GENDER POLICY RESEARCH IN THE 
EASTERN AFRICA REGION 

UNECA, Addis Ababa

A METHODOLOGICAL WORKSHOP REPORT

Rapporteurs:

Annamarie K. Kiaga and Samuel Lando
TABLE OF CONTENTS

Background........................................................................................................3

I. The Opening
    Keynote Speech..........................................................................................4
    Workshop Overview......................................................................................4

II. Day I - Session I
    Proposal One: Gender Policy Research in Uganda......................................6
    Proposal Two: Gender Policy Research in Kenya.........................................7
    Proposal Three: Gender Policy Research in Sudan......................................8

III. Day I - Session II
    Proposal Four: Gender Policy Research in Ethiopia...................................9
    Proposal Five: Gender Policy Research in Tanzania.................................10

IV. Wrap Up - Day I..........................................................................................11

V. Day II - Session I
    Example 1 - Measuring Gendered Impact in Education............................13
    Example 2 - Measuring Gender Mainstreaming in Development Policies.....14
    Example 3 - Measuring Economic Empowerment....................................15
    Example 4 - Measuring Gendered Impact on the Socio-cultural Aspects....17
    Methodological Example 5 - Measuring Political Empowerment..............18

VI. Wrap Up - Day II.........................................................................................18

VII. List of Appendices
    A. A List of Participants............................................................................19
    B. Keynote Speech......................................................................................20
    C. Original Proposal for gender policy research in Uganda.......................21
    D. Original Proposal for gender policy research in Kenya..........................25
    E. Original Proposal for gender policy research in Sudan..........................27
    F. Original Proposal for gender policy research in Ethiopia.......................31
    G. Original Proposal for gender policy research in Tanzania.....................32
BACKGROUND

A number of significant gains have been made since the UN charter affirmed faith in fundamental human rights and equal rights of men and women in 1945 and no single report can do justice to the varied ways through which issues of gender equality have been embraced, even challenged, in diverse societies of Africa. Over the years, we have witnessed a number of African governments declaring strong commitments to gender equality through the incorporation of gender sensitive policies, plans, development strategies and actions in all sectors and at levels of their economies. However, considerable gaps that persistently linger between declared commitments and actual incorporation of gender in development policies in African countries demands ingenious ways of understanding not only the deeply ingrained causes for the perpetuation of women’ low socio-economic status in Africa but also the ways in which these causes challenge and hinder the effective implementation of gender policies in the continent.

In recognition of these demands, Development Policy Management Forum (DPMF), in collaboration with the Economic Commission for Africa (ECA), has launched a series of gender policies studies in identified African countries that will act as tools for fostering a better understanding of gender issues in Africa and provide a basis for the formulation and implementation of more effective and gender sensitive policies that will gradually contribute to the realization of development goals. To that end, a one-and-a-half day workshop was held in Addis Ababa, Ethiopia to bring together the selected researchers for the first phase of the gender studies and to create a common framework for conducting the research and reporting the findings.

The objectives of the research were therefore methodological, that is, identifying general and specific areas of focus; identifying appropriate research methods; outlining common goals for the research period and outlining the expected output of the research studies, all in the bid to facilitate reasonable comparability of the research results. While recognizing the difficulty in reproducing identical research outputs, in view of the highly diverse values, assumptions and beliefs researchers bring to the research process, it is the aim of DPMF to produce a database that can facilitate regional comparisons in the belief that a certain extent of comparability is necessary in order for current gender research to move beyond amassing disparate indicators that become ends in themselves instead of a means towards effective gender policy implementation.

The workshop was attended by the principal researchers for each of the five countries selected for the first phase of the gender policy studies which include Ethiopia, Kenya, Sudan, Tanzania and Uganda. Also in attendance were representatives from ECA, Ethiopian Women Lawyers Association (EWLA), and the host, DPMF. A full list of participants and their affiliations is attached as Appendix A.

The rest of this report describes the opening of the workshop and important deliberations that took place during the three sessions of the workshop. The report ends by describing research goals that were set.
I. THE OPENING

The workshop was opened by Prof. Abdalla Bujra, the Executive director of DPMF. Prof. Bujra began by expressing his gratitude to all participants for their attendance and then invited the participants to introduce themselves and their institutional affiliations. After the introductions, Prof. Bujra invited Dr. Wambui Karanja to make the opening keynote speech.

Keynote Speech, Read by Dr. Wambui Karanja on behalf of the African Center for Gender and Social Development (ACGS)

In her opening keynote speech, Dr. Karanja emphasized the significance of collaboration between DPMF and ECA towards shaping the research agenda that is needed to inform policy decisions. “Lack of research tools that aid in mainstreaming gender into policies,” she said, “is one of the major hindrances identified to date.” As a result, the African Center for Gender and Social Development (ACGS) has developed three tools that have been a breakthrough towards creating effective gender research tools. The tools described included the monitoring and evaluation guide, the African Gender and Development Index (AGDI), the Easy Reference Guide to mainstreaming gender in national accounts, budgets and policies in Africa and the gender-aware macroeconomic model.

After outlining the use of each tool, Dr. Karanja went on to challenge the participants to take a critical look of these available tools and incorporate them, as much as possible, in their upcoming research studies. Dr. Karanja ended her keynote speech by wishing the participants fruitful deliberations.

A full keynote speech is attached as Appendix B.

