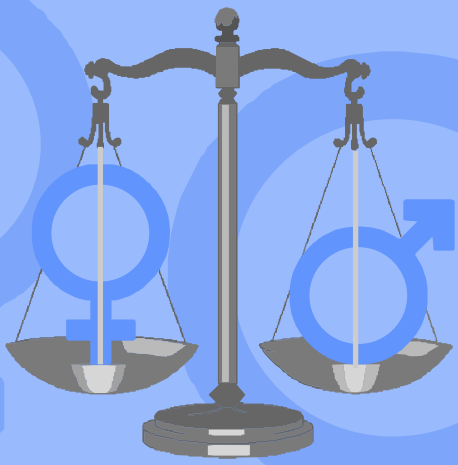
Gender Equality Briefing Kit



The United Nations System in Nigeria

GENDER EQUALITY
BRIEFING KIT

The United Nations System in Nigeria

2013

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the UN Gender Theme Group, Nigeria

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ISBN: 978-978-932-734-8

Editing, Design and Illustrations by InfoVision Limited, Nigeria
08033051651

Printed in Nigeria

Acknowledgements

The Gender Briefing Kit was prepared under the auspices of the Gender Theme Group (GTG) of the United Nations in Nigeria.

Sincere appreciation goes to Gender Focal Persons of UN Agencies in Nigeria for their great team work, technical inputs and spirited efforts in putting this resource together.

The GTG is particularly grateful to IOM, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, UN Women and WHO for making this initiative a reality through their financial contributions.

Table of Contents

FOREWORD ix

GENDER CONCEPTS AND TERMINOLOGIES 1
- Understanding Gender Concepts 1
- Gender Mainstreaming 2
- Gender Relations 9
- Gender Discrimination 9
- Gender Equality 11
- Gender Equity 11
- Social Construction of Gender 12
- Gender Analysis 12
- Gender Sensitive Indicators 15
- Gender Integration 16
- Gender Management System 17

WOMEN'S RIGHTS CONTEXT IN NIGERIA 21

CHECKLIST FOR MAINSTREAMING GENDER INTO DEVELOPMENT 31
- Mainstreaming Gender Concerns into Development Programming 31
- Mainstreaming Gender Concerns into Policy 34

HISTORICAL TIMELINES 37

Table 1: Policy Approaches to Women and Gender in Development *10*

Abbreviations and Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
ECOSOC	Economic and Social Council
ESC	Economic and Social Council
FEC	Federal Executive Council
GAD	Gender and Development
GMS	Gender Management System
ILO	International Labour Organisation
INSTRAW	International Research and Training Institute for the Advancement of Women
IOM	International Office of Migration
MDGs	Millennium Development Goals
NASS	National Assembly
NGO	Non-Governmental Organisation
PPER	Programme and Project Evaluation Report
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV and AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNGA	United Nations General Assembly
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Fund for Children
UNIFEM	United Nations Fund for Women
UN-SWAP	United Nations – System-wide Action Plan
VAW	Violence Against Women
WHO	World Health Organisation
WID	Women in Development

FOREWORD

"The true measure of the success for the United Nations is not how much we promise, but how much we deliver for those who need us most".

Ban Ki-moon
United Nations Secretary-General,
Acceptance Speech to
the General Assembly upon election

Gender Equality is central to the achievement of effective development outcomes and is a programming principle in the UN Delivering as One (DaO) agenda.

"To deliver as one, UN country teams should also have an integrated capacity to provide a coherent approach to cross-cutting issues, including sustainable development, gender equality and human rights ". [1]

This toolkit is therefore designed to support the commitment of the UN System in Nigeria to gender equality mainstreaming. It is developed as a basic reference document/kit for the UN and her partners.

Nigeria's 80.2 million women and girls have significantly worse life chances than men and also their sisters in comparable societies... women are Nigeria's hidden resource. Investing in women and girls now will increase productivity in this generation and will promote sustainable growth, peace and better health for the next generation"

- Gender in Nigeria Report 2012

[1] Delivering as One. Report of the Secretary-General's High-Level Panel, United Nations, New York (2006), p.12. http://www.un.org/events/panel/resources/pdfs/HLP-SWC-FinalReport.pdf

The UN strives to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and benefits; and realize their human rights. When the UN System strengthens the capacity of stakeholders to understand gender equality principles and address constraints that impact negatively on women and men, the UN system will strengthen the effectiveness of development programming. This is not only the right thing to do; it is smart thing to do...

Promoting gender equality is a shared responsibility for all development actors and it behoves all stakeholders to contribute their quota to this joint commitment. Heads of Agencies, Government MDAs and Organisations should support and hold staff accountable for compliance with principles in respect to gender in development. It is our expectation that this tool kit will go a long way to facilitate that process for all and sundry, towards more gender responsive programmes, policies and services in Nigeria.

Daouda Toure
UN Resident Coordinator
Abuja, Nigeria

1. Gender Concepts and Terminologies

Understanding Gender Concepts

The Gender Concept

The term 'gender' is used to describe a set of qualities and behaviours expected from men and women by their societies. A person's social identity is formed by these expectations. These expectations stem from the idea that certain qualities, behaviour, characteristics, needs and roles are 'natural' for men, while certain other qualities and roles are 'natural' for women.

Gender is not biological – girls and boys are not born knowing how they should look, dress, speak, behave, think or react. Their "gendered" masculine and feminine identities are constructed through the process of socialisation, which prepares them for the social roles they are expected to play. These social roles and expectations differ from culture to culture and at different periods in history. They can and do change.

Gender is not a synonym for 'women'!

There is a fundamental difference between gender and sex...

Sex refers to the biological differences between women and men. It is biologically determined, that is by birth and it is generally unchanging and universal. Gender refers to the socially constructed roles, responsibilities and identities for women and men.

Gender roles and identities are learned in the family, school, religious institutions and through the media. They are historically and socially specific. In other words, what is expected of our grandparents as women and men may not be the same for our grandchildren. Similarly, the appropriate roles and identities for women and men in one cultural setting may be different from those in another cultural setting.

Gender and sex are different in the sense that sex is natural, universal and unchanging, while gender is learned and varies in time and space. That is, we

are born as female and male, but as we grow up as girls and boys, we are taught to be women and men with appropriate behaviour, attitudes, roles and activities pertaining to each sex. Moreover, since gender roles, responsibilities and identities are learned, they can also be changed.

Gender roles are

- Socially constructed
- Learned
- Dynamic – they change over time
- Multi-faceted – they differ within and between cultures

Gender Mainstreaming[2]

UNDP defines gender mainstreaming as "Taking account of gender equality concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to organisational transformation".

Specifically, gender mainstreaming implies bringing the outcome of gendered socio-economic and policy analysis into all decision-making

ECOSOC DEFINITION OF GENDER MAINSTREAMING

"Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels.

It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetuated.

The ultimate goal is to achieve gender equality."

E.1997.L.30.Para.4. Adopted by ECOSOC 17.7.97

[2] Please see a "Working Bibliography" on Gender Mainstreaming developed by the UN Inter-agency Committee on Women and Gender Equality (IACWGE) and OECD/DAC Women in Development Expert Group (OECD/DAC WID) http://www.un.org/womenwatch/daw/news/gender.htm

processes of the organisation. This includes core policy decisions as well as the small everyday decisions of programme implementation.

Gender mainstreaming is not a process which begins and ends with women. It does not mean only having an equal number of women and men in the organisation or supporting programmes exclusively for women, although it includes these aspects. Gender mainstreaming implies including women, but does not imply excluding men.

Gender mainstreaming cannot take place in an organisation which is closed, inflexible and does not value people. Because gender mainstreaming demands a caring, flexible and empowering environment, it creates opportunities for women and men at every level within the organisation. Each individual stands to benefit, and therefore each individual must share the responsibility.

