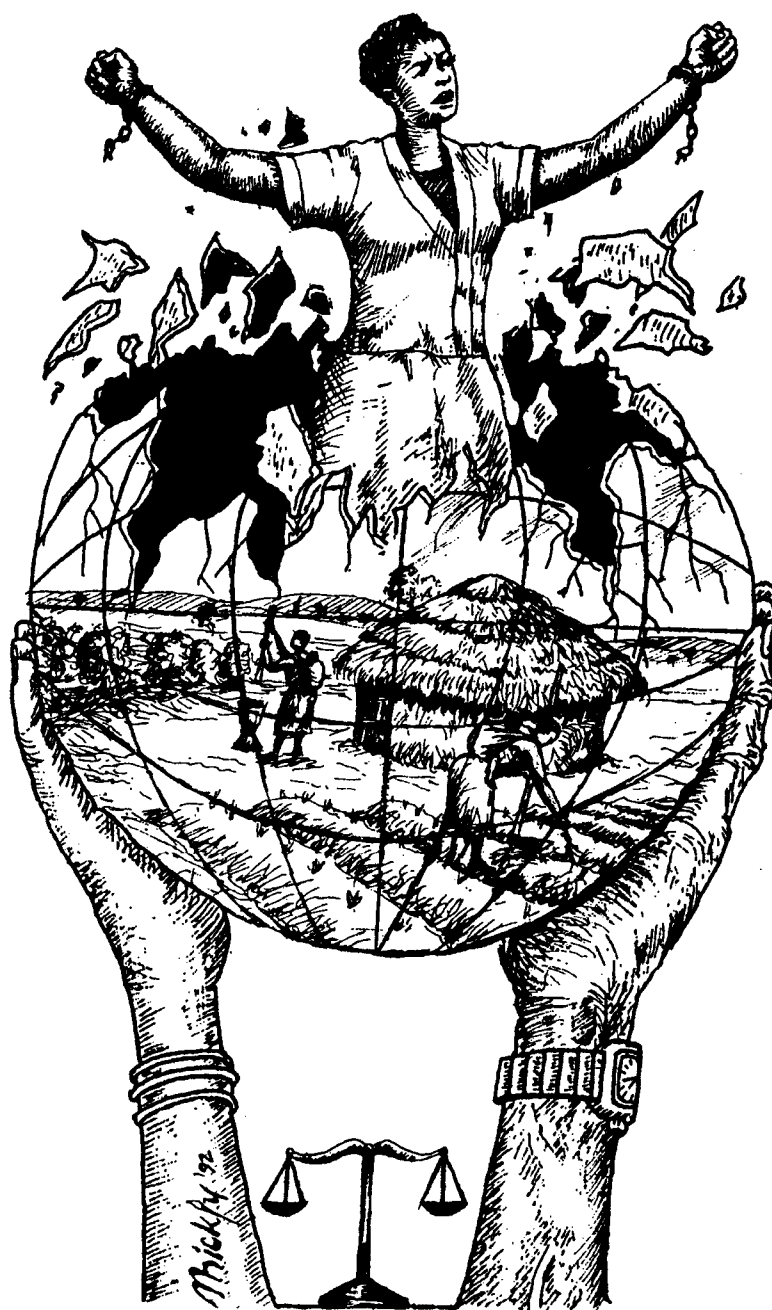


# GENDER AND EMPOWERMENT



A

HAND BOOK FOR NGOs IN TANZANIA

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**HOW TO PLAN FOR WOMEN S EMPOWERMENT:**  
**A HANDBOOK FOR NGOS IN TANZANIA**

**Published jointly by:**

**Tanzania Media Women Association (TAMWA)**

**and**

**United Nations Children Education Fund (UNICEF)**

**Dar es Salaam**

**May, 1995**

## **FOREWORD**

This handbook for NGO's in Tanzania is the result of a collaborative effort between Tanzania Media Women's Association (TAMWA) and UNICEF, Tanzania.

It is a result of many ideas from various people, after pre-tests, in discussions, seminars and group work.

The substance, however, emanates largely from written and unwritten materials, used in the facilitation process of the TAMWA/UNICEF Gender workshop for NGO projects for Women's Empowerment, which was held in Dar es Salaam, from 12-14 October 1992.

Empowerment was the key word, and indeed this workshop brought home to us many important lessons. It re-affirmed that there is vast experience and knowledge on gender issues in Africa. We continue to identify, in our midst, more talent and women with transformative qualities, as exemplified by the resource person of the workshop, the Zambian Sara Hlupekile Longwe. The belief that the North has all the experience, expertise and knowledge, is breaking down into myth. This realisation opens channels of new energy among us and has enriched the workshop with a wealth of experiences, knowledge and ideas.

This handbook has three themes. Part I provides definitions of gender, gender issues, and development in relation to gender. It touches on sex division of labour and how it affects women and girls. A distinction between women's concerns and gender issues is made in order to better equip NGO leadership in their gender analysis of development programs/projects during planning or implementation of such projects.

A section on Women's Empowerment Criteria, which in essence provides the methodology of the handbook, focuses on the PROCESS of achieving empowerment, which can then build on to true development.



Five sections, section five to nine, deal with the more practical issues of "how to analyse a development problem and a project plan; how to make gender projects and programs, and finally, how to choose appropriate strategies for projects to be implemented within a society of gender inequality and male control.

Part II presents three case studies, borrowing from the workshop's experiences. In each case, the Women's Empowerment criteria are used to evaluate the potency of a project in identifying and addressing gender issues, and in recommending the project's improvement.

While parts I and II are written for the individual reader, part III details on how this material could be best utilised collectively in a workshop. Practical matters addressed include;

- (i) How to design and organise a workshop, including preparing the workshop, the daily activities, group and plenary activities, and time plan.
- (ii) How to write a project outline for the workshop, considering such aspects as problem identification, objective setting , project strategy ,management, implementation, and outcomes.

Examples are given so that the workshop can be objective oriented. The gender dictionary pulls the strings together by providing definitions to key words and phrases used in the handbook.

Lastly, we would like to thank Fatma Alloo for her personal efforts to see to it that this handbook materializes in a published form.

## **Section 1: What is Gender and What is a Gender Issue?**

A discussion on women's development will, of necessity, focus on gender issues. But what is gender? What is a gender issue? This section of the Handbook defines gender and gender issue in relation to development. It takes note that women should get the benefits of development equally with men, particularly, bearing in mind that half of the population in Tanzania is female. This means that, often, half of the target group of any development project is female. The section shows the difference between gender and women's concerns as well as the linkage between gender and development.

### **Definition of Gender:**

**Gender**, as opposed to sex, is related to relationships between men and women, and boys and girls and the different roles they are given and that are undertaken by them. Therefore, activities such as caring for children, cooking, washing clothes, sweeping etc., are regarded as female gender roles. In principle, the roles could be performed by either sex, but societies have tended to conduct their activities according to sex division of labour which has always been detrimental to women and girls by hindering their advancement. Gender relationships are socially constructed through the process of socialisation. These processes differ from one society to another. For example, from a very early age, boys get greater freedom to express themselves in their activities such as play, while girls are not allowed this freedom. There are more restrictions limiting girls behavior, their expression with adults, their capacity to explore and learn, etc. Such restrictions are fewer for boys. As a result, boys get more time to learn and, therefore, develop. This attitude, practised on girls from when they are still young, make boys feel superior to girls from a very early age. The reinforcement of such socialisation has established, in many societies, a patriarchal ideology which has accorded men a superior position. This relationship explains why development has a different impact on females than on males.

Female sex roles are different from gender roles. Sex roles are biological and cannot be exchanged, while gender roles are socially constructed and could be performed by either sex. For instance, men are cooks in hotels

they carry water for selling. In some tribes in Tanzania, it is men who collect firewood for household use while in other parts, it is predominantly a woman's job. It should therefore be clear that there are only two female sex roles, child bearing and breast-feeding. These are biological and can only be performed by the female sex who are endowed with capacity to do so.

### **Distinction Between Women's Concern and Gender Issue:**

#### ***Women's Concerns:***

What are women's concerns? Women as a distinct group of society, have special development needs. These are because of their sex roles as child bearers and child rearers in society. These needs constitute women's **concerns**. For example:

- maternity services and hospitals
- education and training in childcare
- childcare facilities etc.

It becomes clear, therefore, that women's concerns are not specifically concerns of **their own** development. Indeed, child welfare and child care touches on the welfare of the whole society.



## **Gender Issues:**

When do gender roles become gender issues?

A gender issue exists when there is inequality between women and men, commonly referred to as a gender gap. This may be inequality in the provision of welfare benefits, e.g., education, it may be inequality in access to the factors of production, e.g., land, it may be inequality of participation in the decision-making process, e.g. at work or at home, and therefore, inequality in control over the distribution of resources and rewards. Of course, such inequalities arise from unequal gender relations, based on traditional or customary practices.

### **Some Aspects of Gender Issue:**

**Gender gap** refers to the unequal opportunities and unequal distribution of resources and benefits between women and men. Gender gaps are revealed when one disaggregate data to

show women's low participation in schooling in wage employment, in decision taking positions, etc.

**Gender discrimination** refers to the system whereby men/boys are favoured against women and girls by allowing them greater opportunities and access to resources and benefits of society, such as access to the means of production and ownership of property, education, etc. This system of discriminatory customs, rules and laws are the underlying and basic causes of gender gaps and inequality. In Tanzania, women/girls are discriminated against in inheritance of property such as land ; educational opportunities, especially in higher and technical education; participation in decision making; and access and control of services, facilities, and the proceeds of their labour. Sometimes as society builds up operational structures guided by such discriminatory laws, customs, and rules, **structural gender inequality** will be existing in such a society. Particular attention must, therefore, be paid to those practices which cause and maintain the gender gap.

**Women's and girl's oppression** occurs when women/girls themselves do not or cannot make major decisions on matters affecting their lives. Women's and girl's oppression occurs in a situation of unequal power relationship with men/boys. In such a situation where males dominate

decision making positions, they use such position to decide on issues affecting women's and girls lives, often to their detriment. For example, the social structures which are traditionally dominated by men, have given women the larger burden of work; less rewards from their work; and less voice in issues affecting their development and lives in general. Women's and girls oppression, therefore, renders them voiceless and powerless. We should understand that these three aspects of gender issues are related to each other. In other words, a gender issue will portray gender gap, gender discrimination and consequently, women's and girls oppression.

It follows, therefore, that women's development entails closing gender gaps, overcoming discrimination and promoting women's empowerment.

### **Gender and Development:**

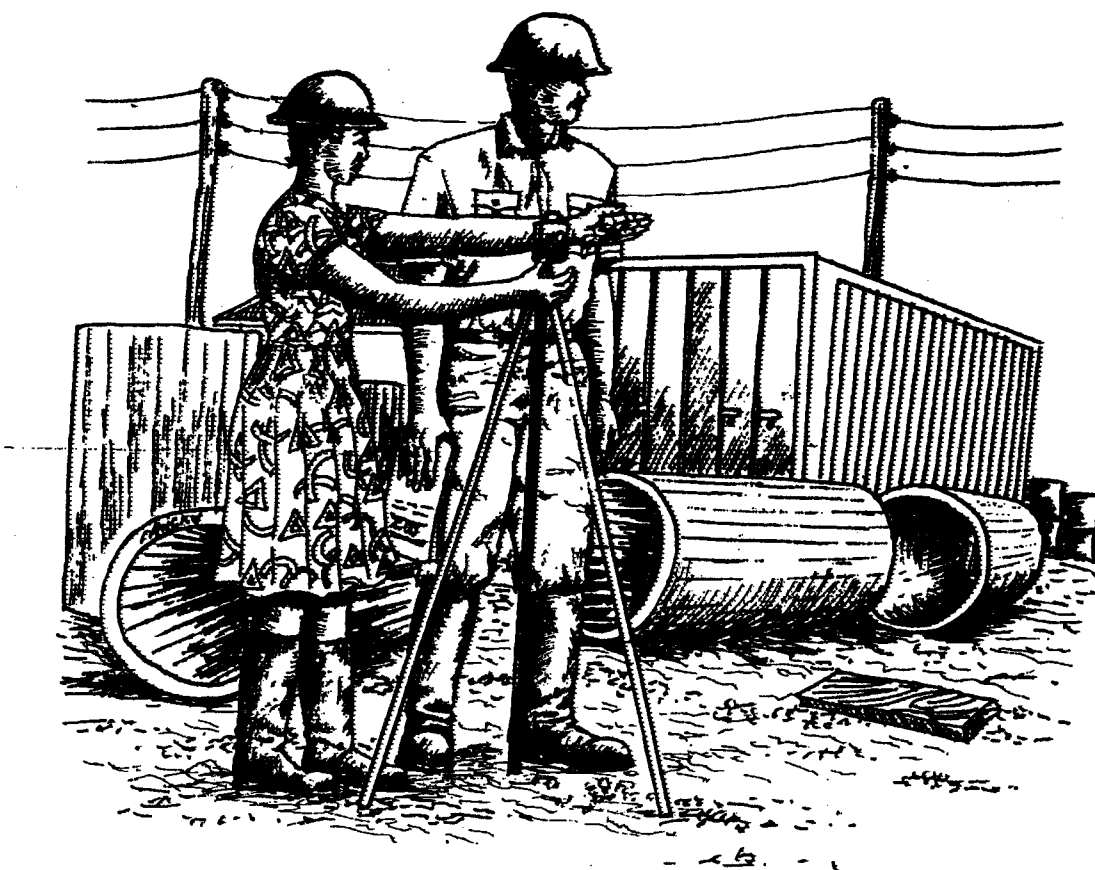
Development is about change in people's lives, always with the aspiration of making it better. Development is attained through a mutual undertaking by all the members of society, and therefore, all members of society, women as well as men, ought to equally be the beneficiaries of development. In Tanzania, the population ratio of men to women is 1:1. It would be rational to expect that men and women are equal participants in development and that they are also, equally, the beneficiaries of development. However, women's development has become an area of concern and action because it became increasingly obvious that women are **not** getting the same benefits of development as men.

Also, it has been recognised that women have special needs and interests which have to be addressed in any development process. Current development agents are paying special attention to gender issues in development because, in addition to having special needs, women are affected differently by development interventions. For instance, a development agent introduces a new cash crops in an area and without analysing the gender division of labour, control of land and cash crop proceeds, he anticipates development and increased national income. But the crop adds a huge burden of labour on women because weeding is traditionally their work. At the same time this does not give any rewards because it is the men who collect income from the cash crop. If this happens **the crop may fail** due to lack of adequate time for weeding, or women

may express unwillingness to do the extra work because they see no direct benefit .

It is in the interest of development agents to take account of gender as a development concern as well as a development strategy. Therefore, any development intervention must address gender gaps; tackle the discriminatory practices which continue to cause or maintain gender gap; and place gender at the centre of development. The ultimate goal is to empower women, that is, for them to have increased control of their lives to participate in decision making; and to have increased access to services and basic facilities.

The NGO community in Tanzania has a key role to play in ensuring women's empowerment and gender equality in national development efforts. This can only be achieved through an understanding of the gender issues at stake and by employing the right strategies. This Handbook provides a guidance to NGOs on how to go about implementing development interventions and processes that empower women and close gender gaps.



## **Section 2: National and Global Principles on Gender Equality:**

***"But women already work hard. They already grow most of the developing worlds food, market most of its crops, fetch most of its ware, collect most of its fuel, feed most of its animals, weed most of its fields.***

***And when their work outside the home is done, they light the third worlds fires, cook its meals, clean its compounds wash its clothes, shop for its needs, and look after its old and its ill. And they bear and care for its children. The multiple burdens of womanhood are to much'.***

(UNICEF, WHO, UNESCO, Facts for Life: A Communication Challenge, Undated)

### **The National Principles on Gender Equality:**

Tanzania shares the same views as those expressed above, and these were expressed in the very early days of Independence by the Father of the Nation. Mwalimu Julius Nyerere. The government of United Republic of Tanzania is committed to changing the situation of women. Women's development has been an important part of the national strife for human development. The Tanzania Government was fully involved in the process of bringing about the advancement of women during the UN Decade for women ( 1975 - 1985) and has shown readiness to implement the Nairobi Forward Looking Strategies. For instance, the Government implemented the Nairobi FLS by establishing infrastructure that would enhance women's advancement and the integration of women concern into national development plans (mainstreaming ).

Government policies in Tanzania are geared towards ensuring equality of people both men and women. The country's Constitution upholds the right to participate in development activities . The Government ratified, in August 1985, the Convention on the Elimination of all Forms of Discrimination Against Women. This Convention was adopted by the UN in 1979 during the UN decade for women requiring member states:

***'to take all appropriate measures to modify the social and cultural patterns of men and women, with a view to achieving the elimination of prejudices and customary and all other practices which are based on the idea of the inferiority or the superiority of either of the sexes or on stereotyped roles for men and women'. (Article 5a of the Convention).***

Since then, the government has been keen to follow up the implementation of the Convention, but progress has been rather slow.

