

# TRAINING MANUAL

## on Gender Mainstreaming in Cross Border Trade



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## Acronyms

AU	African Union
AWDF	African Women Development Fund
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CSO	Civil Society Organisation
ECOWAS	Economic Community of West African States
GRB	Gender-responsive Budgeting
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
NGO	Non-Governmental Organisation
PLWD	People Living with Disability
POSER	Promoting Women's Socio-economic Rights
SDG	Sustainable Development Goals
SSCBT	Small-Scale Cross-Border Trade
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
USAID	United States Agency for International Development
WEP	Women Environmental Programme

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## Introduction

The aim of this manual is to support capacity building of border agencies to develop plans and strategies to integrate gender in their procedures and practices. The training is a part of the project Promoting Women's Socio-economic Rights (POSER), funded by African Women Development Fund and implemented by the Women Environmental Programme (WEP) in Nigeria. POSER project is aimed at promoting cross-border trade opportunities for women around Niger-Nigeria trade corridor.

It has the following objectives:

- To mainstream gender into national and regional trade policies
- To protect the human rights of women small-scale traders
- To ensure institutions responsible for policy implementation are gender-responsive
- To promote women's access to financial support.

## Situation Analysis

Small-Scale Cross-Border Trade (SSCBT) is often neglected in the discussions on African trade policies, although it remains an imperative to local economic growth (World Bank 2013). The operation of small-scale cross border trade within the Sub-African region has been timeless sustaining economic resilience of many households. In a context of feminisation of economic opportunities, SSCBT is often considered as offering employment and income opportunities to women traders. Therefore, SSCBT plays a vital role in achieving the Sustainable Development Goals (Goal 2 and 5) although still limited, policy makers are paying increasing attention to this sector. Despite the seeming importance of these activities to regional trade, national economic development, poverty alleviation, the organization of regional markets and regional integration, it remains significantly under-represented in the development discourse (World Bank 2016).

Integrating a gender perspective into the work of state institutions responsible for border management can have a significant impact on the ability of border officers to recognize and respond to the different needs and vulnerabilities of women small scale traders. It can also help them to learn from the experiences and insights of members of border communities. This contributes to more effective trade facilitation process while complying with human rights standards. Advancing gender equality through the work of the border security sector is part of the responsibility of

governments to protect and promote the rights of all, in accordance with commitments made at national and international levels.

## About this Manual

The manual is designed to provide guidelines to raise the consciousness of border officials to integrate gender concerns into their trade and economic policies, strategies and operations. If border officials have the right mind-set and training, women small scale traders will have an enabling environment to conduct their business in an atmosphere devoid of violence and intimidation.

This manual is organized in four modules and each covers an aspect of gender mainstreaming. An overview of the modules is as follows:

- Module 1: Understanding key gender-related terms and concepts
- Module 2: Sub-regional and National economic and trade policies as frameworks for gender mainstreaming in cross-border trade
- Module 3: Gender mainstreaming in border agencies and cross-border trade
- Module 4: Monitoring and Evaluation of a gender responsive small-scale cross-border trade project

Module 1 Focuses on building participants' knowledge on gender terms and concepts, which are essential for critical analysis of gender equality. Module 2 canvasses applicable policy and legal frameworks for the pursuit of gender mainstreaming in economic and trade policies in Nigeria and Niger. Module 3 considers gender mainstreaming strategies in border management as it concerns cross border trade. Finally, Module 4 highlights the importance of monitoring and evaluation for successful gender-responsive framework implementation.

This manual compilation combines several existing reports and manuals on gender equality and gender mainstreaming, while adjusting to the needs of border agencies and small-scale cross border trade facilitation.

## Who can use this Manual?

A variety of relevant actors and stakeholders can be involved in various aspects of the training:

- Nigeria/Niger Customs Service,
- Nigeria/Niger Immigration Service,
- Nigeria/Niger Police,

- Traders Association,
- Women Cooperatives,
- Financial institutions and
- Civil Society Organizations.

## Tips for Facilitators

Gender is a personal and a political issue, intricately linked to participants' own values, beliefs and culture, therefore providing gender training can be challenging, and in some contexts, a very sensitive task. Below are some tips that might prove useful when navigating through the training and accompanying participants in their learning journey.

- Encourage a safe space where there is a chance for reflection, analysis and open dialogue on challenges and opportunities linked to gender and gender mainstreaming work. Avoid judgements based on your personal experiences and values.
- Encourage participation and interaction among participants, engaging them with questions, discussions, group work and participatory exercises. Try to maximize the knowledge available in the room.
- Allocate the time needed to carry out the training in the most effective way and be mindful of the timing, avoiding getting caught up in specific details. However, be flexible enough to let discussions flow during interesting sessions, bearing in mind that it may be necessary to modify activities that will follow.

