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Susan Azuba Mubbala

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FOREWORD

Science and Technology has continued to be of high priority on the national, regional and international development agendas. Africa, like the rest of the world recognizes the importance of science and technology as a critical factor for national development and as a basic component of human activity that provide the means for men and women to meet their physical, economic, emotional and cultural needs.

Many African governments have put in place institutional frameworks and have formulated and are implementing effective science, and technology policies linking them to poverty reduction, thereby contributing to equitable and sustainable development.

GAB Africa Project recognizes that whereas science and technology continue to be the key engines for growth in Africa and the world at large, there are constraints and challenges still inhibiting the full and equal participation of women in scientific and technological fields. Gender inequalities in the science and technology fields still prevail. The key challenges in linking gender, science and technology in Africa include the following:

- Inadequate guidance to governments and other actors on how to address gender issues in S&T policy formulation, implementation and review processes;
- Absence of gender responsive national policies, frameworks and action plans in S&T;
- Weak translation of policies and recommendations on gender, science and technology into action by governments and other actors;
- Inadequate gender analysis of S&T policies rendering their design and implementation gender blind;
- Limited awareness about global, regional and national frameworks and commitments on gender in S&T among decision makers, planners, implementers and reviewers.

In order to improve the status of women at diverse levels of science and technology, the initiatives for poverty eradication and equitable sustainable development in the African region should address the needs of both men and women systematically and equitably.

These guidelines are therefore intended to help governments and other stakeholders strengthen gender mainstreaming in Science and Technology Policy Formulation and Review Processes in Africa. This is the first edition of the guidelines and I call upon all users to provide feedback on their effectiveness to the GAB Africa Region Secretariat to ensure that subsequent revisions and editions respond to emerging needs and requirements of all stakeholders.

Irene Muloni

Senior Fellow, GAB Africa

ACRONYMS AND ABBREVIATIONS

CSO Civil Society Organization

GAB Gender Advisory Board

GAD Gender and Development

GDD Gender Disaggregated Data

GS&T Gender Science and Technology

MIS Management Information Systems

M&E Monitoring and Evaluation

NCRFW National Commission on the Role of Filipino Women

NCSTs National Councils for Science and Technology

NGM National Gender Machineries

NFPs National Focal Points

REGEST Regional Secretariat for Gender Equity in Science and Technology

SDD Sex Disaggregated Data

S&T Science and Technology

TORs Terms of Reference

UN United Nations

UNCSTD United Nations Council on Science and Technology for

Development

UNESCO United Nations Educational, Scientific and Cultural Organization

WETSU The Association of Women Engineers, Technicians and Scientists

in Uganda

WID Women in Development

PART ONE: INTRODUCTION

1.0 Introduction

1.1 Background

In 1993, the United Nation Commission on Science and Technology for Development (UNCSTD) appointed a Gender Working Group (GWG), which reviewed and made science and technology policy recommendations to the Commission; asked national governments to adopt a "Declaration of Intent" on G, S&T for sustainable human development and identified seven key issues which it considered to be in need of significant transformative action. Those recommendations were a major input in the Beijing Platform for Action

The Areas for Transformative Action are:

- 1. Gender equity in science and technology education.
- 2. Removing obstacles to women in science and technological careers.
- 3. Making science responsive to the needs of society: the gender dimension.
- 4. Making science and technology decision-making processes more "gender aware".
- 5. Relating better with "local knowledge systems".
- 6. Addressing ethical issues in science and technology: the gender dimension.
- 7. Improving the collection of gender disaggregated data for policy makers.

The UNCSTD established the Gender Advisory Board (GAB) in 1995 to advise on matters concerning Gender, Science and Technology (G, S&T). The four principal functions of GAB are to:

- 1. Monitor implications of the Commission's recommendations on G, S & T in 1995, and when requested, to provide assistance in their implementation;
- 2. Oversee activities which support national government and UN agencies in implementing the Commission's gender and science recommendations, particularly by supporting the establishment of multi-stakeholder National Committees in Gender, Science and Technology;

- 3. Provide support and advice to agencies on mainstreaming gender concerns in science and technology and liaise with other UN agencies;
- 4. Advise the Commission on the gender implications of its work programmes.

To fulfill its mandate, GAB facilitated the establishment of three Regional Secretariats in Southeast Asia, Latin America and Africa to coordinate regional networking around Gender, Science & Technology (G, S&T) policies and initiatives.

The GAB Africa Region Strategy is to create partnerships with government institutions to ensure that enabling policies and frameworks are in place; and encouraging governments to lead the process of reviewing national situations and developing action plans, monitoring and evaluation mechanisms.

The goal of GAB Africa Region is to improve the quality of life of women, men, girls and boys in the Africa through promotion of women's participation in G, S&T for sustainable development.



The specific objectives of GAB Africa Region include:

i. Promoting at policy making level, the gender dimension in science and technology activities and decisions by the use of corresponding channels with national Governments and Regional Organs involved in G, S&T;

- ii. Guiding and facilitating the national processes of establishing relevant committees to review national situations and formulate action plans regarding G, S&T;
- iii. Promoting improvement of the situation of women at diverse levels of S & T activities in the region.

The Association of Women Engineers, Technicians and Scientists in Uganda (WETSU), a non-governmental organization formed by women in 1989 to increase the number of women in engineering, science and technology for sustainable development after realizing the very low numbers in these fields. WETSU hosts both the Gender Advisory Board (GAB) and GAB Africa Region Secretariat.

1.2 The problem

GAB Africa Regional Secretariat recognizes that whereas science and technology continue to be key engines for growth all over the world, specific challenges continue to inhibit the full and equal participation of women and men in scientific and technological fields.

Key challenges in linking gender, science and technology in Africa include the following:

- Lack of/inadequate guidance to governments and other actors on how to address gender issues in ST policy formulation, implementation and review processes;
- Absence of gender responsive national policies, frameworks and action plans in S&T;
- Weak translation of policies and recommendations on gender, science and technology into action by governments and other actors;
- Inadequate gender analysis of S&T policies rendering their design and implementation gender blind;
- Limited awareness about global, regional and national frameworks and commitments on gender in S&T among decision makers, planners, implementers and reviewers.

