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REPORT OF MISSION TO  
Lesotho  
1 - 31 August 2000

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By  
Hilda M.K. Tadia, Regional Adviser  
African Centre for Women

## Report of Mission to Lesotho: 1-31 August 2000

### I. INTRODUCTION:

The Lesotho Government has established a Ministry of Environment, Gender and Youth Affairs and a Director of the Department of Gender has just been recruited. The ministry is now embarking on a process of developing a comprehensive program for implementation of the Global, Regional and Sub-regional agendas for eliminating discrimination against women. The Government requested for technical advisory services from ECA to assist in designing a comprehensive gender capacity building program. In an initial mission to the Ministry, it was established that although the Ministry was in the process of developing a National Gender Policy, there was no clear program that the Ministry has put in place. It was also established that the major constraint of the Ministry is lack of adequate capacity for gender planning and programming, and gender mainstreaming. The Lesotho Government Ministry then requested ECA to provide extensive technical support in the following areas:

- a. developing a national gender capacity building framework,
- b. developing capacity for development of gender advisors,
- c. Developing a National Gender Policy.

The purpose of the mission was to initiate actions in the areas of activities as requested above.

### II. MISSION ACHIEVEMENTS:

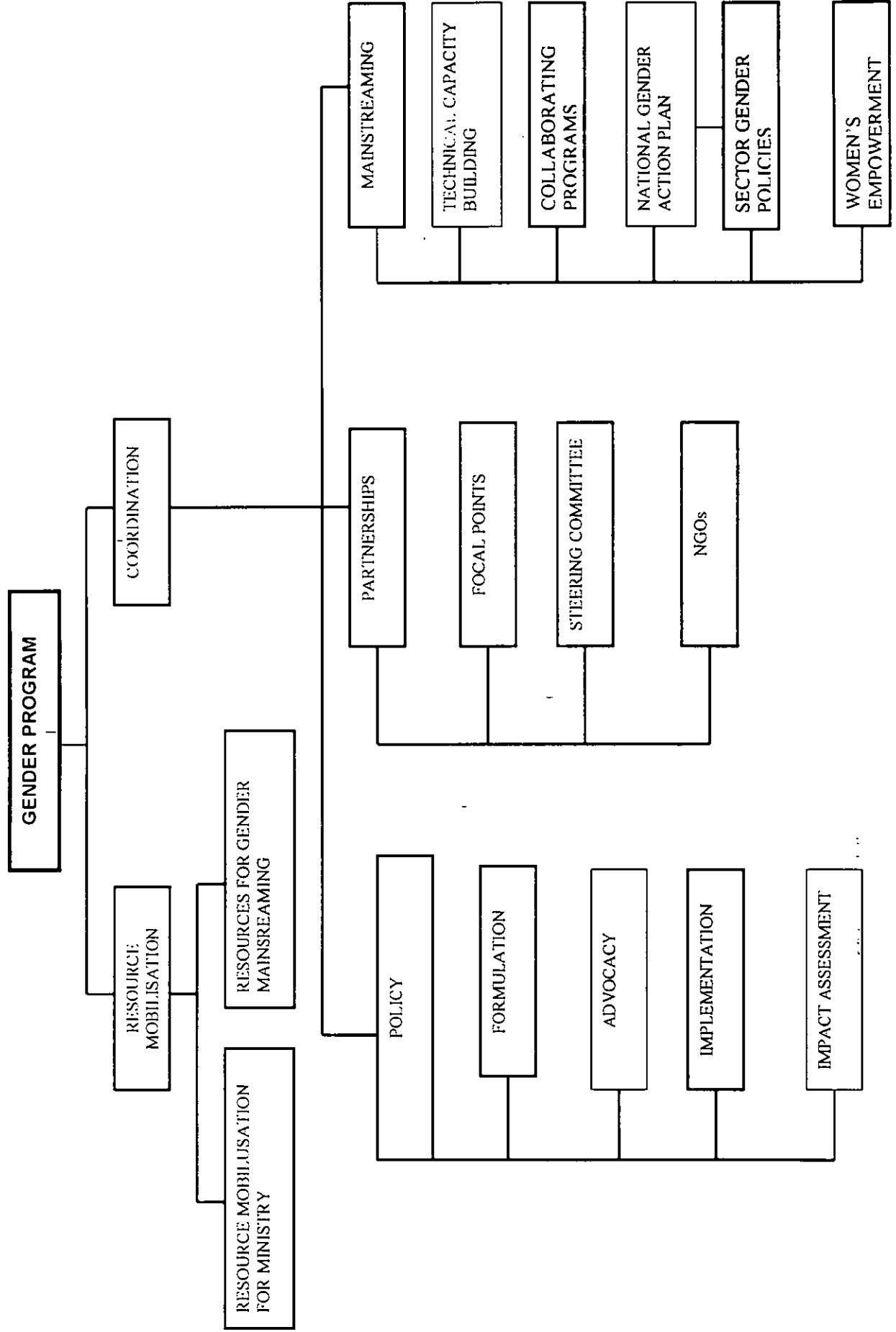
#### 1. Development of a Gender Program

The Department of Gender is newly created and is headed by A Director who has been in office for four months only and has not put a full program in place yet. The major achievement of the mission therefore was the development of a comprehensive Gender Program for the Directorate. It was agreed that in order to develop a capacity building framework, it was necessary for the Department to first develop a work program. Working with the Deputy Principal Secretary, the Department of Gender and the Planning Unit, the Regional Advisor facilitated a process through which a Gender program was defined. The work program was defined on the basis of the draft gender policy. This process also provided an opportunity for reviewing the gender policy. The gender program, presented below, was then used to design a National Capacity Building Framework.

a) The Gender Program:

The role of the Ministry, in ensuring gender equality and equality, was discussed at length. According to the draft gender policy, the Ministry of Environment, Gender and Youth Affairs (MEGYA), through the Department of Gender, is the National Machinery for coordinating all the programs for establishing gender equality. It is from this coordinating capacity that the program derives.

MINISTRY OF ENVIRONMENT, GENDER AND YOUTH AFFAIRS



COORDINATION	Policy level	A. Policy formulation	<ul style="list-style-type: none"> <li>• Thru' the steering committee, consultations on the draft gender policy and finalization of the policy,</li> <li>• Transforming the policy document into a legal document.</li> </ul>
		B. Implementation and advocacy:	<ul style="list-style-type: none"> <li>• Identifying and formally establishing structures for implementation e.g. selection of senior focal points</li> <li>• Advocacy and dissemination workshops.</li> </ul>
		C. Monitoring and evaluation	<ul style="list-style-type: none"> <li>• Design tools for monitoring and evaluation (at national and sector level) of gender policies as a gender mainstreaming tool,</li> <li>• Periodical monitoring and reviews with partner institutions.</li> </ul>
		D. Impact assessment , review /revision of the gender policies	<ul style="list-style-type: none"> <li>• Design impact assessment instruments at : policy, legislation , institutions and program level,</li> <li>• Carry out impact studies on policy and program impact, Review policies and organize meetings for feedback.</li> </ul>

Gender mainstreaming:	Development of National Gender Action Plan and Sector gender sensitive policies	<ul style="list-style-type: none"> <li>• Dissemination of national gender policy,</li> <li>• Workshops for development of sector gender sensitive and gender responsive policies in public and private institutions,</li> <li>• Identification of partner institutions and Ministries for collaboration in designing and implementing the NGAP,</li> <li>• Design an instrument and organise Nationwide consultations,</li> <li>• Draft the National Gender Action Plan</li> <li>• Organise a National workshop with representatives of all stakeholders for feedback and finalization of the NGAP</li> <li>• Implement the NGAP</li> </ul>
	Technical capacity building	<ul style="list-style-type: none"> <li>• Building technical capacity of the national machinery: assessment of gender capacity, designing gender training programs and carrying out training for all the departments in MEGYA</li> <li>• Identification of gender mainstreaming capacity in key ministries and institutions and carrying out capacity building training and advisory activities for the same.</li> </ul>
	Collaborative gender mainstreaming programs and institutional capacity building for gender planning	<ul style="list-style-type: none"> <li>• Identification of key ministries and institutions for collaboration in engendering the budget,</li> <li>• Design training program for engendering the budget and carry out training for public sector and NGO's for engendering the budget.</li> <li>• National and sector assessment of programs to identify adoption of gender sensitive budgets.</li> </ul>
	Women's empowerment	<ul style="list-style-type: none"> <li>• Assessment of institutional constraints against women's advancement</li> <li>• Design women's and men's empowerment training programs and carry out training.</li> </ul>

RESOURCE MOBILISATION	Building partnerships	<p>Institutionalization and technical capacity building of Gender focal points</p> <p>Formalization and institutionalization of National Gender Steering Committee</p> <p>NGO's and CBO's</p>	<ul style="list-style-type: none"> <li>• Develop and disseminate terms of reference of gender focal points</li> <li>• Capacity building needs assessment of gender focal points</li> <li>• Designing and implementation of capacity building program</li> <li>• Develop and agree on terms of reference for National Gender Steering Committee</li> <li>• Draw up agenda of steering committee,</li> <li>• Convene meetings,</li> <li>• Draft and circulate minutes</li> <li>• Follow-up actions to implement recommendations of Steering Committee.</li> <li>• Define guidelines for assessing gender capacity and perspective of NGO'S and CBO'S</li> <li>• Organize meetings for identification of appropriate partner NGO'S and CBO'S and for definition of national mechanisms for partnership,</li> <li>• Consultative meetings with selected NGO's to agree on areas of collaboration.</li> </ul> <p>Define and implement a capacity building program for partner NGO'S and CBO'S</p>
	Resource mobilization for the Ministry	<p>Advocacy and sensitization programs</p> <p>Develop budget for implementation of gender program</p>	<ul style="list-style-type: none"> <li>• Consultative and briefing meetings with Development partners</li> <li>• Advocacy and gender sensitization workshops for senior policy and decision makers</li> <li>• Develop gender action plan and budget.</li> </ul>

	Resources for gender mainstreaming	Advocacy and sensitization programs for senior official in public and private institutions as well as NGO's and CBO's.	Design and implement an advocacy program for sensitization on gender budgeting.
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## 2. Capacity building framework

- a) *SWOT analysis*: in order to identify the gender capacity building needs, a SWOT analysis, based on the gender program was carried out to determine the institutional and technical capacity available or needed. The results of the analysis were used to discuss the gender capacity requirements.

## SWOT ANALYSIS FOR GENDER CAPACITY FRAMEWORK

<i>INSTITUTIONAL CAPACITY FOR COORDINATION of POLICY LEVEL ACTIVITIES</i>				
STRENGTH	WEAKNESSES	OPPORTUNITIES	THREATS	CAPACITY BUILDING REQUIREMENTS
<ul style="list-style-type: none"> <li>A national gender policy is already in draft form.</li> </ul>	<p>SHORTAGE OF STAFF AND gender planning skills</p> <p>Weak infrastructure</p> <p>Male dominated /conservative decision making structures</p>	<ul style="list-style-type: none"> <li>Gender equality is a topical issue, therefore, support from government and donor community will be forthcoming</li> <li>Status of new ministry with high possibilities of positive response for adequate budget.</li> <li>There is support from top decision making level within the ministry.</li> </ul>	<ul style="list-style-type: none"> <li>Possible resistance to change.</li> <li>Changing of laws will be difficult</li> <li>Reservation to CEDAW is a stumbling block.</li> <li>There maybe misconception and misinterpretation of the Gender Policy.</li> <li>Topography of the country will make it impossible for the whole country to be covered effectively.</li> <li>Implementation of the policy maybe</li> </ul>	<p>At the level of the ministry, the skills needed are:</p> <ul style="list-style-type: none"> <li>Legal skills,</li> <li>Monitoring and evaluation skills,</li> <li>Advocacy and dissemination skills,</li> <li>Information , communication and education specialist,</li> <li>Adult education and gender training specialist</li> <li>Management skills</li> </ul> <p>Capacity building requirements:</p> <ul style="list-style-type: none"> <li>Gender sensitization training for law enforcement officers: i.e. police, judiciary and legal officers.</li> <li>Gender training for</li> </ul>

			<p>seen as fiddling with culture</p> <ul style="list-style-type: none"> <li>▪ It may be difficult to get the right people to do right job</li> <li>▪ There maybe resistance from decision making structures of the nation.</li> </ul>	<p>multiple teams of gender trainers.</p> <ul style="list-style-type: none"> <li>▪ Gender sensitization for different levels of decision making.</li> </ul> <p>Strengthening infrastructure</p>
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INSTITUTIONAL CAPACITY FOR COORDINATION OF GENDER MAINSTREAMING PROGRAMS.				
strengths	weaknesses	opportunities	threats	Capacity requirements
Some kind of national structure (i.e. national machinery, gender focal points and national steering committee) for gender mainstreaming activities has been accepted	Staff as well as skills shortage	There is already a critical number of trained gender focal points that can provide support in other sector ministries.  Within the MEGYA, there is a certain (though limited) level of gender sensitivity.  Expected positive response from target (women)	National machinery may not have adequate budget for gender mainstreaming.  Sector ministries may not see the need for gender mainstreaming.  There maybe negative response from men regarding women's empowerment  Lack of support from women for other women.	Advocacy and gender sensitization for different categories of decision making structures and community leaders.  Skills needed: Same as those identified under policy. In addition: <ul style="list-style-type: none"> <li>▪ Technical gender planning skills</li> <li>▪ Gender research skills</li> <li>▪ Statistical skills</li> <li>▪ Economic planners</li> <li>▪ Leadership and management training skills</li> </ul>
Decision making level in the ministry is supportive and gender aware	Lack of training programs and equipment			Training equipment and skills for gender training program design.
	There is no formalized National Gender Policy	There is a draft National Gender policy	Approval of the gender policy maybe delayed	

	to provide guidelines on Gender Action Plans	<p>There are conducive factors (e.g. The state of the economy and an increasing level of poverty, the deteriorating health status of the population, and the increasing instability in marriages) for a National Gender Action Plan to be successfully implemented:</p>	<p>Community leaders may resist the implementation of a National Gender Action Plan,</p> <p>Population may have unrealistic expectations from the National Action Plan</p> <p>There is a possibility of inadequate allocation of resources.</p>	<p>Adequate financial resources to facilitate national level consultations.</p>
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# *INSTITUTIONAL CAPACITY FOR COORDINATION OF PARTNERSHIPS*

Strengths	weaknesses	Opportunities	Threats	Capacity requirements
Coordination is an accepted role of the Ministry	<p>Non-formalized status of the National Steering Committee</p> <p>Inadequate information on key players in the NGO, as well as public and private sector and Lack of information on existing gender capacities of these key players</p> <p>Inadequate staffing and skills</p> <p>Inadequate information about donor agencies' activities and programs</p>	<p>Some ministries have already accepted the concept of gender focal points and have already identified personnel for the position.</p>	<p>Inability to identify high caliber /qualified people to participate in the steering committee.</p> <p>Possibility of failure by sector Ministries to identify senior officers to act as gender focal points</p> <p>Weak institutional (financial, technical and infrastructural )capacities of partners, especially NGOs</p>	<p>Technical Gender planning and monitoring capacity within the Steering Committee and among gender focal points</p> <p>Institutional capacity for implementing and monitoring gender programs within the NGO community.</p>

Institutional capacity for resource mobilization.				
Strength	Weaknesses	Opportunities	Threats	Capacity requirements
<p>There is now an established National Machinery that can carry out the resource mobilization activities</p> <p>The Ministry as the national machinery now has a gender program that can be used for fundraising and budgeting purposes.</p> <p>There is support from the top management of the Ministry</p>	<p>Inadequate skills for resource mobilization and training in gender budgeting</p>	<p>Because gender is a topical issue, donors will be forthcoming</p> <p>There is a strong donor community, many of whom have not yet been approached</p> <p>There is a willingness to acquire gender-planning skills within sector ministries.</p>	<p>Likely resistance among decision-makers to commit financial resources to gender equality programs.</p> <p>Resistance within public and private institutions against change in budgeting procedures.</p>	<p>Resource mobilization skills</p> <p>Skills for gender planning and budgeting</p>

b. *CAPACITY BUILDING FRAMEWORK.*

programme level:	GENDER CAPACITY REQUIREMENTS		
	Technical capacity and skills required	Human and financial resources	Time frame

<p>National machinery for gender equality( i.e. Ministry of Environment, Gender and Youth Affairs)</p>	<ul style="list-style-type: none"> <li>▪ Monitoring and evaluation skills,</li> <li>▪ Advocacy and dissemination skills,</li> <li>▪ Information , communication and education capacity and skills</li> <li>▪ Adult education and gender training specialist</li> <li>▪ Management skills</li> <li>▪ Technical gender planning skills</li> <li>▪ Gender research skills</li> <li>▪ Statistical skills</li> <li>▪ Economic planners</li> <li>▪ Leadership and management training skills</li> </ul> <p>Legal skills, Training of Gender Trainers' capacity Gender planning Capacity at technical level and gender sensitivity at management level within the Departments of Youth and Environment.</p>	<p>11 professional staff , 1 Personal Secretary and access to pool secretaries, Five computers, 2 Vehicles and access to pool vehicles, 10 offices in addition to the ones already within the Department, Training equipment, 1 Direct telephone line with Fax and internet connections, Adequate financial resources to facilitate national level consultations, implementation of the National action plan, developing gender capacity in partner institutions, enhancing women's empowerment, and other coordination activities.</p>
<p>Policy and decision making level</p>	<p>Gender sensitive and gender responsive parliament (i.e. the National Assembly), cabinet, principal secretaries and departmental heads.</p> <p>Training in appreciation of gender concepts, advocacy and for Departmental Heads, gender responsive planning.</p>	

on governmental organizations selected to be partners in implementation of gender programs	<p>For Gender programs implementation , skills required:</p> <ul style="list-style-type: none"> <li>• Advocacy and information dissemination skills</li> <li>• Monitoring and evaluation skills</li> <li>• Networking capacity</li> </ul>	MEGYA to provide financial and logistical support and training for gender capacity as required.	
National Gender Steering committee/ Advisory Board? Exact status to be agreed upon within the Ministry.)	<p>Advisory Capacity required:</p> <ul style="list-style-type: none"> <li>• Gender planning capacity</li> <li>• Legal and advocacy</li> <li>• Monitoring and evaluation</li> <li>• Leadership , management and organizational capacity</li> <li>• Field experience in gender and development</li> <li>• Business and entrepreneurship development</li> <li>• Resource mobilization</li> </ul>	Budgetary allocation by the Ministry as the secretariat for sitting allowance, Secretariat support and logistics.	
Women's empowerment	<p>At different levels , different capacities will be required as follows:</p> <ul style="list-style-type: none"> <li>• Gender sensitivity and gender responsiveness at local community leadership i.e. chiefs, religious leaders, Heads of schools, political party leaders</li> <li>• Women's Empowerment through Leadership and management training for women at different levels</li> <li>• Advocacy for women in business</li> <li>• Gender responsive decision-makers in different sectors.</li> <li>• Gender sensitive media</li> <li>• Gender aware and gender responsive law enforcement officers (police, judiciary and local courts) as well as law making machineries, e.g. parliament.</li> <li>• Legal awareness for women at all levels</li> </ul>	Budgetary allocation by the MEGYA to provide coordination of women's empowerment programs.	

