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**(ECA/SRDC-SA)**



**Gender Mainstreaming Activities during 2000-2001**

**A Report presented to the Meeting of the Committee on Women and Development**

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## **Report on Gender Mainstreaming Activities during 2000-2001**

### **I. Introduction**

The framework of the programme of work of the Economic Commission for Africa Subregional Development Centre for Southern Africa (SRDC-SA) is to support regional cooperation and integration in the countries of Southern Africa through the activities of the Regional Economic Communities (RECs), in this case the Common Market for Eastern and Southern Africa (COMESA) and the Southern African Development Community (SADC). The Centre works in close collaboration with all ECA divisions, UN agencies and directly with the member states and in partnership with other development partners.

The framework for implementation of the gender programme in Southern Africa is the SADC Declaration on Gender and Development adopted by the Heads of State and Government in 1997. The Declaration is anchored on the recommendations of the Dakar and Beijing Platforms for Action. The Southern African component of the synthesis of the review of national programmes adopted during the mid-decade review of Beijing + 5 in Addis Ababa in November 1999 reflects the situation in Southern Africa. Thus, the recommendations contained in the mid-decade review provide a framework for continued assertive effort in the design and implementation of gender programmes in the SADC region.

It is noteworthy to mention that the Summit meeting of COMESA Heads of State and Government, held in Lusaka, Zambia in October 2000, approved a gender policy for COMESA.

The thrust of the gender programme of the Sub-regional Development Centre for Southern Africa (SRDC/SA) is to forge strategic partnerships and networks to support the SADC, COMESA and member States in mainstreaming gender in their respective development activities.

### **II. Engendering the SADC HIV/AIDS Strategic Framework and Programme 2000-2004**

#### **(a) The SADC HIV/AIDS Strategic Framework and Programme 2000-2004**

As the scourge and impact of HIV/AIDS cuts across national borders and is a crosscutting issue in the entire development sectors of national boundaries. In April 2000 SADC Ministers adopted the SADC HIV/AIDS Strategic Framework and

Programme 2000-2004. The Framework aims at decentralizing HIV/AIDS responses to all the development sectors in SADC member States.

The overarching goal of SADC framework on HIV/AIDS is “**decreasing the number of HIV/AIDS infected and affected individuals in the SADC region so that HIV/AIDS is no longer a threat to public health and to the socio-economic development of Member States**”.<sup>1</sup> Each SADC sector is expected to apply its areas of highest comparative advantage to achieve this goal.

To that end, several SADC development sectors have developed gender policies and gender action plans. For instance, the SADC Ministers of Employment and Labour Sector (ELS) and Social Partners, in August 2000 in Windhoek, Namibia, adopted a Gender Policy Document for the SADC ELS. Further, in December 2000 in Lusaka, Zambia, the Working Group on Employment and Productivity developed an Action Plan on Gender.

The ELS action plan on HIV/AIDS calls on each sub-sector to study gender-relations impact of HIV/AIDS in their respective sub-sector and make inputs into the Member States. ELS proposed: (i) equity plans to promote the prevention of HIV/AIDS in work places; (ii) specific interventions for women and men affected by HIV/AIDS; and, (iii) research on the impact of HIV/AIDS on women and men in employment, labour and productivity.

The SADC Mining sector on its part proposed the following strategies to address HIV/AIDS: (i) to establish the extent of HIV/AIDS prevalence in the mining sector; (ii) to minimize the spread of HIV/AIDS in the mining sector; (iii) to provide adequate care for the already infected and affected in the mining sector; (iv) to produce and effectively disseminate information on HIV/AIDS effects and impact for awareness creation to miners. The impact of HIV and AIDS that has been felt on the mining sector include; absenteeism, deaths, sickness and increased direct and indirect costs.

These policies and action plans however, **will remain to be statements of intent if the requisite capacity building to translate them into concrete action does not follow them.**

**(b) Gender Responsiveness and the SADC HIV/AIDS Strategic Framework and Programme 2000-2004**

The escalating prevalence of HIV/AIDS in Southern African countries and the disproportionately high level and impact of the pandemic on women and children is reversing progress already achieved in the agenda for the advancement of women. There is urgent need, therefore, for a closer examination of social and economic

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<sup>1</sup> SADC HIV/AIDS Strategic Framework and Programme of Action: 2000-2003 April 2000

gender relations with regard to the HIV/AIDS prevalence, spread, effects and impact on the populations of Southern Africa.

The mid-decade review of Beijing + 5 meeting organized by the Economic Commission for Africa in November 1999 in Addis Ababa highlighted HIV/AIDS as one major constraint in the implementation of the recommendations of the Dakar and Beijing Platforms for Action. In view of this the ECA Sub-Regional Development Centre for Southern Africa (SRDC/SA) devoted a substantial portion of its 2000-2001 biennium gender activities to establishing the situation on the ground and working with partners to design measures to adequately address HIV/AIDS pandemic through a gender approach.