Tanzania has also strengthened women's position in the mainstream. The Division of Women and Children Development was in 1990 promoted to a full ministry, the Ministry of Community Development, Women's Affairs and Children. This ministry is charged with the responsibility of drawing up policies for women and children; preparing guidelines; and coordinating women's development activities .

The Ministry for Community Development , Women 's Affairs and Children has developed a policy to guide and monitor gender/women's issues in the national development process. The policy has the following objectives:

- To remove the obstacles and constraints which hinder women from developing and using their abilities fully in the development of the nation.
- To ensure that women and nation as a whole understand the concept of women's liberation, materially and morally and be ready to build and sustain equality and justice in the country;
- To address the issues, concerns and needs of women as part and parcel of the national development plan.
- To strengthen the confidence needed for women to take their rightful part in development activities.

Women's rights are also human rights. In the World Conference on Human rights held in Vienna, Austria in June 1993, one of the fundamental issues delegates was; "keeping focus on the realisation of human rights by persons belonging to vulnerable groups such as indigenous people, ethnic religions or linguistic minorities, women and children in need of special attention...." In this light consensus was reached that....." Human rights of women and the girlchild are an inalienable, integral and indivisible part of the universal human rights." (Report of the World Conference on Human Rights, Vienna, 1993. Unpublished).

Tanzania participated in this conference, and in the statement read by Hon. Samwel J. Sitta MP Minister for Justice and Constitutional Affairs,



he said" Tanzania has ratified the Convention on the Rights of the Child. As for women, the Constitution of Tanzania gives women equal rights as those enjoyed by men."(Statement by Hon. Samwel Sitta, Minister for Justice and Constitutional Affairs p. 10)



The Government, through the women's machinery has in some ministries made women the development focal points. This is one of the strategies to implement the women in development (WID) policy. The role of the focal points were to:

- Ensure that women are the recipients of a fair share of the resources and benefits to be gained from development programmes and projects;
- Ensure mainstreaming of women's/gender issues and needs in national plans and programmes.
- Work as adjunct to the national machinery in implementing the Government Policy on women.

Other initiatives taken that demonstrate the government's political will to advance women include: support to initiatives such as credit schemes for women; dissemination of important information .e.g. the FLS both in English and Kiswahili; advocacy for changing policy and legislation; and implementing a quota system in decision making structures-Parliament, Ruling Party (CCM), and the Local Councils to increase women's participation in decision making.

Recently, the role of NGOs in empowering women is increasingly being recognised by Government, which is trying to create an enabling environment for their work. The NGOs are seen as supplementing the Government in its development efforts, and more so in working towards changing the position of women in society. The NGOs are thus faced with the challenge of reducing gender inequality in society and increasing women's empowerment.

### **Global Principles of Gender Equality:**

*'For true equality to become a reality for women , the sharing of power on equal terms with men must be a major strategy.'* (Para 51 of the Forward Looking Strategies).

Projects concerned with women's empowerment have in the past been avoided by international agencies, with the exception of a very few. International agencies are reluctant to become involved in programmes/projects concerned with women's equality. The excuse has been 'they would not like to interfere with the local customs and traditions normally regarded as very sensitive and political'. With this view many development agencies supported welfare-centered projects that addressed the practical needs of women, but did not question or address the unequal gender relations existing in society.

### **The UN Decade for Women:**

The United Nations has taken a lead in establishing the institutional framework for WID and mobilizing activities and resources for women in countries around the world. The United Nation Decade for Women, proclaimed in 1975, was a powerful factor in convincing and committing the international community to focus on women in development programmes. The UN Decade for Women which culminated in the Nairobi Forward Looking Strategies received the assent of all members of the United Nations.

### Section 3:        Different Project Approaches to Women's Development

The word '**empowerment**' is increasingly used in discussing women's development, but often, the meaning remains unclear. This is because empowerment itself is not achieved instantly. It is a process which requires other conditions to be fulfilled before it is finally achieved. For example, it requires an a **wareness** of existing gender inequalities and oppression a **correction and elimination** of the inequalities and oppression and then equal **access to power** and to **benefits and resources** of the society. The table on page 16 is intended to give an overview of the changing picture of women's development programmes. It suggests the essential features of five different types of women's development projects, in terms of overall objective.

Welfare  
Economic Self-Reliance  
Efficiency  
Equality  
Empowerment

Welfare projects represent the beginning of the effort towards women's development in the Development Decade of the 1960's. As time progressed, it became increasingly evident that development programmes were failing in their goals of economic growth. Programmes tended to **worsen** the socio-economic position of women relative to men. In relation to this negative tendency, development programmes targeted to women began to develop new goals along the lines of the sequence outlined above. Years of development work began to bring to light that the welfare approach, the economic self reliance and the efficiency approach were not bringing the desired development to all members of society. Gender equality and empowerment began to be seen as a necessary part of any development programme. But the goals of equality and empowerment as intrinsic elements within women's development were first clearly articulated in the 1985 UN **Strategies for the Advancement of Women**. (See also Section 2 of this Handbook)

The above sequence of goals in women's development is not intended to suggest that one type of goal was abandoned as the next type of goal

emerged. On the contrary, the concern with women's welfare remains a central concern in women's development. The sequence of goals can be understood only when it is realised that each general goal **incorporates** the preceding ones. For example, the overall goal of empowerment is seen not only as a goal in itself, but empowerment is also a **means** towards women's increased welfare, self-reliance, efficiency and equality. These different development goals, and the relationship between them, is explained in a little more detail below.



**A Table of the Different Perspective on Women's Development**

**Concepts**

<b>Type of Project Goal</b>	<b>Concept of the Problems</b>	<b>Concept of the Solution</b>	<b>Examples of Type of Development Intervention.</b>
<b>Welfare</b>	Women's poverty Women's special needs Women are vulnerable group Women's lower socio-economic status	Provision of support, service of health, nutrition, child care etc.	Build maternity clinic Health clinics Immunisation Health education Nutrition education
<b>Economic self-reliance</b>	Women as under-employed, unproductive, dependent, lacking in productive skills	Promote self reliance independence, provide productive skills, encourage women's productive enterprises.	Income generating projects for women, women's clubs, soap making, rice field, school uniform making etc.
<b>Efficiency</b>	Women as previously 'overlooked resource' in development planning. Women as under developed human capital.	Identify actual productive roles of women. Support women with skills training and improved technology. Invest in previously overlooked resource.	Integration of women in development planning, mainstreaming of women's development. Extension advice for women farmers. Appropriate technology for women. Increase women's access to factors of production.
<b>Equality</b>	Structure of inequality, Discrimination against women in schooling credit, access to land etc.	Equality of opportunity for women in schooling, access to the factors of production.	Affirmative action to promote equal opportunity. Revise development planning so women are equal participants and beneficiaries in development process.
<b>Empowerment</b>	Unequal gender power relations. The patriarchy Patriarchal resistance	Conscientisation Mobilisation Solidarity Collective action	Grassroots projects Support for women's collective action. Projects concerned with democratisation and political action.

### **The Welfare Project:**

The table on page 13 illustrates how each different perspective of women's development is based on a different concept of the development problem. This concept of the problem naturally leads to an understanding of the solution to the problem and then to the type of project intervention.

The essential underlying assumption of the welfare project is that the woman is a passive recipient of project benefits and, therefore, has no role in deciding on the type of project, its form or approach or the way it should be implemented. Women are seen as a vulnerable group with special needs which arise from their social and economic roles in producing and caring for children. The 'pure' welfare project is, therefore, typically confined to the provision of welfare services for women and the children, maternity services, immunization, provision of creches and so on. ***Welfare projects for women tend to support them in their traditional domestic and gender stereotyped roles.***

### **The Economic Self-Reliance Project:**

This type of project takes a more critical and interventionist stance towards poverty amongst women. Here the underlying assumption is that women's poverty arises largely from their lack of production and lack of ability to earn an income. Interventions focus on income generating projects for women. We increasingly see women's development being taken as a separate area of development concern, but with this result consulting in separate 'women's project' When compared with the 'welfare' approach, the important difference here is ***that women themselves are seen as being able to contribute to the solution of their own problems.***

### **The Efficiency Project:**

This type of project arises especially from the critique of development planning in the 1960's and 1970's that planners 'overlooked' the position of women, their special problems and needs, and their contribution to production. Very little progress was being realised in development programmes because the planners did not efficiency understand the gender relations of production in patriarchal societies. Such criticism arise mostly from evaluations of agricultural development programmes which commonly

assumed that farmers are men, when in fact the majority of farmers are women. Therefore, this approach sees the prospect of increasing women's incomes by increasing the efficiency of their work, and therefore their productivity in their normal productive tasks - and not by involving them in additional and different income generating activities.

In agriculture, where it is seen as most important, the efficiency approach involves improving women's access to and acquisition of resources, focusing on the factors of production including skills training and improved technology. ***Women are seen as a previously overlooked resource in agriculture production, in whom an investment can be made for improved productivity.***

In the efficiency approach, the descriptive vocabulary shifts. Previously people talked about separate women projects, now the vocabulary shifts to 'women in development' (WID), and integrating women in the development process'. This indicates that women's issues have been brought centre stage in developmental thinking. This, then, is the beginning of the concept of 'mainstreaming' women's development.



*Economic Independence*

## **The Equality Project:**

This type of project can best be understood as being an extension of efficiency projects, which typically find that it is difficult to make resources and training available to women because of the traditional subordination of women. Women are often discriminated against in access to factors of production, especially in access to credit, land and skills training. The structure of gender inequality is sometimes founded in discriminatory laws, but in most countries, gender quality is more often due to administrative and customary practices which are not necessarily sanctioned by law.

Equality projects recognise this problem, and therefore introduce as a project objective, equal treatment and equality of opportunity. The key notion is that women should be 'equally the participants and beneficiaries' of project interventions. It may require that the proportion of women in the target group be equal to that of men, also in project management and implementation. There is also the prospect here of finding projects which focus on equality as the main objective - such as a project to provide technical school for girls where girls have previously been excluded.

When built-in gender inequalities in a society are recognised, then the development problems arising from inequalities between gender roles are clearly revealed. This indicates that gender roles are socially constructed (whereas sexual roles are not) , and therefore inequalities between gender roles can be adjusted by the processes of 'gender planning' and 'gender training'.

Similarly, 'gender sensitisation' recognises that women's lower socio-economic status arises largely from the social system of discrimination against them, rather than from their lack of productive skills or lack of effort.

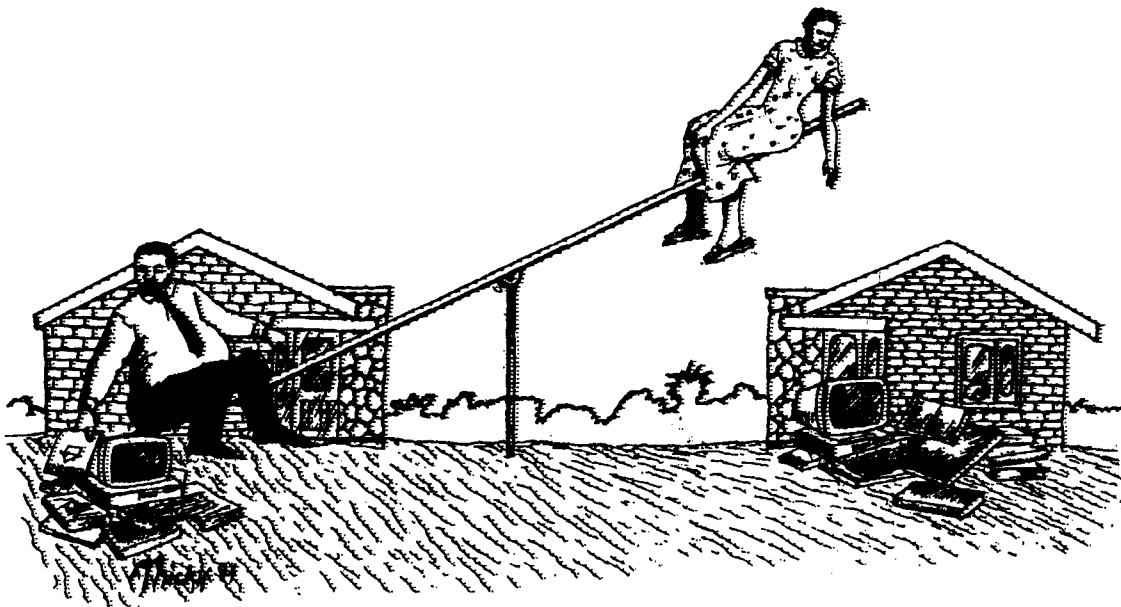
## **The Empowerment Project:**

Those projects whose goal is empowerment have actually evolved from difficulties experienced with equality projects which sought to give equal opportunity to women. Typically, patriarchal bureaucracies will deny that there is any discrimination against women. They will defend existing traditions, or will otherwise pay mere lip-service to project objectives concerned with equality.



Objectives of women's empowerment recognise that equality of opportunity will not be **given** but must be **taken**. Empowerment therefore, involves women's collective mobilisation in a project. This enables women to exercise sufficient **control** to ensure that they are treated equally as participants and beneficiaries.

An empowerment project is likely to be concerned with all the other types of goals outlined above, since empowerment is not a goal in itself, but a necessary means towards improving women's welfare in a patriarchal society. For example, a project may begin as an income-generating project amongst a group of rural women, as a means towards improving their own welfare. Typically, the women will find that they are not eligible for credit from local lending institutions which will demand collateral (when properties belong to their husbands), or demand that loan applications be made by their husbands. In such a situation, the issue has now become equality of access to credit. We might like to believe that the bank manager can be 'gender sensitised', and thereafter he (or even she!) will make loans available to women entrepreneurs. More likely, the women will have to mobilise over the issue, either to exert influence over the bank management, or otherwise to establish their own independent lending institution. In this way, they will have begun the process of empowerment.



*Inequality*

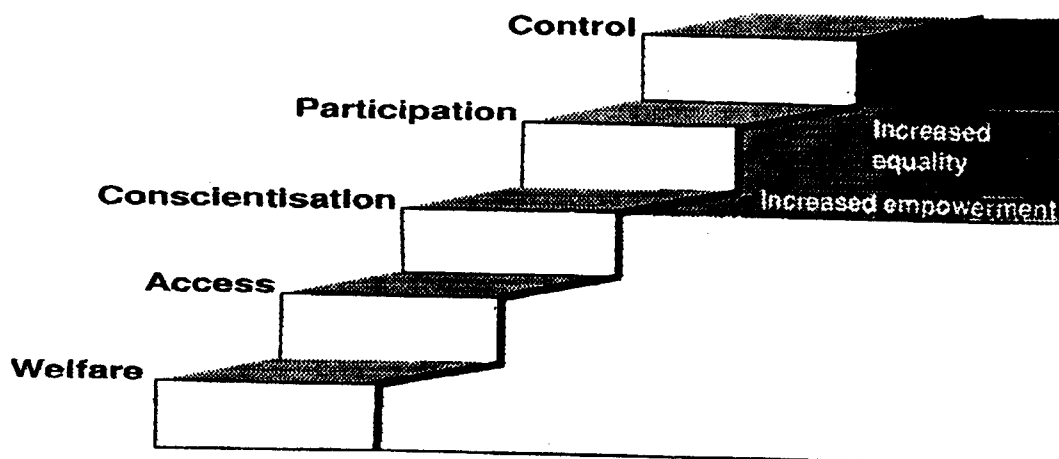
## Section 4: Women's Empowerment Criteria:

Our definition of gender issues (See Section 1) indicates that equality between women and men, and between girls and boys, is basic to our definition of women's development. But women's development cannot be defined purely in terms of women's equal access to resources and benefits. Importantly development is also about the process by which these benefits are obtained. The development process, as defined by most development agencies, involves members of the target group themselves being 'involved as participants in the development process; that is, they are not merely the beneficiaries of project outcomes. Through their participation, they improve their own developmental capacity when they recognise and overcome their own problems. To come to a useful working definition of women's development, therefore we need to put together these two concepts of gender **equality** and **involvement** in the development process.

If equality between women and men is basic to the definition of women's development, this means that women's empowerment is the means to overcome the obstacles to women's equality in patriarchal societies. The diagram shown below suggests that women's development can be understood in terms of the five 'levels of equality', and that empowerment is a necessary part of the development process at each level.