**c. The following programs and activities are suggested as starting point for developing technical capacity:**

Given the information available on the extent of gender inequality, and the results of the SWOT analysis, gender training will be needed to address the following:

- Institutionalized gender bias, attitudes and practices at all levels of the community and in public as well as private institutions,
- Inadequate technical gender planning skills at sector institutional and policy level,
- Lack of gender analysis skills designing implementing and monitoring gender programs.
- Gender insensitive legal instruments and lack of gender awareness among law enforcement officers.
- Inadequate national level expertise in gender training
- Inadequate representation of women in decision making
- Weak legal awareness among women

i. Gender capacity assessment and gender audit: A report on the nature of gender expertise available and where it is available will be useful in providing information to the Ministry regarding: which partner institutions have capacity to implement the national action plan; what additional skills are required and; which areas of concern are being covered by which institution. The Department will also need to establish the current status of gender equality /equity. There are several studies and UN reports that can provide some of the background information, but this may have to be filled in through field studies. The National Census Reports also provide useful information on the status of gender equality/inequality.

ii. Training of a National Gender Training team (TOT): It is recommended that as a strategy for capacity building, the starting point should be to develop a strong national gender training team. Under the leadership of the ministry this team will then provide technical skills in identification of specific training needs for different categories of individuals, designing training programmes and carrying out the training. The team should be a mix of individuals from NGOs, partner institutions in training (e.g. the University and the Management training institutions) as well as sectoral ministries. The Gender training programs designed should be specific on:

- Categories of individual to be trained
- What attitude change, knowledge and skills are needed by the different categories of individuals and institutions,
- Specific course content for each of the trainee category.

iii. Gender sensitization, gender analysis and women empowerment training: the results of the SWOT analysis show that the biggest threat to successful implementation of the gender program are: the rigid and negative cultural attitudes and practices regarding gender equality and women's empowerment; the gender insensitivity of public institutions (e. g. The Judiciary) the lack of

technical skills for gender analysis and gender planning; and inadequate representation of women in senior policy and decision making positions. Ironically, it was observed that although there are more educated than men, this education has not translated into empowerment. The observation made by many Lesotho women and men is that the education provided does not address the gender issues. The Ministry of Education is going through some transformation to try and address the issues through the curriculum. In the meantime these areas of concern should form the basis for a long term training strategy within the Ministry.

### **3. Training in Development and Application of Gender Sensitive Indicators:**

During the initial mission that was to assess the areas of focus, the Ministry emphasized the need for gender sensitive indicators both at Sector and macro policy level. It was agreed that as a way of expediting the development and use of indicators ECA could train a critical number of people from different ministries. Since Mauritius had also expressed a similar need, ECA agreed to carry out a group training activity for the two countries.

The training in Development of Indicators was carried out, in Maseru, from 16-23 August, 2000. Twenty-four participants drawn from several ministries and NGOs attended the workshop. Two Consultants (one national and one international) worked with the ECA Regional Advisor to carry out a training needs assessment, design the training program and carried out the training (*see attached training report for details*)

The major achievements of the training were:

- Enhancement of gender awareness
- Enhancement of technical skills for gender analysis, and
- Development of capacity for designing gender sensitive indicators at sector and policy level.

The exercise in the workshop revolved around the critical areas of concern that Lesotho And Mauritius have selected for the National Plan of Action. At the end of the workshop, draft indicators for these areas of concern were produced. It was agreed that the participants from different ministries would continue working in their respective ministries to fine tune the sectoral indicators.

### **4. National Gender Policy and National Gender Action Plan,**

The Ministry of Environment, Gender and Youth Affairs has made progress in drafting a national Gender Policy. This was reviewed as a background document for designing the Ministry Gender Programme, identification of capacity building needs and identification of priority areas of concern for a National Gender Action Plan. During the training, a prioritization exercise was carried out to determine the critical areas of concern. Seventeen participants took part in the exercise and ranked the priority areas as follows:

1. Economy and Poverty
2. Education and training
3. Institutional mechanism
4. Women in Decision-making
5. Human Rights

6. Health encompassing Reproductive Health, Family Planning and Maternal and Child Health
7. Violence.

The Directorate of Gender will carry out national consultations to get national consensus on the areas of priority concern and to identify and agree on the key issues within these areas of concern.

**Follow-up:**

With a gender program in place and the different capacity requirements clearly identified, the Ministry is now on track for addressing gender inequality. It was agreed that the ECA will provide further advisory services for developing a team of Gender trainers , for finalization of the National Plan of Action , and for monitoring progress in implementing the Gender Program. The next visit , the timing of which will be decided by the Ministry, should coincide with the finalization of the National Gender Action Plan.

## TRAINING REPORT

**MINISTRY OF ENVIRONMENT, GENDER AND  
YOUTH AFFAIRS**

**REPORT OF THE WORKSHOP ON THE DEVELOPMENT  
OF SECTORAL GENDER SENSITIVE INDICATORS  
16 – 23 AUGUST 2000  
MASERU SUN – CABANAS  
LESOTHO**

**SUPPORTED BY THE UNITED NATIONS  
ECONOMIC COMMISSION FOR AFRICA  
AFRICAN CENTRE FOR WOMEN  
REGIONAL ADVISSORY SERVICES IN WOMEN'S  
ECONOMIC EMPOWERMENT**

August 2000

## **ACKNOWLEDGEMENTS**

The Ministry of Environment, Gender and Youth Affairs (MEGYA) extends its gratitude to the United Nations Economic Commission for Africa (UNECA) especially the African Centre for Women's Regional Advisory Services in Economic Empowerment (ACW) that have made this workshop possible. The African Centre for women has been instrumental in initiating this workshop as well as supporting the design of the workshop. ECA -ACW has provided the technical support for the development of the capacity building framework, the National Gender Action plan as well as giving valuable inputs to the draft Gender Policy. The Ministry greatly appreciates this support.

The Ministry wishes to thank the two consultants Ms Thoko Ruzvidzo and Dr Itumeleng Kimane who were hired by ECA to facilitate the workshop. The two consultants ensured that the workshop met the objectives of the workshop, which was appreciated greatly by the participants.

Our thanks also go to the various Ministries that were represented at the workshop for releasing their staff throughout the six days of the workshop. The workshop was enriched by the participation of two participants from Mauritius.

## ACRONOYMS

ACW	African Centre for Women
BEDCO	Basotho Entrepreneurship Development Cooperation
CAC	Critical Area of Concern
DPS	Deputy Principal Secretary
EPZ	Export Processing zone
GDI	Gender Related Development Index
GEM	Gender Empowerment Index
GOL	Government of Lesotho
HDI	The Human Development Index
LCU	Labour Construction Unit
LHRF	Lesotho Highlands Relief Fund
LP	Lerololi Polytechnic
LRC	Law Reform Commission
MEGYA	Ministry on Environment, Gender and Youth Affairs
MODP	Ministry of Development Planning
NGAP	National Gender Action Plan
NGC	National Gender Commission
NGOs	Non-Governmental Organisations
NPP	National Poverty Programme
NSCGAD	National Steering Committee on Gender and Development
NUL	National University of Lesotho
PFA	Platform for Action
PFS	Poor Families Scheme
PM	Prime Minister
PS	Principal Secretary
SADC	Southern Africa Development Cooperation
TOR	Terms of Reference
TSL	Technical School of Leribe
TVD	Technical and Vocational Training Department
UNDP	United Nations Development Programme
UNECA	United Nations Economic Commission for Africa
WLSA	Women and Law in Southern Africa

## **EXECUTIVE SUMMARY**

The workshop on the development of sectoral gender sensitive indicators was held in Maseru, Lesotho's capital city at Maseru Sun Cabanas Hotel on 16 to 23 August 2000. The workshop was organised under the auspices of the UNECA – ACW and hosted by the Ministry of Environment, Gender and Youth Affairs (MEGYA) of the Government of Lesotho. The workshop theme could not have come at the most opportune time when the Beijing + 5 Conference had clearly revealed the importance of gender sensitive indicators for monitoring achievements and obstacles in creating gender equality to which the Governments of Lesotho and Mauritius Committed themselves to at major regional and global conferences.

The aim of the workshop was to train the participants with skills in developing sectoral gender indicators. However, the workshop started by introducing the participants to key gender concepts to assist them to better understand gender sensitive indicators.

The workshop output is seen as part of an on-going capacity-building necessary for implementation and monitoring of the Dakar and Beijing Platforms for Action. Two participants at this workshop came from the Mauritian Ministries of Education and Finance respectively. The rest of the participants were drawn from various Ministries and Departments of the Government of Lesotho – Education; Development Planning; Information and Broadcasting; Works; Environment, Gender and Youth Affairs; Bureau of Statistics; Health; Law and Constitutional Affairs; and Justice, Human Rights and Rehabilitation. In addition, two local NGOs participated in the workshop namely, Women and Law in Southern Africa Trust and Selibeng.

The workshop methodology was participatory designed to elicit as much contribution from participants' previous knowledge and experiences. The workshop techniques included brainstorming, practical exercises, group work, lectures and presentations from the groups.

Because the pre-workshop questionnaire administered to local participants revealed that the majority of them had no prior training in gender, the first substantive session of the workshop introduced concepts such as gender, gender roles (contrasted to sex and sex roles), access to and control over resources and benefits, power, equity, equality, empowerment and participation. The session provided an opportunity for unpacking and arriving at a common understanding of these concepts. The meaning of these concepts arrived at in the workshop are reflected in the content of the report. The session on indicators helped participants to unravel its meaning.

Key words identified with empowerment included, access, control, decision-making, capacity, opportunity, rights, choices and ownership

In-depth discussions revealed that some participants have been using indicators without realising they were doing so. However, the need for making indicators to be gender sensitive was novel to all of them. Participants were also not familiar with different kinds of indicators such as input, outputs, outcome, empowerment and participation indicators. The process of developing indicators followed once the participants were exposed to these different types of indicators and also after clarifying to them that both quantitative and qualitative indicators were important for monitoring

progress. The facilitators explained that the efforts embarked upon by both Lesotho and Mauritius to create societies in which gender equity and equality reign, make it extremely necessary to design indicators that are gender sensitive to monitor the desired change process.

Participants split into groups (on some occasions by sector) to work on indicators in relation to areas identified as of critical concern in both of their countries these are economy and poverty, women in decision-making, education and training, violence and human rights, health. Gradually through debate a consensus began to emerge on how the matrix of different types of indicators for a variety of focus areas could be used. More exercises improved the participants' skills and competence in using the matrix.

Another session which was to aid participants on how to develop indicators, explained to them the Beijing PFA. In using the matrix participants learned how to develop different types of indicators to measure progress in achieving the strategic objectives relevant to the critical areas of concern listed above.

For Lesotho, the workshop provided yet another opportunity for participants to reconsider the critical areas of concern which have to be focused upon in the national population policy which is in the making. This was achieved by reconciling the list of areas identified by the NGOs, in Lesotho and another one from the NSCGAD which is being used to formulate the national policy. The workshop came up with the following list of areas of focus:

- Institutional mechanisms
- Economy and poverty
- Education and training
- Decision-making
- Health
- Violence
- Law and Human rights

The session in which the MEGYA briefed the workshop on the status of the national policy in the making, provided an opportunity for the participants to reflect upon the institutional mechanisms that have been proposed for the implementation and monitoring of the same. The local participants were able to share with the Mauritians the experiences of the latter.

The last day of the workshop took the participants through an exercise of preparing their follow-up action plans for their respective sectors. Last but not least the workshop resulted in a number of important recommendations. These are as follows:

- Need for further capacity building workshops which will include the training of the NSCGAD in the case of Lesotho.
- Need to sensitise various groups of people (decision-makers, parliamentarians, planners, law enforcement agencies, women, men, etc) about gender issues.
- Intensive advocacy for gender equity and equality.

- Reconsider whether single-handed focal points at sectoral levels would make the impact that is needed or whether gender units (composed of e.g. three members) in each sector would work out better.
- Areas of focus identified, as of priority for Lesotho at the workshop need further consultations with all stakeholders.
- Holding additional workshops to develop a core of persons who will assist with developing indicators.
- Mauritius to speed up the process of formulating a gender policy.
- Lesotho to come up with a plan of action and finalise the formulation of a national gender policy. The latter would help to define the mandate of MEGYA.
- MEGYA is presently thin on the ground, while participants made a commitment to support the Ministry there is need to strengthen its capacity for it to be effective.
- Organise sector level meetings/workshops to share the experience of the workshop.
- MEGYA undertook to follow-up on the process of selection of sector gender focal points/unit and also on plans of action, to ensure that sectors would refine their respective plan which would feed-back into the national ones.

## **BACKGROUND**

The workshop on the Development of Sectoral Gender Sensitive Indicators was held at Maseru Sun – Cabanas from the 16 – 23 August 2000. The workshop was organised by MEGYA supported by UNECA African Centre for Women's Regional Advisory Services in Economic Empowerment (ACW). ACW supported the design as well as the content for the workshop. The Senior Advisor for Women's Economic Empowerment at ACW backstopped the facilitators hired by ECA both in the preparation and during the workshop.

The participants were mostly gender focal points or planners in their Ministries. Some of the participants are members of the Lesotho National Gender Steering Committee on Gender and Development (NSCGAD) which will be responsible for advising the MEGYA in the formulation, implementation and monitoring the Gender Policy.

The participants were drawn from Lesotho and Mauritius. The participants from Lesotho came from the following Ministries, Works and Transport, MEGYA, Justice and Human Rights, Health, Education, Bureau of Statistics, Law Reform Commission and two NGOs, SELIBENG and WILSA. The two participants from Mauritius came from the Ministries of Education and Finance respectively.

A questionnaire to determine the needs of the participants as well as to determine their understanding as well as use of gender and indicators in the work. The responses assisted in determining the contents of the workshop. As can be seen from the results, the majority of the participants had not attended any gender training. This became the first part of the workshop before working on indicators. Unfortunately, the facilitators were unable to send the questionnaire to the Mauritius.

The workshop is important as it comes a few months after the General Assembly Special Session on Beijing plus five in New York. It also comes at the crucial moments for Mauritius and Lesotho. The Mauritian National Gender Action Plan has been accepted and approved by the government and Lesotho now has a gender department and is in the middle of preparing its Gender Policy and Gender Action Plan. The workshop will go a long way to assist the Department of Gender to develop indicators to measure progress. It will also assist the different Ministries in Lesotho as well as the two Mauritian Ministries

Whilst recognition was made at the Special Session that some progress has been made in addressing the Platform for Action (PFA) -Critical Areas of Concern (CAC), it is important to note that tracking progress was not easy as targets and indicators had not been set by most countries. Lesotho is only now initiating the process of setting targets through the Gender Policy and Gender Action Plan. Mauritius's National Gender Action Plan came out in March 2000 and indicators are needed to measure progression in its implementation. However, it is reassuring to note the efforts both countries are making to ensure that they work towards gender equality and empowerment of women. This workshop is an indication of the two countries' commitment.

The workshop came up with Action Plans. For the Lesotho participants, the MEGYA was given the responsibility of following up on the various Ministries through a structure process on the development of sectoral Plans of Action that will also make

use of the ones developed in the workshop. The Mauritian participants would work closely with the Ministry of Women, Family Welfare and Child Development and the NGAP gave the framework for the implementation of the Plan of Action developed at the workshop.

## **OBJECTIVES OF THE WORKSHOP**

- To introduce participants to key gender concepts.
- Develop and increase participants' knowledge of the Beijing Platform for Action and the Critical Areas of Concern.
- To develop and increase participants' understanding of gender indicators.
- To train participants in developing gender indicators to be used in the key sectors of development.
- To train participants how to use gender indicators in the course of their work.

## **METHODOLOGY OF THE WORKSHOP**

The training was participatory with the use of plenary, brain storming exercises, group work, and presentations to enhance learning and participation. This method of training was to also assist in sharing of experience and information. To facilitate review of each day's sessions an ear and eye was used. Recap was also undertaken each morning. This assisted test whether content was clear and participants had grasped the topics covered. It also helped to link the previous day's sessions with the next session.

## **SESSIONS**

The training was divided into seven sessions that were interrelated and building on each other. The contents of the sessions were both theoretical and practical to assist participants to apply the concepts and knowledge effectively.

### **DAY 1**

#### **SESSION 1                      OFFICIAL OPENING**

The Director of Gender, Ms Matau Futho chaired the opening session. The Director welcomed the participants especially the Mauritians to the workshop. She emphasised the importance of the workshop especially at the time when the Department of Gender is fairly new and needs varied gender tools to be able to plan, implement, monitor and evaluate the gender activities of the country.

The Acting Resident Representative, Mrs D. Chandiwana made the opening remarks on behalf of the UNECA and the United Nations Development Programme (UNDP) in Lesotho. She emphasised that the workshop is technical and if the participants take it seriously it would help to make some difference for the men and women of Lesotho. She emphasised that gender indicators are important, without benchmarks and targets it would be difficult to measure what we are all about and the progress we are making. To be accountable, there is need to have benchmarks. Good indicators pave the way for UN support to the development programmes in Lesotho. She pointed out that Beijing + 5 was about measuring progress that had been achieved since the Fourth World Conference on Women in 1995.

Mrs Chandiwana informed the participants that during the conference workshops, at Regional Preparatory meeting in Addis Ababa in 1999 which was held to review the achievements of implementation of the Platforms for action, the African Centre for Women, was specifically requested by the delegates to ensure that member states develop both gender indicators, and capacity for application of these indicators. It is as a response to this invitation that the UNECA ACW was working with Lesotho and Mauritius in developing indicators.