Against this backdrop, GAB Africa Regional Secretariat set out to address these challenges by developing generic guidelines for mainstreaming gender into science and technology policy formulation and review processes in Africa. The goal of mainstreaming gender in S&T policy formulation and review processes in Africa is to promote gender equity and ensure greater participation for both women and men in the policy formulation and review processes in Africa.

1.3 Objectives of the Guidelines

The specific objectives of the guidelines for mainstreaming gender into S&T policy formulation and review processes in Africa are:

- i. To provide a generic framework for identifying gender concerns and key challenges at the different levels of the policy formulation and review processes in Africa region;
- ii. To propose actions for addressing identified gender concerns in S&T policy formulation and review processes;
- iii. To establish a system for assessing the level of gender responsiveness of the S&T policy formulation and review processes in Africa.

1.4 Features of the Guidelines

These guidelines focus not on content, but processes by which S&T policies are developed, implemented, and changed. This is premised on the recognition that the way policies are made affects the content of public policy and vice versa. It is acknowledged that the different countries in the GAB Africa region may not have the same approach and procedure for S&T policy development and review. To this end, the guidelines attempt to outline the general procedures in the policy formulation and review processes in GAB Africa region, without tying the users to a single convention. In essence, despite the differences in policy development conventions across the region, the guidelines can be applied widely with country, sub-national, regional or institutional specific modifications.

The guidelines provide guidance on:

- Actions to address gender concerns and challenges at the different levels of policy formulation and review processes;
- Indicators for gender sensitivity at the different levels of the policy formulation and review processes;
- Institutional frameworks/key stakeholders in gender responsive S&T policy formulation and review;
- Definitions of key gender, science and technology concepts (See Annex Two;
- Gender issues in various S&T sectors/spheres (See Annex Three).

The guidelines are rooted in both the Gender and Development (GAD) and Women in Development approaches, and utilize a mixture of gender concepts and analytical tools including among others- access to and control over resources frameworks, gender equality and empowerment framework, capacities and vulnerabilities framework, and practical and strategic needs framework.

The guidelines complement other initiatives for the promotion of gender equity in S&T fields such as the 2004 UNESCO/REGEST (Jakarta)/GAB publication of Guidelines for Gender Mainstreaming in S&T, and the Comparative Study on the Gender Dimension of Policies Related to the Development and Application of S&T for Sustainable Development. These guidelines uniquely focus on the policy formulation, implementation, and review/evaluation processes in Africa. They identify gender issues at each stage of the process; propose the necessary interventions, and point out key challenges. Additionally, the guidelines offer guidance on 'what' and 'how' to address gender perspectives.

1.5 Target groups/ Users of the Guidelines

In general, these guidelines are intended for use by all actors in S&T policy formulation and review processes in Africa. These include among others:

- Top decision makers in government including Ministers,
 Permanent Secretaries, Directors, Heads of Departments/ agencies;
- ii. Legislators;
- iii. Academic and Research Institutions;
- iv. GAB National Focal Points (NFPs);
- v. Technical staff in S&T Ministries, Departments and Agencies;
- vi. Civil Society Organizations (CSOs) and advocacy groups;
- vii. National Gender Machineries:
- viii. National Councils for Science and Technology (NCSTs);

1.6 Important considerations

These guidelines are not an end in themselves. Their effectiveness and impact will rely on the obtaining environment for gender mainstreaming within the different countries, for example the existence of an explicit National Gender Policy for the country;

It is essential that users of the guidelines have undergone basic gender training;

The guidelines present ideas aimed at generating deeper analyses and insights on addressing gender concerns and challenges at the different levels of the policy formulation and review process. They should therefore not be used as a rigid prescriptive tool;

The guidelines can be adapted for use at all levels of policy formulation, implementation and review/evaluation.

PART TWO: THE ART AND CRAFT OF MAINSTREAMING GENDER INTO SCIENCE AND TECHNOLOGY POLICY FORMULATION IMPLEMENTATION, AND REVIEW/ EVALUATION PROCESSES

This part presents the key steps in S&T policy formulation and review processes in GAB/Africa region generally. Under each step, selected gender issues are presented, proposals on how to address them given [actions and/or checklists], challenges in addressing the gender issues identified, recommendations for dealing with the challenges suggested, and indicators for gender sensitivity at each level outlined. Additionally, the guidelines identify the key actors/ duty bearers at each stage of the policy formulation and review process to ensure gender sensitivity. The steps involved are summarized in box 1 below:

Box 1: Generic steps in S&T Policy Formulation and Review

- Step 1. Identifying S&T problems and needs;
- Step 2. Defining the S&T Policy goals, objectives, strategies and priorities;
- Step 3. Legitimating Policies;
- Step 4. Implementing Policies: Organising bureaucracies, budgeting;
- Step 5. Monitoring and Evaluation of Policies- reporting on outputs of S&T Policies, evaluating impact of S&T Policies on target and non-target groups in society, suggesting changes and adjustments;

The steps listed above also provide critical entry-points for advocacy to promote gender equality and women's empowerment in S&T policy formulation and review processes.

Some generic important questions to ask along the policy processes are:

- How many and which women vis-à-vis men have been consulted about this S&T Policy, and at what level?
- How many and which women vis-à-vis men have been identified as implementers of the S&T Policy? What are their specific roles in implementation?
- How many and which women/men and by how much will they benefit from the S&T Policy?
- Will the policy affect women and men's practical and strategic gender needs? How?

- What special mechanisms have been designed within the S&T Policy to address identified gender gaps [including obstacles to effective participation and benefit by women/men]?
- What are the potential effects [positive and negative] of the S&T Policy on both women and men?
- How does the S&T Policy contribute to fulfillment of the government's commitment to obligations contained in international instruments/undertakings on gender S&T?
- What measures are there to assess the outcomes and impact of the S&T Policy on women and men?

STEP 1: IDENTIFYING GENDER, S&T PROBLEMS AND NEEDS

This step entails carrying out a situation analysis to spot, classify and ascertain the main gender, S&T problems and needs in a particular country. These problems and needs in essence express demands for government action in S&T. The generic questions covered above can be used to identify gender issues in S&T policy formulation, implementation, monitoring and evaluation (review). Additionally, gender issues in selected S&T spheres are provided in Annex Three for reference. It is envisaged that these examples will stimulate deeper thinking and identification of more gender issues in the various S&T fields.