WHAT IS BEING MAINSTREAMED?

What is being brought into the mainstream? One concern is to strengthen the legitimacy of gender equality as a fundamental value that should be reflected in the development choices and institutional practices. When gender equality is recognized as a strategic objective of development, gender equality goals influence broad economic and social policies and the programmes that deliver major resources. Efforts to achieve gender equality are thus brought into the mainstream decision-making criteria and processes and are pursued from the centre rather than the margins.

WHAT IS BEING MAINSTREAMED?

- The legitimacy of gender equality as a fundamental value that should be reflected in development choices and institutional practices
- Gender equality goals into mainstream economic and social policies that deliver major resources
- Gender equality, being pursued from the centre rather than from the margins
- Women as decision-makers reinforcing social values and development directions.
- Women as well as men; positioned to influence the entire agenda and basic priorities
- Collective efforts by women to redefine the development agenda

"An important aspect of this process is the increased involvement of women in decision-making processes (formal and informal) about social values, development directions and resource allocations. This goes beyond the participation of women in equal numbers as beneficiaries of initiatives to a form of participation that enable women, as well as men, to influence the entire agenda and basic priorities. This has been called 'agenda-setting. "(Jaha'n 1995)."

(Quoted from: J. Schalkwyk, H. Thomas and B. Woroniuk, *Mainstreaming: A Strategy for Achieving Equality between Women and Men.* (Stockholm: Sida, 1996).

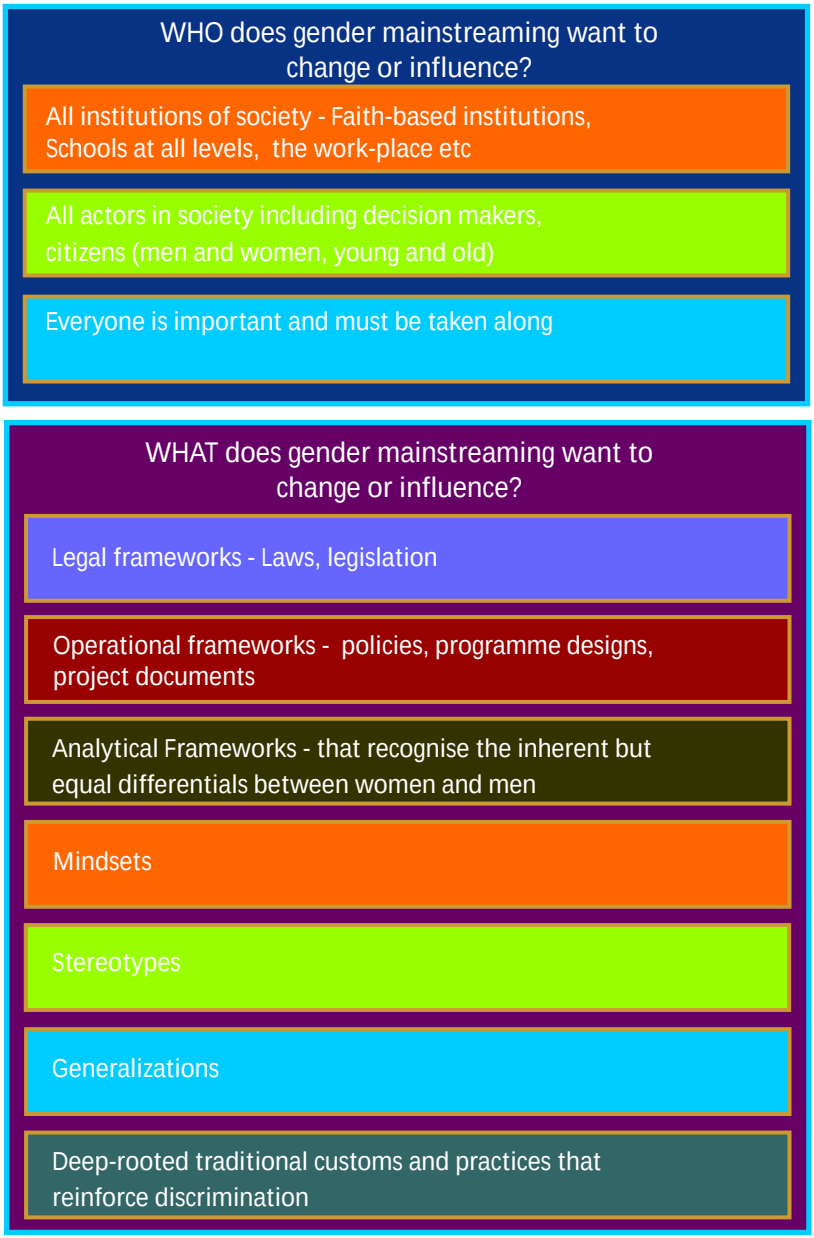
WHAT DOES IT MEAN TO BE PART OF THE MAINSTREAM?

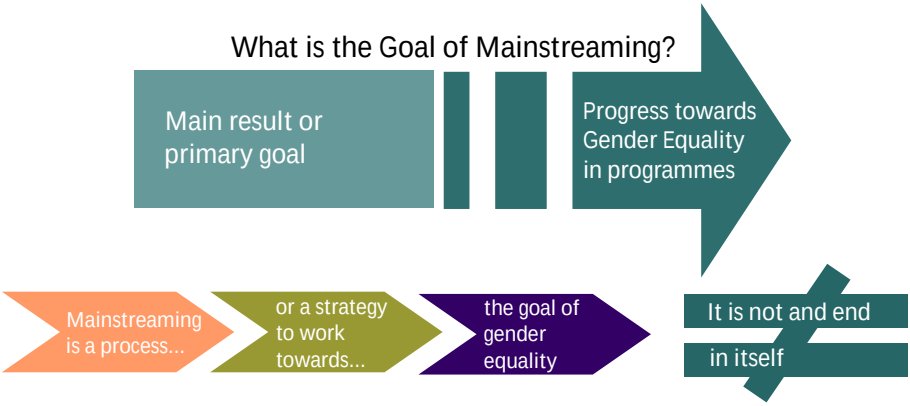
- Having equitable access to society's resources, including socially-valued goods, rewards and opportunities
- Equal participation in influencing what is valued, shaping development directions, and distributing opportunities

But a mainstreaming strategy seeks to bring women into a position where they can take part on an equitable basis with men in determining values, development directions and the allocation of resources. It also seeks to ensure that women benefit equitably with men from access to society's resources (including for example, recognition and respect, secure and rewarding employment, education, health, leisure and personal security). That is, "mainstreaming is a strategy to transform the mainstream".

(Adapted from J. Schalkwyk, H. Thomas and B. Woroniuk, *Mainstreaming: A Strategy for Achieving Equality between Women and Men*. (Stockholm: Sida, 1996.)

WHO OR WHAT DOES GENDER MAINSTREAMING SEEK TO CHANGE OR INFLUENCE?





Where Does Gender Mainstreaming Occur?

Gender mainstreaming involves all levels within any one organization. At the internal level, gender mainstreaming seeks to ensure that all of the organizational policies seek to achieve equality in opportunities, and in access to and distribution of all forms of resources. This will include for instance,

? ➽ Selection and recruitment policies
? ➽ Staff development
? ➽ The availability of child and mother friendly work environments
? ➽ The existence and enforcement of policies to combat sexual harassment and other forms of gender-based oppressions etc.

At the external level, gender mainstreaming seeks to ensure that all the organisation's programmes, projects, actions and initiatives seek to contribute to bringing about gender equality amongst women and men.