She also made note that in many countries, Lesotho and Mauritius included, provisions of guaranteeing the advancement of women and the enjoyment of human rights without discrimination on the basis of sex have been included in the constitutions or integrated into legislative reforms in varying degrees of success or even effectiveness. In Lesotho however, a lot still remains to be done. She closed her opening remarks by paying tribute to MEGYA for its commitment to gender and to the SADC Secretariat, which is at the forefront in setting gender targets for its member states. (See Appendix 5 for full speech).

Dr Hilda Tadria the Regional Senior Advisor on Women's Economic Empowerment at the UNECA - ACW gave a short briefing on the UNECA and the ACW and its role which includes among others: co-ordination and monitoring the implementation of the Global and Regional Platforms for Action, Policy Research, Gender Mainstreaming provision of Technical Advisory Services for Legal Empowerment of women and Economic empowerment of women and Policy Planning. She emphasised that ACW puts a lot of emphasis in development of indicators to measure progress. This

workshop is a major contribution to developing and strengthening capacity in developing and using gender sensitive indicators. (See Appendix 6 for full speech).

The Deputy Principal Secretary (DPS) for MEGYA, Dr Mophethe Dr Mophethe in his opening address welcomed everyone to the workshop, especially the UNDP deputy Resident Representative Mrs D. Chandiwana for accepting to make opening remarks at this important workshop. He applauded Dr H. Tadia's unceasing readiness to provide support to the MEGYA. The two Mauritian participants were welcomed to Lesotho and the workshop.

Dr Mophethe noted that as the youngest Ministry in the Government of Lesotho, MEGYA has made a very humble start. However, the Ministry recognised that sooner or later it has to come up with a gender programme for the next four years. He noted that it was the Ministry's expectation that the workshop will pave way for that exercise. In addition, the DPS pointed out that to show direction and achievement in implementing the gender programme, it is necessary to have indicators that would assist to monitor progress subsequently when the National Gender Policy is put in place.

The DPS made reference to the achievement of Mauritius who already have a plan of action and a joint government and NGO magazine. He expressed his wish that Lesotho participants should be willing to learn from that experience and called upon Mauritians to share with the local participants. He concluded by indicating the importance of differentiating between women's and gender issues.

## **SESSION 2**

## **SETTING THE AGENDA**

### **Objectives of the session**

- Facilitate group interaction
- Review Workshop Objectives
- Clarify learning expectations
- Review workshop methodologies, processes and content
- Establish ground rules
- Review Workshop administrative and logistical procedures

The participants were asked to introduce themselves, indicating the Ministries or organisations they represented as well as indicating whether in their work they deal with gender issues. The majority of the participants highlighted their involvement with gender as focal points, offering services to men and women, addressing gender equality issues and also having programmes or projects that addressed specifically women's needs. Only two participants were not really sure if their Ministries could be said to be dealing with gender issues.

The participants were also asked to share their expectations and fears of the workshop. The following came out as the main expectation and fears:

### **EXPECTATIONS**

- To understand the gender concept in general to be able to identify gender indicators.
- To be clear of what gender and indicators mean.
- Clarity as to sectoral roles and or contributions towards gender equality.
- To obtain tools in developing gender sensitive indicators to use in measuring the objectives (long and short term) of the NGPA.
- Be able to share with others in the implementation of the gender action plan.
- Clearer appreciation of the concept of gender, as well as where Lesotho's future lies in this regard.
- Knowledge of gender issues in Lesotho.
- To know the ways of measuring progress and achievements.
- Clarify specific sectoral roles.
- Develop SMART gender monitoring indicators.
- Harmony of perception and usage of terminology.
- To identify whether there are gender indicators for the media.

### **FEARS**

- That the results of this workshop end up gathering dust in the Ministry's office.
- We might be singing the word gender but we don't know what it means

- I fear that what I will learn will be of little use since implementation is always not very easy to achieve.
- The knowledge gained and experience acquired may not be fully used as long as the gender bureau (the implementing agency of the NGPA) is not strengthened with expert personnel on gender.
- The gender bureau cannot work in isolation and gender focal points are just one person from a particular Ministry
- People at decision making level are not gender sensitive so are not committed. The gender focal point feels alone in this venture.
- The Ministry is gender blind, how to sensitise them (communication).
- The issue of gender amongst our men folk seems to be confused and scaring.
- Some things that are going to be dealt with might not fit with the work that I do.
- Hard work! Challenges of implementation after this by all involved.
- I may not be able to stay the whole time and thus lose on some of the deliberations.
- Limited time and follow-up actions to utilise their acquired skills.
- Resistance to change
- Additional load.
- It may take time to change professional/cultural stereotyping behaviour.

To facilitate a free and relaxed learning environment ground rules were agreed on and key in these was to ensure timeousness and regular attendance.

## SESSION 3

## INTRODUCTION TO GENDER CONCEPTS

### Objective of the session

The session aimed at introducing the following gender concepts:

- Sex and Gender
- Sex and Gender Roles
- Practical and Strategic Roles
- Access and Control
- Power
- Equity
- Equality
- Empowerment
- Participation
- Mainstreaming

### ACTIVITY 1

#### WHAT IS GENDER?

Through a lively brainstorming lecture session the participants were introduced to the difference between men and women which are "sex" and "gender" and why it is important (in their perception) to consider gender in their day to day and in development activities.

A list, of statements about men and women **The Gender Game** were given to the participants and they were asked to write "G" against those they think refer to gender and "S" to those they think refer to sex.

#### THE GENDER GAME

##### Statements about men and women

- Women give birth to babies, men don't
- Little girls are gentle, boys are tough
- In one case, when a child brought up as a girl learned that he was actually a boy, his school marks improved dramatically
- Amongst Indian agricultural workers, women are paid 40-60 percent of the male wage
- Women can breastfeed babies, men can bottle-feed babies
- Most building-site workers in Britain are men
- In Ancient Egypt men stayed at home and did weaving. Women handled family business, Women inherited property and men did not
- Men's voices break at puberty, women's do not
- In one study of 224 cultures there were 5 in which men did all the cooking, and 36 in which women did all the housebuilding
- According to UN statistics, women do 67 percent of the world's work, yet their earnings for it amount to only 10 percent of the world's income.

#### Sex:

Sex refers to the biological classification of the human specie into male sex and female sex. Biologically, the two sexes are easily identifiable. The biological difference remains the same across cultures and peoples and remains unalterable except by artificial means. Medically in some special circumstances, it is possible to hear of sex change. Otherwise, one is born of a sex type and remains in it until death. As far as current knowledge goes, the fact of biological difference does not confer on any group a superior or inferior status.

**Gender:**

Gender, on the other hand, is socially created in order to allocate power, status and roles to the sexes with no apparent democratic principles or equality of choice.

Invariably, the dominant group sets the rules of behaviour, relations and expectations and defines the roles. Men comprise this dominant group. Claims are that there is no place in the world where women concretely enjoy equality of rights with men.

Inherent in gender, therefore, is asymmetrical relations and non-democratic assignment of roles in varied settings based on social relations between the sexes. In other words, the attributes of gender vary greatly according to the society under discussion.

Following the Exercise using the 24-Hour Chart (See Appendix 2) on which the participants worked on they brainstormed on gender and sex roles and came up with the following:

**SEX and GENDER ROLES****Sex Roles:**

- Not exchangeable
- Unvariable (fixed)
- Universal (sex roles are found across culture)
- Biologically determined

**Women Sex Roles:**

- Pregnancy
- Child bearing
- Breast feeding

**Men Sex Roles:**

Procreative power

**Sex roles:**

Sex roles are biologically determined, universal and invariable. Only women have the capacity to become pregnant, carry the embryo until born and breast-feed the young infant. For women, these are sex roles that nature has assigned to them. For men, nature has conferred on them with the capacity to be joint partners in reproduction. Barring artificial insemination, only men can perform this feat any time anywhere in the world. For emphasis, by their nature sex roles are not exchangeable.

**Gender Roles:**

The facilitator highlighted that despite the very considerable differences in the daily lives or the different groups, common points usually emerge:

- Women and men do very different things during the day
- Women usually work longer hours
- Women have more varied tasks, sometimes doing more than one thing at once
- Work for the family (domestic) is done by women
- Men's work is usually outside the home (public sphere)
- Men have more time for relaxation/leisure
- Women have less sleep
- Men are more involved in decision-making

Based on these differentiations between sex and gender, roles are distinguished according to whether they are sex or gender roles.

**Definition of Gender roles:**

Gender roles, on the other hand, are socially determined and often there is an appeal to culture, norms and values for affirmation and support. Often stereotypes underline the assumptions resorted to in the allocation of gender roles. Because gender roles are contextual, they vary from one cultural setting to another. In effect, a role that is considered feminine and taboo to the male folk in a society may be forbidden to females in another and strongly approved for males in yet another.

The issue is that many of these gender roles have been perpetuated for long periods that they have become a way of life for many and are accepted and treated as natural. Consequently, they affect the rights of individuals to have access to and benefit from productive and reproductive resources.

The facilitator explained the four types of gender roles that both women and men have which are:

**Reproductive roles** are those around the reproduction and maintenance of society such as housework. Both men and women undertake reproductive role though women carry a heavier load of these roles.

**Productive roles** or work in the production of goods and services that have a monetary value and can be accounted for in national accounts, e.g. in the calculation of the GDP (gross domestic product). Examples given included formal wage labour/paid work, cash cropping. Both men and women are involved. A larger percentage of men than women are involved in productive work. In recent years, numbers of women involved in productive work are increasing.

**Community managing role** - performed for the common good of members of the community. These include cooking at weddings and funerals, and working on community projects e.g. building a clinic or sinking wells, food-for-work projects, etc. The bulk of the work falls on women's shoulders. Men in most instances take decision-making roles in community management

**Community based politics** is the public role of organizing at the community level. It involves involvement in community level politics. Often women take up rank and file roles in community or constituency based politics whilst men are in management positions.

(See Appendix 4 for more detail)

**STEREOTYPES:**

To start off debate on this concept, participants were asked to brainstorm around some of the commonly held impressions/statements made of men and women respectively and reflect on the extent to which they represent/do not represent the truth. During the discussions, questions were raised and responded to on the origins of these impressions/sayings/statements.

These are "fixed mental impressions" which may or may not have elements of truth but which govern one's interactions with other people particularly those of other cultures, ethnic groups or backgrounds. Stereotypes do not easily lend themselves to change, which often creates conflict, and biased descriptions of others. In society males and females have developed stereotypes of each other based on social definition of gender

roles and gender division of labour. Stereotypes are not often factual; hence they do provoke resentment.

### **PRACTICAL AND STRATEGIC NEEDS**

In plenary participants were able to distinguish needs and wants. Needs were identified as basic necessities for day to day survival like, clothes, shelter, food, water etc. Wants were defined as luxurious goods such as posh houses and cars. Men and women have needs. Wants are a luxury and the session was looking at women and men's needs.

The facilitator explained gender needs as follows:

#### **Gender needs:**

Women and men have different gender needs that are a result of their different roles in life. Because men and women have different roles in society, it is useful to distinguish the two types of gender needs, which are practical and strategic needs.

#### **Practical gender needs**

- They are a response to an immediate perceived necessity, identified within a specific context
- They are formulated from concrete conditions, hence are practical in nature
- They are derived from women's position within the gender division of labour (i.e. the women's social accepted role).
- They do not challenge the subordinate position of women although they arise out of it
- They are needs mainly arising from and reinforcing women's reproductive and productive role.

Practical gender needs may include:

Water provision

Healthcare

Income earning for household

They are needs shared by all household members yet identified specifically as practical gender needs of women, as it is women who assume responsibility for meeting these needs.

#### **Strategic gender needs:**

These are formulated by an analysis of women's subordination in society and vary according to particular context related to gender division of labour, power and control.

- When addressed, they should lead to the transformation of the gender division of labour
- They challenge the nature of the relationships between men and women;
- They aim to overcome women's subordination
- They lead to the achievement of greater equality

Strategic gender needs may include:

- Abolition of sexual division of labour
- Alleviation of the burden of domestic labour and childcare
- The removal of institutionalised forms of discrimination such as rights to own land or property
- Access to credit and other resources
- Freedom of choice over child bearing
- Measures against male violence and control over women
- Legal rights
- Equality wages

## DAY 2

### SESSION 3 - UNPACKING CONCEPTS *Continued*

The day started with the review of Day 1 through the report backs of the ear and eye.  
A recap of all the concepts covered the previous day.

#### ACCESS AND CONTROL

The participants brainstormed on the definition of access and control and the following were some of the key words;

##### ACCESS

- Get hold of something
- Opportunity to reach a level or something
- Availability of that one could have
- Utilise
- Use
- Participate
- Benefits
- Ownership
- Affordability

Access implies the ability to:

- Use resources and benefits (inputs or outputs)
- Make only limited decisions on resources and benefits

The key words for **CONTROL** were given as:

- Ownership
- Power to gear something in a particular direction
- and accountability
- Freedom to use
- Decision-making
- Responsibilities

Access and control to resources is critical in any attempts intended to promote gender equality, equity and development.

Resources can be in various forms:

- Inputs
- Benefits (outputs)
- Goods or services

Variety of resources and benefits to which men and women need access to and control over include:

Land	Education/training
Property	Information
Employment	Income
Capital	Credit
Health	Equipment
Food	Labour
Water	Political prestige
Status	Time
Extension services	National Budget
Forests	Tools
Local organisations	Livestock
Technology	Energy
Skills	Law

In analysing each of the above resources and benefits the participants agreed that women have access to almost over all the above but control over very little and especially control over those assets and benefits that are related to reproductive roles. In Lesotho women's lack of control is accentuated by their minority status. Men on the other hand have control over the majority of the resources and benefits especially the ones with value. This scenario has a number of effects on women such as; lack of collateral if they want to borrow and in a divorce the woman will lose as she is said not to have assets of substantive value.

It was agreed that generally men control and make decisions over the following especially in Lesotho.

- Persons health (operations RH)
- Legal identity represent/assist wives in litigation
- Land
- Family RH/FP breast feeding
- Domicile bodies
- Manner of dress by wives

The level of access and control varies between urban and rural settings as women in the urban areas were observed as now having more control over certain assets whilst in the rural areas they still remained with no or very little control over some assets.

### **Power**

Definition:

- Ability to control thinking, decisions and actions of others.
- A person who has power has the ability to drive others to get his or her goals realised.

This is power over and means one group dominates and controls. Gender is about the power relations between men and women, where men have power over women and this is a social construct. **Power over** - being in a superior position over someone or something e.g. a teacher has power over pupils; a husband has power over his wife having a solution to a problem, etc. In addressing the power inequalities that exist in society, the aim is to achieve the following:

**Power with** - which involves group power and influence, the idea being that the whole is greater than the sum of its parts.

**Power within** - the spiritual strength that differentiates each person as a unique human being.

**Power to** - which is a creative and enabling type of power, empowerment of the individuals.

### **The Interface between Access and Control and Power**

In any society there are competing, unequal and often conflict claims on resources and benefits (inputs and outputs) for the satisfaction of needs.

The satisfaction of needs in any social context is highly influenced by the existing gender relations.

The gender relations influence the resources commanded by men and women respectively. The latter (resources) in turn influence the responsibilities each of the gender manages, i.e. how men and women perform their roles.

In a patriarchal system, the relations between men and women are of superior – subordinate. The men are dominant and exercise power not only over the persons of everyone else, but also over access to and control over resources. This happens at the household, community and societal levels.

As subordinate human beings women have very limited access to and control over resources and benefits. In some cases they may have access to resources but very little control over the benefits. This hampers their contribution to development at all levels. Women's lower level of productivity arises from their restricted access to resources for development and production.

"The gender gap is manifested by the unequal power relations between women and men. Equality of Control means a balance of power so that neither is in a position of dominance, it means that women have power alongside men to influence their destiny and that of their society" (Bekele, 1997: 32)

This is different from power over.

### SUMMARY OF CONCEPTS

The session on gender concepts had covered four concepts that are important in gender analysis. **Gender Analysis:**

- improves knowledge and understanding about people
- produces relevant and crucial insights into the differences in the roles, responsibilities and access to and control over resources by women and men.
- helps in looking at the roles and responsibilities of women and men without stereotyped assumptions.
- generally speaking, uncovers information about the disadvantaged position of women/men.
- is particularly helpful in answering the question: How can we meet the project or program objectives?
- tool for identifying roles and needs of men and women
- tool for developing and implementing concrete measures for the promotion of equality of opportunity and treatment between men and women.

Gender analysis requires the identification of:

- ▶ what is the **division of labour between men and women – roles of men and women?**
  - ▶ who has **access to and control over resources and benefits?**
  - ▶ what **needs do men and women have?**
  - ▶ The **power relations** between men and women
- 
- The facilitator highlighted that the analysis above is important as we can not always assume that women are always disadvantaged, men can also be disadvantaged e.g. the herds boy in Lesotho have limited access to education. So the analysis will

assist in identifying the strategies of addressing the gender issues that arise. The aim is to achieve three Es – **Equity, Equality and Empowerment**

### **Equity, Equality and Empowerment**

The session looked in detail at each of three concepts:

**Equity** – fairness/social justice in access and control over resources between men and women

**Equality** - the legal and social capacity of men and women to mobilise and manage resources at household, community national and international levels - on the same (equal) basis.

**Empowerment** - the creation and expansion of men's and women's knowledge, skills, decision making and other power bases, thus giving them the capacity and capability to exercise influence and leadership on their own.

This is a transformational process and has become critical in addressing women's emancipation.

### **DEFINITIONS OF EMPOWERMENT**

Empowerment has become an important concept in the effort to address women's marginalisation in various sectors and aspects of life. Both the Global Platform of Action and the African Platform of Action put emphasis on the empowerment of women in the social, economic and political arena. It is also a complex notion that needs careful thought.

**Below are some definitions of empowerment:**

- Women's ability to determine the allocation of resources and level of control over public policy.
- Strengthening women's capacity to address and confront the loci of power at the community, market and local government level and their interrelations.
- Empowerment and disempowerment – refers to how those who have been denied the ability to go about making choices to go about acquiring that ability. In other words empowerment entails a process of change. People who exercise a great deal of choice in their lives may be very powerful but they are not empowered because they were never disempowered in the first place.