A) Gender Issues

Examples of gender issues at this stage of the policy formulation and review process include the following:

- Inadequate involvement of women and girls in institutions (universities, research institutes, industries, government, etc), in S&T needs assessment surveys or other related activities;
- The existence of implicitly and explicitly institutional and cultural barriers that underlook the S&T problems and needs of women;



Example #1

In several African Countries, National Gender Machineries in partnership with CSOs and National Bureaus of Statistics have retrieved, repackaged, published and disseminated gender and sex disaggregated data covering various S&T Sectors. This data has been used for national planning and policy making as well as monitoring and evaluation of S&T development The availability programmes. gender and sex disaggregated data publications helps to demonstrate to other actors how data should be analyzed and further motivates them to adopt the approach. Training of data collectors and users in gender statistical analysis is critical.

Concentration on men and boy's needs and problems in S&T

B) How to address the gender issues

- Ensure that needs assessment activities attract the participation of female scientists and organizations that promote gender equality and women's empowerment;
- Administer data collection tools/ instruments to women/girl specific as well as men/boys' groups;
- Identify the causes of the different S&T problems and needs for women, men, boys and girls;
- Draw up the list of S&T problems and needs reflecting the contributions of both women, men, boys and girls;

C) Challenges

- Low gender awareness and limited/inadequate gender analysis skills among Needs Assessment team members;
- The absence or inadequate availability of comprehensible and comparable sex desegregated data in S&T activities;
- There are several barriers to collecting all the information required cost, availability, time, etc
- Inadequate resources (time and finances) make it difficult to ensure that all stakeholders in the policy making process participate. As a result, many women's organisations or individual women scientists are either left out, or are not in position to fully participate in all S&T policy making activities.

D) How to address the challenges

- Carry out gender awareness and gender analysis skills training for Needs Assessment teams;
- Endeavour to contribute to the design of data collection instruments with the view of ensuring that gender and sex disaggregated data and information on S&T is collected and analyzed;
- Carry out separate studies, document, and disseminate information and data on gender in S&T where possible;
- Establish strong networks with national statistical bureaus or agencies and work towards engendering all their data collection activities.

E) Indicators for gender sensitivity

- Number of participants in the data collection process by sex
- Number of women's organizations participating in the needs identification exercise
- Number of needs assessment team members trained in gender analysis

F) Key Actors from a gender perspective

- Women NGOs and gender advocacy groups
- Professional Organizations for women scientists, researchers
- NGMs
- Women scientists
- Gender Focal Point Persons
- The media
- Government Institutions involved in gender, science and technology related fields
- Action Aid

STEP 2: DEFINING GENDER RESPONSIVE S&T POLICY GOALS, OBJECTIVES, STRATEGIES AND PRIORITIES

This step involves deciding what gender, S&T needs will be tackled and which problems will be addressed as well as developing policy proposals to address the gender, S&T needs and problems. This is a critical step in the policy formulation process and determines whether or not a given S&T Policy widens or bridges the gender gaps in a specific S&T Sector or area. Activities in this step are usually carried out by technocrats from government ministries, departments and agencies, some times including consultations with selected stakeholders such as CSOs, training and research institutions and professional bodies.

A) Gender Issues

Examples of gender issues at this stage of the policy formulation and review process include the following:

- Inadequate consultations of professional female scientists, researchers and decision makers during the design of S&T Policies;
- Fewer female scientists and analysts compared to men are employed in positions/jobs that directly engage in policy design activities;
- Fewer women compared to men are involved in key positions to

influence decision making at policy levels.

• Most, if not all, gender issues and specific problems/ needs identified by women in the needs assessment exercise are often either ignored or shelved at this stage of the process.

Example # 2

S&T Sectors and agencies often review objectives spelled out in national gender policies and frameworks including national action plans on gender equity and women's empowerment to identify critical issues of concern covered within their institutional mandates for guidance on gender objective setting. International instruments such as the Beijing Platform for Action as well as commitments made by specialized UN bodies like UNCSTD also provide guidance on strategic areas of focus for objectives design. Linking S&T policy objectives to gender policy frameworks ensures, focus, efficiency, effectiveness, synergy coherence in addressing gender inequality in S&T fields.

B) How to address the gender issues

- Set up gender working teams [include both women and men with gender analysis and planning expertise] to provide technical support on gender mainstreaming in the S&T policy design process;
- Retrieve the documented S&T needs and problems as identified for women and men and use these to inform the definition of policy goals and objectives as well as strategies and activities;
- The gender working team needs to continually monitor and review the progression of policy drafts to ensure that gender perspectives do not fade away along the way;
- Ensure that a specific objective to address gender inequality is included within the S&T Policy;
- Ensure objectives engendered policies are given priority attention to plan and thus budgeted for may make great impact.



• Subject the draft policy documents to reviews and comments by National Women/Gender Machineries, women's professional organizations, CSOs, research and training institutions, and other stakeholders;

C) Challenges

- Conflicting and competing S&T problems and needs in a country can overshadow problems associated with gender inequality during the policy design process;
- Weak technical capacity/ skills in gender responsive policy design among technocrats involved in the policy making process affects the quality of S&T policies with regard to responses to identified gender concerns;
- Diverse political, social, economic or cultural values often cause bureaucratic resistance to including gender and women's empowerment interventions in S&T Policies;
- Inadequate knowledge of or awareness about international commitments and undertakings on gender, S&T.