### Women's Empowerment Criteria:

5 levels of equality



The above diagram defines the process of women's empowerment in terms of five aspects of equality, this process of empowerment results from equality gains and is equally necessary for the pursuit of equality objectives.

These levels of equality are in hierarchical relationship, so that equality of control is more important for women's development than equality of welfare. This suggests, therefore, that the higher levels of equality are automatically higher levels of development and empowerment.

When any of the levels of equality comes into question in an analysis of a socio-economic situation, it means that there is a gender issue within that situation. The gender issue will be more basic when it is concerned with the lower levels and a more serious issue when it is concerned with the higher levels.

Let us now look at each of these five levels in turn, in order to define more precisely what we mean by women's empowerment.

### **Level One: Welfare**

The material welfare of females, relative to males in such matters as nutritional status, food supply and income, provides the most basic measure of women's inequality. Here we describe the material situation of women as if they are mere statistics rather than actors capable of changing their world; as if they are the passive recipients of welfare benefits. This level of equality is not concerned with whether or not women are themselves the active creators and producers of their material needs, since women's own involvement in improving their material position relative to men would entail a degree of empowerment. The welfare level is the zero level of empowerment since women's action to improve their own welfare will also involve the higher levels of equality. When this happens, women's equality and empowerment results in equality of welfare, thus bringing the five levels of equality full circle.

### **Level Two: Access**

Women's unequal socio-economic situation arises directly from the inequality of access. Their lower levels of productivity arise from their restricted access to the factor of production: land, labour and capital. Relative to men, women have less access to education and wage

employment. Here, equality means that women and men must have equality of access, according to the principle of equal opportunity. Here, empowerment means that women obtain their fair and equal share of the various resources made available within the household and within the wider system of state provision. But they may run into the patriarchal roadblocks of tradition and custom, or even to discriminatory laws which prevent access. Understanding this aspect of the problem involves conscientisation.

### **Level Three: Conscientisation**

This level of equality involves the actor's understanding of the development problem in terms of structural inequality. That is, the realisation by women that their problems do not derive so much from their own personal inadequacies, but rather, from a social system of institutionalised discrimination against them. This involves the ability to critically analyse society in order to recognise, as discriminatory, those practices which were previously accepted as 'normal', or part of the 'given world' which could not be changed. This involves the understanding of the differences between sex roles and gender roles, that gender roles are cultural and can be changed. At this level, equality is realised as a necessity to women's development, which can here be briefly defined as the belief that the gender division of labour should be agreeable to both sides, and should not involve the economic or political domination of one gender by another. Belief in gender equality as a development goal lies at the basis of gender awareness, and is the crucial ideological element in empowerment which provides the conceptual basis for mobilisation on issues of women's equality.

### **Level Four: Participation**

Equality at this level means women's equal participation in the decision making process. In a development project, it would mean that women are represented in the process of needs assessment, problem identification, project planning, management, implementation and evaluation. Equality of participation means involving women from the community affected by the project, and involving them in the same proportion in decision making as their proportion is the community at large. Equality of participation means the realisation of equality of access in terms of equal proportions

of females and males. Equality of participation is not easily obtained in a patriarchal society, so that women's increased mobilisation will be needed to push for increased representation.

Such increased representation is both a result of empowerment, and a potential contribution towards further increased empowerment.

### **Level Five: Control**

Women's increased participation at the decision making level will lead to increased development. But also, this participation will empower women who will use their empowerment to achieve increased **control** over the factors of production, and ensure women's equal access to resources and the distribution of benefits. Equality of control means a balance of power between women and men, so neither side is put into a position of dominance. The purpose of women's empowerment is not to turn patriarchy into matriarchy, but rather to introduce **gender equality in the development process**. Such equality of control will be necessary to bring about equal material benefits for women and men.

### **A Vocabulary for Discussing Women's Development:**

The five 'levels' of equality of the Empowerment Criteria provide a vocabulary for discussing women's development. This vocabulary arises from the perception that women's development is concerned with redressing the unequal position of women which arises largely from structure of patriarchal oppression. Therefore, the concept of empowerment arises from understanding the problem in terms of the unequal power relations between women and men.

Where the word 'empowerment' is used in different ways which are not part of any analysis or understanding of structural inequality then the word may be mere surface rhetoric without any commitment to gender equality. For example, it is not sufficient to talk of education as important in empowering women without this perception being part of a larger analysis. If the argument is that women have a lower socio-economic status because of their lower levels of education, then this argument overlooks the extent to which women's lower levels of education are a result of a system of inequality, rather than a **cause** of inequality. To suggest that the individual will necessarily be 'empowered' by education is to overlook the societal

analysis, and to treat empowerment as being nothing more than increased individual self-reliance.

It is insufficient to use empowerment as meaning a women's increased self-confidence and ability to change her individual situation, as if the problems of women's development arise from inadequacies in the individual. Such thinking falls into the category of 'blaming the victim'. This overlooks the various ways in which the individual woman's lack of confidence and lack of ability results from the way society has socialised the individual woman into a subordinate gender role. Such concepts of empowerment are not so much incorrect as insufficient, since they need to be enlarged by a realisation of the need for women to act collectively to overcome obstacles which exist at the societal level.

The 'Gender Dictionary' at the end of this handbook will assist you in improving your vocabulary of empowerment.



*Equal Access to Training*

## **Section 5: How to Analyse a Development Problem**

As already seen in Section 4, Women's Empowerment criteria has to be seen through five levels of equality. In this section, therefore, we examine actual development problems to determine how the Women's Empowerment Criteria can be used to bring out dimensions of gender issues that are 'hidden' within the problem.

Let us take an example of a rural area, where small villages are dispersed following the course of a stream which provides the local water supply. The development problem, at least at the technical level, can be simply called an insufficient water supply. Villagers have to carry water from the shallow wells dug near the stream, and some villages are as much as five kilometers away from the stream. Vegetables can be grown throughout the dry season, but only near the stream, and only by methods involving much digging and use of irrigation canals. In the village, water remains a scarce commodity, and insufficient for good hygiene. And yet the water table is high. For as little as \$ 10,000 per village, each village could have its own borehole, and the water supply problem would be solved. At the technical level, this is the lack of 'borehole' problem.

Because it is traditionally the women's job to fetch water, and grow vegetables, the problem is also a women's development problem. It is also correct to say that all problems in these villages are women's problems given that the majority of adults are women who provide most of the labour for most tasks. We should, therefore, consider the water supply problem as a general problem, but with a strong women's development component. As we analyze development problems, we shall increasingly discover that all development problems have this woman's development component. Let us now use our vocabulary of empowerment to explore the women's development component within the 'lack of borehole' problem.

### **The Welfare Aspects of the Problem:**

An improved water supply for these villages may be counted as a general welfare gain. But how can this borehole improve the welfare of women relative to men? We've already seen earlier on, that women fetch water, grow vegetables and attend to all domestic chores that require constant

supply of water from the distant stream. Having a borehole would relieve women of this drudgery, improve their health, give them more time to grow vegetables for income generation, thereby improving their standard of living through a raised income. The borehole should improve the welfare position of women relative to men. But this will depend on whether or not women have **access** to the benefits derived from the income generating activity.

### **The Access Aspect of the problem:**

In terms of access to the factors of production, the improved technology of the borehole has actually given women more time for other activities. Having been freed from the many hours of carrying water, the woman now has time available for more productive pursuits. But this arises a different problem; can the women use her extra time for, say, growing her own cash crop of vegetables? Or, does her husband now require her to spend more time working on his cash crops of vegetables, sorghum and maize? The access problem may well remain: the women indeed has more labour time available for other activities, but her labour may not be her own. It may be 'owned' by her husband.

### **The Conscientisation Aspect of the Problem:**

Did development planners foresee that freeing women from the burden of carrying water from the stream need not automatically give them more time for their productive activities? Will the women see the opportunity to take control over the additional time which has been freed by the new borehole? It could well be that the realisation of the actual results of the borehole will make women **resist** using the new borehole, perhaps to avoid being given other tasks which are heavier. Maybe the previous system had its own merits. Fetching water together perhaps provided the only opportunity for women to discuss family and village politics. With a borehole in the middle of the village, they stand the risk of being shouted at by husbands or village headman, who might use their power to enforce a time schedule for fetching water, perhaps the women will continue using the shallow well so that their informal meetings could continue.

### **The Participation Aspect of the Problem:**

In view of the above discussions, it is clear that people's participation is



important and it has to be sought in problem identification and implementation. When members of the community, both men and women participate, then development planners will better understand the gender component in the water supply problem. In the gender politics, control of the water supply is crucial, hence, the need for both men and women to discuss exhaustively any project intervention which could alter the control system.

### **The Control Aspect of the Problem:**

There are 4 aspects of control in the discussion concerning water supply through a borehole.

1. Who controls the project planning process in terms of definition of the problem, and acceptable solution to the problem.
2. A new borehole might introduce a new technology to be understood, maintained and controlled by men and not by women and consequently take the control of water away from the women.
3. Control of women's labour. Will women be able to decide for themselves how to use the extra time saved by not having to go down the stream?
4. Should women venture into cash crop production for income generation, not that they have extra time, will they have control over the benefits gained from cash crop? Will men demand the extra income for their own use?

Treating the problem as a mere lack of borehole problem without an analysis of gender issues, may result in women being overworked, with **fewer benefits** and **less control** over their situation. Women's development problems arise not from lack of water, but because they have a greater burden of labour, a smaller share of the reward, and no power to take action to alter the situation. Thus the borehole project has the potential for either **contributing** to women's development or **subtracting** from it.

## **Section 6: How to Analyze a Project Plan**

We can again use the vocabulary of the 'Women's Empowerment Criteria' to analyse every aspect of a project plan. Let us describe a project plan under the following six headings:

- Problem Identification
- Project Objectives
- Project Strategy
- Project Management
- Project Implementation
- Project Outcomes.

Let us take the same example of the 'Lack of borehole problem' as was used in section 5. We shall explore the gender issues which might arise at all stages of the project cycle.

### **Stage 1: Gender Analysis of Problem Identification**

The previous discussion on the lack of borehole problem showed us how to bring out the hidden dimension of the gender issues embedded in the problem.

Where a gender gap is part of the problem, and it usually is, it is probably due to underlying structural inequity. If so it is possible to tackle only the gender gap, without also addressing the underlying causes? Should we not rather treat the underlying causes as part of the problem?

Taking the example of the lack of a borehole, what is really the problem?

It is the lack of borehole?

It is the women's burden of labour which is more than men's?

Is it the women's lack of control of their own labour?

If the women's lack of control of their own labour is the underlying problem, then the development problem will have to be reinterpreted so that the women are given greater control over their own labour so that they may be more productive. This means that the problem would no longer be the lack of borehole. The borehole would be a means to increase women's control over their time, their production and income.

## **Stage 2: Gender Analysis of Project Objectives**

One must beware of programmes of women's development which outline gender issues at the level of problem and strategies, but which do not translate these concerns into specific project objectives. Therefore, project objectives must show explicit concern with aspects of women's empowerment, and not merely with improving women's welfare.

Project objectives must, therefore, show:

- Intended material gains for women in the target group
- The **process** by which the material gains are to be obtained;
- Women's participation in project identification and implementation.
- Women's participation at all levels of decision making.

Project objectives should address levels of equality which are in turn concerned with improving the position of women relative to men. It may be useful to categorise all of the project objectives according to how they rank against the criteria, as is shown in the diagram on page 29.

## **Stage 3: Gender Analysis of Project Strategy**

Having defined the problem, the main strategy question is: Will the proposed intervention be an appropriate way of overcoming the problem? It is surprising how often, in development projects, the proposed project intervention has no clear connection to the solution of the problem. For example, if the main problem is that women do not have enough time of their own for income generating activities, then providing a borehole might not be the best way of saving their time which they can then use in income generation. It might be that labour saving technology in food processing is the intervention which would be most effective in lessening their burden of work and saving time.

The second important question on strategy is the 'control' aspect. Does the project focus on an intervention and management methods which are effective in challenging the present structure of gender inequality? When structural gender inequalities are addressed and changed, then prospects of giving women more control over decision making are opened. The earlier discussion of the borehole project revealed that development project has some potential for 'backfiring' as far as women's development is concerned,

that it might serve to give men more control over the labour of women. The question of intervention strategy is discussed in a little more detail in section 9 of this handbook.

## **Stage 4: Gender Analysis of Project Management**

Here, the main point is that women should be adequately presented in all stages of project planning and implementation, including the stages of needs assessment and problem identification.

OBJECTIVES	Aspect of Women Empowerment				
	Welfare	Access	Conscientisation	Participation	Control
Provide borehole water in or near each village					
Enable a five fold increase in vegetable production					
Organise a Village Water Supply Committee (with gender equal representation)	X	X	X	X	X
Lessens women's burden of labour	X	X			
Organise women into a vegetable grower's co-operative	X	X	X	X	X
Enable women to increase their vegetable crop production		X			
Enable women to increase their cash income	X	X	X	X	X

A good principle here is that the proportion of women in the Project Management Committee should either be the same as the proportion of women in the target group, or otherwise the same as the proportion in the affected community. This may be a difficult rule to implement in a community where traditionally, committees of men take the decisions affecting women. Depending on the situation, any progress in the direction of female representation may be significant gain in breaking down a tradition of male supremacy.

Good management should monitor and evaluate progress in terms of the actual project outcomes and how these are distributed between men and women. However, this sort of impact monitoring can be expensive and time consuming, and beyond the resource of a small project. Very often, the monitoring of the level of women's participation is just as important from a women's development point of view. For instance, the project management can keep record of the proportion of women to men in the target group, that is, in the group actually receiving project benefits. The project management can therefore, keep record of women's participation in project implementation and in the management committee.

Quantitative monitoring of project outcomes can be useless exercise when the project objectives are not sufficiently concerned with women's empowerment. Where material outcomes are not the result of women's increased empowerment, they are not a measure of women's development. For instance, in a borehole project, a measure of labour hours saved per woman per day may not provide an indicator of women's development. It might merely be a measure of the extent to which women's labour has been re-directed to the fields!

### **Stage 5: Gender Analysis of Project Implementation**

Generally, development project implementation may be viewed as being primarily concerned with the organisation of resources, especially to ensure that there is a timely processing of inputs to produce outputs. But from the point of view of women's empowerment, the crucial question is: Does this implementation process involve women's improved access to and control over resources?

Implementation involves continuous focusing on closing gender gaps. It also involves overcoming the obstacles which stand in the way of project objectives. It involves recognising the obstacles of gender inequality and discrimination, and taking the decisions and actions which are necessary for women and men to be equally the participants in decision making, and the beneficiaries of project benefits.

In the borehole project example, the crucial aspect of implementation is whether women can get sufficiently organised in the project management committee and the vegetable growing cooperative. That way, they can

ensure there is a fair gender division of labour and that they can produce their vegetables, and retain a fair share of the profit for improving the welfare of themselves and their children.

Women's empowerment must be realised at the implementation stage, because, that way objectives will also be realised. But, by the same token, we cannot expect women's empowerment to emerge at the implementation stage, if it was not envisaged in the project objectives. The need for a process of women's empowerment has to be foreseen in the analysis of the problem. The process of women's empowerment must be made clear in the statement of project objectives and the management plan. This then provides the groundwork for the realisation of empowerment during project implementation.



*Appropriation*

## **Stage 6: Gender Analysis of Project Outcomes**

Gender analysis of project outcomes must answer four basic questions: Firstly, have women relative to men, received a fair share of the benefit arising from the project?

Secondly, has the distribution of benefits contributed to a closing of gender gaps in terms of access to resources? Are women now better off than they were before, relative to men?

Thirdly, have women improved their control over resources including their own time and their cash income, so that they are better able to take decision for themselves and their children?

Fourthly; and most important, have women improved their capacity to recognise problems arising from gender discrimination? Have they gained experience and skills in collectively organising to mobilise in order to overcome these obstacles?

**Reminder:** These outcomes must be implicit in the project objectives. They must be intended in the implementation stage. They need hard work to achieve.

## **Section 7:     How to Make a Gender Profile of a Project**

This section looks at how to make a 'profile' of a project. The method aims to show whether the project plan recognises gender issues, and whether it shows any intention of addressing these issues. One quick and simple way of drawing such a profile of a project is to categorize all the project objectives according to how they rank against the Women's Empowerment Criteria as outlined under 'Gender Analysis of Project Objectives'. However, this section suggest a slightly different and more detailed way of assessing all aspects of a project plan. The aim is to determine whether the project is 'positive' or 'negative' in its likely effect on gender issues.

Gender issues are often completely overlooked when identifying the project objectives. Agencies responsible for formulating projects overlook the gender questions so that little or nothing concerning women's development is incorporated in the project document. Such answers are; "This is not a women's project, it is a forestry project" clearly shows total disregard of the impact of the project outcome on gender.