*(Kabeer)*

- Feminist definitions of empowerment are constructed around a cluster of concepts such as power, capacity, rights, interests, choices and control. They focus on certain qualitative elements that indicate change in power relations. They draw attention to women's choices and to expanding the range of choices available. They also highlight women's control of material and non-material resources and of decisions that affect their lives. Other important themes are women's internal strength and self-confidence sometimes through collective organisation.
- Distinction between transformation in structures of power and transformation in the way individual women deal with the circumstances of their lives.

*(Gita Sen)*

### **Issues of empowerment**

In looking at the various definitions the key words that emerge include the following.

Power (key word)

Access	Control	Decision-making	Capacity
Opportunity	Rights	Choices	Ownership

Change in relations of power, access, control and ownership

Therefore addressing the issues of empowerment calls into question the following:

- > Efforts to link the analysis of power with instrumentalist arguments about how women's empowerment would translate into a wide range of desirable policy outcomes on issues such as fertility decline, etc. is contraceptive use an indicator of empowerment *(Kabeer)*
- > Equating increased female participation in the labour force with economic empowerment.
- > Ownership of property
- > Efforts to understand empowerment vis-à-vis national and global levels as opposed to just being comfortable at

The method Longwe uses is particularly useful in explaining why, empowerment' is intrinsic to the process of development. It therefore illuminates aspects of development work, which had previously not been sufficiently recognised or appreciated.

The framework is defined in terms of its five levels.

**Level of Equality**

**CONTROL**

**PARTICIPATION**

**CONSCIANTISATION**

**ACCESS**

**INCREASED EQUALITY**

**INCREASED EMPOWERMENT**

**WELFARE**



These levels were explained as follows:

*Level 1: Welfare/well-being:* refers to meeting women's needs such as food, income and medical care. The term does not include the process of empowering women to meet these needs.

This is the level of situation analysis. The position of women and men is defined so that one establishes where intervention should start.

*Level 2: Access:* means women's access to factors of production such as land, labour, credit, training, marketing facilities, public services and benefits on an equal basis with men. Reforms of law and practice may be prerequisites for such access.

The concern is people's ability to access resources.

*Level 3: Conscientization* - refers to belief in sexual equality: that gender role can be changed and that the division of labour should be equal, fair and agreeable, without domination.

People's awareness of the problem is raised by helping them to understand the gender problems in their programmes.

*Level 4: Participation:* women's equal participation in decision - and policy making at every stage of program development and at every locus of programme, from community to the highest level.

The active involvement of both men and women in the programme is sought.

*Level 5: Control* - refers to equality of control over factors of production and distribution of benefits without dominance or subordination. It is also people's ability to take independent decisions and to take action.

For a programme to achieve the ultimate which is women's equal control with men the programme needs to address the various levels in a hierarchical manner.

## MAINSTREAMING

To be able to achieve the three Es there is need to mainstream gender. A brainstorming session took place and the following were given as what mainstreaming is:

- Engendering
- Giving recognition
- Promoting
- Addressing
- Being conscious
- Integrity
- Institutionalising

The facilitator explained mainstreaming as one way of implementing a gender policy.

Mainstreaming is the process of integrating gender equality concerns into all programmes and activities of an institution.

Mainstreaming strategy calls for the **introduction of gender analysis and planning in all activities.**

Mainstreaming often includes **women-specific/men-specific activities and/or positive action**, whenever women/men are in a particularly disadvantageous position.

Mainstreaming will include:

- integrating gender dimensions (women and men's concerns) into development programming and planning development models.
- getting every department and division to use gender analysis in their work.
- develop responsibility for ensuring awareness to all sections and staff of the agency.
- ensuring that all programmes serve to promote equality
- making it impossible for people or agencies to ignore, forget, overlook, fail to take account of women and women's issues.

### **Gender mainstreaming:**

Gender mainstreaming as a perspective, has become inevitable giving the stress and recognition given to gender issues in World Conferences-Cairo, Beijing, Copenhagen, etc. It has been amply emphasised that sustainable development is handicapped or limited with little chance of success if gender concerns fail to be fully integrated into development policies and programmes. Adverse gender disparities wherever present, thwart development efforts through inhibiting the full expression of the potentials of the disadvantaged persons or group/s. Gender mainstreaming is therefore aimed at correcting those areas of inequity that impede development whether it is on the side of men or women. It is directed at ensuring that men and women, boys and girls develop to their full potential and thereby effectively participate in, contribute to and reap benefits from development policies and programmes on equal basis. Through adopting gender mainstreaming, it is possible to x-ray sectoral activities to identify gaps and propose solutions.

Gender mainstreaming is not akin to a winner-take-all philosophy but instead promotes a win-win situation. It is more efficient and cost-effective. It aims at empowering the weak and powerless and guaranteeing them equality of access and opportunities to enjoy their human rights.

#### **SESSION 4 INTRODUCTION TO THE PLAFORM FOR ACTION (PFA)**

The session aimed at introducing the participants to the PFA and to analyse the achievement and obstacles that Lesotho and Mauritius have made in implementing the PFA.

#### **INTRODUCTION TO THE PLAFORM FOR ACTION (PFA)**

The participants were given background information on United Nations World Conference. The participants were introduced to the two women's world conferences in Nairobi in 1985 and Beijing in 1995. The processes that include preparations for regional and world conferences were explained. The participants were informed that out of each world conference emerged plans of action. Nairobi came out with the Forward Looking Strategies and Beijing with the PFA that has twelve areas of concern. The participants were given a run down of the 12 Critical Areas of Concern and the strategic objectives of each. The Beijing + 5 process review process was explained as the mid-term review.

The participants were asked to review progress in their Ministries and highlight achievements and obstacles in addressing the PFA's 12 Critical areas of concern. The participants were grouped as per the 12 Critical areas of concern as follows:

- education and training
- economy and poverty
- health and population
- law and human rights
- decision making
- institutional mechanisms/decision making
- gender desseagregated statistics
- Mauritius - education  
- women and the economy

#### **SITUATIONAL ANALYSIS - REPORT BACKS**

##### **1. MAURITIUS**

##### **a. Women and the Economy**

##### **Achievements and progress**

Mauritius experienced an economic upturn since the 1980's with an annual GDP growth rate of 5% and an annual GDP per capital increase of 4%. The economic achievement of the past two decades have been largely due to the EPZ with expected growth rates of 5.5%, an upmarket tourism sector anticipated to grow by 6%. Another pillar of the economy is the financial services industry with a 9% average growth. The construction sector is forecast to expand by labour 8% next year. The economy is expected to grow by 80% this year. There have been improvements in the balance of payment position, the savings rate and investment rate.

##### **Gender**

- In the past 6 years, the female labour force has grown by 27%.
- Mauritius is a signatory of the Convention on the Elimination of all forms of Discrimination Against Women
- Is party to the Beijing Platform of Action

- Endorsed the Commonwealth Plan of Action for gender and development and recently signed the SADC Declaration on Gender.
- A National Gender Action Plan has been developed with a long-term objective of attaining greater equality and equity between men and women while preserving family. The priority areas identified for Mauritius includes:
  - Women and the economy
  - Human rights of women and the girl child
  - Women and Human Resource Development
  - Women and Health
  - Women and Gender Equality
- Cabinet has adopted the National Gender Action Plan.
- A steering committee has been set up to oversee implementation of the Action Plan.

Under women and the economy the following has taken place:

- women contribute about 37 % of total female employment.
- Internal and external forces are changing the structure of employment opportunities. Jobs (unskilled) are becoming redundant and new job opportunities demand higher skills. Due to this change women are likely to constitute a large number of people have no skills.
- Special emphasis has been laid on the development and support of SMES. With the reduction in cost of imported raw materials, the provision of SME estates with modern facilities and introduction of a number of concessionary loan schemes and improvement of existing ones have become a key area of concern for the government
- A national Women Entrepreneurs Council Act has been enacted.
- a National Women Entrepreneur Council is being established to create a network of women entrepreneurs of the Indian Ocean Island.
- A programme of training for primary school dropouts has been initiated to develop their skills and direct them towards income generating activities.
- A market centre has been set up to enable women entrepreneurs to sell their products.
- A directory of women entrepreneur has been established with women in different areas of activities.
- According to the UNDP Human Development Report 1999 Mauritius about 12 % of its people living below the poverty level. Mauritius gives considerable attention to the vulnerable groups. A Trust Fund for the vulnerable groups has recently been introduced with a budget of R500 million.
- a micro credit scheme based on the Bangladesh model has been introduced to enable the poorest segments of the society to access to credit facilities without any collateral and start income generating activities.
- mechanisms are being developed for the introduction of a gender responsive national budgetary planning process. Government has agreed for a detailed analysis of the budgets of four Ministries namely Education, Health, Agriculture and Social Security.
- Plans are underway to establish mechanisms for improving the working conditions of women in the informal and small-scale sectors of the economy. This will include introduction of flexitime, extension of maternity leave, parental leave, and sexual harassment legislation.

- in the EPZ sector, Trust Funds have been introduced to provide training, recreational facilities and loans for women.
- Government has approved an early childhood development policy for children between zero to 3 years with the objective of improving childcare and support for working mothers.
- the newly established gender bureau will be at the forefront of the implementation of a large number of the gender activities.

#### **Obstacles and limitations**

- women's participation in economic sectors and at the political and decision-making levels is still low. Access of women to science and technology is constrained by numerous factors.
- women are mostly employed as machine operators (23.9%) and in elementary occupations (2.5.1%).
- Women Entrepreneurs Unit needs be strengthened and well structured to give support to women entrepreneurs and help in pushing women ahead.
- the process of ensuring gender mainstreaming has been slow due to limited skills in gender analysis and a low level of gender awareness among key stakeholders in all the sectors.
- There is a lack of gender sensitiveness among policy and decision-makers.

Increasing gender awareness among the highest level of decision makers and policy makers is one of the challenges that should be seriously addressed. This should in turn help in the gender implementation of all actions identified under National Gender Action Plan.

### **b. EDUCATION**

#### **Strategic Objective B.1 - Ensure Equal Access to Education:**

##### **Advance the Goal of Equal Access**

Equality of education is the core of government's educational development strategy. The overall objectives of provision of education can be summarised as:

- ◆ Increase access and equity in the system
  - ◆ Ensuring quality of education
  - ◆ Providing effective sector management
  - ◆ Developing aptitudes and skills in line with the needs of the country
- Education is free at primary, secondary and tertiary levels.
  - There are no gender gaps in enrolment at pre-primary, primary and secondary levels.

There is universal enrolment at primary level.

- Free access to secondary education in 1977 caused enrolment at secondary level to rise considerably, the most striking progress being a remarkable increase in girls' enrolment. Thus free secondary level education has brought more benefits to girls.
- A significant increase in girls' enrolment has been registered at post-secondary level.

**Obstacle**

- The Mauritius Education system has a selective examination at the end of the primary cycle i.e. after the 6<sup>th</sup> grade. This examination serves the double purpose of certification and placement in secondary schools. Students who fail this examination can sit again the following year. Those who fail after second attempt are not admitted to a secondary school. Secondary vocational schools have been established to cater for these pupils. Enrolment figures show that girls constitute only 30% of the total enrolment in vocational schools. This represents a critical issue as a large percentage of girls fall out of the education system.

*Promote an educational setting that eliminates all barriers that impede the schooling of pregnant adolescents and young mothers*

**Obstacle**

- Usually neither the parents of the girl or the rector of the school would wish to encourage the girls' return to school after pregnancy.

*Improve the quality of education and equal opportunities for women and men in terms of access*

- Girls' enrolment at secondary level tends to surpass that of boys. However, there are wide disparities among secondary schools. State schools, enrol 25 percent of the secondary school population, and are very much sought-after. They are better resourced than private school both in terms of physical infrastructure and also in terms of human resources.
- girls from state schools are more disadvantaged when it comes to the provision of science.
- The same national curriculum is taught in all schools. However there exists a "flagrant" discrepancy. Technology is taught in boys schools only? Girls do not have access to this field of study. Home Economics is taught in girls schools only.

**Strategic Objectives B.2 - Eradicate illiteracy among women**

Literacy Rate in 1990 – 85.4% for men, 76.0% for women

The illiteracy rate in Mauritius is higher among women in the age group of 45 and above and very narrow among the younger age group.

**Progress:**

Adult literacy programmes for women are run to help them acquire basic skills in writing, reading and numeracy.

**To ensure gender equality in the completion of primary education**

A higher performance is seen among girls not only in overall terms but also in each of the different subjects taught at primary – namely Mathematics, English, French and African Languages

**Strategic Objective B.3 - Improve women's access to vocational training, science and Technology and continuing education:****Progress and Obstacle**

Female participation has consistently improved in higher education but there are marked differences between the sexes in the subjects studied. There are disciplines

where women have made significant inroads. These include agriculture, science, law business management and administration.

***Encourage the adaptation of aim and teaching materials***

A huge amount of work is still to be done.

- Curriculum developers needs to be Gender –sensitized

**Strategic Objective B.4 - Develop non-discriminatory education and training**  
Gender studies is now a component of teacher training

## **2. LESOTHO**

### **a. HEALTH**

**STRATEGIC OBJECTIVE - To increase women's full access to appropriate, affordable and quality health care and management services in a sustainable manner so to ensure Universal coverage, Equity, and Social Justice.**

This is the goal of the Ministry of Health and Social Welfare. Emphasis is put on the three most important aspects of Universal Coverage, accessing health services to the outreach, equity which solicits for the provision of health services to every person regardless of social standing, and social justice which implies that those in greatest need will be given particular attention.

#### **ACHIEVEMENTS:**

- A draft Health Legislation has been developed and includes the protection of the vulnerable, that is a woman, a girl and some other groups in society.
- Pharmaceutical study is being designed and it will look into the procurement of drugs and contraceptives for both women and men.
- Health Needs Assessment study is being designed to look into priority health services.
- The Primary Health Care (PHC) takes care of Necessary health and nutrition for girls through Adolescent Health Program
- Reduction of mortality rate by 10% through Reproductive Health Program
- Family planning and delivery through Reproductive Health Program
- Community Based Organization as Village Health Workers and Community Birth Attendants

The HIV/AIDS Campaign through the Health Education Division (HED). This is undertaken by distribution of gender sensitive IEC materials.

Strategic Plan for HIV/AIDS is to be finalized. Emphasis is on both men and women in the fighting against HIV/AIDS.

#### **OBSTACLES**

Funds are available, but unable to be utilized due to long winding bureaucratic procedures.

Some of the initiatives can not be carried out with the recurrent budget.

The Health Reform Document does not explicitly address the issue of gender based inequalities in the health sector.

## **OTHER PROGRAMMES**

Primary Health Care

Save motherhood initiative

Mother and childcare – (Bamako initiative which addresses income generating activities for women).

Adolescent health programmes

Life skills, teenage and mother counseling.

## **HIV/AIDS**

The HIV/AIDS data is gender disaggregated.

Intervention mechanisms have been put in place for groups such as, shepherds, women and school children

## **POLICIES:**

Gender policy in health is about to be finalised

Adolescent health and development policy

## **2. POVERTY REDUCTION STRATEGY**

The presenters indicated that they did not have adequate information on progress and achievements on women and poverty.

After the 1998 riot unemployment in Lesotho has risen to 34%.

### **Poverty Action Plan**

- A poverty task force was set up in MODP and this provides a framework for individual ministries to compile their own action plans.
- Key areas of reform and actions including support for participatory community driven projects for poverty reduction using Lesotho Highlands Water Project royalties. The above led to development of the National Poverty Programme (NPP) which was presented and discussed at a sectoral round table of donors in November 1997. The NPP document identified five-priority area;
  - good governance for poverty reduction
  - improving social services for the poor
  - employment and income opportunities
  - managing poverty related environment degradation
  - reformulation of the Lesotho Highlands Revenue Fund LHRF. The LHRF was reformulated into a "social fund" to support community-driven projects that benefit the poor.

The establishment of the LHRF provided a potentially effective mechanism to utilise the fund to reduce poverty. Although achievements were recorded in local employment generation, the fund operations have been constrained by managerial, institutional and financial projects.

- There are some employment and income-generating programmes that have been initiated e.g. Labour Construction Unit (LCU), which employs 80% men and 20% women in maintaining and up-grading rural roads network.
- Basotho Entrepreneurship Development Co-operation (BEDCO) has assisted many Basotho to establish and develop business enterprises particularly in the promotion of indigenous entrepreneurial skills. It has also helped many Basotho to attend international trade fairs where they manage to sell their produce as well

as negotiating business deals with support from other countries. BEDCO also assists in offering training in technical and management sectors.

The target group for the training are the unskilled and semi-skilled trainers.

- Organisations such as Women in Business provide credit at relatively lower interest, rates.

### **OBSTACLES**

- 52% of the population is female; they also form the majority of the unemployed and those who fall in the agricultural sector as well as the informal sector which yields very little profit thus do not give women much economic power.
- The legal system of the country hinders women to come out of the poverty because of their minority status. There is need to urgently address legal implications of land ownership for women.
- In the formal sector women occupy lower ranks and there are few in decision-making positions 41% of house holds are female headed – most of these heads are wives of migrant workers and are poor.
- Efforts have been made by GOL to address the above problems, but not necessarily geared towards women but targets the poor generally.
- poverty for women has increased at an accelerating rate since the “September 1998 riots” -
- Macro-economic policies are not Gender Sensitive, plans drawn are also not sensitive to gender.

### **3. WOMEN IN THE MEDIA - MINISTRY OF COMMUNICATIONS**

The report merely presents the achievements in general terms, as gender has not been addressed within the Ministry. The exception is in the following:

#### **ACHIEVEMENTS:**

- Participate in the gender steering committee
- The chairperson of Telekom Lesotho Board of governor's is a woman.

### **OBSTACLES**

- The media policy makes no mention of women and women's programmes
- Women have not participated in the drafting of the policy
- Shortage of women in senior management positions in the media (with the exception of the DPS.
- The tendency by (government owned) media to concentrate on political issues in which gender is not considered
- No special airtime for women issues
- Lack of gender sensitivity and awareness on the part of editors/journalists
- Unequal access to education and training in media
- Journalists/editors choose not to write about gender because of the notion that
- gender means women.