D) How to address the challenges

- Build and upgrade capacity of the S&T policy design team in gender analysis and gender responsive policy design- including definition of gender responsive objectives, strategies and activities;
- Develop policy briefs on gender, science and technology highlighting required interventions by the different S&T sectors and disseminate these to the relevant duty bearers/actors;
- Re-produce and disseminate information on international commitments and undertakings on gender, S&T to policy design team members;
- Identify and build on common S&T concerns and needs for both women and men within the S&T sector/policy;
- Ensure moderation in policy proposals for promoting gender equality and women's empowerment in S&T to avoid strong adverse reactions;
- Promote compromise, reconciliation and willingness to accept modest net gains (half a loaf) rather than suffer the loss of more comprehensive proposals;
- Bargain among participants, especially men to win allies;

E) Indicators for gender sensitivity

- The existence of a functional technical gender working group to support the policy design process
- Number of women's organizations/gender advocacy groups including women activists participating in the S&T policy design process;

- Number of policy design team members trained in gender analysis/ with gender analysis expertise
- Number of policies and or programmes that are gender sensitive (impact indicator)
- Number of monitoring and evaluation mechanisms tracking gender

F) Key Actors from a gender perspective

- Technical working group on gender
- Professional Organizations for women scientists, gender researcher and training institutions
- NGMs
- Female scientists
- Gender Focal Point persons

STEP 3: LEGITIMATING POLICIES TO ADDRESS GENDER IN S&T

This step involves building political support for the gender responsive S&T Policy and culminates into its formal adoption/ approval by the Executive arm of Government, and where necessary, enactment of supporting legislation to ensure full and effective implementation of the Policy.

A) Gender Issues

Examples of gender issues at this stage of the policy formulation and review process include the following:

- Fewer women in top decision making positions of Government;
- National women/gender machineries are often under-resourced (financial and human) and lack the influence required to build political support for gender mainstreaming in S&T policies.

B) How to address the gender issues

- Support/ establish Gender Managements Systems (GMS) to complement the efforts of National Women's/ Gender Machineries in building political support for gender responsive S&T policy making;
- Advocate for affirmative action in favor of women in top leadership and decision making positions in government;



Example # 3

One strategy that has been employed in various African countries to ensure that gender responsive interventions are integrated into the design of policies and approved by the relevant decision makers has been the formation of issue based coalitions to carry out policy dialogue and advocacy for gender issues. coalitions involve The government actors, CSOs, development partners, professional organizations and academia. These coalitions provide the opportunity to build and strengthen the knowledge base around a particular gender S&T policy issue and also serve to coordinate and harmonise positions on advocacy issues for Gender in the S&T policy.

• Carry out sensitization on gender, science and technology for top decision makers e.g. Cabinet Ministers, Chief Executives in Government Ministries, Departments and Agencies, Legislators, etc. This should include researching, publishing and disseminating quick information Policy briefs on key Gender, S&T issues to top policy makers.

C) Challenges

- Policy makers are often not motivated to maximize net societal gain but simply to satisfy demands for progress- they are interested in alternatives 'that work' or tangible/quantitative/visible outputs and yet many activities that address gender inequality are qualitative e.g. gender awareness
- There are difficulties in ascertaining the full benefits or costs of mainstreaming gender in policy design as well as articulating the added value of gender mainstreaming in the S&T Policies;
- There is often resistance to legislating for gender equality due to patriarchal values and norms.
- Some of the countries may not have explicit gender policies or other instruments signifying the political will and commitment to address gender inequality;
- Inadequate skills and knowledge in gender, S&T among policy makers.

D) How to address the challenges

- Document case studies and best practice from other organizations, agencies or countries to adduce evidence of the added value of gender mainstreaming in S&T Policies;
- Conduct analytical studies linking gender and S&T policy outcomes to the overall poverty reduction agenda of the government;
- Build gender analytical capacity among policy makers at all levels;
- Share/ disseminate literature and information on gender, S&T among key decision makers in government- including the executive and legislators;
- Build strong net-works or critical parliamentary caucuses that will directly impact on g, s & T) and use these as an avenue for advocacy;
- Provide information to decision makers and legislators on international commitments and undertakings for the promotion of gender equality and women's empowerment particularly those relating to S&T issues.

E) Indicators for gender sensitivity

- Number of policy makers sensitized on gender, S&T by sex and position
- Number and coverage of policy briefs on gender, S&T published and disseminated to top policy makers by sex and position

F) Key Actors from a gender perspective

- Women Members of Parliament
- Research and Training Institutions
- Gender advocacy groups
- The media
- Women members of the executive
- Heads of NGMs

STEP 4: IMPLEMENTING S&T POLICIES TO ADDRESS GENDER CONCERNS

This step involves organising bureaucracies, allocation of resources including budgeting and provision of services pledged in the S&T sector policy.

A) Gender Issues

Examples of gender issues at this stage of the policy formulation and review process include the following:

- Fewer women in technical/ implementation positions;
- Marginalization of gender oriented/ women empowerment programmes/ activities in terms of budgeting and actual funding;
- Discrimination of women in recruitment of staff to implement
 S&T programmes/ activities [including sexual harassment];



- Inadequate involvement/ participation of women as beneficiaries of implementation activities;
- Fewer women possess the required technical qualifications to be employed as implementers;
- Discrimination against women in awarding contracts to deliver services.

B) How to address the gender issues

- Develop equal opportunity employment systems- for encouraging/ attracting women to vie for available jobs. Such measures may include setting affirmative action measures (e.g. quotas for women);
- Establish a system of apprenticeship training for women scientists within the policy implementation agency;
- Train all implementers in gender analysis, planning, implementation and reporting;
- Carry out a gender analysis of the budgets to implement the S&T Policy;
- Develop personnel procedures and standards that protect women employees from abuse and exploitation- and ensure that women as well as men have equal access to organizational facilities, equipment and emoluments;
- Ensure that technologies and innovations of the project are usable and accessible [both physical and cost] for both women and men;
- In setting guidelines for bid-evaluation/ award of contracts to private sector to deliver services, ensure that such criteria does not disadvantage women's skills [including their companies), competencies or qualifications;

C) Challenges

- Policy implementers are under pressure to show tangible results from their work and often find implementation of gender oriented activities to be unattractive because their outcomes are not quickly visible;
- Despite carrying out several gender sensitisation and skills training in gender mainstreaming for technical/implementing staff, the tendency is for them to forget what they have learned or ignore the skills completely.