> An organization can only begin to mainstream gender within its external interventions and programmes when it has shown demonstrable commitment to mainstreaming gender within its internal organizational culture, policies and practices

Gender mainstreaming instruments of an organisation would include:
A clear gender equality policy document: This will take the form of a political guiding statement indicating the position of the organisation and its commitment to gender equality and to putting in place all forms of resources for gender mainstreaming. The gender policy is all encompassing. It will state the organisation's key principles related to gender equality and will indicate that these relate to the organisation's internal culture and ways of working as well as to its programmes and interventions and its relation with its external environment.

A time-bound gender mainstreaming strategy:
An organisational gender policy document needs to be accompanied by a strategy which clarifies the steps, measures, timeline, actions and responsibilities for putting the document into action. The Strategy will also include clear targets and indicators to use in order to measure the extent to which the targets have been met.

Gender awareness amongst staff, volunteers and members is a key requirement:
Gender mainstreaming requires that knowledge and skills on gender discrimination are democratized and disseminated across the organisation and its hierarchy. This may require regular gender training and awareness raising interventions.

Gender analysis is carried out and updated on a regular basis: Gender analysis needs to be carried out at all levels. Internally, the analysis will look at the ways in which gender is mainstreamed within the organisations' policies and ways of working. Externally, it will inform the organisation on the issues, theme or target it seeks to address. Therefore, a key precursor of gender mainstreaming is an internal and external gender analysis to answer the key questions: Who does what? Who has which resources? Who takes which decisions? Whose interests are served? As indicated earlier, these questions are pertinent for both internal and external gender analysis.

The full and active participation of women is promoted, encouraged and sustained both internally within the organisation, as well as externally, at the level of its programmes and interventions. In doing so, the HR organisation in question identifies and addresses blockages undermining women's full participation.

A monitoring and evaluation system exists and incorporates gender-disaggregated data and provides gender impact indicators. This applies for the organisation as such (i.e. internally) as well as for its programmes and interventions.

Adequate human and financial resources are available: Gender mainstreaming requires investment in time, human and financial resources and as such needs to be factored in the budget of human rights organisations.

There is a line management responsibility, and clear accountability mechanisms for gender mainstreaming. This means that each manager, coordinator, or person in charge is responsible that she/he is effectively mainstreaming gender within all his/her allocated tasks and responsibilities. In this case, gender mainstreaming becomes an integral part of performance review processes.

Women in Development (WID) and Gender and Development (GAD) are sometimes used interchangeably, but there are some basic differences. The WID approach was developed in the 1970s, with the objective of designing actions, and policies to integrate women fully into development. The GAD approach was developed in the 1980s with the objective of removing disparities in social, economic, and political equality between women and men as a pre-condition for achieving people-centred development. Both approaches are still in use and are applicable in different situations. The chart below highlights the main differences.

Gender Relations

Gender relations refer to how women and men relate to each other in the society. They arise from gender roles, that is the different social roles and responsibilities that pertain to each sex. Gender relations also define these roles and responsibilities and the values attached to them. Gender relations are power relations since the status of women and men and the values attached to their respective roles in the society is not on an equal level. Gender relations are:

- ascribed through a network of kinship and affinity
- achieved through work in economic, political and social spheres
- influenced by caste, class, age and religion

Gender Discrimination

The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) which was adopted in 1979 and ratified by around 100 countries, states that 'discrimination against women shall mean distinction, exclusion, or restriction made on the basis of sex which has the purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field'.

	Women in Development (WID)	Gender and Development (GAD)
The Approach	? An approach which views women's lack of participation as the problem	? An approach to people-centred development
The Focus	? Women	? Relations between women and men
The Problem	? The exclusion of women (half of the productive source) from the development process	? Unequal relations (between women and men, rich and poor) that prevents equitable development and women's full participation
The Goal	? More efficient, effective development	? Equitable, sustainable development with men and women sharing decision-making and power
The Solution	? Integrate women into existing structures	? Empower the disadvantaged and women ? Transform unequal relations and structures
The Strategy	? Women only projects ? Women's components ? Integrated projects ? Increase women's productivity ? Increase women's income ? Increase women's ability to manage the household	? Identify/address practical needs by women and men to improve their condition ? At the same time, address strategic gender needs of women and men ? Address strategic needs of the poor through people-centred development

Table 1

Gender Equality

Equality is a basic human right. It refers to the equal treatment of men and women with respect to their rights, and in legislation and policies as well as in providing equal access to and control of resources and services within the family and society.

Gender equality requires the recognition of the fact that current social, economic, cultural and political systems discriminate between the sexes, and that women's status is generally unequal to that of men. Gender equality denotes women having the same opportunities in life as men, including the ability to participate in the public sphere.

Gender equality interventions therefore aim to promote the full and unfettered participation of women and men in society and in all sectors of development. It was often believed that gender equality may be defined solely at the level of equal rights for women and men in the letter of the law (e.g. giving girls and boys, women and men equal rights, equal opportunities, equal conditions and equal treatment in all fields of life). However, equality in the letter of the law may not necessarily lead to equality in practice.

It is therefore important to examine how women and men are positioned differently in society. These differences often result in significant forms of discrimination and gender based oppression. In fact, these differences result in serious gaps in political, social and economic participation. The end result is a situation of persistent gender inequality. Gender equality essentially refers to equality in outcomes and results.

Gender Equity

Gender equity is a set of policy measures/special programmes targeting women with the aim of compensating them for the historical and social disparities that deprive them of enjoying access to equal opportunities, for example: measures of positive discrimination, quota system, etc. Gender equity measures are based on the recognition of women's and men's different positions, situation and needs.

It recognizes that reaching equality in outcomes may necessitate different treatment of women. As such, it is a series of measures which recognize the need to redistribute power and resources. Equity is not incompatible with equality but rather complements and contributes to its effective implementation.

Social Construction of Gender

The many different processes by which the expectations associated with being a boy (man) and being a girl (woman) are passed on through society this is usually done through teaching about and reinforcing gender norms.

Gender Analysis

Gender analysis is a process which allows us to distinguish the ways in which the distribution of resources, activities, power, representation and decision-making vary amongst women and men within a given socio-economic group in a particular point in time. A gender analysis may ask typical questions such as:

- Who does what?
- Who has what?
- Who decides? How?
- Who wins? Who loses?

What are the Steps for Gender Analysis?[3]

Gender analysis starts from the premise that no policy, program or service is gender neutral (that is, having the same impact on men and women). A full gender analysis is therefore critical for policies, programmes and services to benefit women and men fairly.

[3] Adapted from: Gender Analysis, Making Policies, Programs and Services Gender-Aware. Australia Government Department for Community Development Office for Women's Policy. http://community.wa.gov.au/Communities/Women/

The Steps

The following questions are among the gender-related considerations that should be kept in mind:

1. Identifying the Issue
   - In what ways are both women's and men's experiences reflected in the way issues are identified?
   - How are gender and diversity taken into account?

2. Defining Desired/Anticipated Outcomes
   - What does the organisation want to achieve with this policy, programme or service?
   - How does the policy, programme or service fit in to the organisation's objectives?
   - Who will be affected?
   - How will the effects of the policy, programme or service be different for women and men, girls and boys?

3. Gathering Information
   - What types of gender-specific data are available?
   - Are gender-specific data available regarding specific groups (including Indigenous women, women from culturally and linguistically diverse communities, and women with disabilities)?
   - How is the input of women's organisations and other equality-seeking groups being pursued?

4. Conducting Research
   - How will the research you consult or conduct address the different experiences of gender and diversity?
   - If you are conducting primary research, how are gender considerations incorporated in research design and methodology?