#### **ACTION NEEDED:**

- gender reporting be included in Mass Community Schools.
- Train editors/journalists on gender issues
- Gender Mainstreaming in all editorial coverage

- Encourage the mass media to disseminate information and materials in respect of the human rights of women and children.
- Inclusion and participation of women's programmes in the policy or legislation
- There is need for gender sensitivity amongst Planners, Directors, Principal Secretaries and Deputy Principal Secretaries.

#### **4. BUREAU OF STATISTICS**

##### **GENDER DISAGGREGATED DATA (GENERATION AND ANALYSIS)**

In the past data was collected based on total especially in the 1966, 1976 and 1986 population censuses. As time passed the Bureau of statistics (BOS) realised the great need for gender statistics that is why the 1996 population census data was disaggregated by sex.

##### **ACHIEVEMENTS:**

- Production of analytical reports volume III A and B are gender – disaggregated, followed by the statistical tables, labour force, gender statistics and Basotho men and reports are by sex.
- BOS was able to disseminate the gender statistics both in Maseru and other districts (i.e. BOS decentralised the dissemination of census findings)

##### **OBSTACLES:**

- No gender training
- Refusal of people to give information during the censuses
- No development of gender-based methodologies and conducting of research to address feminisation of poverty.
- Victims and general public need gender sensitisation on dealing with sexual violence as a serious crime.

Human Rights, Law Reform and Violence against Women

The group which included Ministry of Justice and Human Rights, SELIBENG, WLSA and Law Reform Commission looked at the areas stated above and found out that some work has been done though there are still a number of issues remaining to be addressed.

#### **5. MINISTRY OF JUSTICE AND HUMAN RIGHTS**

##### **Women's Human Rights.**

The Ministry of Justice ratified the SADC declaration on Gender and Development as well as the SADC measures for Prevention and Eradication of Violence against Women and Children.

The CEDAW has been ratified with reservation to article 2, which hinges on section 18(4) of the constitution. There is a need to revisit that section (which effectively permits discrimination under certain circumstances e.g. when it's based on the administration of customary law, which as everyone knows renders women minors perpetually).

Attempts are being made by the Legal Division of Foreign Affairs to advise the Minister to consider reviewing it. The Ministry of Justice and Human Rights is preparing the report on progress in the implementation of CEDAW. The report is expected later this year.

A lot still needs to be done in the area of women's rights. The Human Rights Commission is yet to be established.

### **Law Reform**

The Ratification of CEDAW has enabled the Law Reform Commission to formulate. The Married Person's Equality Bill and the Sexual Offences Bill. In these bills the Commission addressed the laws on several offences and broadened rape categories to cover a wider scope and address commercial sex activities respectively.

The bills are still in circulation for comment by the public which is part of the Commission's consultative process.

### **CONSTRAINTS**

The constraints that the Ministry of Justice faces include:

the reluctance of social institutions to protect women; i.e. out dated laws are still in place.

Judiciary is not sensitised enough to evoke international principles in their decisions, pending their incorporation into domestic laws.

Delayed responses by the public to bills circulated delay their enactment into law.

### **SELIBENG**

#### **Violence Against Women Programme**

SELIBENG an NGO, addresses issues of gender violence and offers counselling services to survivors of abuse, both men and women including youth and children.

SELIBENG holds awareness-raising campaigns both in rural villages and urban settlements and is also engaged in the training of peer educators to assist women in the villages.

### **CONSTRAINTS**

- no provision of shelter and relief support for women and girls subjected to violence.
- no help-line support.
- women's NGOs are weak and lack resources as a result are not very effective to the user.

### **WLSA**

The Women and Law in Southern Africa Research Trust (WLSA) is currently undertaking a study (Action Research) on sexual violence and the administration of justice in Lesotho. This is the second phase of a study on the efficacy and accessibility of justice in Lesotho, which focused on the structures that administer justice and how they address women's problems. All the structures visited during the first phase of the

study were targeted once more in the second phase to find out how they treat women as victims of sexual violence.

WLSA took cognisance of the escalation of sexual violence cases in Lesotho, particularly rape. In this context of looking at sexual violence against women, girl children are also included. Already at this early stage of our research records perused randomly from the years 1995-2000 show the youngest victim of rape to be a girl child of about 18 months and an old woman of 86 years. WLSA's research goes hand in hand with action in so far as awareness is already being raised about the prevalence of sexual violence.

## **5. LAW REFORM COMMISSION**

### **Women's Rights**

The Lesotho Law Reform Commission is a statutory body established in 1993 by an Act of Parliament. The Commission's task is to recommend to Parliament adoption of laws that are simpler, modern accessible and compatible with Constitution.

In its endeavour to fulfil its mandate, the Law Reform Commission has set up a Project Committee, specifically to deal with issues relating to gender discrimination. It is through the hard work of this committee that Lesotho Law Reform Commission has drafted a Bill that would promote the equality of married persons already mentioned above.

At a political and international level, Lesotho has committed herself to the following international instruments meant to address protection of the rights of women against discrimination:

- the Beijing Platform for Action and Beijing Declaration,
- the SADC Declaration on Gender and Development together with measures adopted by the SADC to prevent and eradicate violence against women and children.

The Convention on the Elimination of All forms of Discrimination Against Women (CEDAW).

### **CONSTRAINTS**

The Roman Dutch Law and the Customary law which Lesotho both uses designate women a status of minority in all social and legal matters.

There is need for reform some of the administrative, institutional and legal structures, including the laws.

Presently, under both the common law and customary law, upon marriage in community of property, the husband has full contractual capacity and can bind the joint estate with his contracts. The wife can only contract with the consent of her husband. The wife's limited capacity extends only to household necessities.

By virtue of the marital power that a husband has over the person and property of his wife, the husband becomes the head of the family. He has a decisive say in all matters concerning the common life of spouses. The wife follows domicile of her husband and does not have domicile of her choice. The husband is the sole guardianship of the legitimate children and adopted children and the wife does not have the same rights.

Because of their minority status, wives suffer a number of legal disabilities which include:

- having no capacity to sue or be sued unassisted by their husbands,
- no capacity to enter into contracts,
- no capacity to own or alienate property and;
- cannot be heirs.

This perpetual status of minority is mostly attributable to immutable factors like sex.

The main purpose of the Bill is to:

- abolish all the laws in terms of which a husband acquires the marital power over the person and property of his wife.
- the removal of all the restrictions which the marital power places on the legal capacity of a wife.
- in the long term, sex discrimination will be eradicated and a culture of equality between man and women cultivated and deepened.
- freedom of wives to perform any other act which was restricted by law due to the marital power.

### **Violence Against Women**

The law of rape as is presently understood means unsolicited sexual penetration of a female person by the male person outside marriage through the former's sex organ by the latter's sex organ. This definition has the following implications:

Rape is a crime committed only through the instrumentality of the sex organs;  
A female person is incapable of raping a male person because nature has not endowed her with a penis;

Non-consensual sex is not part of domestic violence and not punishable as rape because of the doctrines of irrevocable consent and invariable consequence of marriage.

Since it is only females who can be raped, it is for them, and not males, to prove that sexual intercourse was without consent i.e. there is a presentation of lawful sex in a rape trial

### **CONSTRAINTS**

- the definition of rape is thus gender biased.
- there is no clear rational and well articulated sensitising policy by the courts in respect of sexual offences in general sentences differ from judicial officer to judicial officer, from the subordinate courts to the high court. The result is that there is a penal inconsistency and uncertainty.
- the purpose of the Sexual Offence Bill is therefore to consolidate all laws that regulate sexual conduct into one statute and remove gender discrimination in the definition of such offences; and to prescribe appropriate sentences or penalties for sexual offences.
- the Commission is dependent on the cooperation from the stakeholders and members of the public to give timeous responses, which they fail to do, or not respond at all. That delays progress to enact gender sensitive laws.

## 5. EDUCATION

**Strategic Objectives** - To ensure women's access to quality education and training

Action to be taken	Achievements
<ul style="list-style-type: none"> <li>▪ Achieve education for all</li> <li>▪ Bridge gaps in education between developed &amp; developing countries</li> <li>▪ Prevent girls dropping out of formal education</li> <li>▪ Prepare women for the 21<sup>st</sup> century</li> <li>▪ Participatory decision-making</li> <li>▪ Gender-sensitive education and research e.g. LDTC</li> <li>▪ Silence of education policy regarding the above-mentioned problem.</li> </ul>	<ul style="list-style-type: none"> <li>▪ No gender disparities within the education sector</li> <li>▪ This is being done through formal and sectors of education e.g. LDTC</li> <li>▪ This problem affects herding boys more than girls</li> <li>▪ Girls dropout due to teenage pregnancy marriage.</li> <li>▪ This is being done more girls are entering in study</li> <li>▪ It is just beginning to take place</li> <li>▪ Being done</li> </ul>

## PRIORITISATION OF CRITICAL AREAS OF CONCERN

### Prioritisation of Critical Areas of Concern (CAC) in Mauritius

Mauritius 's priorities areas are defined in Gender Action Plan as:

1. Women and the economy
2. Human rights of women and the girl child
3. Women and Human Resource Development
4. Women and Health
5. Women and Gender Equality

### Prioritisation of Critical Areas of Concern (CAC) Lesotho Priority

Lesotho has not identified its priority areas of concern. However, the NGOs in Lesotho had identified the following as areas of concern:

1. Business
2. Agriculture, environment and natural resources
3. Demography and women
4. Disaster management
5. Human resource development and training

6. Economic, political and social development
7. Women and children.

The MEGYA with the steering committee as part the development of the Gender Policy had come up with the following:

Based on the situational analysis of the situation in relation to gender the group came up with the following as areas to be included in the Lesotho Plan of Action;

- Economy and Poverty
- Decision making
- Education and training
- Health
- Violence
- Human rights

The group agreed that institutional mechanisms should be a preamble for all CAC's with the central coordination role being played by MEGYA

## SESSION 5 DEFINITION OF INDICATORS

The participants brainstormed and came up with the following as definitions of an indicator:

- yardstick
- pointer
- measurement of progress in a particular area within a given/specified time frame benchmark
- target
- An indicator can be in the form of an opinion e.g. the quality of life in Lesotho.
- It can also be in the form of perceptions
- An indicator is a tool used to measure/asses what obtains at a particular time.

The facilitator summarised the definition of an indicator with the following:

**An indicator is a**

Yardstick                      Pointer  
Measurement                Benchmark  
Target

that shows a specific situation or condition, measures change and its results or impact in a situation or condition overtime.

### Use and Significance of Indicators

Indicators send signals of the level of performance in the change process of over time e.g. change in gender relations over time.

The change that is measured can be good or bad.

They measure the level of achievement/non-achievement.

Indicators enable us to determine whether goals and objectives that have been set up are being met. They can be used in research and in monitoring and evaluation.

### Qualities of indicators

CIDA in... points out that "there is no such thing as a set of universal indicators". It suggests that users "must design and adopt indicators for their purpose". CIDA considers the following set of criteria to be essential in selecting indicators.

### Properties of indicators

Following on from the issues raised above, it is obvious that indicators need to be SMART. They must be related clearly to need, relevant and manageable indicators with properties stipulated in the below:

Answerability, Availability, Consistency, Comprehensibility, Country Specific Adaptability, Dissaggregated, Interpretability, Measurability, Objectivity, Pertinence, Precision, Predictability, Relevance, Reliability, Replicability, Timeliness

### SMART Properties of Indicators (Roche 1999)

Properties	Definition
Specific	Indicators should reflect those things the action intends to change, avoiding measures that are largely subject to external influence.
Measurable and Unambiguous	Indicators must be precisely defined so that their measurement and interpretation is Indicators should give objective and not subjective data – that is they should be independent of who is collecting the data.
Reliable	Indicators should give objective and not subjective data i.e. they should be

	independent of who is collecting the data.
Attainable and sensitive	Indicators should be achievable and therefore sensitive to changes the action wishes to make
Relevant and easy to collect	It must be feasible to collect chosen indicators within a reasonable time and at a reasonable cost and these should be relevant to the action in question
Timebound	Indicators should describe by when a certain change is expected.

### **Criteria for the selection of indicators**

- Indicators should be developed in a participatory fashion, including all stakeholders wherever possible
- Indicators must be relevant to the needs of the user, and at a level that the user can understand
- All indicators should be sex-disaggregated
- Both quantitative and qualitative indicators should be used
- Indicators should be easy to use and understand
- Indicators must be clearly defined
- Indicators should be technically sound
- Indicators should measure trends over time
- The ultimate focus should be on outcome indicators.

*CIDA: Guide to gender-sensitive indicators*

### **Categories of Indicators**

Both quantitative and qualitative indicators must be used to measure gender-related changes in society.

**Quantitative indicators** measure change in numerical terms, i.e. they define numbers of people for whom change has/has not been effected such as how many people have access to running tap water. They usually come in some statistical form. They are based on information gathered from censuses, surveys, and official statistical records.

**Qualitative indicators** measure things like people's perceptions, attitudes, aptitude and level of confidence. They deal with living standards and quality of life which reveal satisfaction or dissatisfaction with personal and societal conditions of e.g. economy, sanitation, health, education, decision-making process, etc.

### **Gender Sensitive Indicators**

These provide direct evidence of the status of women relative to that of men. They point out gender-related changes in society over a period of time. They must also be able to point to changes in the roles of women and men over time, and therefore to measure whether gender equity and equality are being achieved.

A wide variety of indicators (e.g. economic, education, empowerment, etc) can measure changes in gender equity, empowerment and equality.

### **PARTICIPATION INDICATORS**

Measure involvement. They usually come in the form of providing labour, e.g. cash-for-work or income generating work. They also refer to the measurement of involvement in decision-making and control over activities.

## **GROUP EXERCISE**

In groups the participants were asked to work on the following exercise:

**Consider the objective of increasing the economic empowerment of women in Lesotho. Using qualitative and quantitative indicators, measure the economic empowerment.**

The groups came up with varied ways to measure empowerment. The facilitator gave the following examples of quantitative indicators of empowerment.

### **Economic Empowerment (examples)**

- Changes in employment/unemployment rates of women and men
- Change in time use in selected activities particularly greater sharing by household members of unpaid housework and child care
- Salary wage differentials between men and women
- Changes in % of property owned and controlled by women and men (land, houses livestock)
- Average household expenditure of female/male headed households on education\health.
- Ability to make large or small purchases independently
- % of %available credit, financial and technical support services going to women\men from government non-government sources
- Indicator questions to assess empowerment
- To what degree are women aware of economic issues? Are women more or less aware than men? Does this differ by socio-economic group? Is this changing over time?
- Do women perceive that they are becoming more economically empowered?
- Do women/men perceive that they have greater economic autonomy?
- Are changes taking place in the way decisions are made?
- Is employment of women increasing and at what levels?

### **Legal empowerment**

- Enforcement of legislation related to the protection of human rights
- Number of cases related to women's cases heard in local courts, and their results
- Number of cases related to the legal rights of divorced and widowed women heard in local courts, and the results
- The effect of the enforcement of legislation in terms of treatment of offenders against women
- Rate at which the number of local justices/prosecutors/ lawyers who are women/men is increasing/ decreasing
- Rate at which the numbers of women/men in the local police force, by rank, is increasing or decreasing.

### **Political empowerment** (indicators should reflect changes over time)

- % of seats held by women in local councils/decision-making bodies
- % of women in decision-making positions in local government
- % of women in the local civil service
- % of women/men registered as voters
- % of eligible women/men who vote

- % of women in senior/junior decision making positions within unions
- % of union members who are women
- Number of women who participate in public protests and political campaigning, as compared to the number of men.

**Social empowerment**

- Number of women in local institutions (e.g. women's associations, consciousness raising or income generating groups, local churches, ethnic and kinship associations) relative to project area population, and numbers of women in positions of power in local organisations
- Extent of training or networking among local women, as compared to men.

## **SESSION 5 - DEFINITION OF INDICATORS** *continued*

### **INPUT, OUTPUT and OUTCOME INDICATORS**

Indicators should reflect results of your policy, programme, project or activity at three levels, input, output and outcome. The session looked at these three types of indicators.

**INPUT INDICATOR** – or resource indicator. It is concerned about resources devoted to a program or project. It looks at resources devoted to a project or program; e.g. budget allocation by government for supporting women in the informal sector. What levels of the budget have been set aside?

**OUTPUT INDICATOR** - are less useful than outcome indicators. They do not track distal results. They measure intermediate results concerning products when a project or programme is completed but not longer-term results, E.g. number of women trained in business enterprise management.

**OUTCOME** – measures impact. It is concerned with the effectiveness judged by the measurable change achieved in improving the quality of life. E.g. If we were looking at employment in the formal sector the outcome would be number of women employed, type of employment of women and men, impact of employment on women's empowerment.

Outcome indicators will involve long term tracking of participants and in-depth qualitative analysis.

Output and Outcome can be summarised as follows:

<b>POINTS OF MEASUREMENT</b>	<b>WHAT IS MEASURED</b>	<b>INDICATORS</b>
Outputs	Effort	Implementation of activities
Outcomes/ Impact	Effectiveness	Use of outputs and sustained production of benefits.
	Change	Difference from the original problem situation

In looking at the critical areas of concern empowerment is one of the important issues the PFA aims at achieving. Measuring women's empowerment is important. Choosing empowerment indicators will depend on the form of empowerment one is looking at. Varied definitions of empowerment have already been given and all have similar key words that can be used to measure empowerment. The indicators chosen will differ depending on whether the area of empowerment covered is personal growth or social and political change, or both. They will also differ depending on the objective of empowerment being measured (e.g. greater self-respect, or access to the benefits of economic growth, or the creation of a just social and economic order).

In short, choosing indicators of empowerment will depend on the way in which empowerment is defined. Even when empowerment is clearly defined, it remains a complex problem to measure it at the project level, for the following reasons:

It is difficult to measure changes in states of mind (from disempowered to empowered). Measuring different elements of empowerment, e.g. who is making a decision, particularly at the household level, can be difficult and time-consuming, requiring in-depth study and detailed qualitative analysis.

Participation is a key element in empowerment, but the measurement of participation is itself complex. Definitions of "knowledge", "self-respect" or other elements of empowerment may be cultural specific, and therefore vary between localities and by socio-economic grouping, ethnicity and age.

#### **Indicator questions to assess empowerment**

- To what degree are women aware of economic issues? Are women more or less aware than men? Does this differ by socio-economic group? Is this changing over time?
- Do women perceive that they are becoming more economically empowered?
- Do women/men perceive that they have greater economic autonomy?
- Are changes taking place in the way decisions are made?
- Is employment of women increasing and at what levels?

