Multi-Sector Response;

- U.S.-Southern African Development Community (SADC) Engagement; and

- Southern Africa Enterprise Development Fund.

The review also authorized RCSA to treat gender, HIV/AIDS, anti-corruption, conflict, and public-private partnerships as cross-cutting themes and issues across the portfolio. USAID/Washington requested RCSA to consider how best to consolidate these areas of involvement into a more limited number of strategic objectives and special objectives in finalizing the Strategic Plan.

USAID's gender mainstreaming approach requires that gender analysis be applied to the range of technical issues that are considered in the development of the RCSA's strategic plan. Agency guidance states: "Strategic Plans must reflect attention to gender efforts to improve the status of women by taking into account not only the differential roles of men

and women, but also the relationship and balance between them and the institutional structures that support them. Specifically, analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of results; and (2) how will results affect the relative status of women. "Gender" is not a separate sector to be analyzed and reported in isolation. Instead, gender mainstreaming requires that gender analysis be applied to each set of issues that is considered in the development of the Strategic Plan."

RCSA leadership is committed to ensuring that gender is effectively mainstreamed into the RCSA program. In February 2002, a team of two WIDTECH gender experts conducted a gender assessment and developed a gender plan of action for the RCSA. Their report, "Gender Analysis and Plan of Action for USAID/RCSA" (February 2002) is a useful starting point for the Gender Analysis required for the strategic plan. As a follow-up to this initial gender assessment, RCSA staff participated in a two-day Gender Training session led by Dr. Sandra Russo in June 2002, immediately following a Strategic Planning Workshop that also highlighted the importance of integrating gender issues into the strategic planning process. As part of the process of developing its Strategic Planning Concept Paper, the RCSA contracted with Chemonics International, Inc., to conduct a preliminary gender analysis ("Gender in the Balance: A Summary Report").

In early March 2003, a team of consultants provided Results Framework Training and Technical Assistance to the RCSA under USAID's Integrated Managing for Results activity. Following a one-day training session, the consultants assisted working groups to develop preliminary results frameworks for each of the proposed strategic areas. Each working group was also asked to incorporate cross-cutting themes and issues, including gender, into their results frameworks. Additional technical analysis and extensive consultations with partners and stakeholders are required to consolidate the proposed areas into a coherent strategic framework. In addition, several Results Framework Working Groups have been formed to continue working on the results frameworks between now and the submission of the Strategic Plan to USAID/Washington. These working groups are specifically tasked with mainstreaming gender into the results framework.

B. Objective

The objective of the Gender Analysis is to assess gender relations and issues in the RCSA's proposed program as part of the process for developing the new strategic plan for FY 2004-2010, and to make recommendations on how the RCSA can achieve greater gender integration.

Appendix B. Gender-Sensitive Indicators

While this is a very basic guide, it may provide some assistance in developing gender-sensitive indicators.

What are gender-sensitive indicators designed to measure?

Gender-sensitive indicators allow measurement of benefit to women and men. Depending on the policy/project, this might include:

- The impact/effectiveness of activities targeted to address women's or men's practical gender needs, i.e., new skills, knowledge, resources, opportunities or services in the context of their existing gender roles;

- The impact/effectiveness of activities designed to increase gender equality of opportunity, influence or benefit, e.g., targeted actions to increase women's role in decision-making; opening up new opportunities for women/men in non-traditional skill areas;

- The impact/effectiveness of activities designed to develop gender awareness and skills amongst policy-making, management and implementation staff;

- The impact/effectiveness of activities to promote greater gender equality within the staffing and organizational culture of development organizations; e.g., the impact of affirmative action policies.

There is no standard or agreed-upon method for measuring women's empowerment. Aspects of empowerment can be reflected in numbers (such as an increase in numbers of women in positions of power), but above all, empowerment concerns women's perceptions of their own lives and experiences. To measure qualitative aspects of empowerment, it is important that it is clearly defined. Most definitions stress two main areas:

- A personal change in consciousness involving a movement towards control, self-confidence and the right to make decision and determine choices; and

- Organization aimed at social and political change.

The greater the degree of existing gender inequality, the more subtle changes are likely to be. It is important in this context for indicators to recognize the significance of modest gains and breakthroughs.

How do they measure?

Gender-sensitive indicators need to capture quantitative and qualitative aspects of change.

QUANTITATIVE INDICATORS

Quantitative indictors refer to the numbers and percentages of women and men or organizations involved in or affected by any particular group of activity. Quantitative indicators draw on the sex disaggregated data systems and records that have been examined during the processes of policy or project planning. The availability of quantitative baseline data means that indicators usually include some element of target setting.

Monitoring information should be available through routine data systems and records.