Another form of disregard for gender issues in development is shown by those who consider women's development project as separated and special. Often these projects are concerned with gender stereotype activities such as knitting, sewing and cooking. According to Women's Empowerment Criteria, these kinds of projects would clearly be detracting from women's development instead of contributing to it.

Most projects, particularly those designed in the North for the Third World tend to address the lower levels of the Women's Empowerment Criteria. They are mainly concerned with improving women's welfare and access to the factors of production but operate within the present structure of women's subordination. This approach will not solve the problem of women's empowerment, and therefore, of development. It is useful, therefore, to begin our assessment of a particular project plan in terms of whether gender issues are ignored or recognised. From this point of view, we shall identify three different levels of recognition of gender issues in projects.



## **Levels of Recognition of Gender Issues:**

**The Negative Level,** is where gender issues are entirely overlooked. This omission is likely, in practice to leave women worse off, especially by allowing women to be given the larger share of project work, but the smaller share of project benefits.

**The Neutral Level,** is where gender issues are overlooked, but where the omission is not likely to leave women worse off, relative to men.

**The Positive Level,** is where gender issues are recognised, and therefore the project is (at least partly) concerned with addressing problems of women's position relative to men. This kind of project gives women a more equal share, and is concerned with overcoming practices which discriminate against them.

The level of recognition of gender issues of any particular aspect of a project can be assessed on a five point scale:

Very negative	- 2
Fairly Negative	- 1
Neutral	0
Fairly Positive	+1
Very Positive	+2

Assessment with the five point scale is used on the various aspects of a project plan. These aspects are:

- Problem Identification
- Project Objectives
- Project Strategy
- Project Management
- Project Implementation
- Project Outcome.

By using the five levels of the Women's Empowerment Criteria, we go further and make an assessment of the level of recognition of gender issues at each of these five levels, for each aspect of the project plan.

### Assessment Sheet of the Gender Profile of a Project.

Control	Problem Identification	Project Strategy	Project Objectives	Project Management	Project Implementation	Project Outcomes
Participation						
Conscientisation						
Access						
Welfare						

Sometimes, the planners who design a project have no knowledge or understanding of gender issues, and therefore many aspects of the project are likely to be either negative, or neutral in their effect on gender issues. For instance, it would not be unusual if our assessment of a particular project plan gives us the following sort of profile.

### Gender Profile of a Project.

	Problem Identification	Project Strategy	Project Objectives	Project Management	Project Implementation	Project Outcomes
Control	0	0	0	- 2	0	-1
Participation	0	0	0	-2	0	-1
Conscientisation	0	0	0	-2	0	-1
Access	+2	+1	+1	0	0	-2
Welfare	+2	+ 2	+2	0	0	-2

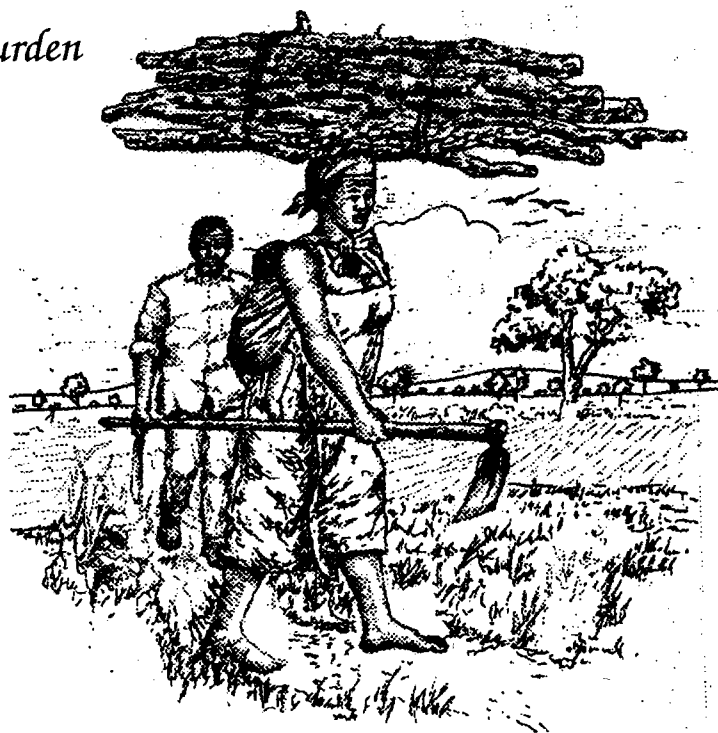
The above example suggests a profile which has largely overlooked gender issues. Its likely effects are assessed as being mainly negative - i.e. supportive of women's increased oppression. The above profile may be typical of the overall pattern for a large number of development projects, which may recognise gender issues at the level of 'welfare' and 'access'. In such projects, the system of project management and implementation are likely to give men increased control over decision making.

The outcomes of such projects are likely to be mainly negative, so that women are left worse off than before. They are given a larger burden of labour, they do not make any progress towards increased control over their access to the factors of production, and do not receive their fair share of the benefits arising from the project intervention.

When a project is still at the stage of a plan, then our assessment of the recognition of gender issues is very much a matter of opinion, based on our knowledge and experience of what is likely to happen at the implementation stage. For instance, if the 'management' section of a plan says nothing about addressing gender issues, or about the proportion of women in management, then the most optimistic assessment to 'management' on the profile is a 'zero':

However, at the plan stage, assessment of the recognition of gender issues should focus on problem identification and project objectives. These are the two areas where intention to empower women is most clearly shown. This method of assessment will become clearer when it is practically applied to the case studies in Part II of this handbook. A more negative assessment may be made from one's own experience, as well as from predictable consequences of overlooking women's representation in management, which includes a re-enforcement of male domination.

### *Multiple Burden*



## Section 8: How to Make a Gender Profile of a Programme

A development programme essentially includes a collection of projects. Putting women's empowerment into projects automatically means improving the whole programme!

However, it is useful to have a profile of the whole programme so as to get an overall situation of the gender issue in the programme. In those places where a tradition of operating mainly at welfare level exists, questions relating to gender will always arise.

The chart on page 44 suggests a way of mapping out a 'Gender profile' for an overall programme. The contribution of each project in addressing gender issues is assessed. This is done by using the 'Gender Profile of Project Objectives' as shown in section 6, as the basis for assessing each individual project in the programme. The chart on page 44 gives a **single level assessment** for each project. This assessment is done according to how the project ranks on the Women Empowerment Criteria. In order to know how a project fares on Women's Empowerment criteria, we have to use the method shown in the Gender profile of the project objectives. When that is done we count the **highest level** objective as the level for the project as a whole. In other words, if there is one objective at the level of conscientisation, where the others are all at the level of increasing women's access and welfare, then we would count the project as being at the level of conscientisation.

The system of getting a focus on the overall programme profile points to project objectives as the most revealing. Of course, it is really project outcomes which are more important, but actual (rather than intended) outcomes can only be assessed after project implementation. It may be thought generous to assess the level of a project according to the highest level objective. But even with this optimistic assessment, some projects have flat profiles. This situation, as we said earlier, is a result of disregard for gender issues or a lack of perception of the gender issues hidden in the development problem.

But, once the profile is drawn, the way is open to seeing where improvements should first be made. Follow - up can then be done to

monitor programme improvement in terms of improving the profile. We may note that this monitoring and evaluation is qualitative, and that it takes place at the planning stage. It is important to remember that monitoring and evaluation need not always be related to project outcomes.

**Gender profile for the COWFAM country Programme for 1992-95 in Tanzania.**

**Level of Concern with Development**

Sector	Project	Welfare	Access	Conscientisation	Participation	Control
Rural Development	Lububa Borehole Project	X	X	X	X	X
	Mulala Credit Facility	X	X			
	Mzanza Coffee project	X				
	Zimba Food Security Project	X	X			
Education	AIDS Education Campaign	X	X			
	Social Studies Curriculum	X	X			
	Anti-Smoking Campaign	X				
Health	Kongwe Nutrition Project	X				
	Condom Distribution Project	X	X	X	X	X
Manufacturing	Handbag Production Project	X	X			
	Kulala Tannery Project	X	X			
	Chiko Soap Project	X				
Institution Building	Law Reform Project	X	X	X	X	
	Women Development					
	Monitoring Unit	X	X	X	X	X
	Gender Analysis Research Project	X	X	X		
	Social Statistics Project	X	X	X		

## **Section 9:     How to Choose an Appropriate Strategy**

The deep rooted structural gender inequalities which have existed in our societies for a long time cannot easily be changed. This means that within a development programme, not all projects will be reoriented towards women empowerment. There will, therefore, be a need for a cautious and a well considered beginning where only a small proportion of projects will focus on empowerment.

Challenges to the existing system of structural gender inequality need to be focused on aspects of discrimination because they stand in the way of women's development. But a single project cannot change the whole world. However, a project geared towards empowerment, and therefore, change, has to exist within an unfair and discriminatory world while trying to make progress on one small front.

This calls for particular tactics to identify aspects of discrimination where there is some prospect of success. For instance, it is much easier to challenge an administrative practice that has no basis in law, rather than to challenge a discriminatory law.

Let us suppose that we are looking at a programme of projects such as that illustrated on the 'gender profile' on page 38. Let us focus our attention on the Condom Distribution Project, which is obviously a project which is going to run into patriarchal opposition, due to the male control over sexual relations. Also, patriarchal control over family planning clinics prevents many women from getting access to contraceptives. Using this project as an example, it is useful to define a range of possible strategies in terms of the relationship of the project to the surrounding culture of male domination.

### **Defeatist Strategy:**

This entails accepting, that for some projects, the patriarchal culture is too strong and widespread. That therefore, it is better - for the time being - not to attempt a project which will run into a 'brick wall' of patriarchal opposition. For instance, taking the example of the Condom Distribution Project, a defeatist strategy would acknowledge that the society pressure against giving condoms to single women is so strong that it is better to leave this objective

out of the project.

### **Adaption Strategy:**

This entails understanding patriarchal culture by adapting to the pattern of male dominance, rather than challenging it. Project objectives would, therefore, be designed on the basis of acceptance.

However, patriarchal culture has its internal contradictions and confusions, which may be exploited by appropriate adaptive strategies. Taking the example of a project to popularise the use of condoms and make them more available, the strategy would be to focus on men as the target group for the control and use of condoms. The strategy would focus on methods which do not challenge male dominance in sexual relationships. It becomes his idea to use the condom and so makes use of male control and phallic pride as the means to increase condom use. Possible slogans: A big man wears condom! Last longer with a condom! Protect your manhood with a condom!

### **Focussed Challenge Strategy:**

This entails challenging one aspect of women's subordination which clearly stands in the way of women's improved welfare, and in the way of achieving essential project objectives. In the case of the Condom Distribution Project, this might mean taking on the Ministry of Health with various activist tactics in order to persuade the Ministry of Health to conform to the requirements of the 1979 Women's Convention in making the methods of contraception available to all adult women. Alternatively, rather than challenge the Ministry directly, an NGO project might set up independent outlets for contraceptives, in order to by pass the obstacle. Whereas the bypass strategy avoids the direct challenge to a patriarchal bureaucracy, it is still likely to be recognised as a challenge to patriarchal control.

### **Empowerment Strategy:**

Here the project focuses on empowerment. The project objectives are centrally concerned with enabling women to take control over their own lives, and over decision making, in order to control their own welfare. In this case, the project objectives might particularly pick on one aspect of discrimination against women which stands in the way of women's

development. Make an issue of it and focus on it because of its value to women's conscientisation.

From this point of view, the Condom Distribution Project might have a special place in an empowerment strategy. It is the right of women to have control over their own bodies, and to protect themselves from unwanted pregnancy and from AIDS. This is a crucial gender issue. From the point of view of empowerment strategy, it is the issue of equal rights for women which is central, and access to contraceptives which is secondary. Therefore, a clear empowerment strategy within a programme enables the programme to focus on overcoming gender discrimination, and tackles those aspects of it which are the main road-blocks to women's development.

An NGO programme might employ all of these different strategies for different projects, for different target groups and for different stages of programme development. But all of these strategies are based on an understanding of the structure of gender inequality which stands in the way of women's development. Without this understanding, there can be no strategy - not even a defeatist strategy!



*'Unacknowledged Women's Work'*



## Part II: Case Studies of Project Improvement

### Introduction Part II

This Part of the handbook looks at three case studies, each of which involves a gender analysis of a project plan. Each case study begins with a descriptive project outline. Each project outline is divided into seven parts (following the format recommended in Section 14 of this handbook)

- Introduction
- Problem Identification
- Project Objectives
- Project Strategy
- Project Management
- Project Implementation
- Project Outcomes

In each case, the project outline is followed by a gender analysis and evaluation , and then by recommendations for improvement based on the findings of the evaluation.

In evaluating a project, our main interest is in looking at where the project might be lacking in recognising and addressing gender issues. We are guided by our own knowledge of the situation of women in Tanzania.

Each of these case studies is based on real-life projects which were looked at during the UNICEF-TAMWA Workshop on ***Planning Project for Women's Empowerment*** held in Dar es Salaam from 12 - 14 October, 1992. However, the titles and some of the project details have been changed so that the projects described here are now rather different from the original version described at the workshop. Also, the names of the NGOs involved in these projects have been changed. The Evaluation and Recommendations for each project are based largely on the workshop's findings and discussion, although the editorial committee of this handbook have taken the liberty of adding their own opinions where the workshop's findings were incomplete.

Evaluations of the three case studies are based largely on the workshop evaluation of actual projects being planned by Tanzanian NGOs. The resulting evaluations and recommendations do not claim to be 'right' or 'perfect', but merely to represent the opinions of the workshop participants. Readers are fully entitled to their own opinions, which may be different!

## Section 10: Case Study: Enabling Women to Avoid HIV Infection

### A. *Outline of a Project to Enable Refugee Women in Tanzania to Promote themselves from HIV Infection.*

#### (i) **Introduction to the Project:**

Enabling a vulnerable group to prevent HIV transmission is a two year anti-AIDS programme intended to educate refugee populations in settlements in Tanzania. The intention is to enable them to identify the high risk behaviors that give rise to the spread of HIV among them and to help women play active roles in changing of their partner's sexual behavior patterns. The project will be implemented by TANED, a Tanzania NGO interested in adult education. Funding will be sought from AIDSCAP a programme funded by the Academy for Education Development in the USA.

For the last two years, since early 1991, TANED has conducted an AIDS precaution education project, aimed at educating workers of non governmental organisations so that high risk behaviors that enhance the spread of AIDS will be reduced. The project entitled ***AIDS at work***, was implemented through use of peer educators who were selected from amongst the workers themselves. It is anticipated that a similar approach will be adopted in this project.

In implementing the project, TANED will re-employ the same project manager and two trainers from the previous ***AIDS at work*** project. These will be the executors of the project activities.

The two year project is intended to serve as a pilot project. Activities will be carried out in Ruvuma and Kagera regions. After the pilot project period, and depending on the success of the programme, the project, will be extended to other regions with refugee settlements.

#### (ii) **Problem Identification:**

In her studies on refugee women, Susan Forber Martin revealed very serious problems which refugee women in many African countries face. The

problems includes sexual attacks, rape, abduction etc. Sometimes women are forced to give sexual favors in turn for protection or assistance. Unaccompanied women are particularly at risk.

So with the HIV virus within their midst, the refugee women under such circumstances are much more vulnerable to AIDS. The project seeks to help refugee women to identify all risk behaviors that contribute to the spread of AIDS within the refugee settlements. It will also suggest ways of eliminating them, and help them, as women, to change their partners' sexual behavior patterns. While there is not much formative research available on the refugee women's sexual behavior or reproductive decision making process, or attitudes and behaviors regarding HIV transmission and prevention, it is known that women tend to be vulnerable to transmission of AIDS and other sexually transmitted diseases because of their partners behavior patterns. The project therefore, relies on the fact that AIDS/HIV is a social, non-discriminatory disease which is spreading very fast in many countries, including Tanzania.

### **(iii) Project Objectives:**

The objectives of the project are:

- (a) To equip refugee women with knowledge about HIV/AIDS and STDs.
- (b) To enable refugee women to understand behavioural, social, economic and cultural factors which put them at the risk of HIV infection.
- (c) To assist the refugee women design at least two culturally appropriate interventions which will increase their control over sexual behavior and reduce risks for contracting HIV and STD infections.
- (d) To identify which of the interventions is most effective and provide recommendations for future national AIDS prevention efforts.

### **(iv) Project Strategy:**

The project will first build on the previous **AIDS at Work** project, which has already developed important anti-AIDS methods and messages directed at changing women's high risk sexual behavior. Secondly, it will use peer educators from amongst the refugee women's community, since these

peer educators already have first hand knowledge of the problems of the target group, easy access to the target group and knowledge of the language and culture.