Workshop Overview

After the keynote speech, Prof. Bujra provided a brief overview of the workshop objectives. In the overview, he emphasized the following elements:

- **Context**
  
  There is no disputing the fact that women have rights and these have been violated over the years. The fact that constitutions of most African countries mention women rights is one proof. As researchers, we have to begin at impact assessment - what has been done beyond the rhetoric? What strategies are on the ground? Have the strategies been developed into policies? Are government strategies and policies pursued effectively?

- **Method of Analysis**
  
  Researchers need to utilize critically the arguments that governments construct concerning vital economic, political and social issues including gender, and we are no exception. Keeping in mind that a change in one phenomenon, say employment of women, necessarily entails change in one or other phenomena, we must look beyond empirical accounts to solicit a full understanding of gender issues. As such our methodology may proceed as follows:
  
  1. Strategies stated - must be well identified
  2. Policies stated - legislated? What legislations? Implementation status? (use of the toolkits provided might be necessary)
  3. Implementation - what has been the impact?

  A critical impact assessment will thus examine differential impacts based on gender, social needs, sectoral impacts like service sector vs. others, classes like working class, rural vs. urban, income distribution, lifestyles, and various symbolisms. Most importantly, a critical assessment will answer the question - Do policies affect women differently in these different categories?

- **Method of Data Collection**
Despite varied social science research methods to be used, the output must strive to be comparable. Especially important is the identification of aspects specific to each case and the aspects that can be generalized in the country in question.

- **Outputs**
  
  After six months of research, each researcher will be expected to produce an analytical research report, a policy brief and a revised country report to be used in publishing a book based on individual case studies.

- **Plan of Action**
  
  This is the first workshop. In three months, each researcher will be expected to produce a detailed progress report. A second and final workshop to discuss results will be held after six months, in which case more researchers and stakeholders will be invited to share research results, to evaluate the process, and offer inputs for further refinement of the reports.

After this brief overview, Prof. Bujra then invited Ms. Leteane to chair the first session of the workshop.

### II. DAY 1 - SESSION ONE

Chair: Ms. Emelang Leteane, African Center for Gender and Development, ECA

The first session consisted of three proposal presentations. Deliberations following each presentation follow the brief description of each proposal. It should be noted that the overall objectives and associated research questions for each study remain identical, that is, the objectives stipulated in the DPMF background paper, which are:

1. To create a common and better understanding of basic concepts and approaches for gender analysis, within the diverse socio-economic and geographic context of Africa, thereby identifying an advocacy agenda for gender equity;
2. To identify women’s needs and priorities and examine the causes of their disadvantaged position in African society, thereby filling knowledge gaps about their roles and potentials recognizing women as agents of change and development in their respective countries
3. To examine gender policy frameworks in place in different African countries, so as to determine the extent to which they have contributed or hampered the process of ensuring gender equity;
4. To find out about the nature and effectiveness of gender policies in different African countries, bringing out their similarities and differences, their strengths and weaknesses, and looking at how they link to sector and national policies;
5. To identify and assess promising gender initiatives in Africa, with a view to facilitating interactions between researchers, policy makers and civil society; and building upon identified best practices among African countries;
6. To come up with plausible and realistic policy recommendations for gender mainstreaming in overall policy and for modifying traditional gender roles and relations through developmental interventions.

The stipulate research questions include:

1. What gender strategies, if any, exist in the country?
2. Have existing gender strategies been translated into policies?
3. Are gender policies legislated and incorporated in the constitution?
4. Is the legislation pertinent to gender implemented?
5) What is the social, cultural and economic context within which gender issues and the role of women are debated and discussed?

For the sake of comparability, emphasis in the description of individual proposals is therefore given to specific objectives of the each study and proposed methodology.

**Proposal One: Gender Policy Research in Uganda, David Mpiima**

In his proposal presentation, David emphasized the importance of the processes that reproduce gender inequality and of considering the study of gender inequality as the study of the process of inequality between men and women. In this regard gender mainstreaming should be understood as a means of reshaping institutions to produce gender sensitive outcomes. As such, he proposed the following specific objectives of the study:

1. To identify the gender mainstreaming approaches used in different sectors and organization in Uganda
2. To examine the gender needs addressed by the developed gender strategies in Uganda thereby filling knowledge gaps about their roles and potentials recognizing women as agents of change and development in their respective countries
3. To examine gender policy frameworks in different sectors in Uganda, so as to determine the extent to which they have contributed or hampered the process of ensuring gender equity
4. To assess the nature and effectiveness of gender policies in different sectors in Uganda, bringing out their similarities and differences, their strengths and weaknesses, and looking at how they link to sector and national policies.
5. To identify and assess promising gender initiatives in Uganda, with a view to facilitating interactions between researchers, policy makers and civil society; and building upon identified best practices among African countries
6. To come up with plausible and realistic policy recommendations for gender mainstreaming in overall policy and for modifying traditional gender roles and relations through developmental interventions.

Apart from review of policy documents, David proposed the use of in-depth interviews and key informant interviews using a Key Informant Guide. The selection of the key informants will purposively focus on ministry staff and non-governmental organizations (NGO’s) working towards gender equality in Uganda. The spatial scope of the study is limited to Kampala. The proposed data analysis frameworks include the Harvard framework, Sarah Longwe’s Empowerment Framework and Moser’s gender needs approach. The original research proposal is attached as Appendix C.