## Module 1: Understanding key gender-related terms and concepts



Learning objectives:

After this unit, you should be able to:

- ? Understand different gender terms and concepts
- ? Distinguish sex-specific and gender-specific connotations
- ? Reflect on gender differences and their implications

**Methodology:** Group discussion, individual exercise, group work

**Materials needed:** Paper cards, pen, presentation tool (projector), flipcharts, markers, a plate of rice (or picture or drawing)

**Time:** 2 hours 30 minutes

### Concepts and terms related to gender

Gender is a social construct that defines the roles, rights, responsibilities, attitudes, behaviours, values and obligations that society ascribes to men and women in a given culture, location, society and time. Gender relations are the ways in which culture, or the community defines rights, responsibilities, and identities of men and women in relation to one another.

Sex refers to the biological characteristics, with which they are born, that distinguish men from women. Sex differences are the same across all societies.

Table 1.1: Distinctions between gender and sex

Gender	Sex
A social construct or a set of socially given attributes	A fact of human biology/ determined by birth
It is society-specific and varies between and within societies	Does not vary within and between different societies
It changes over time	Fixed and unchanging over time
Differentiates roles, responsibilities and obligations	Same for all women. Same for all men
Is influenced by many factors including education, income level, religion, age, social class and others	Not influenced by economic and social factor

Table 1.2: Definition of some gender terms and concepts

Term or concept	Meaning
Gender roles	Are what is considered appropriate for men and women within the society including social roles and division of labour. Gender roles can be identified as productive, reproductive, and community roles.
Gender needs	Can be classified as either strategic or practical. Practical gender needs are immediate needs of women and men that relate to responsibilities and tasks associated with their traditional gender roles while strategic gender needs or interests are the needs women identify because of their subordinate position in society.
Gender mainstreaming	'A process of assessing the implications for women and men of any planned actions, including legislation, policies or programmes in all areas and at all levels.'
Gender perspective	Means recognizing the separate roles, capabilities and needs of women and men and taking account of them before embarking on an intervention.
Gender equality	The result of the absence of discrimination on the basis of a person's sex, in opportunities and the allocation of resources, benefits and/or in access to services. It involves equal rights, voice, responsibilities and opportunities for men and women in society, at work and in the home.

Term or concept	Meaning
Gender equity	Recognizes that different approaches may be needed to rectify the imbalance between the sexes and to produce outcomes that are equitable and entails the provision of fairness and justice in the distribution of responsibilities, access to resources, control over resources and access to benefits, between men and women.

Gender analysis is about recognising the unique needs, aspirations, priorities and constraints of men and women, and designing interventions with those differences in mind. It entails a process of studying information to ensure that the benefits of policies or strategies are equally distributed to all target groups. This may provide opportunities and entry points to develop programmes, actions or initiatives that support efforts to build more equitable gender relations.

The 'Ten Key Questions Tool' developed by the UNFPA may be used in different situations such as the family, the community, institutions and society at large. They are based on well-tested gender analysis tools, namely, the contextual analysis model, the Harvard analytical model, the Women's Empowerment framework, and the gender analysis matrix. (UNFPA 2003; Gender Mainstreaming: Taking Action, Getting Results; Module 2, P. 13).



Questions 1-9 can be combined with the additional question, 'And with whom' in order to capture the social relations involved.

How well do you understand the concepts?

### Exercises to clarify gender terms and concepts

#### Exercise 1.1: Likes and dislikes

*Instruction: Participants should anonymously write down one thing they like and one thing they dislike about being their sex. All paper cards should be dropped in a bowl and read out at random, by the facilitator or any participant.*

Activity: Participants should then:

1. Distinguish statements that have sex-specific connotations from statements that have gender-specific connotation.
2. Guess which statements were made by women and which were made by men and give reasons for their guess.

Alternatively, using the two guiding questions above, discuss sample responses below:

- I do not have to go through pregnancy and childbirth.
- I do most of the house chores alone.
- My family looks up to me as the main provider of the family.
- I plan and organize what my family eats each day, week and year.
- I can marry more than one.
- I take the decisions in the house.
- I do not have to go through menstruation.
- I am always contacted on difficult issues.

#### Exercise 1.2: Statements about men and women

*Instruction: From the statements below, distinguish between statements that have sex-specific connotations and statements that have gender-specific connotations.*

1. Women give birth to babies, men do not.
2. Little girls are gentle, boys are not.
3. Women can breastfeed babies, men cannot.
4. Women are better at caring for children than men.
5. Most drivers in Ghana are men.
6. Men's voice break at puberty, women's voice does not.
7. Young girls marry and have children when their bodies are not yet mature.
8. Women grow their hair, braid their hair, men do not.
9. Women should breast feed; therefore, they should stay home with children.