#### **GROUP EXERCISE**

The participants were given the following exercise to work on in groups. The exercise was given in consideration of the SADC declaration of getting 30% women in decision making.

**Problem:**     *Not enough women in decision making positions*  
                  *Limited participation of women in decision-making.*

*Based on this the participants were to come up with input, output, outcome indicators and a time frame.*

<i>OBJECTIVE</i>	<i>INPUT</i>	<i>OUTPUT</i>	<i>OUTCOME</i>	<i>TIME FRAME</i>
-				

## GROUP REPORT BACKS

### GROUP 1

**Problem:** \* Not enough women in decision making  
\* Limited participation of women in decision making

**Objective:** Increase of women in decision making at 30% by year 2005

ACTIONS	INPUT INDICATORS	OUTPUT INDICATORS	OUTCOME INDICATORS
<ul style="list-style-type: none"> <li>Bring legal reforms that will enable political parties reserve at least</li> <li>30% seats reserved for women at village, municipal and national elections.</li> <li>Review of school curriculum so as to encourage leadership skills and greater assertiveness among female students.</li> <li>Establish reward systems for women who are positive and successful role models.</li> <li>Ensure gender balance in all boards, commissions and councils.</li> <li>Organise leadership and assertiveness training as well as training in creative thinking for women at all levels.</li> <li>To compile a directory of women who would be eligible for appointments to decision making positions based on proven ability.</li> </ul>	<ul style="list-style-type: none"> <li>Development of policies within political machineries through consultations.</li> <li>Amendment to electoral laws, lobbying, consultations.</li> <li>Allocation of budget for training courses and review of school curriculum.</li> <li>Budgetary allocation/ assistance.</li> <li>Identification of e women eligible for appointment into decision making positions.</li> <li>Consultations for appointment.</li> <li>Necessary funds allocated.</li> <li>Allocation of budgetary resources for designing and conducting training.</li> </ul>	<ul style="list-style-type: none"> <li>Affirmative action policies in political parties.</li> <li>At least 30% representation of women.</li> <li>School curriculum change</li> <li>No. of girls trained in leadership and assertiveness skills</li> <li>No. of training reports.</li> <li>Reward system established</li> <li>Women are awarded recognition.</li> <li>Gender balance in all boards and commissions and councils.</li> <li>No. of women in leadership, assertiveness and creative thinking.</li> <li>Training reports.</li> <li>Women appointed in decision-making positions.</li> <li>Funds for conducting the survey.</li> <li>Directory produced and published</li> </ul>	<ul style="list-style-type: none"> <li>Participation of at least 30% of women in party politics.</li> <li>A marked performance of women in parliament and at local council level.</li> <li>More women participate in politics at local and national level.</li> <li>Change in attitude on part of general public.</li> <li>Recognition women's capacity as decision makers.</li> <li>Women capable of influencing decision.</li> <li>More women with enhanced capacity at decision-making levels.</li> <li>Change of attitude in both men and women towards promoting women to higher levels.</li> <li>Implement the image of women in media.</li> </ul>

## GROUP 2

### Objective 1:

To increase the number of women in parliament by at least 30% by the year 2005.

Inputs:	Output:	Outcome:
<ul style="list-style-type: none"><li>▪ To review and repeal laws that discriminate against women</li><li>▪ To create awareness among women by providing political and leadership courses at all levels</li></ul>	<ul style="list-style-type: none"><li>▪ Non-discriminatory laws</li><li>▪ Women must be aware that they have the same capabilities and capacities like men.</li></ul>	<ul style="list-style-type: none"><li>▪ More women in decision making</li><li>▪ More women confident and also participating in decision making</li></ul>

## GROUP 3

OBJECTIVES	INPUTS:	OUTPUT:	OUTCOME:	TIME FRAME
Within 5 years to increase by 20% the number of women in decision making	<ul style="list-style-type: none"><li>▪ Increased resources – materials, finances</li><li>▪ Elimination of discriminatory laws</li><li>▪ Introduction of affirmative action modalities.</li></ul>	<ul style="list-style-type: none"><li>▪ More women and men participating in awareness campaigns and workshops.</li></ul>	<ul style="list-style-type: none"><li>▪ Increased number of women in Parliament</li><li>▪ Increased number of women in the decision making echelons of the private and public sectors.</li></ul>	After the next elections 3 years
To promote full participation of women in decision making.		<ul style="list-style-type: none"><li>▪ Workshops and reading materials on gender sensitisation.</li></ul>	<ul style="list-style-type: none"><li>▪ Women being consulted more on family decisions</li><li>▪ More women taking independent decisions on their health</li><li>▪ More men participating in family health matters.</li><li>▪ More women having contractual rights</li><li>▪ More women standing for elections and more elected.</li><li>▪ Women having more voices in decisions in reproductive health.</li><li>▪ Change in attitudes</li></ul>	

## **DAY 4**

### **SESSION 5      DEFINITION OF INDICATORS *continued***

The participants were introduced to the United Nations Human Development and the indices that are used to measure human development. The participants were also introduced to GDI and GEM which were introduced during the 1995 Human Development as a celebration of the Fourth Women's World Conference and to measure women's contribution.

#### **The Human Development Index (HDI)**

The Human Development Report was explained and the different indices that are used for measuring human development were explained. The HDI, GDI and GEM were introduced to assist participants to be able to monitor the progress of their countries.

The HDI is a composite index and contains three indicators:

- life expectancy – representing long and healthy life
- educational attainment – representing knowledge. This includes adult literacy with two thirds weighting and a combined primary, secondary and tertiary enrolment ratio with one third weight
- real GDP (in purchasing power parity – real income) – representing a decent standard of living

HDI is used as a measure of empowerment; it indicates that people have three basic choices and may be able to gain access to opportunities as well. It is an alternative of the GNP and monitors the progress of nations. It gives a snapshot of the status of human development. However, to give a complete picture other human development indicators are used.

The HDI reduces the three basic indicators to a common measuring rod by measuring achievement in each indicator as the relative distance from a desirable goal. The maximum and minimum values for each indicator are reduced to a scale between zero and one, with each country at some point in the scale.

The HDI is constructed by:

- defining a country's measure of relative achievement in each of the three basic variables
- taking a simple average of the three indicators

#### **The Gender related development index (GDI)**

The GDI measures the same dimensions and variables as the HDI but takes into account the inequality in achievement between women and men. The greater the gender disparity in basic human development, the lower a country's GDI compared with its HDI. The GDI is simply the HDI discounted, or adjusted downwards, for gender equality.

#### **Gender empowerment measure (GEM)**

The GEM indicates whether women are able to actively participate in economic and political life. It focuses on participation, measuring gender equality in key areas of economic and political participation and decision-making. It thus differs from the GDI, which is an indicator of gender inequality in basic capabilities.

The GEM uses a complex formula to compute the value of a country's GEM. The GEM focuses on three variables that reflect women's participation in political decision making, their access to professional opportunities and their earning power.

**Note:** GDI and GEM can capture only what is measurable and therefore do not include other dimensions such as gender inequality, participation in community life, decision making, consumption of resources within the family and personal security. Yet these are powerful

The report in the bulletin **PREVIEW 2000 No 3, January 2000** produced by the International Women's Tribune Centre was used to review progress by Lesotho and Mauritius in terms of HDI, GDI and GEM between 1995 and 1999. Mauritius Lesotho are as follows in the world ranking respectively:

COUNTRY	HDI Rank		GDI Rank		GEM Rank	
	1995	1999	1995	1999	1995	1999
MAURITIUS	60/	59	49	57	62	61
LESOTHO	131	127	89	105	69	55

There was a lively discussion on why for example Lesotho had improved on the GEM ranking in 1999.

## SESSION 6 – IDENTIFICATION OF GENDER SENSITIVE INDICATORS

This session was specifically to assist the participants to develop sectoral gender sensitive indicators. The earlier sessions were to be used extensively in this exercise. This was a practical session with participants working consistently in groups. The Critical Areas of concern were used as sectors to address. The areas picked on were:

- Education and training
- Health
- Violence and Human Rights
- Women and the Economy
- Poverty
- Gender policy
- Institutional mechanism and Decision making

### GROUP EXERCISE

In this first exercise all the groups worked on Education and Training and the exercise was as follows:

**Looking at the Education and Training Critical Area of Concern, draw out indicators that you will use to measure progress in this area.**

After the Group work on Education and training the same question was asked for each of the areas mentioned above. However, instead of all groups working on one area each group was assigned a different area of concern to address.

## GROUP REPORT BACKS

### GROUP 1 EDUCATION AND TRAINING

<u>S</u>		<u>OUTPUTS</u>	<u>OUTCOMES</u>
<u>SEE EQUAL ACCESS</u>		<ul style="list-style-type: none"> <li>▪ Increase in percentage of boys and girls attending primary education</li> <li>▪ Amount of funds approved in budget</li> <li>▪ Increased number of trained teachers</li> <li>▪ Number of parents and children involved in PFS</li> </ul>	Achieving equal access to education for all
<u>CATE ILLITERACY AMONG WOMEN</u>		<ul style="list-style-type: none"> <li>▪ Research reports</li> <li>▪ Percentage of women and men attending evening classes</li> <li>▪ List of instructors</li> </ul>	
<u>S TO VOCATIONAL TRAINING</u>		<ul style="list-style-type: none"> <li>▪ Workshop reports</li> <li>▪ Gender sensitive curriculum, teaching and learning materials</li> <li>▪ Career guidance syllabi and instructional materials</li> <li>▪ Percentage of improved and increase in infrastructural facilities</li> <li>▪ Percentage of programmes in place</li> </ul>	Increased active participation in vocational, scientific and technology fields
<u>DISCRIMINATORY EDUCATION AND TRAINING</u>		<ul style="list-style-type: none"> <li>▪ Percentage of education and media programmes on retaining pregnant girls in schools</li> </ul>	Elimination of discrimination towards pregnant girls
vision of same subjects at school for boys and girls (Home Economics v/s design and technology)			

<ul style="list-style-type: none"> <li>Integrate girl and boys with learning disabilities into the mainstream education system.</li> <li>Training of teachers in special education</li> </ul>	<ul style="list-style-type: none"> <li>Increase in number of girls and boys with disabilities in schools.</li> <li>Number of teachers trained</li> </ul>
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#### SUFFICIENT RESOURCES

<ul style="list-style-type: none"> <li>Budget of increased institutional mechanisms for gender training, on reform programmes</li> </ul>	<ul style="list-style-type: none"> <li>Approved budget</li> </ul>
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#### PROMOTE LIFELONG EDUCATION & TRAINING FOR GIRLS & WOMEN

<ul style="list-style-type: none"> <li>Employers to contribute towards the compulsory training of employees</li> </ul>	<ul style="list-style-type: none"> <li>More women trained</li> </ul>
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#### COMMENTS FROM PLENARY DISCUSSIONS

- important to differentiate output and outcome indicators. Outcome is impact.
- Recognition was made that input indicators are sometimes not easy to differentiate from activities, so there is need to be careful in defining inputs

#### GROUP 2

##### To ensure women's quality access to education

ACTION	INPUTS	OUTPUTS	OUTCOMES	TIMEFRAME
Achieve education for all	<ul style="list-style-type: none"> <li>Assessment of the status of the education policies.</li> <li>Bring about changes in education policies.</li> <li>Consultations with stakeholders.</li> <li>Human &amp; financial resources.</li> </ul>	<ul style="list-style-type: none"> <li>Implementation of policies (more schools &amp; subsidies to poor areas).</li> <li>No. of boys or girls attending training programmes &amp; schools.</li> <li>Increased budget.</li> </ul>	<ul style="list-style-type: none"> <li>No gender disparity in education policies.</li> <li>Access to education and training for all.</li> <li>Increase in literacy rate.</li> <li>Change in standard of living</li> <li>Full participation in decision making at the level of boards and committees of schools.</li> </ul>	<ul style="list-style-type: none"> <li>2000-200</li> </ul>

Encourage women and girls to enter new fields of study; broaden career options & facilitate their re-entry into labour market.	<ul style="list-style-type: none"> <li>Research on subjects being taken by boys &amp; girls at schools.</li> <li>Introduction of more technical subjects at schools.</li> <li>Participation &amp; commitment of government and education authorities.</li> <li>Funds &amp; assistance.</li> </ul>	No. of girls entering new fields of study. No. of women /girls having access to training courses Curriculum designed Increase in no. of science/technology courses in girls schools.	<ul style="list-style-type: none"> <li>No. of women entering the labour market.</li> <li>Women in non-traditional sectors.</li> <li>Women earning more income.</li> <li>Change in style of living.</li> <li>Change in attitudes towards women.</li> <li>Women leading organisations.</li> </ul>	
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### GROUP 3

**Objective:** To allocate sufficient resources for and monitor the implementation of education reforms (the free primary education)

ACTION	INPUTS	INDICATORS
Achieve education for all.	<ul style="list-style-type: none"> <li>Gender budgeting to cater for human and non human resources.</li> <li>Human resources:               <ol style="list-style-type: none"> <li>Recruit &amp; train more teachers.</li> <li>Recruit &amp; train more personnel for monitoring :</li> </ol> </li> <li>Non human resources:               <ol style="list-style-type: none"> <li>Instructional materials engendered</li> <li>Physical facilities increased and improved.</li> </ol> </li> </ul>	<ul style="list-style-type: none"> <li>Gender sensitive budget justifications, followed by increased allocation s. number of teachers &amp; officers trained in gender. Engendered curriculum Increased &amp; improved educational physical facilities.</li> </ul>

### COMMENTS FROM PLENARY DISCUSSIONS

- Need to explain indicators for measuring gender sensitive budget – what are the components to be measured.

# Violence and Human Rights

VE	INPUT	OUTPUT	OUTCOME
1 Integrated measures to eliminate violence	- Legal and Administrative Mechanisms for women and children subjected to violence	- availability of counselling of facilities	- Improved/New laws in place
	- Laws addressing Gender violence reviewed	- new laws	-
	- Awareness programmes to eradicate traditional beliefs towards gender violence.	- number of programmes put in place	- Reduction of gender based violence
	- Training of law enforcement officers/police	- number of officers trained	-
	- Homes and shelters	- number of refugee shelters for victims	-
	- Women police officers	- increase in number of women police officers	-
	- Increased budget	- approved increase in budget	-
2 Awareness of consequences of violence against women or girls and awareness of preventive measures	- research and data collection	- database through studies and surveys - gender disaggregated data on gender violence	- better targeted intervention programmes. to deal with gender violence
	- laws against traffickers - shelters/homes - women police officers - health facilities	- laws reformed	- reduction in trafficking in women/men
3 Prevention of trafficking in women and girls	- CEDAW Policy - Awareness programme. - Meeting with legal adviser	- Human rights cur for such children starting at primary level - policy dissemination - revised laws	- implementation of CEDAW - elimination of discrimination achieved/improved
4 Protection and promotion of human rights			

<p>are 2 quality and non- quality under the law practice</p>	<p>- Participation of all stakeholders</p>	<p>- laws revised - number of advocacy campaigns reports</p>	<p>- greater awareness of legal and human rights</p>
<p>are 2 quality and non- quality under the law practice</p>	<p>- Participation of all stakeholders</p>	<p>- laws revised - number of advocacy campaigns reports</p>	<p>- greater awareness of legal and human rights</p>

<b>Objective 3</b> Achieve legal literacy	- Legal literacy programmes for working women	- number of programmes	-
	- Human rights curriculum for school children starting at primary level.	- number of school with new curriculum	-
	- Training of trainer	- number of legal literacy trainers trained	-
	- Lobby legal machinery to increase gender violence. penalties and punishments by 2005	- number of print, audio electronic programmes in place - number of cases decided in court	- prejudices and customary practical based on the idea of superiority, inferiority either sex eliminated
<b>Objective 1</b>	- Education programmes on the causes and consequences of gender based violence.	- number of programmes in place	- social and cultural pattern of conducive is equal to women and men modifec
	- Workshops for teachers, chiefs, students law enforcement. Agencies or human	- number of workshops held	- non-stereotyped images of women and men promote
		- workshops reports	- involvement of women in conflict resolutions
		- curriculum incorporating human rights	- more women and men who have been victims speaking in publicity

#### COMMENTS FROM PLENARY DISCUSSIONS

- On Objective two, it was suggested to broaden the scope of the proposed study to include the extent and profiles of perpetrators as well as victims.
- It was noted that the group appeared to have ignored violence that is perpetrated against boys and men.
- Recognised the need to train not only police officers but also the judiciary and health care providers in gender sensitive approaches.
- Suggested that in terms of outputs the group could include indicators such as change in courtroom procedures, legislation providing for establishment of special courts to deal with gender violence cases, number of people accessing the courts, etc.

- In terms of outcomes it was proposed that the group should consider indicators like user friendly courts and courtroom environment, satisfying (administration of) justice, gender sensitive law enforcement agents (police, lawyers, judiciary), etc.