**Deliberations**

A number of issues were discussed in regards to this proposal.

1. **Emphasis on strategies of implementation.** Prof. Bujra stipulated that in many cases gender is well entrenched into existing policies but not in implementation plans and hence the need to formulate ways to evaluate implementation strategies. For example, there is a tendency to have a large turn over of gender desks, and without looking into their position in the power structure and how well they are equipped to perform their assigned tasks, it maybe hard to understand their impact.

2. **Sources of data.** Two elements were derived from the discussion.
   (a) Ms. Leteane pointed out the need to incorporate already existing data bases like reports prepared for the Beijing +5 prepared by the national council of NGOs, and government reports.
   (b) Prof. Bujra pointed out the need to talk about institutions other than those working specifically on gender.
3. Conceptualization of gender. In support of Mr Mpiima’s pinpointing the misunderstanding surrounding gender vs. women issues, two points were raised:

(a) Ms Osman was concerned with the lack of specific strategies and indicators for gender equality, gender mainstreaming, and the empowerment of women and pointed out this shortfall as underlying the misunderstanding of the differences between gender and women issues

(b) Prof. Bujra cautioned on the methodological challenges that we need to keep in mind in differentiating gender and women issues.

Proposal Two: Gender Policy Research in Kenya, Susan Waiyego

Ms Waiyego began her proposal presentation with a discussion of the women’s movement in Kenya and its relations with the country's political institutions. She noted that despite a relatively long history of policy initiatives there has been little impact on the gender gap. She attributed this result to resistance from the male dominated political class and the co-option of women’s associations and pressure groups into the political system.

In her proposal, Ms Waiyego proposed to provide a historical perspective to the lack of a gender policy in Kenya. To that end, she proposed to use document analysis, institutional interviews and interviews with the general public. Respondents were going to be obtained through snowballing and other non-probability sampling methods. The scope of the study included Nairobi urban and 8 rural provinces. The collected data was going to be translated from Swahili and/or other local languages to English before they are subjected to rigorous analysis.

Deliberations

The following issues were discussed in regards to this proposal.

1. Peculiarity of the case. Prof. Bujra pointed out that despite the lack of an official gender policy there are a number of gains women have made in Kenya hence calling for innovative ways to understand ways in which these gains were made possible. Some suggested questions included, what is being currently debated? Why this incredible resistance to formalizing women’s rights? What are the challenges, constraints and frustrations of those working towards gender mainstreaming in Kenya?

2. Research methodology. Three issues emanated from the proposed methodology:

(a) Extensive coverage - Dr. Mwololo raised the concern that 8 provinces are too many for this kind of research and hence the need for a reduction in number. She also raised concern over the number of specific questions the study was trying to answer and suggested a narrowing down of the number of questions and a reduction of their multiplicity.

(b) Sampling methods - The proposed method of snowballing raised concern because (1) it is very slow (Ms. Leteane), and (2) limits the sample to the knowledgeable and excludes those impacted by the gender strategies without necessarily being familiar with the specific strategies (Prof. Bujra). In regards to this last point, David questioned the existence of irrelevant informants.

(c) Sources of data - Ms Osman emphasized the need to take into account shadow reports usually prepared by CSO’s and NGOs on what they consider to be the challenges for gender equality. Prof. Bujra also added the need to incorporate relevant reports from government organizations like the Bureau of Statistics. Ms. Leteane suggested the need to consult FEMNET in Kenya.

3. Conceptualization. Ms Osman re-emphasized the importance of differentiating the different levels of collecting data - strategies for gender equality, gender mainstreaming and women’s empowerment.

Proposal Three: Gender Policy Research in Sudan, Ikhlas Osman

Like Kenya, Sudan does not have an official gender policy although Sudan has specific strategies for the gender mainstreaming of its policies. With this background, Ms Osman set out to specifically:
(1) Analyze and evaluate the existing gender strategies and policies in different spheres or sectors in the “Three Peace Agreements” (Darfur, Eastern and Southern Sudan peace agreements), “The Constitution,” and the “Comprehensive National strategy,” which are reflecting the overall country policy of Sudan.

(2) Examine the translation of the gender strategy into policy in the 3 to 4 different spheres or sectors mentioned above;

(3) Scrutinize the implementation of any gender sensitive policy in to practice in the 3-4 mentioned spheres or sectors.

Ms Osman proposed to utilize key informant interviews with relevant government ministries and institutions, CSOs, political parties and UN agencies involved in the subject matter in the related work to the selected 3 spheres or sectors. She also proposed to use focus group discussions and observations. Document analysis will focus on The Three Peace Agreements, the Comprehensive national strategy, The Ten and Five Year Socioeconomic Development Plans, the country report of Oslo Donor conference 2005, The Beijing Platform for Action and Beijing +10 reports, and the different UN reports. The original research proposal is attached as Appendix E.

Deliberations

Three issues sprung from the discussion of this proposal.

1. **Scope of the study.** Dr. Mwilolo raised concern over the extensive coverage of policy impacts. With Ms Osman’s original suggestions in mind, the main areas of focus were reduced to four, including peace building which is considered more critical in post-conflict societies like Sudan.

2. **Sampling method.** Prof. Bujra pointed out the need to include people outside gender and development practitioners in order to obtain more in-depth analysis of reality. Ms Osman pointed out the challenge of including both rural and urban respondents and it was agreed that respondents from suburban areas maybe to provide views contrasting enough to assure a critical review of gender policies.