10. Women menstruate, men do not.
11. Women who wear short skirts risk being raped.
12. Men have sperms, women have ovaries
  
13. In most countries including Ghana, there are more men in parliament than women.

### Exercise 1.3: Brain teaser on gender roles and stereotypes

Instruction: *Fill the table below without much analysis and thinking. Your response should be based on the first image that comes to your mind. Do not worry about giving politically correct answers.*

#### Gender roles and activities

Roles	Man/Woman		Activities	Man/Woman
Tailor			Sewing	
Farmer			Carrying heavy things	
Chef			Operating machinery	
Police			Cooking	
Lawyer			Selling	
Entrepreneur			Talking/gossiping	
Doctor			Basket weaving	
Professor			Knitting	
Teacher			Budgeting	
Director			Planning	
Manager			Fetching water	
CEO			Making decisions	
Producer			Football	
TV Presenter				
Priest				
Secretary				

### Exercise 1.4: Gender blind

Scenario: A township in Nigeria decided their community needed two things: electricity and pipe borne water. A meeting was called. The opinion leaders (all men) met to discuss the issue. They agreed on electricity as the immediate need.

The women in a separate meeting also decided they wanted pipe borne water for the

community to ease the time burden and solve the numerous illnesses they suffer from drinking the contaminated ground water.

At the end, the electricity was brought.

Instruction: Reflect on the following questions

- What is gender blind about the decision?
- How is the choice made gender biased?
- What gender perspectives are expressed?
- Was equality or equity adhered to?

### Exercise 1.5: Case study analysis: Do you understand gender roles?

#### A case study of garri processing in Nigeria

Maidabaro is a community in the Jibia Local Government Area. The women have cassava farms, but their main occupation is the processing of cassava into garri using a tedious manual process. The women had been processing and selling garri on their own for years. A development partner funded and put up a model garri processing factory and the women were organised into cooperatives to own and operate the factory. To ensure regular supply of cassava to feed the factory, the development partner provided a tractor to help the women expand their cassava farms and the chiefs in the community willingly gave land for that purpose.

Upon their insistence, men in the community could join the cooperative with a condition that their numbers would not exceed one third of the total membership. Additionally, the positions of the president, vice president and secretary had to be held by women. A young woman was trained to manage the factory. Two young men operated the grater and the press. Members of the cooperative as well as non-members paid to have their cassava processed into garri at the factory. The cooperative had an account at a nearby rural bank at Sabon-gari where proceeds from the operation of the factory were saved. Funds from the savings account were used for the repairs and maintenance of the equipment and tractor.

The factory operated successfully and supplied bulk garri to institutions and individuals in the community.

The project succeeded in saving women the time and drudgery involved in garri processing. It also succeeded in increasing their income and enhanced their capacities to feed and clothe themselves and their children. The cooperative also became a viable group for educating the women on diverse topics including sanitation, nutrition, childcare, and family planning.

Instruction: Discuss the following questions in groups:

- Which of the roles (activities) of women do you think the project/programme intended to focus on? How?
- Did the focus remain the same?
- Which role did it have an impact on in practice?
- Do you think the project/programme was trying to meet practical or strategic gender needs? How?
- Were these and other needs met in practice?

### Exercise 1.6: Plate of rice: Illustrate the concept of equity



*A plate of rice 123RF.com*

Scenario:

Person 1: A man. He works very, very, very, hard, he has too much work. He must get up early in the morning and go to work, trying not to work as much as possible. Nobody can help him. He does not sleep enough, has no time to practise any sport and he does not eat very well. This morning, he was in such a hurry that he did not have time to eat breakfast. Only rice was available, and he prefers noodles – in a word, this man is tired.

Person 2: A woman. This woman is fit! She works out every morning, eats well and sleeps well. She works, but not too much because other people help her. This morning, she had a good breakfast, rice, which is her favourite meal!”

Person 3: This person, who is 500m away from the man and woman, places a big plate



of rice down. It is meant for both the man and women – the same distance, no discrimination.

**Instruction:** Discuss the following questions in a large group:

- What do you think will happen?
- Is the situation fair? Why is it not fair?
- What can be done to make the situation fairer?