5. Developing and Analysing Options

- How will each option disadvantage some or provide advantage for others?
- Does each option have different effects on women's or men's social and/or economic situation?
- How will innovative solutions be developed to address the gender and diversity issues you have identified?
- What are the solutions that affected groups have suggested?

6. Making Recommendations

- In what ways is gender equality a significant element in weighing and recommending options?
- How can the policy, programme or service be implemented in an equitable manner?

7. Communicating the Policy, Programme or Service

- How will communication strategies ensure that information is accessible to both women and men, and take into account the communication needs of diverse communities?
- Has gender-aware language been used?

8. Evaluating the Analysis

- How will gender equality concerns be incorporated into the evaluation criteria?
- How can this be demonstrated?
- What indicators will you use to measure the effects of the policy, programme or service on women and men?

Gender Sensitive Indicators[4]

Gender Sensitive Indicators measure gender related changes in society over time. They point out how far and in what ways development programmes and projects have met their gender objectives, and how far they achieved results related to gender equity and equality. They may be pointers, facts, numbers, opinions or perceptions – used to signify changes in specific conditions or progress towards particular gender-related objectives.

Qualitative Analysis for further understanding of Gender Sensitive Indicators:

Indicators tell us how many men and women participated in a project, but will give little information about the nature, degree and effects of their participation. Therefore, in addition to developing gender sensitive indicators, qualitative analysis must also be used for an understanding of social processes, why and how a particular situation indicators measure came into being, and how this situation can be changed in the future. While qualitative and quantitative indicators will tell you how far your project has succeeded or failed, qualitative analysis will tell you why this result took place and whether the result was a good one or not. Therefore, in addition to using gender sensitive indicators, qualitative analysis must also be done.

Examples of gender sensitive indicators:

At management level:

- Gender Policy in place, implemented and reviewed from time to time
- Number of staff above 'y' level are women
- Number of women in managerial positions

[4]ADVOCACY EXPERT: Gender Mentoring: A Guide for Strengthening Equality in Communities Developed by Pact Tanzania, Supported by USAID/Tanzania. Adopted from BRIDGE?s Gender and Indicators *Cutting Edge Pack*, 2007, http://www.bridge.ids.ac.uk/reports_gend_CEP.html#Indicators

At programme level:

- Number of women/ number of men participating in project design
- Number of women/number of men participating in project implementation
- Number of female ministers/ share of seats in parliament

Why are gender sensitive indicators important?

- They enable better planning and actions. Gender indicators can be used to evaluate the outcomes of gender-focused and mainstream interventions and policies and help reveal barriers to achieving success.
- They can be used for holding institutions accountable for their commitments on gender equality. Gender indicators and relevant data can make visible the gaps between the commitments many governments and other institutions have made at all levels
- They can help to stimulate change through data collection processes. They can stimulate discussion and inspire recognition among participants of common experiences related to sensitive topics.

To be meaningful and illuminating, indicators need to be derived in consultation with local people, and to reflect the gender context of a particular context, region or community.[5]

Gender Integration

Gender Integration entails the identification and subsequent treatment of gender differences and inequalities during programme/project design, implementation, monitoring, and evaluation.

[5]For more information on gender indicators, please visit the following websites of the UN Statistics Division and OECD:
http://unstats.un.org/unsd/demographic/standmeth/handbooks/default.htm#gender
http://unstats.un.org/unsd/gender/default.html
http://www.oecd.org/dev/poverty/theoecdsocialinstitutionand genderindex.htm

Gender Management System (GMS)[6]

GMS is a network of structures, mechanisms and processes put in place within an existing organizational framework, to guide, plan, monitor and evaluate the process of mainstreaming gender into all areas of the organization's work, in order to achieve greater gender equality and equity within the context of sustainable development.

[6]The GMS was developed by the Commonwealth Secretariat as an approach to ensure that gender equality is a guiding principal in all government policies, plans and programmes. For more information, please visit:
http://www.thecommonwealth.org/Internal/190683/190821/36970/the_gms_toolkit/

GMS Structures

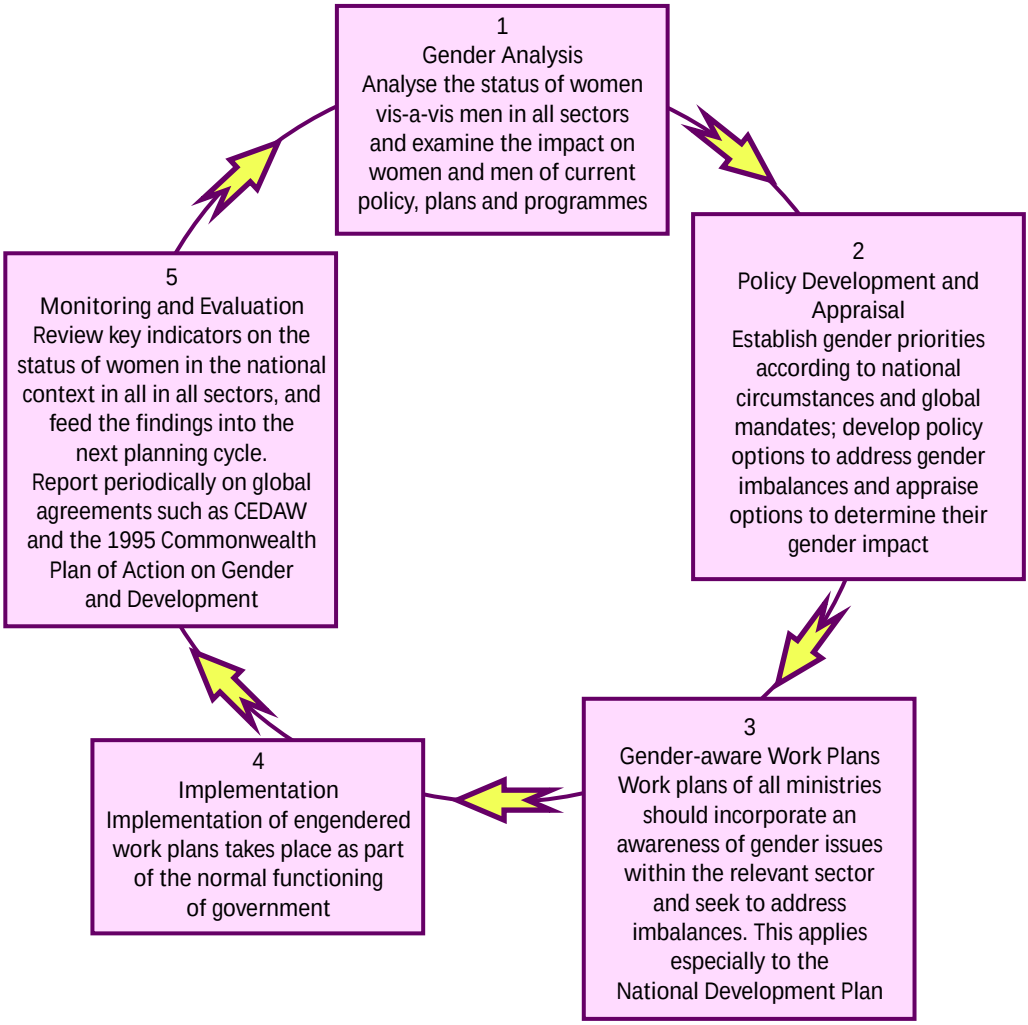
The management of the gender mainstreaming process is a national concern requiring broad stakeholder participation. The GMS structures have representation of decision makers from critical stakeholders belonging not only to government but also civil society and the private sector.