The ECA-SRDC/SA organized an Ad-hoc Expert Group Meeting on "Policy Options Towards Integrated National Policy to Control HIV/AIDS in Southern Africa in 2000 and Beyond". The Meeting, organized in Lusaka, Zambia in November 2000, reviewed a study on the subject, which was prepared by SRDC-SA.

The experts critically reviewed and analyzed the SADC HIV/AIDS Strategic Framework and Programme 2000-2004 and it was found to be **not gender responsive**. To that end, the experts recommended that it should be engendered in order to maximize the comparative advantages of both women and men in the process of its operationalization.

The experts drew up an Action plan with a time frame for engendering the Framework and is constituted by the following components:

- Engendering the SADC Strategic Framework and Programme 2000-20004;
- Capacity Building to Implement the Engendered Framework;
- Information, Education and Communication Strategies;
- Lobbying and Policy Advocacy;
- Monitoring and Evaluation.

The Action Plan drawn up by the experts is attached to this paper as Annex IA to IE.

**(c) Follow-up Activities in Engendering the SADC HIV/AIDS Strategic Framework:**

Follow-up envisaged in 2001 is to organize a capacity building "Workshop on Gender Mainstreaming Response to HIV/AIDS Among Migrants and Others in the SADC Mining, Employment and Labour Sectors". The SADC HIV/AIDS Strategic Framework will be reviewed and analyzed in its entirety. However, with a view to achieving impact, focus and measurable results, gender-mainstreaming process would initially focus on the migrant labour in these two sectors.

Therefore, in collaboration with SADC Gender Unit, the Commonwealth Secretariat, United Nations Fund for Women (UNIFEM) and the International Organization for Migration in Southern Africa, the SRDC/SA is organizing this workshop. The main objective of the workshop is facilitating an interactive forum to launch the process of operationalizing the SADC HIV/AIDS Strategic Framework through a gender responsive approach. A team of experts in gender, HIV/AIDS and Human Rights will critically review the gender responsiveness of the SADC HIV/AIDS Strategic Framework. Focusing on the SADC Mining, Employment and Labour sectors and building on ongoing and planned HIV/AIDS response initiatives, the experts will draw up a short- medium and long-term programme to mainstream gender into these initiatives/activities.

The main activities entailed in this process include:

- (i) **Resource Mobilization** for the review process and organizing the workshop. The SRDC/SA forged partnerships for collaboration in the implementation of this activity. These include the United Nations Fund for Women in Southern Africa (UNIFEM SARO) who provided funding for a resource person to cover the Human Rights component; the Commonwealth Secretariat provided sponsorship for Gender National Machinery participants from five SADC Commonwealth countries; and the International Office for Migration in Southern Africa pledged to raise funds for sponsoring other SADC participants.
- (ii) The Aide Memoire for the workshop and Terms of Reference for the consultants have been completed and a tripartite **team of experts to review the SADC Strategic Framework has been identified.**
- (iii) Organizing the workshop for SADC Mining, Employment and Labour sectors is planned for first quarter of 2002.
- (iv) Drawing up of a follow-up short, medium and long-term programme focusing on mainstreaming gender in the activities of the two sectors is a major output expected from the workshop.
- (v) Implementation of the **follow-up programme** to the workshop will constitute a major component of the SRDC/SA gender programme during the 2002-2003 biennium.

#### **(e) Impact of the Programme**

Realization of quantifiable impact will be a process pending development of indicators and evaluation of the programme activities in due course. Encouraging indicators so far however include: (i) a consistently growing partnership willing to put in funding to collaborate with SRDC/SA to implement the related activities; (ii)

SRDC/SA has received an invitation from the Maritime Centre of Excellence for Women's Health, to participate and contribute to the Feasibility/Design Meeting for the Proposed International Institute on Gender Management and HIV/AIDS in Halifax, Nova Scotia, Canada. The cost of SRDC/SA participation will be met by the organizers.

### **III. Gender Mainstreaming and the Intergovernmental Committee of Experts (ICE) for the SRDC/SA**

The Intergovernmental Committee of Experts (ICE) is the sub-regional policy organ, which reviews and approves the programmes and activities of the SRDC/SA. It reports to the ECA Council of Ministers. The SRDC/SA reports to the ICE the results of implementation of activities undertaken during the interim period between meetings and presents for review and approval programme activities planned for the subsequent period.