#### GROUP 4

#### INDICATORS FOR AREA OF CONCERN: POVERTY

ACTION	INPUT	OUTPUT	OUTCOME
<b>OBJECTIVE:</b> <i>Review, adopt and maintain macro-economic policies and development strategies that address the needs and efforts of women in poverty.</i>			
<ul style="list-style-type: none"><li>Assess poverty and gender implications of macro-economic policies</li></ul>	<ul style="list-style-type: none"><li>funds</li><li>consultants to carry out the assessment</li><li>consultative workshops</li></ul>	<ul style="list-style-type: none"><li>Reports</li></ul>	<ul style="list-style-type: none"><li>Macro-economic Policies that address the needs of poor women reviewed, adopted and implemented</li></ul>
<ul style="list-style-type: none"><li>Conduct study on the effect of financial institutions on the poor</li></ul>	<ul style="list-style-type: none"><li>funds</li><li>consultants to carry out the assessment</li><li>consultative workshops</li></ul>	<ul style="list-style-type: none"><li>The findings of the study</li><li>Reports of workshops</li></ul>	
<ul style="list-style-type: none"><li>Review and adopt gender sensitive economic policies</li></ul>	<ul style="list-style-type: none"><li>Funds</li><li>consultants to carry out the assessment</li><li>consultative workshops</li></ul>	<ul style="list-style-type: none"><li>Reviewed gender sensitive economic policies</li></ul>	
<ul style="list-style-type: none"><li>Conduct a survey to establish the economic value of women's unpaid work)</li></ul>	<ul style="list-style-type: none"><li>funds e.g. material, transport etc</li><li>personnel</li></ul>	<ul style="list-style-type: none"><li>Report on the survey</li></ul>	
<b>OBJECTIVE:</b> <i>Revise Laws and administrative practices to ensure women's equal rights and access to economic resources.</i>			
<ul style="list-style-type: none"><li>Review laws that discriminate against women</li></ul>	<ul style="list-style-type: none"><li>Human and financial resources</li></ul>	<ul style="list-style-type: none"><li>Increased # of women accessing economic resources</li></ul>	<ul style="list-style-type: none"><li>Improved standard of living</li></ul>

administrative	<ul style="list-style-type: none"> <li>Workshops</li> <li>Financial resources</li> </ul>	<ul style="list-style-type: none"> <li>Gender sensitisation practices in place</li> </ul>	
gender biased	<ul style="list-style-type: none"> <li>Workshops</li> <li>Sensitisation workshops</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<b>VE: Support women in the informal sector</b>			
study on women	<ul style="list-style-type: none"> <li>Human resources</li> <li>Financial resources</li> </ul>	<ul style="list-style-type: none"> <li>Research findings disseminated and published</li> <li>Follow up actions</li> <li>⇒ Credit facilities</li> <li>⇒ Training</li> <li>⇒ Access to market facilities</li> <li>⇒ Networking etc</li> </ul>	<ul style="list-style-type: none"> <li>Improved mechanisms and services for women working in the informal sector.</li> </ul>
<b>VE: To increase women entrepreneurs in non traditional sectors</b>			
technical training	<ul style="list-style-type: none"> <li>Human &amp; Financial resources</li> <li>Participation of training institutions and trainers</li> <li>Provision of and access to the facilities.</li> </ul>	<ul style="list-style-type: none"> <li># of trained women</li> <li>appropriate schemes created</li> <li>number of entrepreneurial courses</li> </ul>	<ul style="list-style-type: none"> <li>increased # of women entrepreneurs in non traditional sectors</li> <li>more women equipped with appropriate skills for entrepreneurial activities</li> </ul>

## COMMENTS FROM PLENARY DISCUSSIONS

General observation was made that the group appears to have focussed more on women and yet there are areas of the economy where men are also disadvantaged. Gender sensitive indicators should make it possible to monitor change wherever gaps prevail.

Noted that one of the outcomes would have to make reference not only to women's increased access to productive resources but equally important to control over those resources.

Another suggestion was that within the informal sector there is need to improve the working conditions of women. There has to be a link between actions and inputs

How are standards of living measured? Specific indicators must be included.

Outcome must reflect actual change as a result of improvement in macro-economic policies.

## **DAY 5**

Before the group work on Policy on this day the DPS MEGYA made a brief presentation of the Draft Gender Policy.

### **Draft National Gender Policy**

The proposed National Gender Policy framework is divided into 4 chapters. The first chapter includes definitions of key concepts, background which describes the move from WID to GAD focus and the rationale for a gender policy is the last part of this chapter. This also outlines the vision of the policy and the goal to achieve gender equality.

Chapter 2 examines the existing gender disparities in five areas this being the economic sector, decision-making, education and training, health and gender based violence. These four constitute the critical areas of concern selected by the NSCGAD, which however still need approval through a wider consultative process. This chapter highlights the fact that in Lesotho, women form the biggest marginalized group hence there is a need for strategies that will help eliminate the discrimination and gender gaps that exist. It also acknowledges areas in which males are disadvantaged. For instance, boys' opportunities to accessing education are hindered by among others, the culture of herding.

The third chapter focuses on coordination and implementation. It identifies institutional mechanisms necessary for that purpose. The present NSCGAD, whose membership still requires streamlining, is intended to serve in an advisory capacity to MEGYA and as a watchdog of advocacy for gender. Serving on the NSCGAD are gender focal points drawn from both the public and private sectors.

The draft gender policy circulated to participants is still in the making. The final chapter of the policy should include a plan of action formulated in a participatory fashion.

## POLICY

This presentation was based on the Draft Lesotho Gender Policy

OBJECTIVES	ACTIVITIES	INPUTS	OUTPUTS	OUTCOMES
To recognise & account for the productivity of women in the economic sector	<ul style="list-style-type: none"> <li>Carry out research on existing gender data/info</li> </ul>	<ul style="list-style-type: none"> <li>Both financial &amp; human resources budgeted for</li> </ul>	<ul style="list-style-type: none"> <li>Research report</li> </ul>	<ul style="list-style-type: none"> <li>Number of women in business increased.</li> </ul>
	<ul style="list-style-type: none"> <li>Provide both men &amp; women with skills</li> </ul>	<ul style="list-style-type: none"> <li>Business management &amp; entrepreneurship workshops</li> </ul>	<ul style="list-style-type: none"> <li>Number of men &amp; women trained &amp; number of workshops held</li> </ul>	
	<ul style="list-style-type: none"> <li>Increase wage employment for women</li> </ul>	<ul style="list-style-type: none"> <li>Feasibility study report</li> </ul>	<ul style="list-style-type: none"> <li>establishment of skills training institutions</li> </ul>	
	<ul style="list-style-type: none"> <li>Removing legal minority status of married women</li> </ul>	<ul style="list-style-type: none"> <li>Review of discriminatory laws</li> </ul>	<ul style="list-style-type: none"> <li>Gender sensitive laws in place</li> </ul>	
Accessibility of productive resources to women	<ul style="list-style-type: none"> <li>Adopting a highly professional affirmative action strategy where possible</li> </ul>	<ul style="list-style-type: none"> <li>Advocacy at existing political structures</li> </ul>	<ul style="list-style-type: none"> <li>Number of women holding executive posts</li> </ul>	<ul style="list-style-type: none"> <li>Number of women w access &amp; control productive resources</li> <li>Number of women in decision making</li> </ul>
Facilitate & promote equal participation of women at all levels of decision making	<ul style="list-style-type: none"> <li>Establishing &amp; sustaining support systems for women who are leaders</li> </ul>	<ul style="list-style-type: none"> <li>Refresher courses and workshops</li> </ul>	<ul style="list-style-type: none"> <li>Workshop report</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
To eliminate the use of the male child labour, which interferes with their schooling	<ul style="list-style-type: none"> <li>Provide general sensitive educational framework which will encourage equal opportunities for both boys and girls</li> </ul>	<ul style="list-style-type: none"> <li>Advocacy to the community on the letting boys have continued school attendance</li> </ul>	<ul style="list-style-type: none"> <li>Number of boys attending school continuously</li> </ul>	<ul style="list-style-type: none"> <li>Number of boys going to school on regular basis</li> </ul>
Empower men and women on reproductive health issues	<ul style="list-style-type: none"> <li>Establishing user friendly health systems and facilities in order to safeguard the rights of all individual in health issues</li> </ul>	<ul style="list-style-type: none"> <li>Feasibility study on male involvement reproductive health</li> <li>RH Policy framework</li> </ul>	<ul style="list-style-type: none"> <li>Report</li> <li>Policy document</li> </ul>	<ul style="list-style-type: none"> <li>Number of men taking part in Reproductive Health issues</li> </ul>

**NATIONAL GENDER POLICY  
STRATEGIC OBJECTIVE: ENSURE THAT NATIONAL GENDER POLICY IS IN PLACE**

ACTION	INPUTS	OUTPUTS	OUTCOMES
Needs assessment	<ul style="list-style-type: none"> <li>Provision of funds</li> </ul>	<ul style="list-style-type: none"> <li>Budget approve</li> </ul>	Identify gender related needs
	<ul style="list-style-type: none"> <li>Workshop for stakeholders to identify the needs</li> </ul>	<ul style="list-style-type: none"> <li>Workshop report</li> <li>Number of participants who attended the workshop</li> </ul>	
	<ul style="list-style-type: none"> <li>Use of print and electronic media to identify needs</li> </ul>	<ul style="list-style-type: none"> <li>Number of people who responded to the media</li> </ul>	
	<ul style="list-style-type: none"> <li>Holding "Lipitso" (community meetings) to solicit opinions on needs</li> <li>Carry out a survey to identify needs</li> </ul>	<ul style="list-style-type: none"> <li>Number of Lipitso and people attended</li> <li>Survey report</li> </ul>	
National Gender Policy Formulation	<ul style="list-style-type: none"> <li>Allocation of funds</li> </ul>	<ul style="list-style-type: none"> <li>Workshop report</li> </ul>	National Gender Policy in place
	<ul style="list-style-type: none"> <li>Establishment of policy makers committee to identify and prioritise critical areas of identified needs</li> </ul>	<ul style="list-style-type: none"> <li>Committee</li> </ul>	
	<ul style="list-style-type: none"> <li>regular meetings of policy makers</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	
	<ul style="list-style-type: none"> <li>comparative study with other countries</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	
	<ul style="list-style-type: none"> <li>stakeholders workshop on the National Gender Policy Draft</li> </ul>	<ul style="list-style-type: none"> <li>Draft National Gender Policy</li> </ul>	
	<ul style="list-style-type: none"> <li>Presentation of the draft to the Cabinet</li> </ul>	<ul style="list-style-type: none"> <li>Approved National Gender Policy</li> </ul>	
	<ul style="list-style-type: none"> <li>Presentation of the draft National Gender Policy to Parliament</li> </ul>	<ul style="list-style-type: none"> <li>Draft National Gender Policy</li> </ul>	
	<ul style="list-style-type: none"> <li>Campaigns</li> </ul>	<ul style="list-style-type: none"> <li>Data base</li> </ul>	
	<ul style="list-style-type: none"> <li>Researches</li> <li>Surveys</li> <li>Dissemination workshops</li> <li>Media</li> </ul>	<ul style="list-style-type: none"> <li>Gender disaggregated data</li> </ul>	
Generate & disseminate gender disaggregated data & information for planning and evaluation			<ul style="list-style-type: none"> <li>Non stereotypical portrayal of women's contribution in planning and evaluation.</li> </ul>

## COMMENTS FROM PLENARY DISCUSSIONS

There are several ways in which one can validate that the necessary gender policy is in place:

### OUTPUTS:

- institutional structures in place
- gender programme planning and implementation capacity
- gender responsive programmes
- the amount of financial and human resources in place
- the sectoral policies in place

### OUTCOMES:

- use measures that show the status of gender equality and empowerment if 5 years
- greater coordination in gender programmes
- better, effective, focussed and targeted programming infrastructure
- empowerment
- participation etc

## AREA OF CONCERN: WOMEN AND THE ECONOMY

ACTION	INPUTS	OUTPUTS	OUTCOMES	TIMEFRAME
<b>Strategic objective:</b> Promote Women's Economic & Independence, including access to employment, appropriate working conditions and control over resources.				
<ul style="list-style-type: none"> <li>▪ Secure economic rights for women.</li> <li>▪ Eliminate all laws and regulations that discriminate against women.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Consultancy.</li> <li>▪ Stakeholders workshop</li> <li>▪ Laws and regulations review</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reports.</li> <li>▪ Laws and regulations reviewed and enacted.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Economic rights for women secured.</li> <li>▪ Laws and regulations modified to enhance a fair and conducive economic system.</li> </ul>	<ul style="list-style-type: none"> <li>▪ 2000-2005</li> </ul>
<b>Strategic objective:</b> Facilitate women's equal access to resources, employment, markets and trade.				
<ul style="list-style-type: none"> <li>▪ Put in place employment programmes for women that target women.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Study that identifies alternative women development projects.</li> <li>▪ Stakeholders workshops.</li> <li>▪ Employment laws and regulations review.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Alternative women's development projects.</li> <li>▪ Employment laws and regulations rectified.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increased number of women employed.</li> <li>▪ Conducive working conditions for women.</li> <li>▪ Laws in place.</li> </ul>	<ul style="list-style-type: none"> <li>▪ 2000-2005</li> </ul>

<ul style="list-style-type: none"> <li>Guarantee loans for women entrepreneurs</li> </ul>	<ul style="list-style-type: none"> <li>bank loans review</li> </ul>	<ul style="list-style-type: none"> <li>recommendations creating enabling settings for women to access loans.</li> </ul>	<ul style="list-style-type: none"> <li>increased bank loans approved for women</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>
<ul style="list-style-type: none"> <li>provide training in non-traditional areas of work.</li> </ul>	<ul style="list-style-type: none"> <li>survey</li> <li>training of women.</li> </ul>	<ul style="list-style-type: none"> <li>number of non-traditional areas of work.</li> <li>An increase in the number of trained women.</li> </ul>	<ul style="list-style-type: none"> <li>a boom in the number of women in non-traditional areas of work.</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>

#### COMMENTS FROM PLENARY DISCUSSIONS

- a suggestion was made that the group would need to be more elaborate and specific about how they would measure the "boom" they are referring to (see last outcome).

#### INSTITUTIONAL MECHANISMS

	ACTION	INPUTS	OUTPUTS	OUTCOMES
<b>OBJECTIVE 1</b> Strengthen National Machinery and other government bodies	<ul style="list-style-type: none"> <li>Strengthen the National Steering Committee GAD &amp; other NGO bodies and sensitise parliamentarians and judiciary on the implementation of the gender policy</li> </ul>	<ul style="list-style-type: none"> <li>Financial resources</li> <li>Skills development</li> <li>Sensitisation campaign workshops</li> <li>Human resources</li> </ul>	<ul style="list-style-type: none"> <li>Training programmes</li> <li>Number of people trained including parliamentarians in gender issues</li> </ul>	<ul style="list-style-type: none"> <li>Created &amp; operational machinery &amp; government bodies.</li> </ul>
<b>OBJECTIVE 2</b> Integrate Gender perspective in legislation, policies, programmes and projects	<ul style="list-style-type: none"> <li>Mainstreaming of gender issues into legislation, public policies, programmes and projects</li> </ul>	<ul style="list-style-type: none"> <li>Human &amp; financial resources.</li> <li>Training in gender Mainstreaming</li> </ul>	<ul style="list-style-type: none"> <li>Plan of Action</li> <li>Training reports</li> <li>Number of people trained</li> </ul>	<ul style="list-style-type: none"> <li>Gender sensitive policies programmes and projects all sectors</li> <li>Elimination of gender gap</li> <li>Gender sensitive practice</li> </ul>

#### COMMENTS FROM PLENARY DISCUSSIONS

- Noted that it was not clear from the presentation how the group had defined the term "institutional mechanism".
- Observed that the expectation was that the group would come up with a clear vision of who would have authority at the national level and ministry (Gender Department) and that this would be derived from the policy. The policy would drive the action at sector level. It was noted

- that without a mandate, the Gender Department in MEGYA would not be able to achieve much. The mandate would come from a policy that has been approved.
- Another observation was that the institutional mechanism would have to outline and clarify the roles of the MEGYA/Gender Department, MSCGAD and Gender focal points. It is also essentially important to consider under the institutional mechanisms how the latter two would be structured and constituted.

# APPENDICES

**APPENDIX 1**  
**PROGRAMME FOR THE WORKSHOP ON THE DEVELOPMENT OF**  
**SECTORAL GENDER SENSITIVE INDICATORS**

<b>MORNING</b>	<b>AFTERNOON</b>
<b>DAY 1 WEDNESDAY</b>	<b>16 AUGUST</b>
<b>SESSION 1 - OFFICIAL OPENING</b> Welcome Remarks Official Openings  <b>SESSION 2 – SETTING THE AGENDA</b> <ul style="list-style-type: none"> <li>▪ introductions</li> <li>▪ expectations and fears</li> <li>▪ workshop objectives</li> <li>▪ workshop methodology and structure</li> <li>▪ programme</li> <li>○ ground rules</li> </ul>	<b>SESSION 3 - UNPACKING CONCEPTS</b> <ul style="list-style-type: none"> <li>▪ gender concepts</li> </ul>
<b>DAY 2 THURSDAY</b>	<b>17 AUGUST</b>
Recap & of Review of Previous Day  <b>SESSION 3</b> <b>UNPACKING CONCEPTS - continued</b>	<b>SESSION 4</b> <b>INTRODUCTION OF THE PFA</b>
<b>DAY 3 FRIDAY</b>	<b>18 AUGUST</b>
Recap & of Review Previous Day  <b>INTRODUCTION OF THE PFA - continued</b>  <b>PFA – Achievements and Obstacles in Lesotho and Mauritius (Situational Analysis)</b>	<b>SESSION 5</b> <b>PRIORITISATION OF CRITICAL AREAS OF CONCERN</b>  <b>DEFINITION OF INDICATORS</b>
<b>DAY 4 MONDAY</b>	<b>21 AUGUST</b>
Recap & of Review Previous Day <b>DEFINITION OF INDICATORS- continued</b> ○ <b>SESSION 6</b> <b>IDENTIFICATION OF INDICATORS</b> - Education and Training	<b>IDENTIFICATION OF INDICATORS - Education and Training - continued</b>
<b>DAY 5 TUESDAY</b>	<b>22 AUGUST</b>
Recap & of Review Previous Day <b>IDENTIFICATION OF INDICATORS - continued</b> <ul style="list-style-type: none"> <li>▪ Decision Making</li> <li>▪ Violence and Human Rights-</li> <li>▪ Health</li> </ul>	<b>IDENTIFICATION OF INDICATORS – continued</b> <ul style="list-style-type: none"> <li>▪ Economy</li> <li>▪ Poverty</li> <li>▪ Policy</li> <li>▪ Institutional Mechanism</li> <li>▪ Decision Making</li> </ul>
<b>DAY 6 WEDNESDAY</b>	<b>23 AUGUST</b>
Recap & of Review Previous Day <b>SESSION 7</b> <b>PLANS OF ACTION</b>	<b>PLANS OF ACTION - continued</b>  <b>PRESENTATION OF PLANS</b>

## **APPENDIX 2**

### **24 Hour Day Chart**

#### **Women**

##### **01 A.M.**

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#### **Men**

##### **01 A.M.**

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(Source: Adapted from: The Oxfam Gender Training Manual – Oxfam UK and Ireland 1994)

## APPENDIX 3

A Story: Mr Moyo goes to the doctor

"What is your job?" asked the doctor. "I am a farmer" replied Mr Moyo.

"Have you any children?" the doctor, asked.