**(v) Project Management:**

Permission to enter refugees settlements will be sought from the Ministry responsible for refugee matters.

The Executive Committee of TANED will supervise the implementation of the project.

The Project Manager will be directly answerable to the Executive Secretary of TANED and will, with the assistance of the two trainers, be the executors of the project.

The peer education will arrange for the group training sessions in their respective places and will report directly to the Project Manager.

Peer educators will prepare progress reports and send them to the Project Manager who will prepare overall project progress and final reports to be submitted to the Executive Committee of TANED, the Donor Agency, UNHCR and the Ministry of Home Affairs.

**(vi) Project Implementation:**

The Project Manager will be responsible for the day to day activities of the project. He will organise training programmes/sessions for peer educators and will prepare materials to be used in the training. He will also monitor the project periodically.

AIDSCAP resident coordinator will coordinate the project activities with TANED and will authorise issue of funds for the various project activities. The coordinator will receive project progress reports and make comments before sending them to Washington.

The Project Manager will liaise with the National Aids Committee Project (NACP), and other organisation active in AIDS programmes so as to enhance national coordination of the AIDS prevention efforts.

The peer educators selected on their personal merits by their co-women in their respective settlements will be the trainers and facilitators of the

project. Four peer educators will be selected from each of four refugee settlements. (Likuyu, Burungi, Kimuli and Muyenzi). These will then receive comprehensive training on HIV/AIDS issues and other sexually transmitted diseases, particularly how they are transmitted and prevented, sexual behavior patterns and how they contribute to HIV transmission, alternative ways and safer sex practices etc.

After peer educator training, they will, with technical assistance from TANED project staff, arrange for co-women group training sessions in which they will impart the knowledge to their fellow refugee women. It will be organised in small groups so as to enable every women to speak her opinion and her understanding of the problem. At the end they will be expected to come up with collective approaches on how to change their partners' sexual behavior.

The project will provide any necessary teaching aids, such as video equipment to assist the education process.

Finally, the project staff, the AIDSCAP coordinator, and the peer educators will set strategies in evaluating the behavior change among the refugee men and women.

#### **(vii) Project Outcomes:**

At the end of the project, we expect to see behavior changes in sexual patterns of both refugee men and women these could be:

- Use of condoms for safer sex.

- Reduced alcohol and drugs use among refugees.

- General awareness of HIV/AIDS and STD among the refugees.

- Reduce sexual abuse acts, e.g. sexual attacks, rape. etc. among refugee women.

- Reduce STD cases among the refugee communities.

**B. Gender Analysis and Evaluation of the Project on Enabling Women to Avoid HIV Infection:**

**Evaluation of Problem Identification:**

On first reading, the Problem Identification reveals a clear recognition of the gender issue of the women's relative lack of control over sexual relations. The quotation from the work of Susan Forber Martin on the various aspects of sexual subordination and exploitation characterises the typical plight of women in refugee settlements. This suggest a strong perception of women's empowerment as centrally important means of enabling women to avoid HIV infection. This perception is in refreshing contrast to the more sexual interpretation of anti-AIDS campaigns which see the problem purely in terms of people's lack of access to correct information and means to avoid infection. Our first reaction is, therefore, to rank the recognition of empowerment issues very highly in our assessment the project's identification of the problem.

Control:	+ 2
Participation	+ 2
Conscientisation	+ 2
Access	+ 2
Welfare	+ 2

However, in making this very positive assessment, we may already be feeling some misgivings and doubts about whether the authors of the project really believe what they write. Our first misgivings arises from the realisation that we have only a very general description of the problem. Problem identification is a part of very brief summary of Martin's description of the overall problem in refugee settlements in Africa. We do not have any information on the actual situation in the four refugee settlements in Tanzania which are to be the site of this pilot project.

On the contrary, it is merely assumed that the specific Tanzanian problems will follow the overall African pattern. There was a need for a detailed situational analysis and needs assessment of the AIDS vulnerability and risks amongst the women in the proposed target group. Furthermore, if the refugee women are to participate in the project to protect themselves from AIDS, one might have expected that the sensible first step would be

that these same women should participate in the situational analysis in order to reveal the details and nature of the problems and obstacles, as experienced and understood by the women themselves.

More serious misgiving arise as we read the rest of the project plan. We realise that the initial definition of the problems in terms of women's lack of empowerment does not sufficiently carry through to the design of the project. Focus is on empowerment objectives, or facing up to empowerment issues. This objective is not carried through. This lack of 'follow through' is briefly considered in the remaining sections of this evaluation of the project plan.

### **Overall Gender Profile of the Project:**

The Gender profile shown below illustrates our assessment of the project plan. Overall, the empowerment issue was quite well addressed at the level of problem identification. However, this intention was not sufficiently developed and followed through into the design of the project.

#### **Gender Profile**

	Problem Identification	Project Objectives	Project Strategy	Project Management	Project Implementation	Project Outcomes
Control	+2	0	0	0	0	0
Participatio+2	+2	+1	0	0	+1	0
Conscientisation	+2	0	0	0	+1	0
Access	+2	+2	+2	+1	+1	+1
Welfare	+2	+2	+2	+1	+1	+1

The Project Strategy does employ peer educators, who would perhaps have some scope for adapting the educational messages to the actual problems of refugee women. For this reason, the above profile gives + 1 for the 'Participation' component of the Strategy. But apart from this aspect, the project strategy is concerned with describing the technical aspects of education in terms of methods and messages. It does not face up to the need for a strategy to challenge and change entrenched culture patterns

of male sexual domination.

We expected that the issues of sexual harassment and violence against women would be seriously addressed both in the Strategy and in the Objectives. This would highlight the project's educational effort by incorporating a strong element of conscientisation. Furthermore, since it is males who are the perpetrators of the sexual violence against women, one would have thought it important to equally include men amongst the project's target group, and amongst the peer educators. Instead, we have a project objective of enabling women to 'increase their control over their sexual behavior' as if women are the prime cause of the problem, rather than the victims of a situation which is currently largely outside their control.

The Management and Implementation sections of the project outline suggest a strong hierarchical control over the project. Control is being exercised by official in Dar es salaam rather than by the peer educators and affected community in the refugee settlements.

### ***C. Recommendations for Improving the Project Plan:***

The intention of the above brief evaluation was merely to identify the main points of project inadequacy, in order to map out the main direction for a re-orientation of the project towards women's empowerment. This direction is pointed out in the initial Problem Identification, but which then gets lost in the subsequent project design.

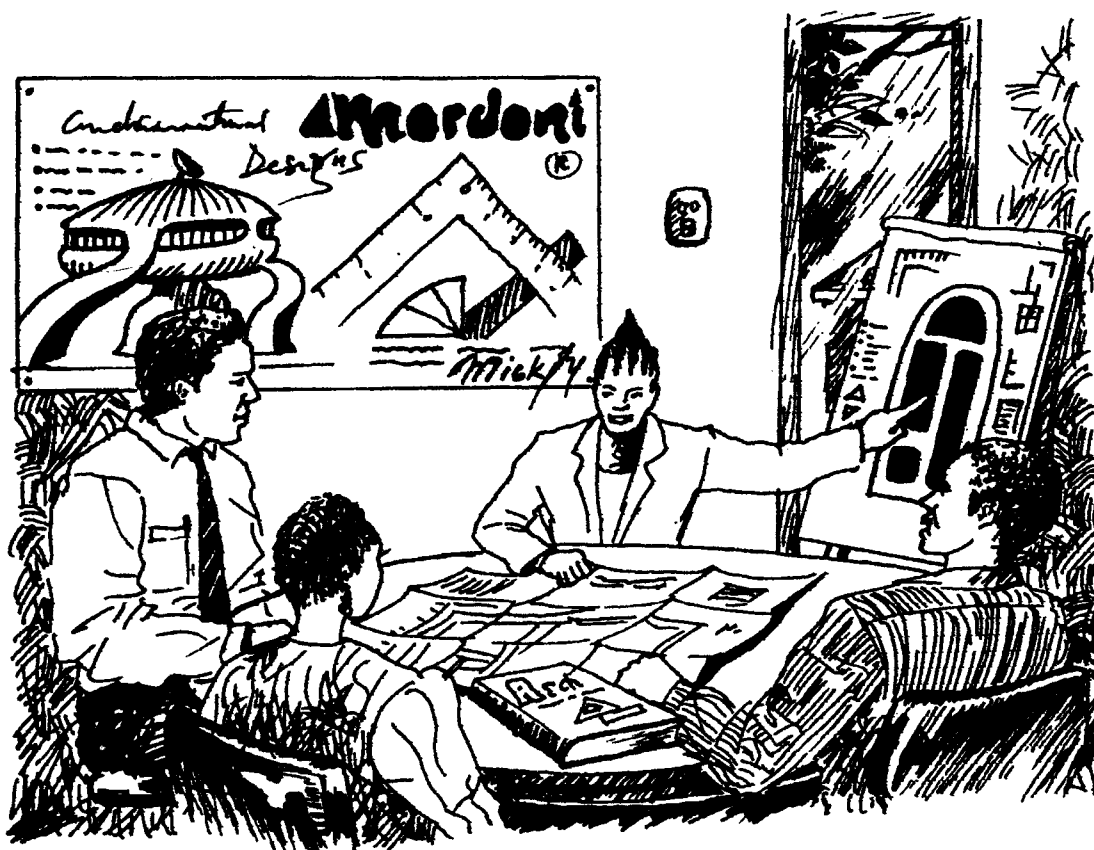
Here, recommendations focus on the central thread that the target group of refugee women must participate in all stages of project design, management and implementation. The very notion of women's empowerment is contradicted by a 'top-down' style of project management, which treats the target group and affected community as mere recipients and beneficiaries, rather than as participants.

#### **(i) Problem Identification:**

The first task of the peer educators should have been to conduct a situational analysis and needs assessment within the four settlement areas. This analysis and needs assessment would help identify the main problems and obstacles in order to work towards the women's own understanding of the patterns of culturally entrenched sexual subordination which leave women vulnerable to HIV infection.



## *Women and Decision-Making*



### **(ii) Project Objectives:**

The Project Objectives should clearly spell out the specific activities concerned with women's increased participation in the control of community sexual behavior. The activities should aim at achieving increased conscientisation in the understanding of the culture of sexual oppression, women's increased empowerment in controlling the behavior of their sexual partners and of males generally, within the community. Such increase in women's influence over sexual relations is a pre-requisite for using condoms for their own protection from HIV infection.

### **(iii) Project Strategy:**

The Project Strategy should be based on community participation. There is a need to include men as peer educators and also have them as participants, whilst retaining women's community control over the management of the project. The project needs to clearly recognise, define and discuss the obstacles to progress arising from entrenched cultural attitudes of male sexual domination. The discussion should then guide

the project to develop strategies to defuse, bypass or challenge the attitudes arising from the culture of oppression. The development of such strategies should be an on going task of the project during the implementation phase, and cannot simply be prescribed at the outset.

#### **(iv) Project Management and Implementation:**

The control and management of the project should be centred on a Management Committee in each of the refugee settlements. Each committee should include the peer educators, and should have a proportion of not less than 50 percent women amongst the membership. As a pilot project, each Management Committee should have the task of continuing the process of improving the project design as part of the project implementation process.

There should be continuing effort to improve the definition of the problem, and the identification of strategies to overcome the problem.

#### **(v) Project Outcomes:**

Project Outcomes must be defined in terms of the process of women's empowerment. Outcomes must address the establishment of social structures and organisation for women's collective discussions and action. The purpose of this collective action is to bring about more female control over sexual relations, which can be used as a strategy for lessening their vulnerability to HIV infection. Project outcomes should therefore not merely be defined in terms of the material outcomes of increased condom usage and decreased frequency of sexual assault.

## Section 11: Case Study The Physics for Women's Project

### A. *Outline of a Project to Re-Write a Physics Textbook According to the Principles of Gender Equality.*

This is a project proposal proposed by the Tanzanian Physics Education Association (TANPEA) aims to undertake this project as part of the Ministry of Education's Nzima Book Programme, which receives funding from the Canadian Organisation for Development Through Education (CODE).

#### **(i) Introduction:**

The Nzima Book Programme has been set up to enable and encourage educational associations, and any other interested groups of educators, to publish textbooks which are relevant to the culture and educational needs of Tanzania. The Nzima Programme can make arrangements with international publishers for adaptation of internationally marketed textbooks in order to publish versions which are revised and adapted for Tanzania. The Nzima Programme can also provide expertise to educational associations undertaking publishing projects, in the form of advice in the skills of book compilation, editing, sub-editing, illustration and typography.

TANPEA has decided to take advantage of the funds and facilities of the Nzima Book Programme in order to mount a project aimed at editing out all gender-role stereotyping from the current popular and recommended physics textbook entitled ***Physics for All***. Despite the apparently gender neutral title, the contents of the book constantly imply that physics is for boys!

#### **(ii) Identification of the Problem:**

In Tanzania, jobs such as medicine and engineering which require science and mathematics as prerequisites have become known as 'men's job'. In school, far fewer girls than boys do well in science and mathematics. This should not lead us to the conclusion that girls are less gifted in science and mathematics than boys. Far from that, given the right opportunities, girls can perform as well as boys.

This can be illustrated by the following observation; generally girls in girls-only schools do much better in science and maths than girls in co-education schools. The root of the problem is the psychological pressure the girls are subjected to. When they are alone in the girls' schools, the pressure is only for the society. In the co-educational schools, the pressure is from society as well as the fellow boy student.

The psychological influence are not easy to handle, while we can shout with our mouths that all humans (men!) are equal and we can even believe that wholeheartedly, there are hidden prejudices and biases which manifest themselves only when we start doing creative work.

Textbooks writers are not exceptions. Since most of the science textbooks are written by men, they have masculine overtones. Sometimes they have explicit masculine bias.

In the case of ***Physics for All***, the illustration with human figures have a proportion of only fifteen percent females. The first 34 pages do not have a single illustration showing a girl or women. When students use such books, they are likely to internalise the implicit message that physics is for boys, and that physicists are men.

### **(iii) Project Objectives:**

The objectives of the projects are to:

- (a) Establish the infrastructure which will enable women to meet, write, edit and illustrate the revised physics textbooks.
- (b) Create a panel of women authors, editors, books designers, illustrators from schools, teacher training college, institutions of higher learning, publishing houses etc.
- (c) To revise the physics textbooks.

### **(iv) Project Strategy:**

The Physics for Women Project does not aim at producing a textbook with a feminine outlook. It aims at revising the present Physics for All textbook so that it reads as if physics is really for all, that is, for both girls and boys. The re-writing strategy is to revise the book in order to introduce principles of gender equality, and to achieve a balanced outlook. To realise this, women have to be aware for the implicit messages in the textbooks which

are insensitive to the female gender. More importantly, and within this realisation, they have to be involved in the whole process of books production. They have to be involved in the writing in the manuscripts so that the content has a balanced gender flavor. They have to be involved in editing the books, in designing, layout and illustrations, and in that way ensure that the masculine overtones are edited out. They have to be involved in reviewing and advertising the books so that the educational content is put across to the readers as being gender free. That way, science education is promoted as being a truly science for all. Advertisements, even of books, have a tendency of exploiting girls or women by using them to confirm or promote gender stereotyping. It is, therefore, important for women to be involved in advertising so that they can raise the consciousness of male counterparts in the advertising business and thus in time achieve gender balance in advertising.

They will have to be involved in distribution and sales of books in order to make sure that girls, as a target group, are reached and that their needs are met. How can this be done? Women book distributors and sellers can convince teachers to buy more books in order to increase the student/book ratio which can help girls students. They can also convince parents who may tend to buy books only for their boy children that girl children need books and sound education just as much as boys, and sometimes, even more than boys.

#### **(v) Project Management:**

The Physics for Women Project will be supervised by a six person Management Committee, composed of representatives from TANPEA and the Nzima Book Programme. The Management Committee will appoint a full-time coordinator for the two-year duration of the project.

#### **(vi) Project Implementation:**

The Project Coordinator will be responsible for administering and facilitating the work of a seven person Editorial Panel appointed by the Management Committee. The Coordinator will organise the series of training and production workshops by which the textbooks revision process will proceed.

The Project Coordinator will be responsible for the schedule production of work by the Panel, and therefore the completion of revised version of ***Physics of All*** by the end of the two-year project period.

**(vii) Project Outcomes:**

The main outcomes from the project will be:

- (a) Production of an edition of ***Physics for All*** which is true to its title, and free from gender bias or gender-role stereotyping;
- (b) Involvement of women in the skills of book production;
- (c) Development of the skills of producing textbooks which avoid gender-role stereotyping.
- (d) Creation of the infrastructure and organisational methods for future textbook revision.