Example # 4

Under some development programmes, incentive mechanisms structured around performance measurement and linked granting/funding disbursements have been instituted to encourage policy implementers address gender issues in their work. Here, minimum standards and performance targets for gender mainstreaming [alongside other performance measures] are set with and communicated to all implementing agencies/ institutions. The standards monitored periodically (usually annually) and scores given by a central assessment team. The score that an implementing agency attains in the assessment may lead to increased, static or reduced funding. The outcome of this initiative has been increased interest in and commitment to addressing gender inequality within and among the affected agencies/institutions.

D) How to address the challenges

- Institute incentive mechanisms [both positive- e.g. rewards and negative e.g. sanctions] for implementation of gender oriented activities and promotion of gender equity women's empowerment;
- Design comprehensive training programmes to equip implementing staff with deeper skills in gender analysis, planning and implementation;
- Recruit / hire a gender adviser or specialist to support the implementing team on ensuring gender equity and equality.

E) Indicators for gender sensitivity

- Number of policy/programme implementers by sex and cadre
- Proportion of the budget allocated for gender equality and women's empowerment programmes
- Number of contractors ensuring gender equity in delivering services)
- Number and type of incentive measures to ensure that implementers address gender inequality

F) Key Actors from a gender perspective

- Chief Executives of implementing agencies;
- NGMs
- Private Sector [particularly women contractors]
- Gender advocacy groups
- Female Scientists
- Training Institutions

STEP 5: GENDER RESPONSIVE MONITORINGAND EVALUATION OF S&T POLICIES

This step involves studying programmes designed to implement the S&T Policy, reporting outputs of the programmes, assessing the impact of programmes on target and non-target groups in society, suggesting changes and adjustments to the Policy from a gender perspective.

A) Gender Issues

Examples of gender issues at this stage of the policy formulation and review process include the following:

- Inadequate participation of women in monitoring and evaluation processes;
- Evaluation of outcomes and impact often focuses on generalities and fails to highlight actual benefits or results for specific groups of women and men;
- Little attention is paid to gender sensitive indicators in M&E systems;



Example 5

Conducting gender tracking studies and monitoring activities as well as specific gender reviews development policies programmes has proved to be an effective way of comprehensively assessing the participation women, men, boys and girls, as well as the outcomes and impact of development policies on gender Reports inequality. gender of M&E activities have a significant impact when disseminated to key S&T sector decision makers. It is essential that these reports are positive and not pathological, as negative criticism often invites resistance and defensiveness. The use of gender and sex disaggregated data to show trends in progress and results, is particularly essential. Gender M&E reports should clearly demonstrate

• Reluctance on the part of evaluators to link

- S&T Policy outcomes and impact to international and national principles and standards for addressing gender inequality;
- Inadequate attribution to or recognition of gender perspectives as key contributors to S&T policy outcomes and impact.

B) How to address the gender issues

- Ensure the design of gender sensitive M&E indicators for the S&T Policy. These can be linked to international and national policy and legal frameworks on gender and women's empowerment;
- Ensure that M&E activities such as reports, site visits, and MIS, capture and analyze gender and sex disaggregated data and information
- Ensure the involvement of women as well men in M&E activities- as members of evaluation teams and providers of information.
 - Evaluation reports should clearly show the impact of the S&T Policy on:
- Specific groups of women and men (target groups);
- Situations or groups other than the target (disaggregating information by sex and gender);
- Future as well as immediate conditions particularly regarding gender equality and women's empowerment;

The reports should also show:

- Direct costs/resources devoted to addressing gender inequality and women's empowerment by the Policy;
- Indirect costs including the inadequate consideration of gender issues during the design or implementation of the S&T Policy.

C) Challenges

- Gender equality outcomes are often qualitative and can be realised after longer periods of time. This makes monitoring of gender impacts a slow process involving numerous problems- both technical and logistical;
- M&E systems are poorly developed in most public sector institutions thus rendering evaluation of gender equality impact difficult;
- The design of gender sensitive indicators is quite technical and very often planners resort to measuring only numbers of women and men;
- Inadequate availability of baseline data that is sex and gender disaggregated makes it difficult to assess progress and impact of interventions on gender inequality;
- Expectations often exceed the capabilities of duty bearers (S&T Policy implementers;

• There are multiple causes of gender inequality in S&T and these cannot be solved by one policy alternative or intervention.

D) How to address the challenges

- Develop systems for continuous collection, analysis, dissemination and utilization of GDD and SDD within S&T sectors;
- Train M&E teams in analysis of GDD and SDD as well as gender responsive indicator design and reporting;
- Ensure that Terms of Reference for evaluation teams include specific tasks to assess outcomes and impact of S&T Policy interventions on gender inequality;
- Ensure that evaluation processes employ both qualitative and quantitative measures of performance;
- Evaluation processes should ensure that all benefits and costs, both immediate and future, are measured in both symbolic and tangible effects.

E) Indicators for gender sensitivity

- Number of women vis-à-vis men on evaluation teams;
- Tasks to assess gender equality impact in evaluation TORs
- Proportion of M&E team members trained in gender responsive M&E
- Methods used in M&E
- Availability of systems for continuous collection, analysis, dissemination and utilization of GDD and SDD.

F) Key Actors from a gender perspective

- NGMs
- Gender advocacy groups
- GAD Consultants
- Gender Training and Research Institutions
- National Statistical Bureaus/ Agencies
- S&T Sector M&E/MIS units

PART THREE: CONCLUSION

Mainstreaming gender into S&T Policies is about ensuring that everyone involved in the design and review process is sensitive to gender issues. This means that all participants are aware that the chief goal is to achieve maximum benefits to both women and men arising from the policy strategies and benefits.

It is about removing hindrances to the full and equal participation of women and men, ultimately ensuring that all processes of consultation, drafting and approval, implementation and evaluation involve both women and men so that their interests and concerns are addressed.

Finally it is important to note that policy making is a process of bargaining, competition, persuasion, and compromise; and that a great deal of policy formulation occurs outside the formal government process. It is therefore imperative that advocacy for gender mainstreaming in S&T Policy employs both formal and informal strategies to ensure maximum impact.