"God has not been good to me. Of 15 born, only 9 alive." Mr Moyo answered.

"Does your wife work?" "No she stays at home".

"I see. How does she spend her day?"

Well, she gets up at four in the morning, fetches water and wood, makes the fire, cooks breakfast and cleans the homestead. Then she goes to the river and washes clothes. Once a week she walks to the grinding mill. After that she goes to the township with the two smallest children where she sells tomatoes by the roadside while she knits. She buys what she wants from the shops. Then she cooks the midday meal".

"You come home at midday?" "No, no she brings the meal to me about three kilometres away".

"And after that?"

"She stays in the field to do the weeding, and then goes to the vegetable garden to water".

"What do you do?" "I must go and discuss business and drink with the men in the village".

"And after that?"

"I go home for supper which my wife has prepared".

"Does she go to bed after supper?"

"No, I do. She has things to do around the house until 9 or 10".

"But I thought you said your wife doesn't work".

"Of course she doesn't work. I told you she stays at home".

(Source: Adapted from: The Oxfam Gender Training Manual © Oxfam UK and Ireland 1994)

## APPENDIX 4

### WORK/ ROLES OF WOMEN AND MEN

Work can be divided into three main categories. Women and men's roles encompass work in all these categories. However, women more than men tend to carry the majority of the work in the three categories Reproductive, Productive and Community Managing and this is referred to as women's "Triple Roles". When the fourth role Community Politics is included then women have multiple roles.

**Reproductive work** involves the care and maintenance of the household and its members including bearing and caring for children, food preparation, water and fuel collection, shopping, housekeeping and family health care. Reproductive work is crucial to human survival, yet it is seldom considered "real work". It is required to guarantee the maintenance of the present labour force and reproduction of the future workforce. In poor communities, reproductive work is, for the most part manual-labour intensive, and time-consuming. It is almost always the responsibility of women and girls done for no pay.

**Productive work** involves the production and sale of goods and services for consumption and trade (farming, fishing, employment and self-employment). When people are asked what they do, the response is most often related to productive work, especially work which is paid or generates income. Both women and men can be involved in productive activities, but for the most part, their functions and responsibilities will differ according to the gender division of labour. Women's productive work is often less visible and less valued than men's.

**Community Managing work** involves the collective organisation of social events and services: ceremonies and celebrations, community improvement activities ( e.g. organising collective provisioning of food or education, or water or health care), participation in groups and organisations, and so on. This type of work is seldom considered in economic analyses of communities. However, it involves considerable volunteer time and is important for the spiritual and cultural development of communities and as a vehicle for community organization and self-determination. This is unpaid work undertaken primarily by women in their "free" time.

**Community politics work:** is the public role of organizing at the community level for relations with other groups and organizations, including aid agencies with official representatives of the state. Men usually take the lead roles in community politics often within the framework of national politics. This is work that is paid either directly or indirectly, through status or power.

Women, men, boys and girls are likely to be involved in all three areas of work. In many societies, however, women do almost all of the reproductive and much of the productive work. Any intervention in one area will affect the other areas. Women's workload can prevent them from participating in development projects. When they do participate, extra time spent farming, producing, training or meeting, means less time for other tasks, such as childcare or food preparation.

(Sources Adapted from: The Oxfam Gender Training Manual © Oxfam UK and Ireland 1994 and ( Moser(1993) Gender Planning and Development, Theory Practice and Training)

## **APPENDIX 5**

### **OPENING REMARKS BY DUDUZILE CHANDIWANA DEPUTY RESIDENT REPRESENTATIVE - UNDP**

On behalf of the United Resident Coordinator, the United Nations System of Agencies in Lesotho and the United Nations Economic Commission for Africa under whose auspices this workshop is held, I would like to extend a warm, welcome the participants from various ministries.

This workshop marks a very important landmark in the implementation of the September 1995, Beijing Declaration and Platform for Action adopted at the Fourth Conference on Women. The United Nations Economic Commission for Africa is one of the agencies of the United Nations mandated, together with the organisation of African Unity and the African Development Bank to coordinate and monitor the implementation of the Global and regional Platforms for action within the African continent.

In accordance with this mandate, the ECA organised a Regional Preparatory meeting in Addis Ababa in 1999 to review the achievements of implementation of the Platforms for action. The meeting also discussed the main constraints in meeting the gender equality objectives of the Platforms and the way forward in facilitating the process. One of the common constraints that was identified in the lack of targets and gender monitoring indicators. During the conference workshops, The African Centre for Women, which is the ECA Division for ensuring that the ECA mandate on monitoring the Platform for Action is carried out, was specifically requested to ensure that member states develop both gender indicators, and capacity for application of these indicators.

In many countries, Lesotho included, provisions of guaranteeing the advancement of women and the enjoyment of human rights without discrimination on the basis of sex have been included in the Constitutions or integrated into legislative reforms in varying degrees of success or even effectiveness. In Lesotho a lot still remains to be done. Discriminatory legal provisions still remain to be repealed, in particular the legal age of majority. The world has identified violence against women in its various forms as a clear violation of women's rights. However to ensure that progress is being made in curbing these scourges monitoring and indicators are the basis of meaningful action.

Why is it so important to have indicators: The main reason among many is that what can be measured can be monitored. The main issue since 1995 is what progress has been made. If time bound targets are to be visible, governments can be held accountable for lack of progress, responsible ministries can be asked to give explanations as to how they intend to move forward, legislators can be held accountable to their constituencies for results. Above all the women from all walks of life can be reassured their human rights, and security.

One of the ways in which the ECA provides the support for implementation of the Platform is by providing technical advisory services, on request, to all African member states. During this one Conference, the Lesotho delegate immediately expressed an interest in getting advisory services for development of gender capacity in Lesotho. As a follow-up to this request, the ECA sent a Regional Advisor for the economic empowerment of women to assess the gender capacity requirements in the Ministry of Environment, Gender and Youth Affairs.

On behalf of Mr. Amoako, and Mrs. Josephine Ouedraogo, the Director of the African Centre for Women, I would like to congratulate the Minister and staff of the Ministry of Environment, Gender Youth Affairs for the decision they have taken to systematically address the gender equality issues. The step the Ministry has already taken in developing a National gender Policy will be a key instrument in guiding the process toward gender equality.

The development of gender indicators is an important step in implementing a gender program. UNDP and UNIFEM have been active in trying to establish global gender sensitive indicators. It is gratifying to note that the SADC Secretariat, which is in the forefront in setting gender targets for its member states. The ECA would like to pay tribute to that effort. Through provision of technical advisory services, and capacity building activities such as this one, the ECA can only reinforce the role of the SADC Secretariat in ensuring gender equality.

The work that the Ministry has started with ECA support can only move forward if other institutions that have been active in ensuring gender equality can work in partnership.

## **APPENDIX 6**

### **SPEECH PRESENTED BY DR HILDA TADRIA – SENIOR GENDER ADVISOR**

Dr Tadria gave the following as the structure and role of on UNECA.

#### **1. What is the United Nations Economic Commission for Africa?**

One of the Regional Commissions of the UN

- Europe
- Asia and Pacific
- Latin America
- Africa

#### **2. What does UNECA do?**

Main Lead in providing Technical Advisory Services for economic development.

- Annual economic reports
- Training workshops
- Ministerial Consultative Meetings
- Organising thematic conferences and key development issues in Africa e.g. ADF
- Provision of technical advisory services

#### **3. The Structure of UNECA**

*The Executive Secretary of ECA is the higher UN ranking office in Africa, and has a Deputy Executive Secretary.*

The commission has several Divisions.

- African Centre for Women
- Division for Regional Co-operation and integration
- Division for Management Development
- Division of Information Systems Development
- Economic and Social Development Programme Implementation

#### **4. What is the African Centre for Women?**

Under the current Executive Secretary, the ECA Policy is to mainstream gender in all the commission's work. The African Centre for Women is the Division entrusted with this work. The major mandate of the Centre is:

- To co-ordinate and monitor the implementation of the Global and Regional Platforms for action:

##### **How has this been done?**

- Organised sub-regional meetings in which key constraints were discussed.
- Organise Regional conferences to assess progress and agree on future plans-this resulted in the platform for action for the next 5 years.

The centre has now embarked on a major exercise of supporting member states in development of gender indicators for monitoring

- Policy Planning and Resource Management Division

- Other areas of work within the centre:

- Policy research

- Gender mainstreaming
- Africa women's report-thematic reports

Technical Advisory Services for:

- Legal Empowerment of women and
- Economic empowerment of women and the
- Policy Planning and Resource Management

## APPENDIX 7

### PRE-WORKSHOP QUESTIONNAIRE RESPONSE

Names	Institution/Organisation	Responsibilities in the institution/organisation
K. Thamae	N.C.D.C.	Curriculum Developer
Pontso R. Lebotsa	Justice Human Rights & Rehabilitation	Head of Human Rights Unit
Libuseng 'Mile	Ministry of Development Planning	Assistant Economic Planner
Tsepang Linko	Works-Department of Rural Roads	Assistant Economic Planner
Tsoamathe 'Maseribane	Bureau of Statistics	Assistant Statistician
Mokose 'Maselemeng E.	Ministry of Gender Youth Affairs	Assistant Economic Planner
N.E. Mabitle		National AIDS Programme Manager
Paile Chabane	Justice Human Rights & Rehabilitation	Legal Affairs Officer
Mokhibo Matela-Gwintsa	Women and Law in Southern Africa	Researcher
'Mamaieane Mohapi	Selibeng(Sanctuary for Abused Women)	Coordinator
'Matau Futho	MEGYA	Director of Gender
Noosi Nkone	Ministry of Development Planning	Assistant Economic Planner
'Masebelu Makhobuli	Ministry of Law & Constitutional Affairs	Legal Draft Person
'Malefu Khanyapa	Ministry of Environment, Gender & Youth Affairs	Economic Planner
Tseliso Mabeli	Department of Gender	Coordinator in Development of Gender
Morakane Musa-Obol	Communications	
Susan Mpesi	Law Reform Commission	Researcher
Khopolo Phate	Ministry of Health(Health Planning)	Assistant Economic Planner

1. Are you currently working on issues relating to gender?

yes 13                      no 2

2. Have you worked in the past on gender issues?

yes 7                              no 10

If yes: briefly describe:

- I have always been engaged in creating population related awareness on issues such as reproductive health and male involvement in reproductive health as well as in adolescent health issues in general.
- Mainstreaming and addressing policy issues we are work on gender policy which regards reproductive health
- Writing a report on Basotho men & women. Even though it is not finished yet, due to other matters of urgency that had to be attended to.

3. Have you received any training on gender?

yes 5                              no 12

If yes: briefly describe:

- Under the auspices of the Ministry of Central-Planning, a Workshop was held on Gender Issues at Maseru Sun Hotel
- I took a gender course at university as an optional course in one of my subject majors, which is Sociology. I also undertook Medical Sociology course at university as a major, gender being one of the prominent issues in Medical Sociology content. I also attended a six-week course on Gender and Development in Southern Africa held in Botswana, this was in 1999.

4. *What question do you have about (the concept of) gender?*

- Does gender take into consideration the forces of nature? Naturally women and men are different
- Why are Gender targets set by SADC and the Commonwealth difficult for Lesotho to achieve?
- Implications of gender on development
- Balancing of gender in all spheres of life - development
- What moves/commitment is Lesotho taking towards the concept of Gender
- I think it is a good concept because it creates independence rather than dependency
- Is the Ministry (staff) interpreting the concept in the same way?
- What exactly is gender? I believe it is not just a matter of differences of sex but it goes beyond that. How is gender different from sex?
- Is this about equality or about women?
- When we talk of gender, do we only refer to the equality between men and women?
- Role of Government in meeting the needs (practical/strategic) of women

5. *Is gender important at all for you?*

yes 19

- It is very important, especially as I would like to see the minority status of Basotho women in the eyes of the land change.
- Yes because it empowers me to be a strong independent person who knows my rights

6. *Does gender play a role in your project\department?*

*If yes why? If no Why?*

- Not much
- Not yet
- It plays a very high role because it brings about gender equality which is so desirable for many health decisions e.g. get negotiation family planning and other important health decisions
- To a certain degree yes

7. *Do you work with any form of indicators?*

yes 5 no 13

8. *Have you developed any indicators?*

yes 4 no 15

*If yes describe them.*

- Health Sector Report indicators
- Achievement of awareness in gender issues but indicated not yet put in place
- Demographic indicators (fertility, mortality & migration) & a bit of socio-economic indicators
- Economic indicators: We repeal and reform laws that discriminate against women by ensuring equal access to production resources e.g. access to create access to land etc. In decision-making, therefore, we try to balance the participation of both sexes.

9. *What would you most like to learn at this workshop?*

- More of these indicators
- How to develop gender training manuals for Economic Planners
- Mainstreaming gender in economic and development plans drawn at my ministry for the country
- Creating awareness at communities on gender inequality without meeting with resistance
- Having people who are gender sensitive in my ministry despite their level of education etc.
- How to plan for the incorporation of gender aspects in our programmes, budget, decision-making levels
- Gender monitoring indicators - integration in the curriculum
- What would you most like to learn at this workshop?
- Gender mainstreaming
- Formulation of Indicators
- Integrating Gender issues fully in my work as a planner to attain optimum utilisation of the resources, and this could only be shown by indicators, and this could only be shown by indicators, meaning I have to be able to develop a plan with indicators to measure progress, but basically to gauge gender balance.
- How best gender disparities can be eliminated.
- how to develop gender indicators.
- Developing indicators
- how other sectors, Ministries and NGOs understand the concept of gender so that at the end of the day, the national gender policy is developed on the same understanding for ease of implementation.

## APPENDIX 7

### LIST OF PARTICIPANTS

1. Mrs Maya Soonarane Senior Education Officer Min. Education & Scientific Research IVTB House Phoenix, Mauritius. <a href="mailto:Smayvi@hotmail.com">Smayvi@hotmail.com</a>	2. Ms Maselemeng 'Mokose MEGYA TEL: 314763 Fax:310506/190
3. Mrs Noheenee Nathoo Assistant Secretary Min. of Finance New Govkrumes House. P Louis Mauritius (230) 2013027	4. Miss Toamathe 'Maseribane Assistant Statistician Bureau of Statistics P O Box 455 Maseru 100 <a href="mailto:TSOAMATHEM@HOTMAIL.COM">TSOAMATHEM@HOTMAIL.COM</a> 317707
5. Mr Tseliso Mabeli Chief Gender Officer MEGYA P O Box 10993 Maseru 100 Tel. 311767	6. Masebelu Makhobole Attorney General's Office Ministry of Law Constitutional & Parliamentary Affairs Tel: 31160
7. Ms Malefu Khanyapa Economic Planner MEGYA P O Box 10993 Maseru 100 Tel. 310506	8. Felile Moholi The Age Cell; 0828342137
9. Mrs Mamaieane Mohapi Coordinator Selibeng P O Box 0136 Maseru 100 Tel. 22791	10. Mr Khopolo Phate Assistant Economic Planner Health Planning P O Box 514 Maseru 100 Tel:317707 <a href="mailto:upsulus@lesoff.co.za">upsulus@lesoff.co.za</a> 317707
11. Mrs Morakane Muso-Obol Assistant Economic Planner Ministry of Communications P O Box 36 Maseru 100 323864	12. Ms Nthabiseng Liphapang Researcher Law Reform Commission, P.O. Box 33 Maseru 1000 Fax: 310663 Tel. 313236
13. Mr Noosi Nkone Assistant Economic Planner Ministry of Development Planning P O Box 630 Maseru 100 311100	14. Ms Paile Chabane Legal Officer Ministry of Justice, Human Rights and Rehabilitation P O Box 402, Maseru 100 Tel. 322683 Fax> 310934
15. Mrs Libuseng 'Mile Assistant. Economic Planner Ministry of Development Planning P O Box 630 Maseru 100 313122	16. M Letsatsi 325317 LENA 36

17. Mrs Mabu Malephane Assistant Economic Planner Ministry of Education P O Box 47 Maseru 100 Tel. 313045	18. Ms Flora Mokhitli Curriculum Planner NCDC P O Box 1126 311120
19. Mrs Rosemond Opere-Kumi Resident Advisor Academic for Educational Development C/o MEGYA Moposo House Kingsway Maseru Cell:862108	20. Mr Paul Motholo Principal Secretary MEGYA P O Box 10993 Maseru 100 Tel.310506
21. Mrs Susan Mpesi Researcher Law Reform Commission, P.O. Box 33 Maseru 1000 Fax: 310663	22. Ms Tsepang Linko, Asst. Economic Planner, Ministry of Works and Transport P.O. Box 20 Maseru 100 Fax: 316269/324381
23. Mrs 'Masenate Matsolo, Education Officer Min. of Education. P.O. Box 12 Leribe Fax: 400022	24. Ms Makazeni Mokose UNDP Tel.313790 <a href="mailto:makaizer.Mokose@undp.org">makaizer.Mokose@undp.org</a>
25. Mrs Mokhibo Matela-Gwintsa Research Associate, WLSA, P. O. Box 0961, Maseru West , Dolphin Hse, Industrial Area. Fax: 310361	26. Ms Matau Futho Director – Dept of Gender MEGYA P O Box 10993 Maseru 100 Tel.310506
27. Mr Noosi Nkone, Assistant Economic Planner, Ministry of Development Planning P.O Box 630, Maseru 100 Tel. 311100	28. Dr Mophethe Mophethe Deputy Principal Secretary MEGYA P O Box 10993 Maseru 100 Fax; 310506 Tel. 311767

## **APPENDIX 8**

### **REFERENCES**

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INTEROFFICE MEMORANDUM

MEMORANDUM INTERIEUR

HT/ag

To: Mr. Samba Jack, Director  
A: OPRM

Date: 6 September 2000  
Ref. COES/ACW/628

Through Ms. Joséphine Ouédraogo, Director  
S/c de: African Centre for Women (ACW)

A handwritten signature in dark ink, appearing to be 'J. Ouédraogo'.

From: Hilda M. Tadria, Regional Advisor  
De: African Centre for Women (ACW)

A handwritten signature in dark ink, appearing to be 'H. Tadria'.

Subject: Report of Mission to Lesotho, 1 - 31 August 2000  
Objet:

Attached herewith is the Report of Mission to Lesotho, 1 - 31 August 2000, including the training report.

Thank you.



Cc: Mr. Ali Todaro, SAES, COES