- Gender Secretariat, within the Department of Social Development, acts as the *Lead Agency*, which initiates and strengthens the GMS institutional arrangements, provides overall coordination and monitoring, and carries out advocacy, communications, media relations, and reporting

- Gender Management Team (consisting of representatives from the Lead Agency, key government ministries and civil society), provides sector specific expertise in relation to the implementation of the GMS, defines broad operational policies, indicators of effectiveness, and timeframes for implementation

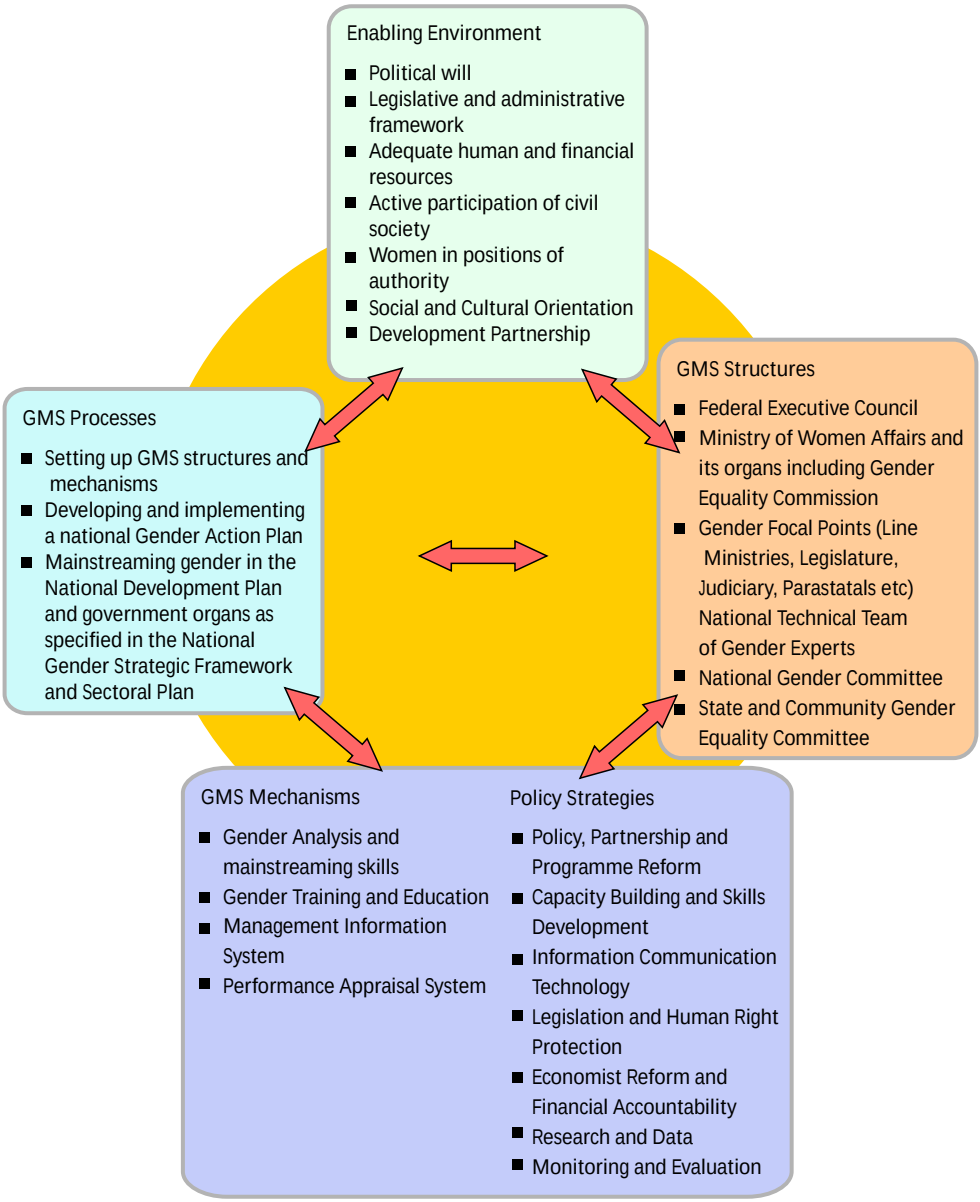
- Gender Focal Points (senior administrative and technical staff in government ministries and civil society organizations, with past experience and expertise in gender) who coordinate gender related activities and promote gender in their respective sectors

Promoting Gender Awareness at Each Stage of the Planning Cycle



Commonwealth Gender Management System Handbook.
http://www.thecommonwealth.org/Internal/190683/190821/36970/the_gms_toolkit/"

THE NATIONAL GENDER MANAGEMENT SYSTEM



2.Women's Rights Context in Nigeria

a. Political (Women in decision-making)

The obviously sustained gender imbalances and poor representation of women in decision making processes in Nigeria is often premised on factors such as poor level of education of women, patriarchy, poor access to information, lack of experience and financial opportunities compared to men. Besides, women who have survived overcoming all these hurdles are still challenged with the lack of opportunities and space to prove their worth. Currently in Nigeria's National Assembly, 24 women out of 360 members occupy seats in the Lower House (6.7%) and there are just 7 women out of the 109 members in the Upper House (6.4 %). The women in Nigeria's Federal Cabinet represent a total of 31%, (as at April 8th 2013), although still below 35% minimum requirement stated in the National Gender Policy, there is an indication that the old patriarchal perception of women as 'traditional' and 'silent' is beginning to shift in Nigeria. We still however have a long way to go.

b. Socio-Economic and Cultural

Nigeria ranks among the countries with the highest rates of inequality in the world, despite a 6% average growth rate of the economy. This is largely owing to rising unequal income distribution and differential access to basic infrastructure, education, training and job opportunities; and women and girls continue to bear the brunt. The government has acknowledged significant shortfalls in progress towards development goals. The indicators of this deficit are clear from the country's slow progress towards the achievement of the MDGs. None of the MDGs is certain to be achieved by 2015 and there are desperate calls for more action from governments at all levels. Goal #3 (to promote gender equality and empower women) is one of those areas where progress for achieving targets by 2015 appears most challenging.

With huge potentials, including a rich traditional heritage, immense cultural diversity and dynamic ethnic pluralism, Nigeria ranks 118 out of 134 countries on the *Gender Equality Index (GEI)*. This is largely because

adolescent girls and women are being systematically excluded and disadvantaged. Their disempowerment is hampering development across Nigeria and particularly the North of the country. Many socio-cultural gender norms and practices are detrimental to girls and women albeit with significant geographical and cultural variations. These socio-cultural norms and values limit girls and women's capabilities, and undermine concerted efforts aimed at helping women and girls realise their full potentials. Among key socio-cultural barriers to girls and women's empowerment in Nigeria are the institutions of culture and religion that are also the custodians of deeply entrenched religious and traditional practices that reinforce gender biases and discrimination. They underpin gender discriminatory access to basic services; act as barriers to economic participation and opportunities; limit visibility, voice and agency among adolescent girls and women.

Violence against women is one of the most pervasive and systematic human rights violations in the world. The disturbing statistics show that one woman in three will be raped, beaten, coerced into sex or otherwise abused in her lifetime. Yet this heinous violation of the dignity of a woman's body and mind is tacitly accepted in many societies of the world including here in Nigeria. The United Nations recognises that this grim situation will not be wished away by mere agonising and rhetoric. It can only be changed through the targeted actions of individuals and institutions; men and women from across all walks of life and endeavour, who are courageous enough to persistently stay on a worthy cause such as the fight to end violence against women.

c. Women's Rights Legislation[7]

The World Conference on Human Rights in Vienna, Austria in 1993 reaffirmed that all human rights are universal, indivisible, inter-dependent and inalienable and that the human rights of women are an inalienable and integral part of universal human rights. Notwithstanding this declaration, the human rights of Nigerian women are regrettably often violated with impunity by state and non-state actors.