**B. Gender Analysis and Evaluation of the  
*Physics for Women Projects.***

**Evaluation of Problem Identification:**

In the Problem Identification, this project outline undoubtedly put its finger on a very important gender issue - the gender-role stereotyping in school textbooks, which in this case carries with it the implicit message that physics is for boys.

This issue is therefore an important gender issue at the level of 'conscientisation' - the image society has of women, the image women have of themselves. The 'conscientisation' question is whether women will accept a public image of subordination, or, whether they will take action to challenge the subordinate image and assert their right to equal treatment.

The project definition of the problem is fairly clear. It directly relates the male bias in the physics book to two disadvantages facing girls.

- (a) Girl's restricted access to the subject of physics also bars their access to certain categories of well paying jobs.
- (b) Girl's restricted access to the subject of physics consequently limits their full participation in the challenging world of advanced technology, in such areas as medicine, engineering science research, etc.

Therefore, we can give quite a high ranking to all of the 'levels of empowerment' in the definition of the problem:

Control:	+1
Participation	+2
Conscientisation	+2
Access:	+2
Welfare:	+2

But despite this high ranking, we should note some lack of detail in the very brief and general description of the problem to be addressed by the project. How the physics textbook actually discriminated against girls is not explained. Only the information on illustrations is given. Therefore, there is a need for the project to draw out a more critical gender analysis of the physics textbook. Even in the illustrations, it is not just a matter of the frequency of representing females. The actual activities, as portrayed in the illustration, or gender terms used in the text, need to be looked at more critically so that girls are not constantly stereotyped as domestic based, assistants, or subordinates to boys or men.

Secondly, the language of the book must be scrutinised to see if it is male biased that male only examples are not being used, or that the pronoun 'he' is not standard, that is, 'he' being used where 'she' or both s/he could be used.

Thirdly, and fundamental, it is important to see that the text book is not used to explore the stereotyped male world of cars and aeroplanes, etc., as if the principals of physics do not also apply to the seat of human existence, the home and garden where women and men and children reside and will continue to reside.

Of course, it may be that this project intends to address all these issues, but the outline is unfortunately too brief to give these details. However, we do see that the focus on gender issues seems to 'fade away' in the remainder of the outline which follows the problem identification. The evaluation comments which follow are all concerned with showing that the outline is lacking in clear information on how the project purpose and method is going to address the very important gender issues which are supposed to be the focus of the project. This suggests that there should

be a detailed gender analysis of the inadequacies of the textbook ***Physics for All***, as a starting point for project . The general comments as Outlined in Problem Identification, do not provide an adequate understanding of the problems which have to be tackled by this project.

### **Overall Gender Profile for the Project:**

The above comment indicates that the focus on gender issues 'fade away' after the initial interest in gender role stereotyping identified in the Problem Identification. This fading away is numerically represented in the Gender Profile shown below. It is an overall gender evaluation of the Project.

It is a good thing to be brief, but some sections of the Project outline are so brief that we are left wondering whether enough thought has been given to the complex task of editing out the male bias from the physics textbook.

The Strategy section again refers to the task of revising , 'designing, layout and illustrations', as if the scope of the task is that of 'beautifying ' the book, rather than the task of making physics relevant to all, girls and boys.

### **Gender Profile**

	Problem Identification	Project Objectives	Project Strategy	Project Management	Project Im-plementation	Project Outcomes
Control	+1	0	0	0	0	0
Participation	+2	0	+1	0	0	+1
Conscientisation	+2	0	+1	0	0	+2
Access	+2	+1	0	0	0	0
Welfare	+2	0	0	0	0	0

Equally serious is the omission of any strategy to 'gender sensitise' the members of the Editorial Panel. It is apparently thought sufficient that the members of the Panel should be women. This is not good enough. Although women may indeed make suitable recruits for the task, the central question is whether the editors are gender aware, and whether they are able to



relate this gender awareness to the application of Physics concepts in the school laboratory, and in the textbook, Moreover, since the majority of secondary school physics teachers in Tanzania are male, it will probably be necessary to educate some male teachers in gender awareness in order to have members of the team who are sufficiently knowledgeable in physics teaching for this difficult task.

Strangely, the centrally important Project objectives actually say nothing about addressing gender issues in writing a physics textbook, but are concerned only with the technical activities related to organising the re-writing of a textbook.

Similarly the sections on the Outline concerned with Management and implementation do not reveal anything about how female teachers and textbook writers, let alone the schoolgirls themselves, can influence the feminine interest in the revised version of the textbook. The question of women's representation in the management and control of the task seems to have been overlooked, and there are no conditions given for the gender composition or gender awareness of the Management Committee, nor any stipulation that the Project Coordinator should be a woman.

The brief section on Project Outcomes recover some of the earlier interest in gender issues, in mentioning the involvement of women in producing a textbook free of gender bias. Missing is any statement that this will lead to, or be part of a programme towards an increasing proportion of girls studying physics in schools.

### ***C. Recommendations on Improving the Plan for the Project on Physics for Women***

The main criticisms of the project plan are that there is insufficient definition of the gender issues in the Problem Identification, and that thereafter, the concern with gender issues fades away. The project plan is overly concerned with the technicalities of organising a book-writing task, but not much concerned with explaining how eliminating gender bias is to be part of this task.

#### **(i) Improving the Problem Identification:**

The above evaluation of problem identification suggests the need for a

more detailed and comprehensive analysis of physics textbooks as a representation of a male subject, male world and male career. This analysis forms the basis for a project which will edit out the male supremacist messages which alienate girls from the subject of physics. The first stage of this gender analysis needs to be conducted before project implementation, as it acts as the basis of a project design. The objectives of the project and methods through which to achieve these objectives will therefore be based on a sufficient understanding of the nature of the task.

But this gender analysis of the male bias in the textbook also needs to be an ongoing task of the editorial panel. It will need to be constantly exploring and analysing the extent of the problem, in order to write material which is free of gender bias. There needs to be considerable discussion on defining what is meant by gender bias in a textbook, within the panel; and through discussion find various ways of eliminating such bias. The problem goes much further and deeper than the problem of illustrations.

The task of the gender analysis of the implicit cultural messages of the textbook will also form part of the gender sensitisation of the panel members. As they recognise one form of gender bias, they will be alerted to other related forms, and more able to suggest methods of eliminating the messages of the male domination and female exclusion.

### **(ii) Improving the Project Strategy:**

In this particular project, therefore, problem identification becomes an ongoing task of implementing team. Problem identification also forms part of the project strategy, and part of a strategy for gender sensitisation as an intrinsic part of the methods of implementation.

Women's conscientisation and participation, demand as wide a participation as possible in analysis and understanding of the male bias embedded within the physics textbook. The panel may benefit from analysis and suggestions from other science teachers, especially women science teachers, as well as from school students, especially girls.

### **(iii) Improving the Project Objectives:**

Following the suggestions on improved problem identification and strategy, the objectives need to spell out the various types of textbook improvement

which are envisaged. For example, in the areas of illustration, use of language, choice of social examples, choice of examples for the application of scientific principles, topics covered in the textbook, and so on.

Secondly, the objectives should spell out the various activities of the panel which will assist and enable them to do their work; seminars, training workshops, analysis workshops, writing workshop, production workshops, participation in teachers' conferences, and so on. In each case, it should be made clear how each activity will assist the panel in their task of recognising and addressing questions of gender bias in the textbook.

#### **(iv) Improving Project Management:**

From the point of view of women's participation and control, it should be made clear that the panel itself should have a majority of women writers. That the Project Coordinator should be a woman, and that the panel should control over the qualitative aspect of the project. In other words, the panel should take the decisions on what constitutes a gender issue in physics education, and on how to modify the textbook in order to eliminate bias.

The role of the Management Committee should be confined to supervising the technical aspects of the project, especially concerned with the efficient organisation and utilisation of resources.

#### **(v) Improving Project Implementation:**

The method for project implementation should acknowledge the extent to which this project is centrally concerned with addressing gender issues, and not merely with improving a physics textbook. Therefore, the work of the panel should connect with the work of other women working in the women's movement. There is a need for liaison with other women's NGOs, especially those working in the area of women's rights. This might be done by holding seminars with other women's NGOs, as well as by co-opting into the editorial panel, notable women's rights activists who might know very little about physics, but who could illuminate on the subject of gender issues.

#### **(vi) Improving Project Outcome:**

Project outcomes must focus on the actual result of the revised textbook being more interesting and relevant to girl students . Outcomes must also show the effect of recruiting more girls into the study of physics and of doing better at the subject . Therefore, the monitoring and evaluation of the interim work of the panel should focus on the use of draft material in the classroom, the ability of girls to use the material, and the opinion of both girls and boy students on the relevance and effectiveness of the material as a method for learning physics.



## **Part III: Organising a Workshop to Improve Project Plans**

### **Introduction to Part III:**

Part I and II of this handbook are intended for the individual reader, but they may also be used as the preparatory reading for a workshop, to put the ideas and methods of Parts I and II into practice.

Therefore, Part III provides some advice on organising a three day workshop on how to address gender issues in project planning, based on the design of the UNICEF/TAMWA Workshop mentioned earlier.

Section 13 provides advice on workshop design, organisation and sequence of activity. This design of workshop depends upon workshop participants preparing beforehand and the project outlines which are to be assessed and improved at the workshop. Therefore, section 14 provides guidelines which should be sent to each of the authors of outlines, well before the workshop.

A person who is asked to write a project outline would perhaps like to see an example of what is required. Therefore, Section 15 provides an example of a project outline, to be sent to each

author along with the guideline. This example of a project outline may also prove useful at the workshop itself, providing a basis for some preliminary group discussion on how to analyse a project.

Finally, Section 16 provides a guideline for small group discussion, giving some of the details of how the group might organise itself, the sequence of work, and the sort of questions that need to be answered. Although this is intended for a workshop situation, the guideline may equally be used by any group of people faced with the task of looking at a project plan in order to suggest how the plan could be improved in order to better address gender issues.

## **Section 12: How to Organise A Workshop**

### **Overall Workshop Strategy:**

A workshop can be designed on the basis of very simple two point strategy: Firstly, to introduce the Women's Empowerment Criteria as a means of analysing gender issues in project planning. Secondly, to give workshop participants an opportunity to use these Criteria in looking at an actual project plan, to criticise inadequacy in the way the project addresses gender issues, and to make suggestions on improving the plan.

In this situation, workshop participants can use ideas on gender analysis to assess and improve a selection of project outlines which have been brought to the workshop by the participants. These outline should be requested by the organisers beforehand. In this way, the ideas on gender analysis are used for actual and real-life problems which are of current concern, and not for artificial or simulated situations. This also has the advantage of showing that the framework for gender analysis (the Women's Empowerment Criteria) is generally applicable to **any** project - and not only to particular types of projects selected to their applicability!

This two point strategy is easy enough to summarise , but in practice it involves quite a range of different activities. Advice on organising a workshop is provided below. First, the necessary pre-workshop preparations are looked at, followed by the sequence of activities during the workshop.

### **Pre-Workshop preparations:**

It is important that preparations are made well in advance of the workshop itself. The professional aspect of preparation - especially, the reading materials, and project outlines must be prepared

well before the workshop. We are not here considering the technical and more general problems of workshop organisation, such as choosing a suitable venue, or how to find the funds. The assumption is that the reader is already experienced in the equally demanding aspects of workshop organisation.

The 'Pre-Workshop Count-Down' shown below is not intended to be prescriptive. It helps to point out the main jobs that need to be done in advance, and also suggests a time scale.

## **PRE-WORKSHOP COUNT-DOWN**

<b>Time Before Workshop.</b>	<b>Task</b>	<b>Details of Task</b>
4 months	Form Management Committee	Form a committee of representatives, from interested organisations to oversee workshop planning and preparation.
3 1/2 months	Draw up a workshop plan	Set main workshop objectives, methods, time scale and criteria for selecting workshop participants.
3 months	Select Resources persons	Find one or two resources persons with experience of gender training. Appoint one person as the Workshop Organiser, to implement all the decisions of the management committee.
2 1/2 months	Select Participants	Select participants according to the criteria, which involves selecting people who are interested, committed and currently doing development work.
2 months	Commission Project Outline	Ask a selected few intended participants to write Project Outlines, using the Guideline and example provided at Section 14 and 15 of this handbook.
1 1/2 months	Send out Preparatory Reading	Send out essential preparatory reading to workshop participants. This may be done by selecting two or three Sections from this hand book (if too much is sent, it will not be read!)

3 weeks	Select Project Outlines	From amongst the Project Outline commissioned and now received, select the most suitable five or six - according to the number of small groups planned for at the workshop.
2 weeks	Draw up Workshop Programme, and Guideline	Draw up a detailed Workshop programme, showing the activity at each stage of the workshop, along the lines of 'Sequence of Activity' shown below. Also draw up a 'Guideline for Group Work', along the lines of the model provided in Section 16 of this handbook.

### **Workshop Sequence of Activity:**

The sequence of activity shown below helps to put into practice the simple strategy outlined above, namely, to establish the Women's Empowerment Criteria as the analytical framework, and then to use this framework to evaluate and improve project outlines. In practice, this strategy demands a number of stages, and quite a bit of workshop organisation. The sequence below suggests a start off with an initial presentation on 'What is a gender issue?' and an 'ice-breaker' session where participants can get to know each other, and to exchange personal experiences concerning gender issues.

### **WORKSHOP SEQUENCE OF ACTIVITY.**

#### **DAY ONE**

<b>Type of Organisation</b>	<b>Duration</b>	<b>Activity</b>
Plenary	20 min.	Resource person or keynote speaker gives a short presentation on 'What is a Gender Issue', along the lines of section 1 of this handbook. This can also be an introduction to the ice-breaker sessions which follows.



Plenary	1 hour	An ice-breaker session. Each participant gives his or her name and brief details of current employment. Individual (volunteer) participants provide details of personal experiences of encountered gender issues and discrimination, either in their personal lives or in development work. Depending on the particular topic of the workshop, it may be useful to focus these contributions on a particular area of gender issue, e.g., forms of discrimination against the girl child, or discrimination against female heads of households, etc.
Plenary	3/4 hour	Resource person gives a presentation to introduce the Women's Empowerment Criteria, based on Section 4 of this handbook. (Readings will have been sent to all participants before the workshop, and will also be available at the workshop).
Plenary	1/2 hour	Questions and points of clarification on the presentation explaining the Women's Empowerment Criteria.
Ad Hoc Small Group	1 hour	Division of participants into small Ad Hoc Groups (fairly arbitrarily, Groups perhaps based on how people are already sitting, since each group will have exactly the same task). Each Ad Hoc group is given a copy of the same Project Outline (the example at Section 15 might be appropriate for the task). The group

task is to identify the main gender issues which have been overlooked in the project.

Plenary	1 hour	Report from each Ad Hoc Group, to find out their opinion on the main inadequacies in the project which was looked at. Here the focus should be on what ways the project has overlooked the likely discrimination against women which would be an obstacle to project progress, and the way in which the project fails to enable and promote the process of women's empowerment.
Individual	During the first day	Each participant chooses a project group to join for the work of the second and third workshop days. This choice is made after looking at the (five or six) Project Outlines which were made available to all participants at the beginning of the workshop.

..... **End of the first day** .....