During the Sixth ICE meeting held in Windhoek, Namibia in March 2000, the SRDC/SA informed the ICE of the need to focus gender mainstreaming activities on responses to HIV/AIDS in Southern Africa. In the framework of integration of women in development in Southern Africa, the SRDC/SA reported to the Seventh ICE meeting held in Lusaka, Zambia in April 2001 the outcome of the Ad-hoc Expert Group meeting on gender networking to control HIV/AIDS in Southern Africa; and the recommended follow-up action. Furthermore, the Seventh ICE approved reformulation of a programmed activity (Training of trainers for women in leadership, entrepreneurship and legal literacy) to be replaced by a "Workshop on gender mainstreaming response to HIV/AIDS among migrants and others in the SADC Mining, Employment and Labour Sectors".

### **IV. Conclusion and Recommendations**

The Sub-Regional Development Centre for Southern Africa is fully cognizant of the fact that the strategy for advancing gender equality and equity is through gender mainstreaming. This is a process for transforming planning and programming to address the needs and aspirations of both women and men.

The SRDC/SA focused its 2000-2001 gender mainstreaming activities on response to HIV/AIDS, a pandemic whose prevalence and manifestations is threatening to reverse any would be realized gains in the advancement of women in Southern Africa. The SADC Gender Declaration adopted by Heads of State and Governments, the Gender Mainstreaming Policy and Institutional Framework and the SADC HIV/AIDS Strategic Framework and Programme 2000-2004 adopted by the SADC Council of Ministers, provide useful tools of analysis and frameworks on which to build the necessary action.

As already mentioned, policies, frameworks and action plans, would remain to be statements of intent if the requisite capacity building to translate them into concrete action does not follow. It is precisely in this vein that the Sub-Regional Development Centre for Southern Africa (SRDC/SA) forged strategic linkages, partnerships and networks with other stakeholders to assist SADC Member States in capacity building to operationalize the SADC HIV/AIDS Strategic Framework and Programme 2000-2004 through a gender responsive approach.

This capacity building would be strengthened through collaboration and support from the Committee on Women and Development. The issue at hand however, is defining operational linkages between the Committee's inputs and the gender programme and activities of the SRDC/SA.

The SRDC/SA is well aware of the mandate and the terms of reference of the Committee on Women and Development. The following are of immediate and direct relevance to SRDC/SA gender programmes and activities during the reporting period and beyond:

- Harmonize and co-ordinate the sub-regional programmes on the integration of women in development;
- Facilitate the sharing of information and experiences relating to the advancement of women among the various member States.

The gender programme of the SRDC/SA would benefit tremendously from these services. This can only be possible if and when the role of the Committee on Women and Development at the sub-regional level is defined and operationalized. This deserves urgent consideration.

As recommended by the Bureau that the Committee should direct its advocacy on gender issues towards ECA Conference of Ministers at the regional and sub-regional level, there might be a need for the Committee to consult with the Intergovernmental Committee of Experts (ICE) with a view to harmonizing positions in carrying forward the gender agenda.

It is also stipulated that the Committee will also provide leadership in the implementation of the work programme of the African Centre for Women. It would be useful at this point for the Committee to advise on defining linkages between the gender programme and activities carried out at the sub-regional level and that of the African Centre for Women.

**ANNEX I A**

**ACTION PLAN**

**ENGENDERING THE SADC HIV/AIDS STRATEGIC FRAMEWORK**

ACTION	BY WHO	TIMEFRAME	OUTPUT
1. Development of Terms of Reference for further review and engendering process of the Framework	<b>Ad Hoc Expert Group Meeting</b> <b>*ECA SRDC/SA, UNIFEM/SADC Gender Unit</b>	Nov. 15 2000	Terms of Reference Developed
2. Consultations on outcome of Ad Hoc Expert Group Meeting	*ECA SRDC/SA, *SADC Health Sector, SADC Gender Unit	Nov/Dec. 2000	Consultation and Valuation
3. Further Consultations	*ECA SRDC/SA, UNIFEM SADC Gender Unit, SADC Health Sector	Dec. 2000	Consultation and Validation
4. Resource Mobilization for review process	*UNIFEM, SADC Health Sector, SADC Gender Unit, ECA SRDC/SA	Dec. 2000-Feb. 2001	Resources to be mobilized
5. Identify gender, HIV/AIDS, Human Rights Experts to review the gender responsiveness of the SADC HIV/AIDS Strategic Framework	SADC Health Sector, SADC Gender Unit, ECA SRDC/SA	Jan. 2001	Experts identified
6. Convene workshop for SADC HIV/AIDS Sector Coordinators and other Stakeholders to further review and analyze framework and start the process of operationalization	*SADC Health Sector, SADC Gender Unit, *ECA/SRDC-SA, UNIFEM	June 2001 (postponed to Feb. 2002)	Workshop carried out, validation of engendered framework focusing on the SADC Mining, Employment and Labour sectors.