Even though there are local and international legal/policy frameworks which guarantee the right of women to participate in decision making at all levels, Nigerian women are still grossly under-represented in elective and appointive positions for reasons such as patriarchy, limited resources to contest elections, lack of education etc.

Under the Goodluck Jonathan administration, of all the thirty six (36) governors in Nigeria, none is female, while only 16.7% (far less than half) of the 36 deputy governors are women. It is however worthy of note that the Federal Executive Council (FEC) gave women representation a boost with the appointment of 14 female ministers(33%) out of 42, including some of the Ministries traditionally assigned to men (e.g. Ministries of Finance, Petroleum, ICT, Defence).

Various empirical data shows that 70% of Nigerians live below the poverty level with many living on less than 1 US dollar per day. Also, over 47% of the labour force remains unemployed. As the nation faces deepening economic crisis, women are worst hit, mainly because they lack access to critical resources – education, capital, labour, entrepreneurial skills and more importantly, control over the use of their valuable time. Hence, the

[7]UNDP: Human Development Report 2008-2009
Government of the Federal Republic of Nigeria, 2010: MDGs Report
Ibid
GEI measures the gap between women and men in education, the economy and political empowerment. Please visit www.socialwatch.org. Also see UN Gender Inequality Index – GII (unfortunately, no current ranking available for Nigeria).

percentage of women remains predominantly high among the core poor, while poverty seems to wear a woman's face. To redress this, the World Bank has argued after many years of research and on-the-ground experience, that the importance of gender equality for poverty reduction can no longer be questioned. (World Bank, 2000).

Flagrant disrespect for women's human rights also manifests in society's acceptance of cultural practices that condone and even encourage certain forms of violence. Even though available data on violence against women in Nigeria has been described as 'notoriously' unreliable, up to one third of Nigerian women report that they have been subjected to one form of violence or the other including battering, verbal abuse, emotional and psychological abuse and marital rape.[8] Despite the staggering reality of acts of VAW in Nigeria, there is still no law that seeks to protect women as repeated attempts aimed at criminalizing acts constituting VAW have proved abortive.

National Laws on the Rights of Women and Girls in Nigeria

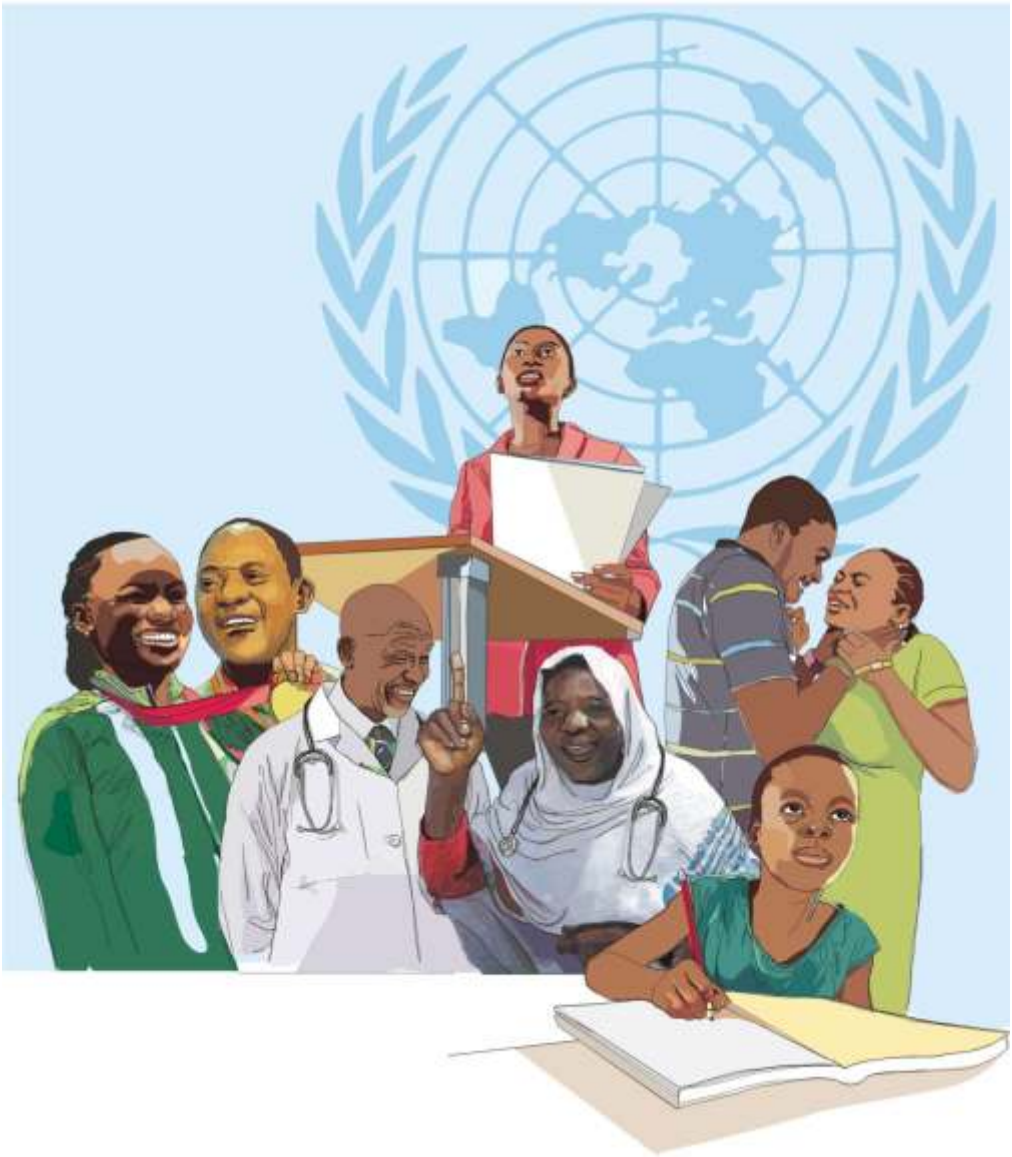
1. Constitution of the Federal Republic of Nigeria 1999
2. Trafficking in Persons (Prohibition) Law-NAPTIP Act 2003
3. Trafficking in Persons (Prohibition) Law Enforcement and Administration (AMENDMENT) Act, 2005
4. Child Rights Act 2003
5. National Gender Policy 2006

State Laws on the Rights of Women and Girls in Nigeria

1. Law to Prohibit Female Circumcision and Genital Mutilation, Edo State 1999
2. A Law to Amend Some of the Provisions of the Criminal Code Law Cap. 48 Laws of Bendel State 1976 as applicable to Edo state, 2000
3. A Law to Prohibit Girl Child Marriages and Female Circumcision or Genital Mutilation in Cross River State, 2000
4. The Female Genital Mutilation (Prohibition) Law, Bayelsa state, 2000

[8] Gender in Nigeria Report 2012: Improving the lives of Girls and Women in Nigeria

5. A Law to make it unlawful to infringe the Fundamental Rights of Widows and Widowers, and for other Related Matters, Enugu State 2001
6. A Law for the Monitoring of Maternal Mortality in Edo State and other Matters Connected Thereto, 2001.
7. Rivers State Reproductive Health Service Law, No. 3 of 2003
8. Rivers state Schools Rights (Parents, Children and Teachers) Law No. 2, 2005.
9. Women's Reproductive Rights, Anambra State, 2005.
10. Age of Customary Marriage Law, 1956
11. Limitation of Dowry Law Chapter L 15, 1956
12. Children and Young Persons Law, 1958
13. A Law to Provide Protection Against Domestic Violence and For Connected Purposes (Lagos State) 2012.
14. Ekiti State Gender-Based Violence (Prohibition) Law, 2011
15. Imo State Free, Compulsory Qualitative Education Law 2011



d. Key Elements of the National Gender Policy

Promoting gender equality is now globally accepted as a development strategy for reducing poverty levels among women and men, improving health and living standards and enhancing efficiency of public investments. The attainment of gender equality is not only seen as an end in itself and a human rights issue, but as a prerequisite for the achievement of sustainable development.