QUALITATIVE INDICATORS

Qualitative information refers to perceptions and experiences. Qualitative information is vitally important. It is not enough to know that women are participating in an activity: the quality of their participation and experience, whether in community level meetings, primary school classes or as users of public services, is all-important.

Qualitative indicators (as well as quantitative indicators relating to visible change at the community level) should be developed in conjunction with beneficiary groups. In project documents, it is legitimate to use a phrase like 'quantitative and qualitative indictors to be developed with beneficiary groups in the first six months of the project.' This creates the space to develop indicators in conjunction with beneficiary groups once they have fully understood the nature of the project. (What changes would they like to see? What will the change look like? How can it be measured? This process should take place using qualitative methods such as focus group discussions and informal interviews.

It is only possible to set targets for qualitative change if baseline data is available. This requires baseline surveys: it is highly unlikely that appropriate baseline data will be available from secondary sources. Where baseline data is available on experiences and perceptions, targets for qualitative change can be set. For example, at least 50% of women participating in water committees report active involvement in management and decision-making by the end of the Year 2 (from a baseline of 10% at the start of the project).

Where baseline data is not available, or is not easily aggregated into numbers and percentages, it is necessary to resort to general statements of improvement. For example,

- Significant improvement in staff knowledge, skills and attitudes on mainstreaming gender equality in participating organizations by the end of Year 3, (where each organization starts with markedly different levels); and

- Significant increase in quantity and improvement in quality of media reporting on gender violence.

Information on qualitative indicators should be collected through evaluation surveys. Depending on the indicator, these might be questionnaire surveys reviewing perceptions and experiences of agreed indicators, or participatory method such as focus group discussions and case studies.

Source: *Gender Manual: A Practical Guide for Development Policy Makers and Practitioners* (Derbyshire, April 2002, pp. 28–29)

Appendix C. Women in Parliament

Table 1

Women in Parliament and Cabinet in SADC Countries (December 2002)

Country	Electoral System	Number Women/ Par- liament[a]	% Women in Par- liament	Number Women/ Cabinet [b]	% Women in Cabinet	Women Deputy Minister	% Women Deputy Minister
Angola	PR	34/224	15.1	4/28	14.3	5/43	11.6
Botswana	Const	8/44	18.0	4/15	27	2/6	33.0
Dem. Rep. of Congo.							
Lesotho	Const	12/97	10.0	6/21	28.50	2/ ?	?
Malawi	Const	16/192	8.3	2/22	9.00	2/9	12.9
Mauritius	Const	6/70	8.6	1/25	4.00	N/A	N/A
Mozambique	PR	78/250	31.2	3/23	13.04	5/25	27.7
Namibia	Pr-nat/ C/Reg PR/local	18/ 99	18.0	3/19	12.00	4/23	17.0
Seychelles	Const	8/34	24.0	3/11	27.00	(no such posts)	
South Africa	PR/Nat; PR and C/local	125/400	31.3	9/27	33.30	8/14	57.1
Swaziland	Const	9/95	9.47	2/17	11.70	N/A	N/A
Tanzania	Const	62/275	22.5	4/27	15.00	5/17	29.0
Zambia	Const	17/158	12.02	2/24%(?)	8.3(?)	2/28%(?)	7.1 (?)
Zimbabwe	Const	15/150	10.0	2/21	16.00	?	?

a. Sometimes parliamentary figures include upper and lower house;

b. Cabinet sometimes includes deputies/assistants and sometimes ministers only.

- Sometimes data not complete and ratios of women and men not shown

SOURCE: SADC Secretariat, Member States

Table 2 shows that the trends since 1999 have been mixed, with some countries recording increases in women's representation in parliament, and in two countries, the numbers of women in decision-making positions have reduced rather than increased as the target of 30% by 2005 advances.

Table 2
Representation of Women MPs in SADC Countries (December 2002)

Country	Pre election		Post election		Increase/ Decrease
	No of Women	Percentage	No of Women	Percentage	
Botswana	4/44	9.0	8/44	18.0	+100 %
Malawi	9/171	5.2	16/192	8.3	+ 59 %
Tanzania	48/275	18.0	62/275	22.5	+4.5%
Mauritius	6/70	8.6	4/70	5.7	Decreased
Mozambique	70/250	28.0	78/250	31.2	+3.2%
Zimbabwe	21/150	14.0	15/150	10.0	Decreased
Namibia	14/99	14.1	18/99	18.0	+ 4 %
S Africa	111/400	27.8	125/400	31.3	+3.5 %
Zambia	16/158	10.1	17/158	12.02	+2.2%
Lesotho	2/80	2.5	12/120	10.0	+7.5%
Seychelles	No change—Next election 2004				
Angola	To be included				

SOURCE: SADC Secretariat, Member States