PART FOUR: ANNEXURES

ANNEX ONE: REFERENCES

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ANNEX TWO: DEFINITION OF CONCEPTS

Sex refers to the biological characteristics of males and females, which are unchangeable;

Sex roles are those biological functions that are carried out and limited to one particular sex, either male or female. Breast-feeding is a female sex role because only women can breast feed;

Gender refers to the socially and culturally constructed roles, privileges and relations between women and men. It refers to the socially learned behaviours and expectations that are associated with the two sexes. Thus, whereas "maleness" and "femaleness" are biological facts, masculinity and femininity are culturally constructed attributes;

Gender roles are the socially assigned tasks that women and men undertake in the paid and unpaid economy. Gender roles are usually associated with stereotyping (looking at tasks as most suitable for a particular sex although in reality they are interchangeable). Gender roles can be classified as:

- Productive roles (are paid or have the potential for payment),
- Reproductive roles (not paid and are associated with home maintenance).
- Community work management.

Gender Needs are the socially constructed needs of women and men that come forth out of their gender roles, responsibilities and rights. We distinguish between two different gender needs:

Practical gender needs refer to the immediate requirements of women and men in a specific context. They reflect practical gender interests for human survival but do not challenge the prevailing gender inequalities. They increase the efficiency of women and men to carry out their activities;

Strategic gender needs refer to the long-term needs of women and men in their struggle towards empowerment and women's emancipation, thus challenging the prevailing gender inequalities;

Gender analysis is a mechanism for generating and analysing data / information on females and males in various situations and at various levels. There are different tools that can be used for carrying out gender analysis and they include:

Gender Equality and Empowerment Framework, Daily Activity Profile, Resource Access and Control Profile, etc.

Gender imbalance refers to situations where women and / men's access to and control over resources, and their participation in the productive and reproductive economies are not equitably and objectively distributed;

Gender gaps are the statistical and social indicators that show the disparities in access to and control of resources, opportunities and privileges for males and females in any sector of the economy. Gender gaps are usually not accidental but are caused by **Gender discrimination**, whereby one sex is disadvantaged due to preferential treatment of the other. With time gender discrimination becomes institutionalized and culminates in **Gender oppression** (denial of freedom or choice);

Gender issues therefore refer to a number of situations, which include the following:

- It refers to an unjust, unfair and unfavorable situation brought about by unequal gender relations;
- It refers to an unequal distribution of work between women and men or girls and boys;
- It refers to an unequal access to, control over resources and benefits between women and men;
- It refers to situations where there is unequal distribution of burdens and opportunities between women and men.

Gender mainstreaming refers to the integration of gender equality concerns into the analysis and formulation of all policies, plans and programmes. It includes creating an enabling environment to enable women, as well as men to formulate and express their views and participate in decision making in all development processes;

Gender Equality refers to women and men having equal opportunities to benefit from a given economic policy, equality under the law, and equality in dignity of the person between women and men.

Gender Equity refers to fairness in the treatment of women and men.

Empowerment is a process through which women and men understand and overcome structural and underlying causes of underdevelopment;

Gender Disaggregated Data (GDD) refers to information on the roles, characteristics, and attributes of women and men/ boys and girls;

Sex Desegregated Data refers to classification of numbers/figures on social phenomena into female and male indices;

Gender perspective is a way of analyzing and interpreting situations and responses from a viewpoint that takes into consideration social relations and conditions of women, men, boys and girls

Gender-sensitive indicators are qualitative or quantitative measures that show gender related change in a particular context over a given period of time.

Gender sensitivity refers to identifying, acknowledging and responding to differences in gender roles, responsibilities, challenges and opportunities equitably.

Science refers to knowledge obtained through systematic and organised procedures and associated methods by which such knowledge is made useful for the benefit of society;

Technology refers to packaged scientific knowledge, methods and equipment as it relates to its use in the production and utilisation of goods and services;

Science and Technology is a system and a process through which knowledge is generated, tested, validated and packaged into appropriate form for application to produce marketable goods and services.

Policy refers to a standing decision characterised by behavioural consistency and repetitiveness on the part of both those who make it, and those who abide by it.

Gender Classification of Policies²

Policies can be classified as follows:

• **Gender Blind Policies**- these recognize no differences between women and men. They make assumptions which in effect favour existing gender relations. Most gender blind policies tend to marginalise women;

²Naila Kabeer (1992)

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- **Gender Aware Policies** these recognise the role of women and men in the development process and how unequal gender relations affects their participation, interests, needs and priorities. Gender aware policies are further classified as follows:
- **Gender Neutral Policies** these recognise gender differences and ensure that both women and men, without bias are targeted and benefit from interventions, but work within existing/traditional gender division of roles and resources. They address practical gender needs;
- **Gender Specific Policies** these recognise the different needs of women and men and respond to the exclusive issues or interests of women or men. They too address practical gender needs;
- **Gender Redistributive Policies** are aimed at transforming existing distributions of power and resources to ensure a fair an equal relationship between women and men. They may target sexes, women or men separately. These have an effect on strategic gender needs.

ANNEX THREE: EXAMPLES OF GENDER ISSUES IN SELECTED S&T SECTORS

Gender and S&T: Issues and Recommendations for Selected Sectors and Sub-sectors.

This Annex maps out selected S&T fields, identifies examples of gender issues within that field, and makes recommendations for addressing the gender issues:

A) Education

Gender Issues

- 1. There is a big discrepancy between the number of boys and girls doing science subjects. Fewer girls than boys study science subjects.
- 2. S&T knowledge is overwhelmingly controlled by men and forms a basis for political and economic power.
- 3. There are high illiteracy rates among women.
- 4. There are extra barriers confronting girls such as cultural beliefs, poorly facilitated laboratories gender blind curriculum, lack of career guidance among teachers and existence of outmoded altitudes among teachers that mathematics and science are not suitable subjects for girls should be addressed.
- 5. A disproportionate number of girls compared to boys are excluded from the opportunity to enter school of those that do, fewer girls than boys select and stay with science streams of study
- 6. Gender disparities in attainment of university education favour males more than females.
- 7. There is a high illiteracy rate among women in Sub-Saharan Africa. (an average 72% compared to 51 percent among men)
- 8. The education system does not meet the needs of girls and does not sufficiently take into consideration the traditional knowledge acquired by them through communal living

Recommendations

- 1 Provide the same opportunities for access to formal education for girls as well as boys.
- 2 Ensure that infrastructure, laboratories and equipment in schools are equally available for girls and boys.