In recognition of the extant National Women's Policy and other sectoral policies to respond to the challenges of gender inequalities and attendant low socio-economic indicators, a National Gender Policy has been developed to replace the Women's Policy. An extensive research and consultative process informed the Gender Policy framework while the goal, objectives, strategies and targets were adopted by consensus at several national and zonal workshops convened for stakeholders and partners.

The goal of the National Gender Policy is to "build a just society devoid of discrimination, harness the full potentials of all social groups regardless of sex or circumstance, promote the enjoyment of fundamental human rights and protect the health, social, economic and political wellbeing of all citizens in order to achieve equitable rapid economic growth; evolve an evidence-based planning and governance system where human, social, financial and technological resources are efficiently and effectively deployed for sustainable development."

Some of the key principles upon which the policy is premised are:

a. Commitment to gender mainstreaming as a development approach and tools for achieving the economic reform agenda, evidence-based planning, value re-orientation and social transformation.
b. Recognition of gender issues as central to and critical to the achievement of national development goals and objectives and a requirement for all policies to be reviewed to reflect gender implications and strategies as contained in the gender policy and

implementation modalities specified in the National Gender Strategic Framework;

c. Realization that effective and results-focused policy implementation demands a cooperative interaction of all stakeholders.
d. Promotion and protection of human rights, social justice and equity.

Policy Objectives:

1. Establish a set of rules for both government agencies (federal/state/local) and private sector (formal & informal business) and Civil Society to guide them in responding to gender issues in the provision of :
    - ?Social services
    - ?Justice
    - ?Legislation
    - ?Administrative and regulatory system
    - ?Agriculture
    - ?Livelihood
    - ?Health
    - ?Employment
    - ?Technology
    - ?Infrastructure
    - ?Financing
2. Develop gender mainstreaming tools, approaches, and instruments that fit into the national development policy.
3. Adopt gender mainstreaming as a core value and practice in the general polity of Nigeria.
4. Incorporate CEDAW, Optional Protocol on African Charter on Human & Peoples' Rights on the Right of Women in Africa, and other global & regional instruments on equality of rights in the legislative process, laws, judicial and administrative systems of the country.
5. Achieve minimum level of representation for women to promote equal opportunity in all areas of life for women as well as for men.
6. Undertake women and men specific projects that will build the capacity of men and women to make use of economic and political opportunities for gender equality and empowerment.

7. Educate all relevant agencies, bodies and individuals that gender equality is central to national development.

Broad Delivery Strategies[9]

The strategies for achieving the policy goal and objectives are premised on the 'dual agenda' principle, which perceives gender equity and equality as beneficial not only to individuals (women and men), but also essential for producing an effective and efficient system, both at the macro (national) and micro (organisational) levels. Recognising the cross-cutting nature of gender issues, the delivery of the gender policy shall be channelled through the seven integrated strategies outlined below:

Broad Delivery Strategies and Policy Outcomes

Guided by international, regional and national instruments, especially the strive to attain the Millennium Development Goals, the policy earmarks targets that are in concert with sectoral targets and is aimed at accelerating economic recovery and progress towards the MDGs. A holistic multi-sectoral approach is proposed for implementation of the policy. Strengthening of existing organs of government is required for policy efficiency and additional institutions and mechanisms are proposed to improve sectoral performance.

An anticipated major challenge to achieving the policy objectives is moving from the policy prescriptions to the actualisation of the policy goal and targets. For the conceptual framework to be functional, greater synergy is required among stakeholders. Furthermore, overarching institutional restructuring and increased professionalism is required in order to meet the demands of this policy document. The efficacy of the policy strategies is contingent on a functional gender management system while the following elements and actions are indispensable:

[9] Federal Republic of Nigeria National Gender Policy 2007

- Political Will
- Gender as a Core Value for Transforming the Nigerian Society
- Confronting Patriarchy
- Coordination, Networking, and Monitoring
- Resource Mobilization

3. Checklist for Mainstreaming Gender into Development

Mainstreaming Gender Concerns into Development Programming: A Checklist

A. Country programming, including priority-setting.

1. Has relevant gender information, especially socio-economic information been identified and collated in such a way as to be included in country programming planning discussions?
2. Is background data/situation analyses disaggregated by age, sex and ethnic origin?
3. How far have gender specialists and representatives of women at all levels been consulted throughout the process?
4. How far have programming missions been briefed on gender issues?
5. Has attention been paid to the inclusion of gender equality concerns in macro-economic and public administration programming in particular, including the linkages between micro, meso and macro levels of analysis and policy-making?

B. Project and programme formulation.

1. Have gender issues relevant to each project/programme, including gender impact and anticipated outcomes, been systematically identified, and updated as appropriate?
2. How far have staff members informed themselves substantively of the gender dimensions of the development problem(s) to be solved?
3. How far have individuals and women's NGOs with knowledge and experience of gender mainstreaming participated in project identification, formulation and appraisal?
4. Do the terms of reference of project/programme formulation missions reflect a requirement of relevant gender knowledge and experience?
5. Have women been consulted equally with men during the

formulation process, especially female beneficiaries?

6. Have mission members been briefed on gender issues?
7. Have gender-related linkages with other projects and programmes been identified and incorporated in documentation?
8. Has all background information been disaggregated by age, sex, and ethnic origin?
9. Have relevant gender issues been raised at project appraisal meetings, ensuring discussion of the impact of the project on gender equality in the programme country?

C. Project and programme implementation

1. Have all possible steps been taken to ensure gender balance in project staff
2. Has gender balance in project training been ensured?
3. How far has gender balance among participants in all project meetings been attained?
4. Do staff raise relevant gender issues in project monitoring meetings and review meetings?
5. Do Programme and Project Evaluation Reports (PPERs) reflect gender issues, and is all information disaggregated by sex?
6. Do programme staff include gender knowledge and experience as a requirement for all mission terms of reference?
7. Are all backstopping missions briefed on gender issues?
8. Do final project reports systematically identify gender gaps and gender-related project successes?
9. Do programme staff monitor project disbursements to ensure that inputs are used in such a way as to ensure equality of outcome for both women and men project/programme beneficiaries?

D. Gender sensitive project/programme evaluation.

1. Do evaluation mission terms of reference require relevant gender expertise and experience?
2. Are evaluation mission members briefed on relevant gender issues and provided with documentation?
3. Do programme staff review the draft evaluation report to ensure

that gender-related omissions and successes in the project/programme are reflected?

4. Do programme staff understand and apply process indicators of success?

Mainstreaming Gender Concerns into Policy: A Checklist

1. Background and Justification: Is the gender dimension highlighted in background information to the policy? Does the justification include convincing arguments for gender mainstreaming and gender equality?

2. Goals: Does the goal of the proposed policy reflect the needs of both women and men? Does the goal seek to correct gender imbalances through addressing practical needs of women and men? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality?

3. Target Beneficiaries: Except where the policy interventions specifically target women or men as a corrective measure to enhance gender equality, is there gender balance within the target beneficiary group?

4. Objectives: Do the interventions proposed in the policy objectives address needs of both women and men?

5. Activities: Do proposed policy interventions involve both women and men? Are any additional policy interventions needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc.)?

6. Indicators: Have indicators been developed to measure progress towards the fulfilment of each objective? Do these indicators

measure the gender aspects of each objective? Are indicators gender disaggregated? Are targets set to guarantee a sufficient level of gender balance in the interventions proposed (e.g. quotas for female and male participation)?