3. **Research methods.** Dr. Mwololo was concerned with the number of focus group discussions pointing out the extensive data analysis that will ensue. Prof. Bujra then suggested that, coupled with other qualitative methods, one group of practitioners and another of non-practitioners would be adequate.

### III. DAY 1 - SESSION TWO

Chair: Ms. Emelang Leteane, African Center for Gender and Development, ECA

**Proposal Four: Gender Policy Research in Ethiopia, Hiwot Gebeyehu**

In her proposal, Ms Gebeeyehu identified the following specific objectives of the study:

(1) What are the rules and regulations available to translate the gender policy into practice?
(2) How is accountability and responsibility shared between different bodies?
(3) What are the available institutional changes and mechanism in the ground
(4) How the gender policy translated into the constitution and legislation process?
(5) How is budget allocated into the implementation of gender policy?
(6) What are the available gender disaggregated data?
(7) What advocacy and persuasion tools that have been employed?
(8) If the objectives set by the national women policy been achieved until now?
(9) If they are achievable for the future?
(10) What are the variable affecting these achievements?
(11) What are the policy constraints to gender policy?
(12) Constraints, ambiguities and problems particularly in terms of incorporating gender policy?
Apart from policy review, Ms Gebeyehu proposed to use a questionnaire and key informant interviews at gender focal points, and individuals working with the government ministries, target groups, international and national organizations working on women and target groups. The scope of the study is therefore limited to Addis Ababa. The original research proposal and presentation are attached as Appendix F.

Deliberations

There were two major concerns raised over this proposal:

1. **The scope of the study.** Prof. Bujra noted that it was too extensive, trying to measure a number of elements that might require more time than allowed in this study. Ms. Thundu also noted that such extensiveness might impede on the breadth with which to analyze the accumulated data.

2. **Data analysis** - Prof. Bujra suggested that because of its political past, data analysis might benefit from a temporal analysis of the changes to identify changing pressures that might explain the current status.

---

**Proposal Five: Gender Policy Research in Tanzania, Annamarie Kiaga**

In her proposal, Ms Kiaga divided the research questions into three levels of study:

**Policy Level**
1. What legislations pertinent to gender, if any, have been incorporated in the constitution since August 2005?
2. How are these legislations implemented?

**Institutional Level**
1. What are the trends in budget allocation and spending for promoting gender equality?
2. What are the constraints, ambiguities and problems in incorporating gender in policy?

**Individual Level**
1. Are respondents familiar with any gender strategies/policies and legislations and other related initiatives?
2. Can the respondents identify ways in which a variety of gender strategies have impacted their lives and the lives of those around them?
3. What is the respondent’s perception of what is being done, and what ought to be done in order to increase and maintain gender equality in the country?

**At all levels**
What is the social, cultural and economic context within which gender issues and the role of women are debated and discussed?

Ms Kiaga proposed two methods of data collection - the review of policy and other documents relevant to gender policy including print media and use of semi-structured in-depth interviews. The institutions through which the relevant documents will be obtained include Women’s Information Center at the Ministry of Community Development, Gender and Children (MCDGC), Tanzania Gender Networking Programme (TGNP), Tanzania Media Women Association (TAMWA), Tanzania Women Lawyer’s Association (TAWLA), Tanzania Women Parliamentarian’s Group (TWPG), United Nations Development Programme (UNDP) and Women’s Research and Documentation Programme (WRDP).

Proposed interviewees include policy makers and decision makers (parliamentarians), Civil servants, Activists and advocacy groups, Researchers and academicians, the media, International development organizations, NGOs and CBOs, People with special needs, and the General public. The original research proposal and presentation are attached as Appendix G.

**Deliberations**

Two major issues ensued from the deliberations over the scope of this study.

1. **Temporal definition.** Ms. Leteane had concerns over the mention of policies and legislations in Tanzania since 2005. As a point of clarification, Annamarie mentioned familiarity with policies until the said date and that this particular mention was a reminder of where to start the update.
2. **Specificity of Tanzania.** Ms. Leteane also suggested that gender budget initiatives in Tanzania be given more prominence since Tanzania is considered a pioneer in such initiatives.

### IV. WRAP UP - DAY 1 - Chair: Prof. Bujra

At the end of the first day, it was obvious that each of the research proposals needed revising in order to reflect common goals. Before the wrap up, a few deliberations were made on the proposed research process in general.

1. **Comparability and Methodology.** A question was raised by Dr. Mwololo that if the aim is new knowledge, shouldn’t each study be unique in its approaches?

   To answer the question, Ms. Thundu mentioned the possibility of difference in approaches in collecting data on the same type of indicators. Prof. Bujra also added that usually in research the problems seem the same and approaches differ. An important aspect to keep in mind is finding out what is behind what are seemingly common trends especially social forces.

2. **Periodization.** Susan wanted to know if we should have a common defined period of coverage. To answer this question, Prof. Bujra explained the impossibility of such a task following varied period in which different countries began to embrace gender equality and women’s rights. As such, he suggested that the researcher use their best judgment in identifying the appropriate period of coverage without reiterating the whole historical profile of individual countries.

3. **Familiarity with research indicators.** Dr. Mwololo wanted to know what strategies will be employed in the cases where the researcher is not familiar with appropriate indicators for the specific gender issue. In trying to curb this challenge, each of the principal researchers was assigned one category in which to identify possible indicators to be discussed on the following day during the methodological session.