**Possible answers:**

- The woman will arrive first since she can run fast whereas the man is tired and unfit
- The woman will eat most of the rice since it is her favourite meal while the man prefers noodles
- What can be done to make the situation fairer?
- Let the man reach the plate first or put the plate closer to the man.
- Divide the contents of the plate into two equal parts
- Make the woman aware that this man has not eaten breakfast so she may share and maybe leave more for him
- Try and find a way to alleviate the man's workload
- Give the man free time to take exercise so he may be more fit and able to compete
- Propose noodles and rice to address both preferences
- Propose noodles alone since the man is starving and prefers it, and the woman already had a full rice breakfast

These possible solutions are termed 'positive actions' – they aim to make the situation fairer and more equitable. They acknowledge that some people do not have the same opportunity to access resources and that there can be no equality until positive actions are taken.

## Module 2: Sub-regional and National instruments as policy frameworks for gender mainstreaming in cross-border trade facilitation



Learning objectives:

After this unit, you should be able to:

- Recognise international human rights instruments for gender equality
- Gain knowledge of gender aspects of sub-regional economic and trade policies
- Understand aspects of national instruments that could promote gender mainstreaming in Nigeria-Niger Republic cross border trade

Methodology: Group discussion, individual exercise, group work

Materials needed: Marker pens and flip charts, printed copies of selected sub-regional policies (the number of legal instruments incorporated into the analysis depends on group size).

Time: Around 2 hours

### Human rights as a starting point

*The objective and purpose of many trade agreements is to raise standards of living and to fulfil the objective of sustainable development. As gender inequality has been recognized as an impediment to the promotion of economic development, it must also negatively impact opportunities to increase living standards and sustainable development. Accordingly, if trade agreements are to meet their stated objectives, gender inequality must be addressed. Choudhury (2008: 115)*

While there are no policy frameworks that specifically focus on women cross-border traders as a distinctive group, there are a number of supportive policy frameworks at all levels that can be leveraged to support them.

#### At the global level:

- Convention on the Elimination of all forms of Discrimination Against Women (CEDAW)
- Sustainable Development Goals (SDGs)
- Beijing Platform for Action

#### Continental level:

- AU Solemn Declaration on Gender Equality
- Decade of the African Women
- AU Gender Policy Action Plan
- Protocol to the Charter on Human and People's Rights on the Rights of Women in Africa

#### Regional level:

- Economic Community of West African States (ECOWAS) Gender Action Plan

#### National level:

- Gender Action Plans in Member States

#### Gender dimensions of sub-regional economic and trade policies

ECOWAS is a grouping of 15 West African countries where a few members have come and gone over the years. Founded by the Treaty of Lagos on 28th May 1975, the mission of ECOWAS is to promote economic integration across the region. Current members are Benin, Burkina Faso, Cape Verde, Cote D'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo.

#### Exercise 2.1: Getting to know sub-regional instruments relevant to gender and cross-border trade

Objective: To understand selected sub-regional instruments and their relevance for gender initiatives and policies in SSCBT facilitation.

Suggested Time: About 30 minutes

Participant grouping: Divide the participants into four groups (depending on group size) and appoint a leader in each group. Assign one of the following legal frameworks to each group:

- ECOWAS Treaty on “Women and Development”
- ECOWAS Protocol on the Free Movement of Persons, Goods and Services and the Right of Residence and Establishment (1979)
- The ECOWAS Gender and Migration Framework and Plan of Action

Instruction: Each group should point out:

- The implications of the legal instrument to gender initiatives and policies in cross-border trade
- Specific actions to fulfil their mandates
- Present their conclusions to plenary. If possible, provide additional ideas for potential actions.

Note:

The texts of the legal instruments can be found at:

ECOWAS Treaty on “Women and Development”

<https://www.ecowas.int/wp-content/uploads/2015/01/Revised-treaty.pdf>

Article 63; Page 68

Article 63 of the ECOWAS Treaty on “Women and Development” - Member States undertake to formulate, harmonize, co-ordinate and establish appropriate policies and mechanisms, for the enhancement of the economic, social and cultural conditions of women. Similarly, the treaty of ECOWAS requires the parties to take all measures necessary to provide a framework within which the constraints inhibiting women from maximizing their contribution to regional development efforts will be addressed, and to incorporate women's concerns and needs into the normal operations of the society.

ECOWAS Protocol on the Free Movement of Persons, Goods and Services and the Right of Residence and Establishment (1979)

<http://ecowasmigration.ug.edu.gh/wp-content/uploads/2015/04/ECOWAS-1999-An-Ecowas-Compendium-on-Free-movement.pdf>

Article 2.1 of the ECOWAS Protocol on the Free Movement of Persons, Goods and Services and the Right of Residence and Establishment (1979) states that, “The

Community citizens have the right to enter, reside and establish in the territory of Member States”. Although the government of all Member States have endorsed this protocol, many traders, particularly women are not fully aware of their rights with respect to it.