7. Implementation: Who will implement the planned policy? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation?

8. Monitoring and Evaluation: Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention?

9. Risks: Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender)? Has the potential negative impact of the policy interventions been considered (e.g. potential increased burden on women or social isolation of men?)

10. Communication Strategy: Has a communication strategy been developed for informing various publics about the existence, implementation and results of the policy interventions from a gender perspective?

4. Historical Timeline

Historical Time-Line of International Events and Treaties Promoting Gender Equality

1945 - Adopted UN Charter - the first international tool setting the principle of equality between man and woman

1946 - Established Commission on Status of Women

1948 - The Universal Declaration of Human Rights reflects discrimination against women (Article 2); International Labor Organization (ILO) adopted the Night Work (Women) Convention

1949 - UNGA adopted the Convention for the Suppression of the Traffic in Persons and the Exploitation of the Prostitution of Others. Calls for the punishment of those procuring others for prostitution.

1951 - ILO adopted the Equal Remuneration for Men and Women Workers for Work of Equal Value

1952 - Adopted the International Convention on the Political Rights of Women

1955- ILO issues a Convention on Maternity Protection

1957 - The Convention on the Nationality of Married Women

1958 - Discrimination (Employment and Occupation) Convention promotes equality of rights between men and women in the workplace

1960 - Convention against Discrimination in Education adopted by the General Conference of UNESCO paves the way for equal educational opportunities for girls and women.

1960 - ILO Discrimination (Employment and Occupation) Convention took effect

1962 - Convention on the Political Rights of Women obliged the country-members to ensure voting rights for women and their representation in public organizations on equal with men basis. The adopted Convention on Consent to Marriage, Minimum Age for Marriage and Registration of Marriages sets that marriage cannot take effect without consent of the both parties

1963 -Convention on Consent to Marriage, Minimum Ag e for Marriage and Registration of marriages decrees that no marriage can occur without the consent of both parties.

1964 - Convention concerning Equality of Treatment of Nationals and Non-Nationals in Social Security took effect

1965 - UN Recommendations on consent to marriage, minimum age for marriage and registration of marriages

1966 - Adopted International Covenant on Civil and Political Rights that obliged the country-members to ensure civil and political rights of everybody within their respective jurisdictions irrespective of race, sex and other circumstances, including the right to life, the prohibition of torture, the right to freedom and privacy, the right to freedom of religion, expression, and conscience

1966 - Adopted Optional Protocol to the International Covenant on Civil and Political Rights

1966 - Adopted International Covenant on Economic, Social and Cultural Rights that spelled out working conditions, social security, adequate standards of living, physical and mental health, education, and employment

1967 - UN General Assembly adopted the Declaration on the Elimination of All Forms of Discrimination against Women

1972 - UN General Assembly proclaimed the year 1975 as the International Year of Women

1974 - Declaration on the Protection of Women and Children in Emergency and Armed Conflict

1974 -The Economic and Social Council (ESC) convenes a world conference on women's problems on the threshold of the International Year of Women

1975 - UN General Assembly proclaims the decade of 1976-1985 as Women's Decade

1976- UNGA establishes UNIFEM (then named the United Nations Voluntary Fund for the UN Decade for Women) and INSTRAW the UN International Research and Training Institute for the Advancement of Women)

1976 - UN General Assembly approved a decision of ESC to establish the International Research and Training Institute for the Advancement of Women (UN-INSTRAW), the most important objective of which was to study the ways how to monitor and evaluate the impacts of programmes and projects for woman involvement in development activities

1976 -UN General Assembly creates the UN Voluntary Fund for the International Research and Training Institute for the Advancement of Women (transformed later into the UN Women's Fund for Development)

1979 - UN General Assembly adopted Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), a first international bill on women's rights and on abolishing of any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of

impairing or nullifying the human rights and fundamental freedoms in all fields

1980 - The UN Second World Conference for Women held in Copenhagen. Action Programme adopted for latter half of the decade

1980 - UN-INSTRAW became an autonomous body within UN

1982 - First meeting of the Committee on the Elimination of All Forms of Discrimination against Women

1983 - ILO Convention concerning Equal Opportunities and Equal Treatment for Men and Women Workers: Workers with Family Responsibilities came into force

1984 - The UN Voluntary Fund for the International Research and Training Institute for the Advancement of Women becomes an autonomous body within the framework of the UN Development Programme and was renamed the United Nations Development Fund for Women (UNIFEM)

1985 - The Third World Conference for Women was held in Nairobi. The Strategy of the Future for the Advancement of Women was approved.

1988 - UN's Database on Women Indicators and Statistics acts as a coordinating framework for the collection of the world's statistics on women

1988- Adopted Convention on Employment Promotion and Protection against Unemployment (Convention 168)

1989 - Adopted Convention on the Rights of the Child

1990 -Adopted International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families

1990 -Adopted Protocol to ILO's Night Work (Women) Convention

1991 - UN issued publication *Women of the World: Tendencies and Statistics*

1993 - The UN World Conference on Human Rights held in Vienna, Austria

The UN General Assembly adopted the Declaration on the Elimination of Violence against Women

UN recommends standard rules for ensuring equal opportunities for the disabled

1994 - Commission on Human Rights appointed a Special Rapporteur on the problem of violence against women for the collection of data and the development of recommendations for the elimination of violence and its consequences

UN International Conference on population and development held in Cairo

1995 - The Fourth World Conference for Women held in Beijing, China adopted the Beijing Declaration and Action Platform

1995 - Issued second publication *Women of the World: Tendencies and Statistics*

1996 - Meeting of the UN Expert Group for the development of guidelines on gender mainstreaming in programmes and measures for human rights

1998 - Adopted UN General Assembly's Resolution on measures for the prevention of crime and the criminal justice in order to eliminate violence against women

1999 - Adopted Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women. ILO adopted Convention of the worst forms of child labour

2000 - UN Commission on Human Rights adopts the Resolution on Land Ownership – for the first time, the resolution on women's rights was adopted within an agenda of the UN Commission on Human Rights

2000 - UN Security Council passes Resolution 1325 addressing not only the inordinate impact of war on women, but also the pivotal role women should and do play in conflict management, conflict resolution, and sustainable peace.

2000 - UN General Assembly's Resolution 55/2 approved the Millennium Declaration, which obliged the Governments to advance gender equity as an effective way for the eradication of poverty, and feminine diseases.

2000 - Adopted Optional Protocol to the Convention on the Rights of the Child regarding child trafficking, child prostitution, and child pornography

2000 - Campaign Beijing+5 for the equality between men and women and the improvement of women's status

2000 - Twenty Third UN General Assembly Special Session held on gender equality

2002 - Charter of the International Criminal Court came into effect that set violent use as weapon of war as an outrage upon humanity.Please check this Charter. What is it supposed be?

2003 - The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa, better known as the Maputo Protocol, which guarantees comprehensive rights to women in Africa, was adopted by the African Union in Maputo, Mozambique.

2005 - Having been ratified by the required 15-member nations of the African Union, the Maputo Protocol entered into force.

2005 - UN set the Basic Principles and Guidelines on the Right to Legal Protection and Damage Compensation for Victims of Gross Violation of International Rules in the Field of Human Rights and of Serious Violation of the International Humanitarian Right.

2012 - Landmark System-wide Action Plan (UN-SWAP) on gender equality and women's empowerment adopted by United Nations Chief Executives Board for Coordination throughout the UN system - a set of common measures with which to measure progress in its gender-related work, including the mainstreaming of the gender perspective across all its operations.

Notes

The United Nations System in Nigeria