## **DAY TWO**

<b>Type of Organisation</b>	<b>Duration</b>	<b>Activity</b>
Plenary	1 hour	Resource person explain further the Women's Empowerment Criteria, to show how it can be used to assess the adequacy of a project in recognising and addressing gender issues. Also how to draw a 'gender profile' of a

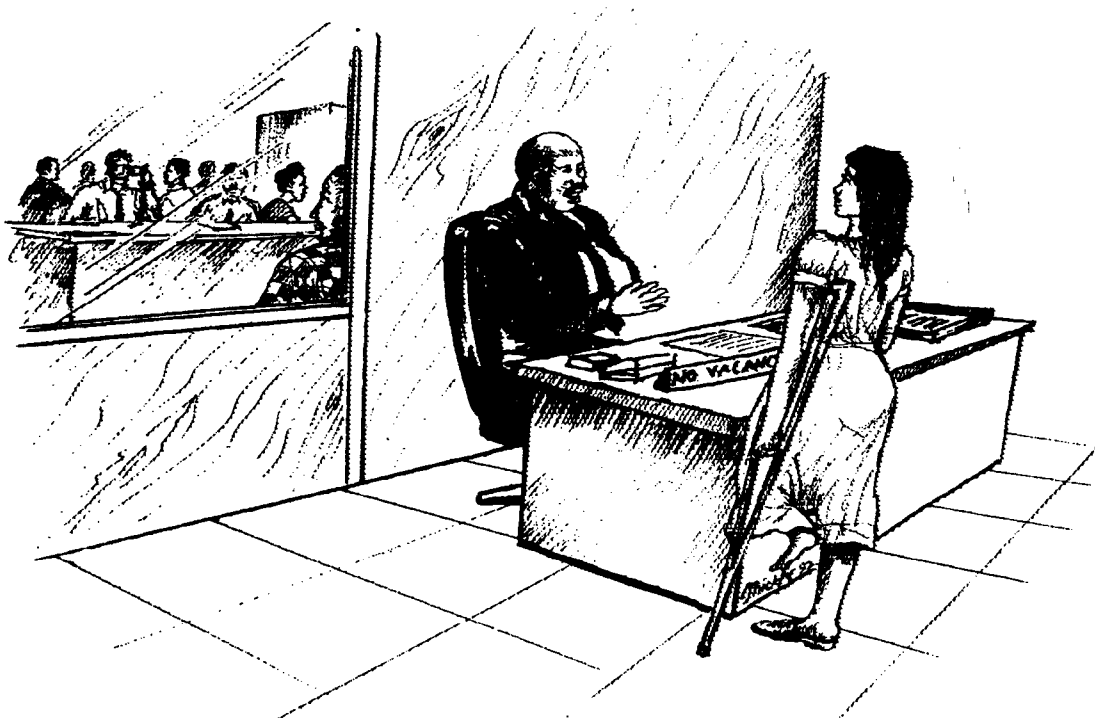
		project (presentation based on Section 6 and 7 of this handbook, which may or may not have been made available prior to the workshop).
Plenary	3/4 hour	Questions and points of clarification on the method chosen to evaluate the adequacy of a project, and on how to draw a gender profile of a project.
Plenary	1/2 hour	Resource person introduces the tasks for the group work based on project groups. This is also explained in the Guideline for Group Discussion (Section 16 of this handbook) Any initial difficulties or problems on the purpose, sequence and activities of the project groups are raised and discussed.
Project Groups	1 hour	<b>First Project Group Session</b> Settling down: Appointment of a Chairperson and Secretary. Getting to know all about the project. Ideally, the person who wrote the project outline will be a member of the group.
Project Groups	1 hour	<b>Second Project Group Session</b> Identification of gender issues. Issues cover both those recognised by the project and those which have been overlooked. Special emphasis is put on the Project's Problem Identification and Project Objectives. (Take advice from section 6 of this handbook).

Project  
Groups

1 hour

### **Third Project Group Session**

Assessment of the overall adequacy of the Project Plan. The basis of this assessment should be its description in the project outline. Drawing up a 'gender profile' of the project, as a quantitative assessment of the extent to which the project outline recognises and addresses gender issues (Take advice from Section 7 of this handbook).



*Double Disadvantage*

<b>Project Groups</b>	<b>1 hour</b>	<p><b>Fourth and Final Project group Session</b></p> <p>In the light of the findings from the assessment of the project plan during the third session, the group makes the necessary recommendations which can improve the project. Emphasis is put on recommendations which are geared towards enabling people to easily recognise gender issues and therefore pay more attention to them.</p>
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After this fourth session, each project Group Secretary makes a written summary of the group's findings - one page of assessment findings and preferably a few pages of the essential recommendations for project improvement. Copies to be made on the evening of this second day, ready for distribution to all workshop participants the next morning.

..... **End of Second Day** .....

### **DAY THREE**

<b>Type of Organisation</b>	<b>Duration</b>	<b>Activity</b>
Individual	1 hour	Each participants picks up and reads all the project group reports.
Plenary	3 hour	Report from each project group, allowing 30 minutes for each group report: 5 minutes for the Secretary to introduce the report; 10 minutes for discussion on the findings, assessment and gender profile; 15 minutes for discussion on the appropriateness of group's recommendations for project improvement.

Plenary	1 hour	Identification of the main pattern seen in the group report , based on the main types of inadequacies in the project's recognition of gender issues. Also the typical remedial measures that were found necessary for a better project focus on gender issues.
Plenary	1 hour	Identification of main follow-up activities: Plenary discussion to identify the main organisational steps which NGOs ought to take to ensure better attention to gender issues in project planning in future.

..... **End of Workshop** .....

## Section 13: How to Prepare Project Outlines for a Workshop

If a workshop is to be based on assessing and improving project plans, then of course, it is necessary to have some project plans to look at. The purpose of the workshop is to consider how gender issues can be better recognised and addressed in **all** projects. Therefore, when selecting people to write project outlines, it is important to choose people who have skills, from a range of projects. The best way to do this is to have some of the workshop participants write short, project outlines before the workshop. This section, therefore, draws a guideline on how to write a short summary of a project, here called, a Project Outline.

It is useful to have projects in a range of sectors: education, health, agriculture and so on. It is also useful to have projects which represent a range of different types of interventions: income generation, developing physical infrastructure, improving institutional capacity, access to credit, training and so on. It should be clear that you are not looking only for the so-called 'women's project' which have only women as the target group, or which are especially focused on women's welfare or women's development. You should have the workshop look at a normal range of NGO projects.

### Pre-Workshop Preparation Guideline for Writing a Project Outline:

#### 1. Purpose of the Project Outline:

The purpose of this guideline is to provide advice on how you, as a participant, in a Gender Training Workshop, can prepare for the workshop by writing a brief **Project Outline** for a project which you are familiar with, and which you have participated in at some stage - whether in planning or implementation.

It is intended that the project outlines which the participants bring to the workshop will be the subject of small group discussions. These discussions will contribute towards an analysis of the extent to which a project contributes towards women's development, and how the project might be modified.

This guideline gives advice on how to describe the various aspects of a project. These should be written in the form of an outline of an intended project. If you have chosen a project which is already at the implementation stage, you may need to summarise objectives and implementation, as they actually stand at the moment, since these may have changed and developed during the period of implementation. But nonetheless, you are only being asked to write down the original or current project **intentions** and you are **not** being asked to report actual outcomes, **nor** to evaluate the success of the project. In other words, you are being asked to write down an outline of project plan, even though the project might be at the implementation stage, or even completed.

There is no need for you to worry about whether the project you choose is much concerned with women's development. You may like to choose a 'women's project' which has only women in the target group. Or you may choose a more general development project which has both women and men in the target group, and which explicitly addresses women's issues in one way or another. You may even like to describe a general development project which doesn't recognise the special position and need of women. In this case, workshop discussion can focus entirely on what has been overlooked.

Most important, is that the outline **should be brief**. Write no more than half a page for each of the seven headings. Your outline should be **no more than three typed pages** or a maximum of 1200 words. Keep it brief, and just mention the main points. But pay special attention to any aspect that you consider relevant to women's development.

## **2. How to Write a Project Outline for the Workshop:**

This guideline provides advice on how to write a Project Outline in terms of the seven sub-headings given below. Notice that these headings do not include 'Budget'. We are here, interested only in what is to be done, how, and to what purpose; we are not interested in how much it might cost.

### **Introduction:**

You should make a brief introductory statement on the purpose of the project, the target group and the intended benefits. Mention the implementing agency, whether the project is still at the planning stage or whether it is being implemented, and the intended duration of the project.



It may be useful to give some background to the project, especially if it is a development or outgrowth from an earlier project, or part of the larger programme. If you feel that critical analysis of the project, at a workshop, could cause unnecessary embarrassment, you could invent a fictitious name of a locality or an implementing agency while keeping the main facts accurate.

### **Problem Identification:**

A development project is always an intervention, planned in order to overcome a perceived problem, or to meet a perceived need. So, in this section, you should briefly state the problem or need which the project is attempting to address. If there is a well known or common social or economic problem, then it would be useful to give some of the facts and figures. If a needs assessment has been carried out, then it would be useful to give brief details of who carried it out, by what method, and the main findings. You may also need to identify the group of people who have the problem or need.

### **Overall Project Strategy:**

If the problem is to be overcome, or the need is to be met, there may be various possible way of overcoming the problem. A project chooses one or more methods which become the project strategy. For instance, where the problem is wastage of unsold 'agricultural production, then a strategy might involve merely improving the marketing facilities. So, to describe the project strategy, you should briefly summarise the method(s) used to overcome the problem, but without going into any unnecessary detail. Selection of target group is also part of project strategy.

### **Project Objectives:**

This is the most important part of your outline, which tells us the ***purpose*** of the project. Of course, the overall purpose is to overcome the problem or meet the need, but here you have the opportunity to state specifically what actions are to be taken in order to do this. This is best done by using action verbs, saying that the purpose of the project is, for example;

to increase income...

to give equal access to credit ....

to provide day-care for the children of marketeers....

and so on.

## **Project Manager:**

Here, a summary of the system for decision making is made, making it clear which people are involved and what their responsibilities are. The question is not who is implementing the project, but who has overall control of implementation. Very often, a project sets up a management committee to oversee project implementation.

## **Project Implementation:**

The objectives can only be met by some organisation, or delivery system. So here, it has to be briefly explained how the project is to be implemented in terms of who will be doing what, how they are organised, and the type (rather than the amount) of resources that will be needed. It is important to mention if there will be any collaboration with the government, non-government or community organisations. Also the division of responsibilities (e.g. the Project Treasurer provides funds to be disbursed by the Cooperative Credit Bank according to the decisions of the local Women's Collective Committee).

## **Project Outcomes:**

Insofar as this is not already obvious from the project objectives, it may be useful to make a brief statement of the projects intended outcomes, in terms of how things will be different by the end of the project period. It is better, where possible, to focus especially on measurable or quantifiable outcomes, or at least, observable outcomes. It may be useful to note the expected or hoped for long term benefits or wider socio-economic impact of the project.

This guideline is accompanied by an Example Project Outline. This is intended as an example of the form and style to be used in writing a project outline. However, it is not intended as an example of a project which is particularly well oriented towards women's development. Any criticisms of this project example are reserved as for all other projects - for the workshop!

## **Section 14: Example of a Project Outline**

This section provides an example of a project outline. It is not intended as an example of a project which is particularly adequate in recognising or addressing gender issues. It is intended only as an example of the form, style and length which is being asked for from writers of project outlines.

This example outline could be used to accompany the guideline on Writing a project Outline (See Section 14), as a further advice to writers on how to write an outline. Also, this workshop could prove useful for the initial group work at a workshop to provide an example of a project on which participants can test out the methods of gender analysis introduced at the workshop (see the suggested activities for Ad Hoc Small Groups suggested in section 13)

### **Project Outline Women's Health Information Project**

#### **Introduction:**

The purpose of this project is to provide health information for rural and grassroots women in Ruzingwa, so that they are better able to understand and take care of their health problems and those of their children.

Women in Ruzingwa have a generally low health status. There is high rate of morbidity related to childbearing. A large part of the problem is that women's relatively low status in society denies them access to the essential resources which are necessary to raise their health status and standard of living. One aspect of this situation is that many ordinary women are not sufficiently well informed on health matters. Women lack access to basic information on health matters, especially in crucial areas such as sexual reproduction and child bearing.

The Ruzingwa Women Journalists Association (RUWJA) is well placed to mount a health education project for poor women. The Association is interested and experienced in women's development, which is its main purpose. RUJWA has the ability and means to mount an information campaign, this being the area of professional expertise of its members. The proposed project is a continuation and expansion of RUWJA's earlier work in this area, which involved the organising of the recent Day of Action

on Mother's Health, and the publication of a booklet entitled 'Keep Yourself Healthy',



### *Publishing Women's Right*

#### **Problem Identification:**

Women who are rural based and less literate, have less access to information. This problem is nowadays made worse by the breakdown of traditional systems which guided and counselled teenagers. Girls/mothers often die from child birth, abortions and miscarriages, with little knowledge of how to look after themselves. They have little understanding of the psychological and social problems arising from teenage pregnancy.

Young people are particularly at risk from AIDS. Protection from the disease depends upon understanding of how it is spread, the dangers of the diseases, and the methods of protection. Here, especially health information and education are absolutely essential if the AIDS epidemic is to be slowed down.

This project focuses on the problem that rural women, often illiterate, are particularly cut off from health education. The project aims to overcome this problem by using various techniques and media to target crucial health messages to the neediest women.

### **Overall Project Strategy:**

The project strategy is to utilise the existing media and other channels of information to disseminate health information targetted at rural and illiterate women. Activities will concentrate on the production of appropriate health messages, in forms which can be readily understood by ordinary rural women, even if they are illiterate. The media includes radio broadcasts, popular theatre, and posters. Printed materials will be directed mainly at educating the local leadership on their role in the information campaign.

### **Project Objectives:**

The project objectives will be the **production** of media information and messages, and the **dissemination** of this information, RUWJA will set up its own Health Messages Centre for the production of media materials. Specifically, the Centre will produce:

- (i) Materials to be used in popular education at the level of villages and community;
- (ii) Materials to enable women to understand their sexuality, and to empower women in the control of their own bodies;
- (iii) Materials giving advice on the usefulness of traditional health practices;
- (iv) Material aimed especially at young illiterate women;
- (v) Materials to sensitise the leadership at the local and community level on the special problems of women and youth.

RUWJA will liaise and network with all existing institutions and organisations, including, especially, the media and schools, for the dissemination of information and materials produced by the Health Messages Centre. Specifically, information will be disseminated by:

- (i) Periodic programmes on the radio;
- (ii) Posters for schools and clinics;
- (iii) Travelling theatre groups which will produce plays for popular education;

- (iv) Learning activities designed to be incorporated in the primary school curriculum;
- (v) An information campaign in the newspapers;
- (vi) Seminars and workshops for local leaders at the community level;
- (viii) Networking with women's and church organisations operating at the community level.



*Blind Justice*

**Project Management:**

RUWJA will set up a Project Management Committee to oversee the implementation of the project. Half the members of this committee will be members of RUWJA who are concerned with project implementation, and the other half will be members of organisations with whom RUWJA is cooperating in project implementation. There will be a full time Project Manager, whose duties will partly be concerned with ensuring the timely production of materials, and partly with ensuring increasing coverage of the target group in the dissemination of messages. RUWJA members will be expected to give their time free of charge for the production of media materials in the Health Messages Centre.

**Project Implementation:**

The project will have a three year duration, with implementation in three phases. The first phase, lasting six months, will be concerned with assembling the necessary material resources for media production. The second phase, of a further six months will focus on the initial production of materials, networking with other organisations and training of local leaders for the mounting of information campaign. The third phase will be concerned with launching the information campaign, running after the groundwork of the first two phases has been completed.

**Project Outcome:**

The immediate outcomes of the project will be the media messages, in the form of radio plays, booklets, posters, play scripts, and so on. The next outcome will be the activities of disseminating the information.

These outcomes are merely intended to lead up to the resultant outcome of improved health education, especially in the area of sexual reproduction amongst rural women. Outcome might be measured in terms of coverage of the target group, and evidence that the target group is actually better informed as a result of the information campaign. Ultimately, the outcome is that women will improve their health status, and their control over their health and their sexual lives, as a result of the educational experience of the information campaign.

## **Section 15: Group Discussion of A Project Outline**

Section 13 of this manual gives a description on ***How to Organise a Workshop***. The section gives an overall workshop strategy, the preparations required to be done before the workshop, and then finishes with workshop sequence of activity.

The main purpose of this kind of workshop is to bring participants together in small project groups. Each group looks at a particular project outline. The groups go through all the sections of the project - the introduction, problem identification, project strategy, objectives, project management and implementation - in order to identify the inadequacies of the outline in reorganising and addressing gender issues. The groups then make recommendations necessary for improving the project.

The workshop sequence of activity provided in section 13 gives some guidance on how the project groups should work. However, a more detailed guidance will be necessary when the groups actually meet to begin their task.

This section, therefore, provides a suggested guideline on how the project groups can fulfil their tasks.

### **Guideline for A Workshop Group on Improving A projects Focus on Gender Issues**

#### **Choosing a Group:**

If you are not the author of a Project Outline, then you are free to choose any group. Have a look at all the Project Outlines which were made available at the beginning of the workshop. Choose the project in which you are most interested. You may join a group by writing your name on the group list on the notice-board. However, there is a limit of six members for each group, so if you find a group is already full, you will have to choose another group.

Each author of a Project Outline has been asked to join the group which will discuss the project she/he summarised. In this way, the author will be on hand to provide any further background information or details about the project, if this is necessary





### **Summary of the Task:**

The project group acts as a preview team. Firstly, it assesses the adequacy of the project plan in recognising and addressing gender issues. Secondly, it makes recommendations on how the project plan should be improved.

Your project group has four sessions in which to complete this task. By the end of the day, your group should have a short (three page) report of the group findings, ready for distribution the next morning to the workshop participants.