2008 ECOWAS Common Approach on Migration

<https://www.unhcr.org/49e47c8f11.pdf>

ECOWAS Gender and Migration Framework and Plan of Action

[https://www.ccdg.ecowas.int/wp-content/uploads/Plan-of-Action\\_Gender-and-Migration.pdf](https://www.ccdg.ecowas.int/wp-content/uploads/Plan-of-Action_Gender-and-Migration.pdf)

The ECOWAS Gender and Migration Framework and Plan of Action complements the 2008 ECOWAS Common Approach on Migration. An objective is “to put in place mechanisms to address the corruption issues, eliminate harassment and constraints of women in cross-border trading.”

#### Case study 2.1: Border officials impeding the ECOWAS Protocols on Free Movement of Persons and Goods in West Africa

The CLEEN Foundation, an NGO based in Nigeria, monitored the activities of law enforcement officials along the nine official borders between Benin, Ghana, Nigeria and Togo with the aim of identifying impediments to the full implementation of the ECOWAS Protocols on Free Movement of Persons and Goods. The study surveyed traders and other citizens to gather information about the type, scale, and location of abuses perpetrated by border officials.

Based on the findings, it recommended practical measures that could be put in place by ECOWAS and its member countries to ensure better enforcement of the protocols.

*‘The story of what West African citizens go through at the hands of border security officials is the same – harassment, extortion, brutality, threats of deportation, and traumatic delays in moving goods across borders, sometime[s] lasting weeks due ... to the ... countless number of security checkpoints along the border highways, many of them mounted by unauthorised officials. A preliminary study carried out on the Nigerian side of the Nigeria-Benin border... revealed that a total of 25 security agencies mounted checkpoints and roadblocks within [a] 10 kilometer radius of the*

*border crossing point. Only about 5 of these “security check points” could be said to be legitimate and necessary for border security.’*

Socio-demographic characteristics in the survey included: sex, occupation, education and country of origin. Of the 758 valid responses received, 67.4% were from men and 32.6% from women. Although the number of male respondents outstrips those of women, field observation revealed that the number of women moving between these borders is on the increase, as women migrate as a survival strategy. 48% of all travellers reported some level of harassment, from extensive delays at crossings to demands for payment, claims of false travel papers, or picking quarrels to provoke opportunities for bribery. Further observation indicated that women were particularly at risk of maltreatment by border officials.

### National instruments to promote gender mainstreaming in cross border trade: Nigeria and Niger Republic context

Both Niger and Nigeria are members of ECOWAS and are bound by all trade policies of the Commission, including gender-responsive commitments.

At the national level, the constitutions of both Nigeria and Niger contain a clause on non-discrimination that mentions gender and a clause on equality.



In Nigeria, section 42 of the 1999 Constitution of the Federal Republic of Nigeria (as amended) (CFRN) prohibits discrimination based on sex (amongst other grounds) in respect of any law in force in Nigeria, or any executive or administrative action. Pursuant to section 15 CFRN, the prohibition of such discrimination is also a fundamental objective of State policy.

In Article 22 of the 2010 Constitution of the Republic of Niger, the State sees to the elimination of all forms of discrimination concerning women, young girls and handicapped persons and assures their full development and their participation in the national development... and assures to them an equitable representation within the public institutions through the national policy concerning gender and the respect for the quotas.

As a State party to CEDAW, Nigeria is required to take all appropriate measures to guarantee women the equal recognition, enjoyment and exercise of all human rights and fundamental freedoms on a basis of equality with men. Further, Nigeria is obligated to address not only discriminatory laws, but also practices and customs, and discrimination against women by private actors.

The Government of Niger Republic acceded to the Convention on the elimination of all forms of discrimination against women (CEDEF) but has conveyed four main reservations. By these reserves, the CEDEF is deprived of the essence of the egalitarian norms.

Table 2.1: Some Nigeria and Niger economic and governance frameworks with provision for gender equality

Federal Republic of Nigeria	Republic of Niger
<p>Nigeria National Gender Policy (2006) seeks to “Entrench the practice of gender mainstreaming within the Nigerian policy space at both public and private sectors to promote the understanding of its rationale through the promotion of a unified gender mainstreaming process at all levels of policy and programming”.</p>	<p>Niger National Gender Policy (2008) aims to contribute to the establishment of a legal environment favourable to equity and equal access for men and women.</p>
<p>Part of the aims of National Economic Empowerment and Development Strategy (NEEDS) was towards the actualisation of the MDGs and Beijing Platform for Action launched in 2004.</p>	<p>Gender is one of the three major principles of the Poverty Reduction strategy (PRS 2002) that orients economic and social policy. It has undertaken to remove all obstacles to meeting the needs of women.</p>
<p>The Gender Policy (2012) of the Nigeria Police Force states that gender mainstreaming is now seen as an integral part of police reform, and a key to operational effectiveness and institutional credibility.</p>	<p>The National Social Development Policy (PNDS-1996) is the Government’s second reference document concerning gender, however it only outlines development orientations in favour of women.</p>