4. **Use of Case studies or Vignettes in the report.** Ms Kiaga wanted to know if using vignettes in the report illustrating specific problems is an acceptable way of representing the collected data. To answer this question, Prof. Bujra cautioned about the tendency for readers to make generalization based on such case studies or vignettes. They can be used however with a carefully described warning about their specificity especially at the national level.

As a way of wrapping up the day, Prof. Bujra offered the following suggestions on the outline of the report, methodology and on indicators.

**A. Outline of the Report**

The report will have four parts

- **PART I - General introduction (about 2 pages)** outlining the general context within which the study is conducted. It will include the history of gender policy and women rights in the specific countries to the present.

- **PART II - A profile of the present situation.** Here you can describe the relationship that exist between gender issues and women rights, provide basic statistics on gender inequality and a brief explanation (1 or 2 paragraphs) of why the inequality persists.

- **PART III - A description of Strategies, Policies and their Impact.** It is suggested that we refrain from discussing the constitution and instead focus on available strategies, whether they have been legislated and when, and identifying the possible causes underlying the existence, or the lack thereof, of strategies and a gender policy. Some of these causes include, for example, external pressure from donors, internal pressure from the grassroots and the like.

   For comparative reasons, it is suggested that the description, which should consist of a brief profile and your own analytical perspectives, should then zero-in on ONE aspect in EACH of the following TWO important categories:

   **A. In the modern sector/formal institutions.** Five basic areas:
(1) employment in all sectors  
(2) education  
(3) political participation  
(4) institutions and public organizations  
(5) conflict and peace building

B. Socio-cultural category focusing on socio-cultural aspects especially the structure of the family and try to identify various ways in which such structures have been affected by ongoing gender strategies and policies.

PART IV - Conclusion

B. Methodology

Emphasis must be given to identifying specific and general aspects of individual issues. As described above, every report will select two categories on which to provide in-depth analytical perspective. The general approach should be to identify social and political forces behind the negative and positive change in gender equality in individual countries.

C. Indicators

As preparation for the methodological session on the following day, each principal researcher was assigned a category in which to identify all possible indicators and be ready to share their thoughts during the session.

V. DAY 2 - SESSION THREE

Chair: Dr. Rosa Muraguri Mwololo, Development Consultant

This session was dedicated to methodological issues surrounding appropriate indicators of different strategies for gender equality, gender mainstreaming and women’s empowerment. This section lists down the indicators that were accepted after long deliberations.

EXAMPLE 1 - MEASURING GENDERED IMPACT IN EDUCATION

David Mpiima

Mr Mpiima first discussed the type of quantitative data that would be useful in such a study;

1. Gender disaggregated data on the proportion of the school age children (primary and secondary) actually in school.
2. At higher education levels the extent of the gender gap
3. Gender differentials in drop out rates at all levels

The research would seek to understand the underlying causes of the above trends as well as the impact of public policy e.g. Mr Mpiima illustrated this last point with the case of Makerere University where he believed an affirmative action policy had led to near parity in the proportion of men and women enrolled. He also suggested that further research might help to identify the specific causes of gender differentials in drop out rates and point to policy remedies.

Deliberations

Ms. Waiyego: Suggested considering curriculum i.e. whether it socialises certain academic orientations depending on sex.
Prof. Bujra: Emphasised the importance of non-formal education especially at the family level, which was the most important level of socialisation the gender biases introduced to children at this level would be reflected throughout life. Dr Bujra pointed out that children would have adopted certain values on gender roles from their cultures and families and any research on gender in education would have to study the extent to which the curriculum reinforced or countered these values.

Mr Mpima: Pointed out that in the case of Uganda the curriculum contained a gender component.

Prof. Bujra: There is a need to look at all forms of education not just the formal institutions. As regards higher education the observation that parity has been achieved in enrolment is insufficient it may be the case that the choice of course is influenced by gender thus gender parity may not be reflected in all courses.

Dr Mwololo: Also pointed out the need to consider the quality of the courses taken by men and women.

Ms. Osman: Raised the issue of the composition of the academic and administrative staff as an indicator of the reality of gender mainstreaming, the availability of documentation on gender issues and the status of gender studies in the university as other indicators.

Prof. Bujra: Suggested further clarification on the different social forces behind gender inequality in education.

EXAMPLE 2 – MEASURING GENDER MAINSTREAMING IN DEVELOPMENT POLICIES - Hiwot Gebeyehu

In her presentation, Ms. Gebeyehu elaborated on gender mainstreaming principles and the strategies for their implementation in the government. Other indicators included the existence of a national women’s movement and the budget allocations of different ministries for gender mainstreaming activities.

Deliberations

Dr Mwololo: Highlighted the difficulties with definitions of gender mainstreaming which as a consequence implied a lack of explicit indicators of gender mainstreaming and a lack of targeting. This lack of policies, strategies and statistics made it hard to evaluate gender mainstreaming. In the evaluation of gender mainstreaming it was important to look at the design of policies and whether policy documents were sensitive to gender issues. From there an evaluation of actual strategies and of the structures that might exist to implement them e.g. the status of the ministerial gender desks in the ministerial hierarchy could be useful indicators.