\* Lead Agency/ies

## ANNEX I B

**ACTION PLAN ON  
CAPACITY BUILDING TO OPERATIONALISE THE  
ENGENDERED FRAMEWORK**

ACTION	BY WHO	TIMEFRAME	OUTPUT
(i) Needs Assessment of Stakeholders' capacity to implement the engendered Framework	*SADC Health Sector, SADC Gender Unit, Partners, Consultants, ECA, SRDC/SA	May/June 2001  (After the workshop in 2002)	Needs identified
(ii) Action plan on building and strengthening capacity for implementation of the engendered Framework	SADC Coordinating Sectors, Gender Unit, Other Partners, ECA SRDC/SA	May/June 2001 (To be determined)	Action plan in place
(iii) Resource Mobilization	*SADC Health Sector, SADC Gender Unit, ECA SRDC/SA, UNIFEM	Dec. 2000 - Feb.2001 (Realized only September/Oct 2001)	Availability of resources
(iv) Implementation of Action Plan	All Stakeholders, SADC Health Sector, SADC Gender Unit	2001-2004	Increased capacity of stakeholders to mainstream gender and human rights into plans and activities

ANNEX I C

**ACTION PLAN  
INFORMATION, EDUCATION AND COMMUNICATION (IEC)**

ACTION	BY WHO	TIMEFRAME	OUTPUT
(i) Immediate awareness raising, Showcase examples of actions at national level such as alternative remedies Other experiences such as <ul style="list-style-type: none"> <li>• Overcoming stigma and denial</li> <li>• Mobilizing broad community support</li> <li>• Intensifying awareness efforts</li> </ul>	Commissioned Consultants/Team from SADC sectors to study best practices	Jan. – June 2001 (Will be in the follow-up programme for the workshop)	National experiences and best practices identified
(ii) Taking stock and identifying gaps in IEC	All sectors, SADC Health Sector, Consultants, National Machineries, SRDC/SA as facilitator	Immediate (Later)	Gaps identified for review and action
(iii) Review of skills and capacities in IEC (HIV/AIDS)	SADC Sectors, Consultants and other stakeholders	May – June 2001 (in the follow-up programme for the workshop)	Directory of skills and capacities
(iv) Intensify and innovate service provision and facilities	All Actors SADC Sectors, NGOs, Governments, community and national etc. at all levels	Immediate (Postponed)	Improved services qualitative and quantitative
(v) Disaggregating target groups by various variables	Health Sector and Consultants, SADC- Gender Department	Immediate (Postponed)	Disaggregated data and profiles
(vi) Resource Mobilization	All SADC Sectors, SADC Health sector, National Actors	With immediate effect (Postponed)	Available resources mobilized
(vii) Coordination of activities	SADC Health Sector, National HIV/AIDS Machineries, National Gender Machineries	Immediate (Postponed)	Coordinated and informed actions

## ANNEX I D

ACTION PLAN  
LOBBYING AND POLICY ADVOCACY

ACTIONS	BY WHO	TIMEFRAME	OUTPUT
Ensure each member State has an engendered, integrated and coordinated national policy to Address HIV/AIDS	Health Sector, NGOs, HIV/AIDS Human Rights Networks, ECA/SRDC-SA, SADC Gender Unit	Dec. 2000 – July (2001 To follow)	Engendered, integrated and coordinated HIV/AIDS Policy operational at national level (Team of experts in gender, HIV/AIDS and Human Rights are in the process of preparing the programme)
Strengthening existing institutional mechanisms at national and regional levels for implementation of New Policy approach	-do-	After action taken above August to December 2001	Relevant institutional mechanisms and structures strengthened (this will be in the follow up programme to the workshop)
Resource mobilization and budget allocation for implementation of SADC HIV/AIDS engendered Strategic Framework	-do-	Immediate (To follow)	Available resources
Coalition building and gender Networking on HIV/AIDS campaigns	SARDC, ECA/SRDC-SA, NGOs, MEDIA ASSOCIATIONS	Immediate (To follow)	Database on actions and strategic linkages

**ANNEX I E**

**MONITORING AND EVALUATION**

ACTION	BY WHO	TIMEFRAME	OUTPUT
1. Development of indicators (Consultative Process within Sectors)	SADC Health Sector, SADC Gender Unit; All SADC Sectors and Partners	During the: <ul style="list-style-type: none"> <li>• review process of engendering the framework</li> <li>• National level policy reviews; and</li> <li>• IEC development activities</li> </ul>	Quantitative, Qualitative, Indicators/tools to measure progress made and impact achieved
2. Develop monitoring and evaluation plans	All SADC Sectors, SADC-Gender Unit, All stakeholders, National HIV/AIDS Machineries, national gender machineries	During formulation of Action Plans May-July 2001 (To follow)	Monitoring and Evaluation framework/tool



- **Engendering the SADC HIV/AIDS Strategic Framework and Programme 2000 - 2004;**
  - **Partnership in action to control HIV/AIDS in Southern Africa through Gender responsive approach.**
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