## Module 3: Gender mainstreaming in border agencies and cross-border trade



### Learning objectives

After this unit, you should be able to:

- Learn the impact of gender norms and stereotypes on SSCBT
- Understand steps in gender mainstreaming
- Identify strategic entry points for integrating gender in border agencies
- Learn the impact of incorporating gender in border operations

Methodology: Group discussion, individual exercise, group work  
Materials needed: Presentation tool (projector), flipcharts, markers  
Time: About 6 hours

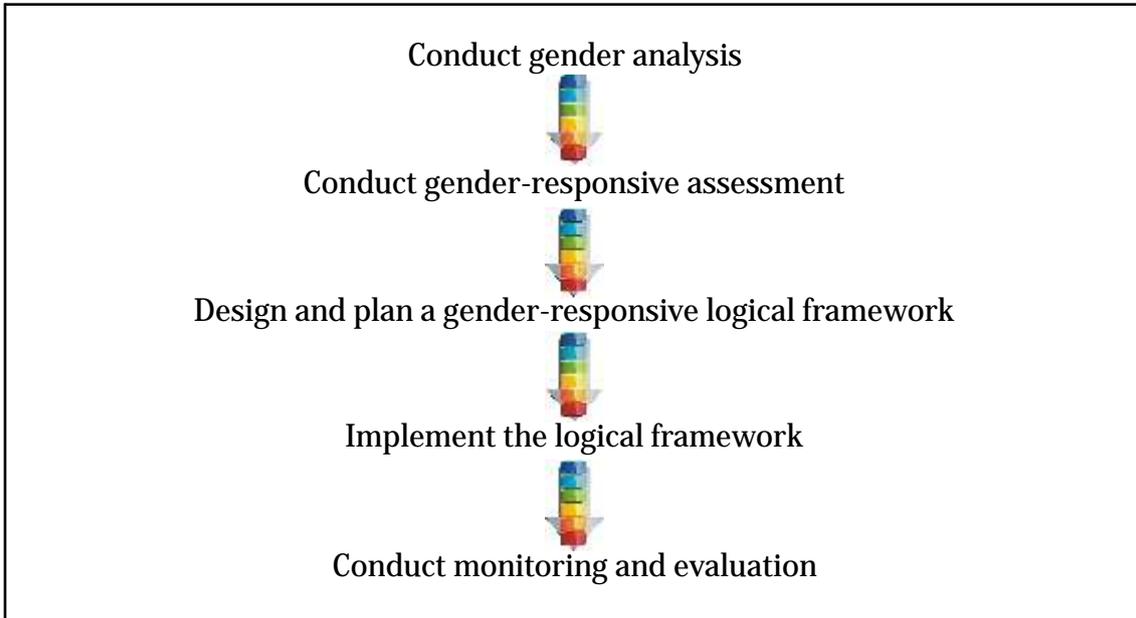
### Why is gender important in border procedures and practices?

The integration of gender issues into border procedures and practices as it relates to SSCBT, in addition to being mandated by international and regional laws and instruments, enhances operational effectiveness by: strengthening the protection and promotion of human rights, improving the prevention and detection of human trafficking and smuggling, creating more representative border management Institutions as well as local ownership, civilian oversight and collaboration.

Advantage	How?
Strengthens the protection and promotion of human rights	Border officials that protect and promote the human rights of men, women, girls, boys and people living with disability (PLWD) are more likely to secure public trust in their services. This in turn increases cross-border trade operations i.e. movement of persons, goods and services, and enhances the criminal prevention and detection capacity of border officials.
Improves the prevention and detection of human trafficking and smuggling that threatens SSCBT	Adopting a gender-responsive approach, at borders, to the prevention, investigation and control of human trafficking and smuggling can increase the detection and protection of victims who may also be cross-border traders. Women and girls are primarily trafficked for exploitation as sexual and domestic labour while men and boys are primarily into forced labour and servitude.
Creates more representative border management Institutions	Although statistics are hard to find, the representation of women is lower compared to that of men. The presence of female staff can be a key element of border security in some situations, increasing the effectiveness of detection and investigation. The absence of women in border services reduces their legitimacy. The local population and travellers, especially women, may be less likely to trust and work with an all-male force.
Enhances local ownership, civilian oversight and collaboration	Women's cross - border traders association, and other community-based organisations, can serve as a bridge between local communities and border authorities, both by communicating the security and service needs and concerns of individuals and communities and raising public awareness of gender-border initiatives. They can provide policy advice and training on gender issues, ranging from general gender - responsiveness and protocols on interviewing victims of human trafficking, to establishing complaint mechanisms for sexual harassment and discrimination.