- 3 Ensure that teaching materials in science and technology are gender sensitive in terms of language and illustrations
- 4 Ensure a strong link between science and society
- 5 Introduce policies to eliminate discrimination against women in academic and work place
- 6 Establish special scholarships for women entering science research and careers
- 7 Provide multiple opportunities for re-entering school, especially for young mothers
- 8 The school curriculum should be reviewed in order to strengthen and encourage participation and achievement of girls in mathematics and science subjects
- 9 Support science education and technology oriented training for all.
- 10 Nurture and promote S & T education within the informal sector where majority are women.
- Strengthen women participation in mainstream S&T and emphasize science education for girls.
- 12 Affirmative action programmes should be put in place to encourage girls to take up sciences and to employ more women scientists.
- 13 There should be continuous S&T training and functional adult literacy classes.

B) Agriculture

Gender Issues

- 1. Women are often left out of technology development or not sufficiently involved leading to inappropriate technologies, which do not solve women's development needs.
- 2. Low literacy levels, especially among women tend to hamper their adoption of technology.
- 3. Heavy work loads for women often lead to their missing training opportunities and limit their mobility.
- 4. Women don't have control/ rights over the factors of production in agriculture, they have only access to land which is controlled by the men.
- 5. The law (customary law) does not allow women to own land
- 6. Proceeds from sale of agricultural produce are controlled by men despite the greater contribution of labour by women
- 7. Women face many problems as they use poor agricultural technology

- 8. There is general lack of knowledge on the priority needs of women farmers
- 9. Agricultural technology does not take into consideration the women's workload

Recommendations

- 1 Technology development must be done with the involvement of women to ensure that they are appropriate and meet their needs
- 2 Time saving technologies need to be developed to free up women's time to undertake strategic activities such as training
- 3 Organize functional adult literacy classes for men and women.
- 4 Re-direct agriculture policy towards women-centred systems, which promote biodiversity based on small-scale farm agriculture.
- 5 Identify and integrate gender concerns within the agricultural education curriculum and training
- 6 Promote targeted financing for the poor women and men
- 7 Increase provision of market information to smallholder farmers and particularly women
- 8 Promote and support research on pre-and post harvest agricultural activities aimed at reduction and prevention of product loss in handling and processing technologies
- 9 Support agricultural and agricultural-related research to raise the quality and productivity of crops, fisheries and forestry resources
- 10 Promote and support research and application of new technologies such as biotechnology that hold potential for increasing agricultural productivity and take into account bio-safety issues

C) Energy

Gender Issues

- 1. Women and girls bear the burden of looking for energy (usually firewood). Increasing scarcity of energy resources means that women spend more time looking for wood at the expense of other productive activities.
- 2. Girls are often the first to be taken out of school to help with domestic chores and care for the younger children as their mothers search for wood.
- 3. Women and girls health are likely to be most affected by air pollution e.g. Respiratory infections caused by smoke

Recommendations

Research on time saving energy options for women should be undertaken with a view of reducing the time spent in search for energy.

- Policies should aim at promoting the application of science and technology in the production and universal supply of sustainable, affordable, high quality safe and environmentally acceptable energy services that will free women's and children's time for more productive work.
- 3 Support research on development and utilization of Uganda's energy resources.
- 4 Emphasize development and efficient utilization of indigenous energy resources in order to reduce dependence on imported energy and demand pressure on natural forests.

D) Industry and Commerce

Gender Issues

- 1. The structure of industry has been traditionally a male preserve. Women have been excluded "technologically".
- 2. Women are mostly involved in the informal sector, which is less income generating.
- 3. Women spend more time working for home consumption and less of their production is taken to the market for sale.
- 4. Women produce on small scale and are less involved in commerce, which is not the case with the men,
- 5. The majority of women are too illiterate to engage in industry and commercial transactions. Their work is likely to be more manual and less paying
- 6. There is limited use of S&T by women in industry
- 7. Women dominate the informal sector

Recommendations

- 1 Promote the participation of women in industry through training and financial assistance.
- 2 There is need to build the capacity of women to utilise S&T in industry.
- 3 New technological innovations and developments should ensure that the design of the industry working hours and the whole structure allows women as well as men to participate and benefit from industry.
- 4 Involve women in the design of technology to avoid exploitation of women
- Develop capacity for local assessment and rationalization for possible adaptation and local utilization of foreign technology including maintenance of standards of local and imported material machinery and products

E) Information and Mass Media

Gender Issues

- 1. High rates of illiteracy, especially among women may prevent them from accessing media information.
- 2. Women sometimes lack access to certain media which are controlled by men e.g. Radios.
- 3. The media contributes to discrimination against women, by focusing on the personal lives of gender and women's empowerment activists
- 4. Media has been known to portray women negatively thus perpetuating some negative attitudes and beliefs about women in society
- 5. The media is male dominated (personnel)
- 6. Many challenges and barriers, such as infrastructure deficiencies, policy misdiagnoses, structural and cultural features of African societies hinder African women's participation in the global information society.

Recommendations

- Media persons (journalists) should be trained/sensitized on gender issues
- 2 There is need to facilitate access to information and technology to the majority women especially those in rural areas.
- 3 Form women's media associations with the aim of promoting women's social economic well being through the media
- 4 Allocate ICT development resources to women
- 5 Design and deliver appropriate training programs to female journalists
- Encourage and support institutions to use the mass media to sensitize the public towards the importance and role played by S & T and promote S & T literacy in order to facilitate their adoption and application
- 7 There is need for combined methods of media sensitization which should include audio-visual modes to reach illiterate men and women.