Prof. Bujra: Observed that research into gender mainstreaming had to look at substantive issues, gender mainstreaming meant some loss of power by men in favor of women; this would often not take place voluntarily thus from this perspective the question is how the positions of various groups on gender mainstreaming can be understood and how this is reflected in day to day life. The analysis of gender mainstreaming would have to be more than a mere bureaucratic scorecard e.g. which ministries have gender desks etc...there would also have to be an attempt to account for the government’s activity or lack of activity. Prof Bujra illustrated this point by highlighting the difference between gender mainstreaming that arises from the conditionality of donors, which may have little legitimacy and gender mainstreaming arising from domestic pressure for change. These distinctions could be significant as regards the long-term sustainability of a policy especially where there is resistance.

Ms. Osman: Pointed out that gender mainstreaming in the public sector was a large subject therefore there was a need for focus when undertaking in depth study e.g. gender mainstreaming in the security sector.
**Ms. Hiwot:** Clarified that she was advocating in the first instance finding out whether each ministry had a gender mainstreaming policy and if so what it was and then after that she would choose one or two ministries for in depth study.

**Prof. Bujra:** Suggested gathering quantitative data on gender across the government and then choosing the top and bottom performers for in depth study and comparison.

---

### EXAMPLE 3 - MEASURING ECONOMIC EMPOWERMENT

**Annamarie Kiaga**

**Key Assumption(s)**

- Gender equality is constrained by differential access to income and production resources between men and women in African societies
- Gender equality is further constrained by the lack of control, among women, of the accessible income and production resources.
- Control is constrained by lack of awareness, economic literacy and other specific skills; social norms and values that define acceptable gendered behavior; and a lack of legal frameworks that defend women’s rights.

**Key Strategies in economic empowerment of women**

1. Strategies to increase women’s access to income and production resources e.g. formal labor force participation and credit facilities
2. Strategies to tackle women’s awareness, literacy and other specific economic skills e.g. entrepreneurship [capabilities]
3. Strategies aimed at affecting socio-cultural norms especially the gender division of labor
4. Strategies to draw and implement legal frameworks that defend women rights, e.g. ownership of property

**Measurements:** (1) Qualitative Data

**Source of Data:** interviews, focus group discussions, key informant interviews, case studies

1. What have been the benefits of women’s increased income and access to resources to (1) themselves; (2) in the context of their families; (3) in the context of the wider community?
2. What have been the unintended consequences, if any, on the same?
3. What has been the impact of the same on social norms especially gender division of labor at the household level, decision making at household level, and access to other resources?
4. What are the short term and long term impacts on gender relations?
## Measurements: (2) Quantitative data

<table>
<thead>
<tr>
<th>Component</th>
<th>Sub-component</th>
<th>Indicators</th>
<th>Sources of Data</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Access to Income</strong></td>
<td>Employment</td>
<td>% Government % Private % Self-employment % Informal sector</td>
<td>Labor surveys</td>
</tr>
<tr>
<td></td>
<td>Credit</td>
<td>% loans to women in their own right (vs. men as collaterals)</td>
<td>Financial institutions, informal credit schemes</td>
</tr>
<tr>
<td><strong>Access to production resources</strong></td>
<td>Land</td>
<td>% women owning land in their own right</td>
<td>Registrar of land</td>
</tr>
<tr>
<td></td>
<td>Property</td>
<td>% women owning other properties (e.g. house/plot) in their own right</td>
<td>Registrars office</td>
</tr>
<tr>
<td><strong>Capabilities</strong></td>
<td>Awareness</td>
<td>No. of programs aimed at raising women’s awareness of available economic resources</td>
<td>NGO’s, Media, Advocacy groups, etc</td>
</tr>
<tr>
<td></td>
<td>Economic literacy</td>
<td>No. of programs aimed at increasing women’s economic literacy and other specific skills</td>
<td>Economic institutions</td>
</tr>
<tr>
<td><strong>Control over available resources</strong></td>
<td>Social norms</td>
<td>No. of programs aimed at influencing social-cultural norms</td>
<td>Media, Advocacy groups, governmental and non-governmental institutions</td>
</tr>
<tr>
<td></td>
<td>Legal Frameworks</td>
<td>No. of legal frameworks to defend women rights</td>
<td>Legal institutions</td>
</tr>
</tbody>
</table>
Deliberations

Ms. Waiyego: Asked whether gender specific indicators for access to credit and access to land were available and whether gender differences in land use could be established.

Ms. Osman: Emphasised the need to consider the gender differences to access to land in different systems of tenure

Dr Mwololo: There may be differences on access to land as well as on access to informal credit also difference in the treatment of men and women in customary law in matters of inheritance.

EXAMPLE 4 - MEASURING GENDERED IMPACT ON THE SOCIO-CULTURAL ASPECTS - Ikhlas Osman

In her presentation Ms. Osman divided the socio-cultural sector into four sub themes
1. Family Structure
2. Family Economy
3. Gender Based Violence
4. Culture & Religion

Ms. Osman considered that the study of the family structure and economy would have to look at the household balance of power i.e. economic and social decision-making, access to family assets including land and gender roles in the household e.g. with respect to child rearing. On culture and religion research should focus on values that continue to promote male domination.

Deliberations

Ms. Kiaga: Suggested attending court sessions on land disputes

Dr Mwololo: Asked whether government institutions monitor gender based violence

Ms. Osman: Replied that the GoS had created such a structure but that the statistics on rape in Sudan are unreliable because of the stigma attached to it and the fear of ostracism. Also the procedure for reporting rape is humiliating and traumatic to victims.