### Steps in Gender mainstreaming for Border Agencies

Key steps to mainstream gender in border agencies include conduct gender analysis, conduct gender-responsive assessment, design a logical and planning framework, implement the gender-responsive framework and monitor and evaluate the implemented framework.



#### Step One - Conduct Gender Analysis

This step clarifies the specific and often different capacities, vulnerabilities, needs, and coping strategies of women and men, and indicates where opportunities for targeting effective strategies lie. The following questions are important in conducting gender analysis.

- The differences in impacts of cross-border policy, protocol or procedure on men, women, girls and boys as well as PLWD
- The advantages and disadvantages
- Roles and responsibilities; who does what? who has what? who needs what?
- Why disparities exist?
- Whether they are a matter of concern?
- How they might be addressed?

Such an understanding helps to institute actions that take real needs and interests into account.

#### Step Two: Conduct Gender-responsive Assessment

This is one of the best ways to identify entry points, strengths and weaknesses for incorporating gender issues into border agencies. It is important to undertake specific assessments of gender issues before initiating gender mainstreaming activities or gender reforms, for instance to determine the prevalence of sexual

harassment of cross-border traders at border points, to evaluate the recruitment, retention and promotion of female border officials. Sample assessments include:

1. Have border officials received accurate information and adequate and appropriate training on gender issues?
2. Are border officials adequately prepared to protect the rights and respond to the needs of cross-border traders?
3. Are gender-responsive policies in place, such as codes of conduct and policies on sexual harassment and discrimination?
4. Do border officials reflect the society in terms of sex, ethnicity, religion, language, etc.?
5. Are women and men equally employed at all levels of border agencies?
6. Are key stakeholders from government ministries and civil society, including women's organisations, involved in assessment, planning, decision-making, and monitoring and evaluation processes for border management?
7. Have border identification, interview and investigation processes been reviewed from a gender perspective?
8. Have centralised registers for information gathering and exchange been created at border crossings? Is all data disaggregated by sex, age, and other relevant factors?

### Step Three: Design and Plan a Gender-responsive Logical Framework

Include civil society organisations to ensure local ownership. Set out a gender-responsive logical framework in all aspects including objectives, beneficiaries, activities, outputs, indicators, time frame, budget and partners.

Include specific gender initiatives in the border protocols and procedures design and planning phase to ensure that gender issues are incorporated.

Table 3.1 : Gender initiatives for border agencies to facilitate SSCBT

To promote gender mainstreaming	
Gender initiative	Strategy
Gender awareness training	Capacity building for civil society organisations on gender
Sexual harassment training	Technical training on interviewing victims of GBV, preventing human trafficking, responding to sexual assault of men
Codes of conduct	Resources, such as manuals, on how to integrate gender issues
Gender focal points	Specific initiatives to prevent, respond to and penalise GBV

To promote equal participation of women and men:	
Gender initiative	Strategy
Measures to increase female recruitment, retention and advancement	Human resources policies and practices that are gender responsive and family friendly  Collaboration with women's and men's organisations for information gathering, drafting cross-border trade policy, border policy etc.
Female staff associations/ women's caucus/unions	Capacity building of women's organisations on border and trade issues in general

#### Step Four: Implement the Logical Framework

Consider the following to ensure that gender issues, once included in assessment and programme design, are not marginalised in the implementation phase:

- Involve gender experts, such as the Ministry of Women's Affairs, women's civil society organisations and individual specialists on gender, border and trade issues.
- Include measures to build support and capacity as regards gender issues – e.g. through 'gender coaching' initiatives at the upper, middle and junior management level or the provision of gender training and materials/ tools for project staff.
- Establish accountability mechanisms to ensure that all personnel are responsible for the integration of gender issues.
- Involve civil society in implementation activities, including women's and men's organisations.

#### Step Five: Conduct Monitoring and Evaluation (M&E)

This is necessary to determine the impact of gender mainstreaming on their beneficiaries – women, men, boys, girls and PLWD – and to identify lessons learned.

The procedures include:

- Involve a gender focal point system to monitor and support the progress of gender equality policies.
- Conduct baseline survey including data and key indicators from the initial programme assessment.
- Adjust the gender mainstreaming activities to respond to changing contexts, local needs.
- Identify good and bad practices.
- Identify lessons learned at the end of the programme and adjust subsequent programming accordingly.