F) Information and Communications Technologies (ICTs)

Gender Issues

- 1. Inadequate access to and use of ICTs especially by women and girls
- 2. Negative portrayal of women and girls through ICT media
- 3. Stereotypical presentation of ICTs as a male domain

Recommendations

- 1 Undertake regular technology assessments to evaluate the social, economic and health implications for both women and men, boys and girls,
- 2 Set up a regulatory framework(s) to govern ICT flows and applications, which would benefit and/ or protect women, men, girls and boys
- 3 Establish schools and/or telecentres which serve the community, especially the marginalised, as well as provide multi-function activities, e.g. ICT training, income generating activities.
- 4 Establish special programmes for those made redundant as a result of technological change/restructuring, especially re-skilling and re-entry for women hit disproportionately.
- 5 Produce software that is user-friendly to meet the information requirements of women in nutrition, health care and education.
- 6 Develop websites in local languages and with local content that will benefit especially rural women.
- 7 Encourage and facilitate the participation of civil society, including women, in the formulation and implementation of ICT policies and development programmes.

G) Environment

Gender Issues

- 1. Women are responsible for feeding the family and rely on energy resources such as wood. Women are most affected from the increasing scarcity of these resources as they have to spend more time searching for energy
- 2. Many women do not own land and this may provide little incentive to make environmentally sound decisions and hampers them from acquiring technology that would be less damaging to natural resources
- 3. Women do not have sufficient autonomy in decision making on environment

Recommendations

- Environmental sensitization should be carried out continuously for all members of society, to help them appreciate the need to protect their environment.
- Women need to be sensitized on the methods that will conserve the environment.
- 3 Policy makers should ensure that gender issues are mainstreamed in environmental and developmental project plans and actions.
- 4 Support women's participation in national, regional and local environmental decision-making.
- Ensure women's environmental literacy through increased access to formal and informal environmental education and women's access to relevant science and technological information and expertise in order that women realize a level of increased participation in community based environmental decision-making.

H) Health

Gender Issues

- 1. Women bear the burden of caring for the sick. Girls are also more likely to be pulled out of school to help their mothers with other chores.
- 2. Little if any attention is given to women's innovations and scientific contributions in the informal sector. Yet millions of women world wide, particularly indigenous rural women possess indigenous technical knowledge and practice science everyday of their lives.
- 3. Modern science has not adequately recognized the value of local knowledge systems not developed by the women.

Recommendations

- It is essential that local knowledge is valued, and the fundamental role played by women in the application of S&T development of food production and health care be fully recognized and efforts be made to strengthen their understanding of scientific advances in these areas.
- Policy should focus on utilization of scientific and technological know how to minimize and overcome the health problems relating to communicable diseases, maternal and child-health, poor personal hygiene, poor environmental health, malnutrition and non-communicable disease.
- 3 Encourage and support research, diseases surveillance and data management systems on factors of urban, rural and occupational health problems and their solutions, including traditional herbal and modern medical interfaces.
- 4 Promote and support R & D activities aimed at producing sustainable and ailments among the Ugandan people.
- 5 Government needs to develop systems that support women and girls to shoulder the burden of caring for the sick.

I) Population Planning

Gender Issues

- 1. Women and girls tend to have little control over their sexuality.

 Tradition and cultures often lead to women's bodies to be regarded as male property.
- 2. Little bargaining power on use of contraceptives
- 3. Majority of women who are illiterate have no idea about population planning
- 4. Cultural and religious beliefs bar women from participating in population planning/ using modern contraception methods
- 5. Some men are not interested in population planning

Recommendation

Sensitization is needed for both men and women on the need to plan families and changing of attitudes towards women's sexuality.

J) Water resources

Gender Issues

- 1. Scarcity of water resources places a great burden on men and women. However, women and girls are responsible for the collection of water to use in the home.
- 2. Lack of easy access to water resources increases the strain on women.

Recommendations

- 1 Build up women and men's skills in water conservation
- 2 Increase access to safe water especially in rural areas
- 3 Ensure affordability of water to especially rural poor

K) Bio technology

Gender Issues

- 1. Bio-technology is largely regarded as a male domain
- 2. Stereotyping and socialisation bias women not to engage in biotechnology

Recommendations

- Promote awareness of the value of microbial genetic resources, animals and plants of the region and promoting local, regional and international actions aimed at identification, conservation and protection by both women and men.
- 2 Support and develop legal and policy instruments and codes of ethics to provide clear boundaries of acceptable practice in research and in application of science and biotechnology giving specific attention to their differential impacts on the lives of women and men and vulnerable groups.

L) Indigenous knowledge

Gender Issues

- 1. Women's indigenous knowledge is often not and/or documented
- 2. Exploitation especially of women's indigenous knowledge assets
- 3. Women do not benefit equitably from their intellectual property and knowledge assets

Recommendations

- 1 Ensure the preservation of local knowledge systems with special attention to women;
- 2 Acknowledge and document the contributions of women as well as men to indigenous knowledge systems;
- 3 Develop systems and technologies for the benefit of both women and men in rural areas;
- 4 Strengthen regulatory and legislative systems to protect the intellectual property of local knowledge owned by women and men;

Annex 4: FEED BACK FORM

Introduction

The purpose of this tool is to assess the extent to which the Gender Guidelines for S&T Policy Formulation and Review Processes in Africa have been used in the GAB Africa Region. The tool will be completed by GAB NFPs in each member country annually and submitted to the GAB Africa Region Secretariat.

NFP particulars		
Name of NFP agency		
First Name of contact perso Last Name		
Current Job Title/Position _		
P.O. Box Telephone Email	Fax	Country

Please answer the questions below

- 1. How many S&T sectors in your country have had access to and made use of the gender guidelines? If used, how?
- 2. What sections or parts of the guidelines have you/other actors found most appropriate and helpful? Please elaborate.
- 3. What sections or parts of the guidelines have you/other actors found least useful? Please elaborate.
- 4. What do you consider to be the opportunities and challenges for using these guidelines in your country?
- 5. What improvements should be made to the guidelines?

Note: In completing this feedback form, NFPs are expected to liaise with users at different levels in order to provide a comprehensive assessment of the guidelines.

INDICATORS FOR EFFECTIVENESS OF THE GENDER GUIDELINES

- 1. Number of NFPs returning feedback forms annually
- 2. Proportion of S&T sectors using the gender guidelines by country and level
- 3. Content of feedback forms
- 4. Number of copies of the gender guidelines disseminated by country, S&T Sector and level
- 5. Content of revised/new S&T policies in member countries by sector