Mr Mpiima: Cultural attitudes to gender violence need to be considered.

Dr Mwololo: Discussed further with an example the problem of gender bias in the law and the application of the law.

Prof Bujra: Observed that socialisation was an important area inculcating gender bias, however given the diversity of African societies it was difficult to generalise. Prof Bujra further noted that gender violence increased automatically in situations of armed conflict e.g. Darfur. On gender roles in the household Prof Bujra noted that norms probably differ by social class and location traditional customs including those concerning the relative roles of men and women are strongest amongst the poor and in rural settings. Womens rights tend to be more important in modern settings. Thus research needs to take note of these differences.

Ms Osman: Gave the example of displaced southerners in Khartoum proposing that such persons are probably influenced by the modern norms and settings of the capital.

Ms. Kiaga: Observed that in explaining socio-cultural practices that disadvantage women (e.g. wife inheritance) due regard as to the reasons for such practices which may not necessarily have arisen out of an explicit desire to subjugate women needed to taken. In the case of wife inheritance in societies where women have no right of access to land on their own right wife inheritance might be the only means of ensuring the survival of the widow and her children. In the present context it is also important to understand the changes that have taken place that have led to the view by some that these practices are retrograde.
**Prof. Bujra:** Concurred with this observation and pointed out that the women’s rights movements of the west had evolved in a different social context.

### EXAMPLE 5 - MEASURING POLITICAL EMPOWERMENT

**Susan Waiyego**

In considering gender and political participation, Ms. Waiyego proposed to look at gender mainstreaming in the appointments made in the Executive and Judiciary the existence of affirmative action in political parties to promote female candidates the ratification of gender conventions and the representation of women in peace building bodies. Other indicators she proposed were gender mainstreaming in budgeting, institutional mechanisms and reports.

### Deliberations

**Dr Mwololo:** Asked about the qualitative indicators Ms. Waiyego proposed to use

**Prof. Bujra:** Pointed out that other questions of interest in this regard included whether voters were predominantly male or female, whether the political institutions and culture disadvantage women.

**Ms. Leteane:** In addition the extent to which political parties use affirmative action to promote women

**Dr Mwololo:** Pointed out the need for further sharpening on the qualitative indicators to be used.

### VI. WRAP UP - DAY 2 - Chair: Prof. Bujra

As a wrap up of the second day of the workshop, Prof. Bujra emphasized the need to adhere to structure stipulated on the previous day. In addition, he reminded participants on the need to revise original proposal.

As regards this last session, Prof. Bujra emphasized the need to write-up the indicators as deliberated on in the session earlier and providing these revised lists of indicators to the rapporteurs for inclusion in the workshop report. The workshop report will be ready for distribution in about a week.

As a result of the stipulated revisions and availability of the workshop report, the official starting date for gender policy research is going to be December 1st although there is no harm in starting data collection earlier.

Prof. Bujra then went on to thank all participants for their contributions throughout the workshop and invited the participants to spend the rest of the afternoon at the DPMF offices to complete other logistical issues.
## APPENDIX A

**LIST OF PARTICIPANTS**

### ETHIOPIA

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Position</th>
<th>Organization/Forum</th>
<th>Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hiwot Gebeyehu</td>
<td>Programme Assistant</td>
<td>African Development Forum (ADF-V)</td>
<td>P.O.Box 22786 / 1000 Addis Ababa, Ethiopia</td>
</tr>
<tr>
<td>Dr. Wambui Karanja</td>
<td>African Center for Gender and Social Development</td>
<td>African Center for Gender and Social Development (ACGD/ECA)</td>
<td>P.O.Box 3005 Addis Ababa, Ethiopia</td>
</tr>
<tr>
<td>Professor Abdalla Bujra</td>
<td>Executive Director</td>
<td>Development Policy Management Forum (DPMF/ECA)</td>
<td>P.O. Box Addis Ababa, Ethiopia</td>
</tr>
</tbody>
</table>

### KENYA

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Position</th>
<th>Organization/Forum</th>
<th>Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>Susan Waiyego</td>
<td>Researcher/Student</td>
<td>African Center for Gender and Social Development (ACGD/ECA)</td>
<td>P.O.Box 43844-00100 Nairobi, Kenya</td>
</tr>
<tr>
<td>Ms. Emelang Leteane</td>
<td>Social Affairs Officer</td>
<td>African Center for Gender and Social Development (ACGD/ECA)</td>
<td>P.O.Box 3005 Addis Ababa, Ethiopia</td>
</tr>
<tr>
<td>Dr Rosa Muraguri</td>
<td>Development Consultant</td>
<td>Development Policy Management Forum (DPMF/ECA)</td>
<td>P.O. Box Addis Ababa, Ethiopia</td>
</tr>
</tbody>
</table>

### SUDAN

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Position</th>
<th>Organization/Forum</th>
<th>Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ikhlas Osman</td>
<td>Lecturer and Researcher</td>
<td>Embassy of Uganda</td>
<td>P.O.Box 5644 Addis Ababa, Ethiopia</td>
</tr>
<tr>
<td>Ms. Juliet Kalema</td>
<td>Minister Counsellor</td>
<td>Ministry of Uganda</td>
<td>P.O.Box 5644 Addis Ababa, Ethiopia</td>
</tr>
<tr>
<td>Ms. Nena Thundu</td>
<td>Research Officer</td>
<td>Development Policy Management Forum (DPMF/ECA)</td>
<td>P.O. Box Addis Ababa, Ethiopia</td>
</tr>
</tbody>
</table>