### **First Group Session: Settling Down (1 hour)**

The first task of the group is to decide upon one person to serve as Chairperson, and another as Secretary. The Chairperson has the main responsibility of guiding the discussion through all its stages in a timely and orderly fashion.

Not all matters can be discussed. It is therefore necessary to identify the main points upon which to focus. Most of all, it is necessary to focus on the adequacy of the project ***in recognising and addressing gender***

**issues.** A project may well have many other forms of inadequacies, but these are not the subject of the immediate discussion!

The secretary is responsible for keeping the record. She/he makes a summary account of what the group has agreed in the two areas. Firstly, in the assessment of the adequacy of the project in recognising and addressing gender issues and secondly, in the group's recommendations on the main ways in which the project should be improved.

Having appointed a chairperson and secretary, the remaining business of the first session is to ensure that all members of the group have a good understanding of the project to be discussed.

However, as far as possible, the project outline should be clear and self explanatory. Assessment should be based on what is written in the outline. This is especially important in assessing the project plan which is concerned with project strategy, objectives and management systems. It should be noted that what is written in the project outline will guide the implementation of the project.

The group may need more information from the author of the outline in elaborating further the background to the project, the overall problems situation, and the identification of the problem. Here too, different members of the group may contribute their knowledge in order to add to the general understanding of the problem which gave rise to the project idea.

## **Second Group Session: Identifying Gender Issues (1 hour)**

The first essential question is whether gender issues have been sufficiently recognised in the identification of the problem. Here the group may find it useful to focus on three different types of questions (see also section 1 of this handbook)

- (i) Have gender gap been identified? More especially, does the description of the problem include gender disaggregated data? Are the women of the target group in a different or worse position than the men? If so, does this difference arise from their gender roles, or particular social situation?

- (ii) Is there gender discrimination? More especially, to what extent do gender gaps arise out of differential treatment arising from discrimination against women in social or administrative practice? If so, in such practise based on or supported by discriminatory custom or law?
- (iii) Where is the need for women's increased empowerment? Specifically, in what ways do women need more collective control over the situation in order to overcome the problems identified at (i) and (ii) above?

The purpose of this second session is to identify what is missing in the identification of the problem. To what extent have the project planners overlooked gender issues?

Of course, looking for what is missing is much more difficult than looking at what is there. But here the members of the group are guided by their own knowledge of the situation of women in Tanzania, and the gender pattern of gender gaps and gender discrimination.

The second session may usefully end by using the five points of the Women's Empowerment Criteria to identify/describe all five dimensions of the problem (see section 5 of this handbook)

### **Third Group Session:      Assessing the Project (1 hour)**

The task of the third session is to make an overall assessment of the adequacy of the project plan. Here, of course, we are looking at the adequacy of the plan in terms of recognising and addressing gender issues.

The second session ended with the groups' own identification of gender dimension of the problem which is being addressed by the project. Now, the group looks at the gender issue raised in problem identification of the project outline, and gives their criticism of the issues, the way they are addressed and the extent to which the issues will fit in the objectives of the project. This criticism will be based on the gender issues existing within the given problem. It is this comparison which provides the assessment of the adequacy of the problem identification.

By looking at each of the six aspects of the project (for further advice see

Section 6), the group may draw up a 'gender profile' of the project by giving a numeral ranking to each aspect of the project. This is to measure the extent to which the project outline recognises or addresses the gender issues seen or are strongly suspected by the group. (See section 7 for how to make a numerical 'gender profile' of the project).

In concluding the assessment, the group should have the clear idea of the main inadequacies of the project. They should know which part of the project outline is most lacking, or most critically at fault. They should also know **what** is most lacking. It is this clear focus on the main deficiencies in the project plan which will lead, naturally, into making recommendations for improving the project plan.

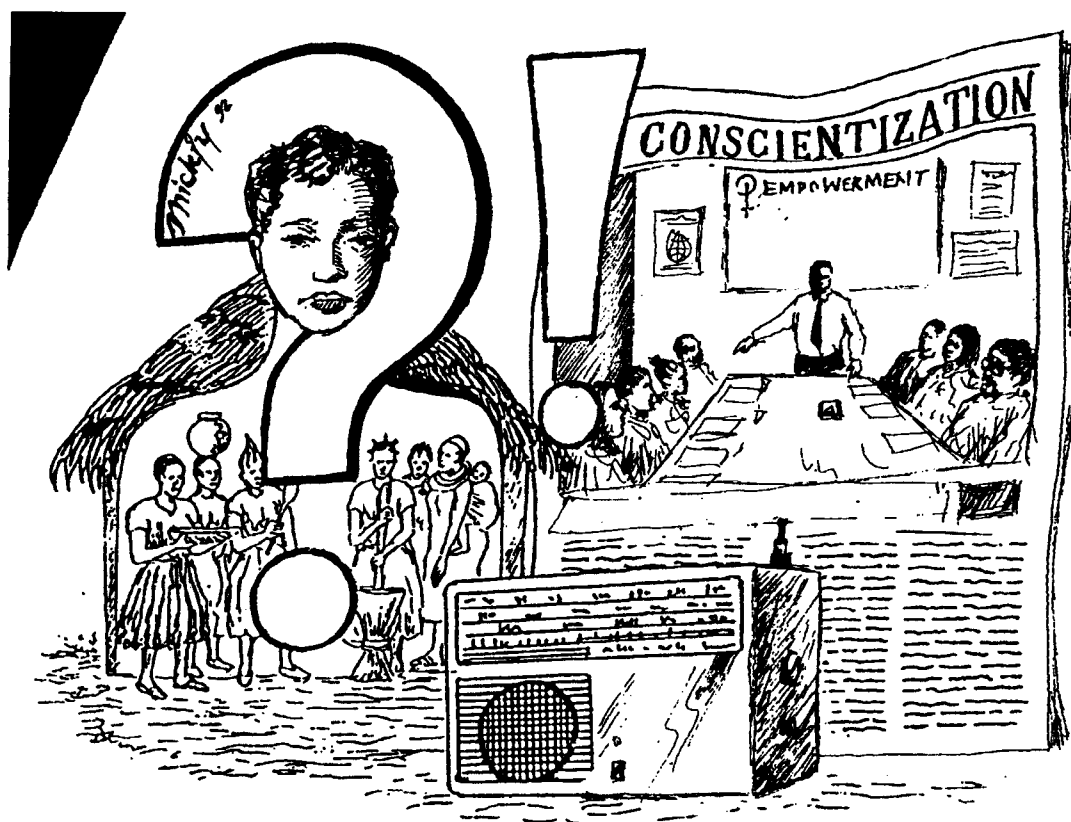
Section 10 - 12 of this handbooks provides examples of such assessments of the adequacy of project plans. They provide not merely a numerical assessment of the project as a 'gender profile', but also some discussion of the main inadequacies. The criticism helps to further clarify the gender issues in the project plan after which suggested recommendations on how to improve the project are given.

#### **Fourth Group Session: Improving the Project (2 hours)**

This final stage of suggested improvements will follow easily and naturally from a good identification of the project's main inadequacies given in the preceding session.

Particularly, where there are extensive inadequacies in a project's attention to gender issues - which is unfortunately all too often the case - it is important that the group makes use of the limited time available to focus on the main points. This means making suggestions which are the most essential in **re-directing** the project, so that it can focus on those important gender issues overlooked in the original plan.

Of course, given any one particular inadequacy, there may be many different ways of overcoming the inadequacy. So we are not here looking for the 'one right answer. But the discussion at the forthcoming plenary session will certainly want to examine the group's recommendations in terms of whether they are appropriate as a way of overcoming the project's previous inadequacies, and whether they are **feasible** - i.e., whether participants have suggested methods which could actually be put into practice.



### **Gender Dictionary:**

This dictionary attempts to give brief definition of the words or phrases which have been particularly useful in discussing gender issues in this handbook. Many of these words embody terms or concepts which are important for defining and discussing gender issues. Some of these concepts have already been defined, as they were introduced in Part I of the handbook. However, it was thought that the readers should be assisted with a list of words which are new or unfamiliar, or those which are given a special meaning when discussing women's development.

**Access** is the means or the right to obtain something Women's Empowerment criteria defines 'access' as one of the five levels of equality which are important in the process of their development. For example, if women have inequality in access to credit, this means women undergo greater hurdles in obtaining credit, in comparison with men.

**Conscientisation** means the process of becoming aware of the extent to which the systematic discrimination against a social group puts all members of that group at a disadvantage. In women's development conscientisation, therefore, involves the process by which women collectively come into

understanding the gender discrimination which they are up against. This awareness becomes the basis for action to overcome and dismantle the obstacles which have been holding them back.

**Control** means the ability to decide what should be done, to direct, or to influence events so that one's own interests are looked after. The Women's Empowerment Criteria recognises women's equality of control as the most important or 'highest' aspect of women's development. Equality in control gives women an equal say in how things are organised, especially to ensure that resources and benefits are distributed so that women and men both get equal shares.

**Patriarchal** control is concerned with ensuring that men take the decisions - especially to ensure that women get more of the work but men get more of the benefits.

**Development** is used to mean the process which results in the improved material well-being (welfare) of people. But development does not mean only the resultant improved welfare. Development also refers to the process by which this improved welfare is obtained. The concept of development, therefore, also includes an important element of equality, in that material benefits should be equality and fairly spread out, to direct benefits to those most in need - the disadvantaged and the most vulnerable. See also 'empowerment'

**Empowerment** is a process of people taking control and taking action in order to overcome obstacles against their interests. Empowerment is an important part of development. Empowerment, especially, means the collective action by the oppressed to overcome the obstacles of structure inequality which have previously put them in a disadvantaged position. The Women's Empowerment Criteria (Section 4) analyses the process of empowerment as being concerned with overcoming inequality at five different levels.

**Equality of opportunity** means that everybody has an equal chance, and equal access to resources. In other words, equality of opportunity, means that there is no structural discrimination standing in the way of any individual or social group. Equality of opportunity for women would mean ending all gender discrimination. Equality of opportunity may be

distinguished from equality of results, or equality of outcomes in that equality of opportunity affords women's active participation in development and with it greater possibilities for gaining access and control. While equality of outcomes may take the welfare approach where women have no control. See also 'gender equality'.

**Gender** means classification by sex. Here we are particularly concerned with social roles that are classified by sex - e.g. cooking classified as a female role, hunting as a male role. See 'gender roles'.

**Gender awareness** means the ability to identify problems arising from gender inequality and discrimination, even if these are not evidentially on the surface, or are 'hidden'. That is, they are not part of the general or commonly accepted explanation of where the problem lies. In other words, gender awareness means a high level of conscientisation.

**Gender discrimination** is the system of rules, regulations or laws in a society which discriminate on grounds of sex. In practice, this usually means discrimination against women in access to services and resources, as well as in access to decision making positions.

**Gender division of labour** means an overall societal pattern of women being allocated one set of gender roles, and men to another. In practice, discrimination against women in the gender division of labour means that women are mostly confined to the more menial and lower paid jobs; whereas men have the jobs with the higher status and higher pay. For instance, in Tanzania, the most obvious pattern in the gender division of labour is that women are mostly confined to unpaid domestic work and subsistence food production whereas men dominate in cash crop production and wage employment.

**Gender equality** means that there is no discrimination on grounds of a person's sex in the allocation of resources or benefits, or in access to services. Gender equality may be measured in terms of whether there is no discrimination - equality of opportunity or whether there are no gender gaps - equality of results. ***The UN Convention of the Elimination of All Forms of Discrimination Against Women*** can be understood as a statement of what the principle of gender equality of opportunity should mean in practice, for all aspects of life, and all sectors of the economy.



**Gender gap** is a measure of gender inequality. It is used to measure actual results arising from differences between females as a group and males as a group, in their material well-being, their allocation of resources, or their utilisation of services. For example, we might measure the gender gap in secondary schools by saying that, nationally, there are only 55 girls for every 100 boys enrolled in secondary schools.

**A gender issue** arises where an instance of gender inequality is recognised as undesirable, or unjust. Section I of this handbook suggests that there are three aspects of a gender issue; gender gap, gender discrimination and women's oppression.

**Gender planning** means taking account of gender issues when making a project plan. In development planning, it means that gender issues are recognised in the identification of the problem, and addressed in development objectives. Gender roles are roles which are classified by sex, but where this classification is social, and not biological. For example, in Tanzania, child-rearing is classified as a female role, but it is a female gender role, not a female sex role, since child rearing can actually be done equally well by men or women. Gender roles may, therefore, be contrasted with sex roles, which cannot be interchanged between the sexes. See 'sex role'.



Gender role stereotyping is the constant portrayal, such as in theatre, the media or in books, of women and men occupying social roles according to the traditional gender division of labour. For example the portrayal of a father coming home from the office to a mother who has been looking after the home, and has his supper ready waiting for him. Such gender role stereotyping works to support and reinforce the traditional gender division of labour by portraying such situation as 'normal' and 'natural'. Stereotyping also portrays a gender division of labour as being more pervasive than is actually found in everyday life - e.g. doctors are always portrayed as men, whereas in real life women are doctors also.

**Gender sensitivity** is the ability to recognise gender issues, and especially, the ability to recognise women's different perceptions and interest arising from their different social location and different gender roles. Gender sensitivity is often used to mean the same as gender awareness. However, gender awareness can also mean the extra ability to recognise gender issues which remain 'hidden' as opposed to those which are more conventional, with a patriarchal point of view. Gender sensitivity is the beginning of gender awareness, the latter being more analytical, more critical and more questioning.

**Gender training** means providing people with formal learning experiences in order to increase their gender awareness, and to increase their knowledge and skills in gender planning. This handbook should provide the reader with some gender training.

**Hierarchical** means arrangements in a hierarchy, that is, ranked one above the other, with the one above being more important than the one below.

**Oppression** is the use of political power and domination to maintain an unjust system - which is for the benefit of the rulers, at the expense of the ruled. Such oppression may exist at the level of the state, the village, or the household. Therefore women's oppression refers to male domination used in the subordination and domestication of women.

**Participation** means having a share, taking part. In the Women's Empowerment Criteria, 'participation' refers especially to the state in which women have a part in decision making - and not merely have their interests 'spoken for' by men or their affairs decided by men. Gender equality in

decision making is, therefore, seen as one of the essential aspects of women's empowerment.

**Patriarchal resistance** means the various ways patriarchal government or authority will try to thwart, women's collective action for an equal share in decision making, and equal control over the distribution of resources.

**Patriarchy** is the male domination in ownership and control, at all levels



in society, which maintains and operates the system of gender discrimination. This system of control is justified by patriarchal ideology - a system of ideas based on a belief in male superiority, the claim that the gender division of labour is based on biology, supported even by scripture. Patriarchal ideology often includes the claim that patriarchal rule is not discriminatory, and that men decided things wisely for the benefit of everybody.

**Programme** in this handbook is used differently from 'project', to mean a collection of projects with a larger developmental purpose than an individual project.

**Project** here means an organisation of people and resources which, if

utilised over time, will bring about planned and pre-determined change, for the benefit of a well defined target group. A project provides a planned developmental intervention to meet a need, or to overcome a problem. A project is also concerned with women's development if it recognises gender issues as part of the problem, and addresses these issues as part of the overall project purpose.

**Self-reliance** is the ability of people to improve themselves on their own initiative out of, their own resources, by their own efforts. But the term is often used to refer to people's advancement within the *existing* social structure; i.e. self-reliance is often used to imply that the problems lie with the inadequacies of the people themselves - rather than with the inadequacies of society. In the case of women's development, it is not sufficient to see women's advancement purely in terms of their increased self-reliance. Women also need collective empowerment in order to overcome the systematic discrimination which stands in their way. For further discussion, see especially Section 3 of this handbook.

**Sex** refers to being male or female in the biological sense.

**Sex role** refers to an occupation or function for which a necessary qualification is to belong to one particular sex category. For example, pregnancy is a female sex role because only members of the female sex can become pregnant. By contrast, cooking food may be considered a female role in many societies, but it is a female gender role and not a female sex role - since men and women both have ability to cook.

**Structural gender inequality** exists where the societal system of gender discrimination is practised by the public or social institutions. Structural gender inequality is more entrenched if it is maintained by administrative rules and laws, rather than by only custom and tradition.

**Unequal gender division of labour** refers to a gender division of labour which is further characterised by unequal reward. Discrimination against women in the unequal gender division of labour means that women get most of the burden of labour, and most of the unpaid labour, but men collect most of the income and rewards resulting from that labour.

**Welfare** is here used merely to mean people's material well-being-health, nutrition, food intake, lifespan, and so on. In other words, the word here not being used in the North American sense, which means payments made

by the government to support the material well-being of people who would not otherwise be able to support themselves. In the Women's Empowerment criteria, gender equality of welfare is seen as the most basic aspect of women's empowerment (see section 4 of this handbook).

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