### TANZANIA

<table>
<thead>
<tr>
<th>Name</th>
<th>Title/Position</th>
<th>Organization/Forum</th>
<th>Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>Annamarie Kiaga</td>
<td>Graduate Student, University of Minnesota,</td>
<td>Ethiopian Women’s Lawyers Association (EWLA)</td>
<td>P.O.Box 3243 Addis Ababa, Ethiopia</td>
</tr>
<tr>
<td>Ms. Robyn Trask</td>
<td>Lawyer</td>
<td>Ethiopian Women’s Lawyers Association (EWLA)</td>
<td>P.O.Box 13760 Addis Ababa, Ethiopia</td>
</tr>
<tr>
<td>Mr. Samuel Lando</td>
<td>Development Policy</td>
<td>Development Policy Management Forum (DPMF/ECA)</td>
<td>P.O. Box Addis Ababa, Ethiopia</td>
</tr>
</tbody>
</table>

## APPENDIX B
KEYNOTE SPEECH

DPMF Methodological Workshop on Gender Policies Research Project:
13-14 November 2006

The Executive Director of the Development Policy Management Forum (DPMF),

Distinguished guests and workshop participants.

Greetings!

Collaboration between DPMF and ECA goes back a long way. The 2 institutions have been collaboration on several issues of mutual interest, especially in the area of Governance. It is therefore no coincidence that today, the African Centre for Gender and Social Development (ACGS), one of ECA’s Divisions, is here today on this your landmark workshop.

Women’s issues cannot be separated from broader development issues. Doing so is losing ground without knowing it. I would therefore like to congratulate DPMF on the organization of this workshop, which brings together experts interested in Africa’s development.

Your work during the next 2 days will indeed help to shape the research agenda that is so needed to inform policy decisions. We all know that policies on paper mean nothing without implementation on the ground.

There is no denying how gendered the impact of development policies have been. I do not think it is monotonous to state that gender-neutral policies have continued to adversely affect women, to the extent that in some circles, these effects have come to be regarded as normal e.g. few women have access to resources including land, they are excluded from decision making structures, their human rights are abused and denied, more women than men are affected by HIV and AIDS. Statistics abound in this regard.

We at the ACGS have sought to listen to African member States and civil society’s frustration with the seemingly slow progress when it comes to addressing gender issues. This has culminated in the development of research tools that aid in mainstreaming gender into policies. I will give a brief description of these tools that have resonated with our partners, member States and civil society alike.

The monitoring and evaluation guide for monitoring progress at both national and sub-regional level: This guide has been prepared to support the monitoring and evaluation activities of member States in the implementation of the Beijing Platform for Action (BPFA). It is targeted primarily at the Monitoring and Evaluation Officers in National Machineries responsible for women’s advancement. This tool has so far been fielded in 21 countries.

The African Gender and Development Index (AGDI), which is an Africa-specific index for tracking implementation of the major African charters and declarations that address women’s empowerment, gender inequalities and women’s human rights and is also an advocacy tool. The AGDI measures gender equality and changes in gender relations and the effects of gender policies over time; AGDI was launched on 12 October at ADF IV and was well received by the delegates to the conference as an innovative and a long-overdue tool. The index provides gender planners, policy makers and politicians with
information on the extent of gender inequality in their countries, as well as the effect of their gender policies on the reduction of women’s subordination. AGDI enhances the collection of gender-disaggregated data and provides gender planners with a monitoring tool that is effective and easy to use.

The Easy Reference Guide (a Guidebook on Mainstreaming Gender in National Accounts, Budgets and Policies in Africa)”: This is a tool to mainstream gender into national accounts, budgets and policies. The sixth African Regional Conference on women developed the African Plan of Action which underlined that every country must establish a mechanism to monitor and evaluate implementation of the BPFA, particularly the mainstreaming of gender into national policies, plans and programmes, and establishing accountability and coordination mechanisms for gender mainstreaming.

In order to learn more about the way policy reduction policies impact men and women separately, ACGD has developed a gender-aware macroeconomic model and tested it through policy simulation of the South Africa economy, as the pilot country. The model showed how to quantify the way different macroeconomic policy shocks would impact the domestic work activities, leisure time and wage rates for men and for women and the poverty and welfare consequences for their households.

The gender-aware model as used in South Africa to evaluate fiscal policy yielded the following important results, which would not have been noticed if data was not disaggregated according to gender:

- Women contribute nearly twice as much as men to non-market production in South Africa.
- Women have 30-50 per cent less time for personal care and the leisure than men.
- Eliminating import tariffs would cut real wages for women more than twice as much as it would cut real wages for male counter parts.
- Eliminating tariffs would mean less jobs for women and more for men etc.

ACGS looks forward to the report of this conference so that it can inform our work. ECA is in the process of repositioning its work within Africa’s development agenda. Through the ACGS, ECA is trying to find space to address issues of gender and development without duplicating efforts carried out elsewhere in the continent by other institutions such as yourself.

Partners such as DPMF are crucial to ECA which is a knowledge-based institution and values practical work such as yours.

I would like to take this opportunity to reiterate ECA’s commitment and support to gender research throughout the Continent and further collaboration with DPMF. On this note, I would like to wish you fruitful deliberations.