Table 3.2: Key questions to ensure a gender-responsive monitoring and evaluation processes

<b>To promote gender mainstreaming:</b>
Do M&E staff have the capacity to integrate gender issues?
Is M&E sex and age data disaggregated?
Have the gender -related objectives, indicators and benchmarks been reached? Are measures in place to initiate change if these are not being met?
What was the overall impact of the programme on men, women, girls and boys? Has the programme increased their security and access to justice?
What good and bad practices related to gender issues can be identified? How can these feed into future programming?
How are the results of the evaluation being communicated to men and women involved in the border process and in affected communities?
<b>To promote equal participation of women and men:</b>
Do male and female beneficiaries participate equally in M&E?
Are specific measures taken as part of the M &E processes to reach marginalised beneficiaries such as rural communities and non-literate groups?
Did the border programme adequately involve men and women including PLWD? Were their views incorporated into the programme?
How has the programme affected participation of men and women in border institutions and border oversight?

**Exercise 3.1: Case study analysis: Changing gender roles and empowerment through a project intervention in the Nile (general)**

Instruction: A few participants should take turns to read out case study 3.1 to the audience

**Case study 3.1: Changing gender roles and empowerment through a project intervention in the Nile (general)**

In two small towns on the eastern banks of the Nile, an NGO implemented a project aimed at improving the living conditions of the population and helping farmers develop solutions to daily problems.

The project began with a gender needs assessment in which both men and women actively participated. The most important problem women faced was the disposal of household waste and garbage, while men farmers gave priority to

reducing the cost of chemical fertilizer. In these towns, cattle were kept inside the home and there was little or no organised collection or disposal of manure, or stable and household wastes. Each day women brought soil from the fields to dry the stable. The soil and manure mixture is taken to the fields by the men, and used as low-quality fertiliser.

Women dumped their household wastes beside the river or along the irrigation and drainage canals. Men's groups and women's groups were set up to discuss how to address the problems and how to take action. The women's groups decided to collect manure, straw and urine from the stable and to combine it with organic waste and kitchen ash in a pit prepared in the stable itself. For the women, this saved a lot of time previously spent in going to the fields, getting soil to mix with the manure, and disposing of the household wastes outside. They were also relieved of their daily task of cleaning the animals in the river because the stables were cleaner. Additionally, cleaner stables and animals made it possible to collect much cleaner milk, which benefited both animal and human health. Men benefited because they did not have to carry manure to their fields every day. Less weeding work was also required. The richer manure increased the yields only slightly, but the costs of chemical fertilizer were reduced. The streets, canals and other waterways are now also less polluted.

These changes in the age-old system of handling cattle manure had important gender implications. The existing division of labour in the household did not change. However, women engaged in a new activity: the building of the improved stable with a pit to collect garbage and manure, with the help of their husbands. Women also started to play an important role in discussions and decision-making. Many women developed skills in dialogue, analysis and problem solving, while a number of them developed leadership and management skills. Not only did women's self-esteem increase, but the women's groups were also recognised in the community as key players in other developmental activities.

Over time, more and more women joined the groups. In some groups, discussions started about issues and roles of the women in the community, the sharing of decision-making at home and in the communities. Women were more empowered, and the men farmers too felt they had acquired new skills and abilities to act for themselves and cooperate in well-functioning groups.

*Source: Groverman (2005)*

Discussion points

- What step of gender mainstreaming was applied in the project intervention? How?
- Did the needs assessment prove to be impactful? Would the outcome be any different without a gender needs assessment? How?

Table 3.3: Factors influencing risks for women in small-scale cross-border trade (SSCBT)

Constraint	Summary
Harassment and intimidation by Border Security Agencies	The women SSCB traders usually complain of harassment by the frontline border security agents (Customs, Immigration & Police i.e. Joint Border Patrol). The security agents take advantage of the women traders who are semi-literate to exploit them physically and sexually. This harassment also includes random seizure of goods.
Lack of information on Common External Tariff and other ECOWAS Trade and Immigration Protocols	The ECOWAS Commission has initiated a number of trade policies like the Common External Tariff, and the ECOWAS Trade Liberalization Scheme. Also, immigration protocols like the ECOWAS Protocol on Freedom of Movement, Right of Residence & Establishment (1979) are operational. Yet, women SSCB traders are largely ignorant of these policies and protocols and are unable to take full advantage of these initiatives.
Transport constraints	Most women SSCB traders use of public transport like buses and taxis. Majority of the women have limited capital and therefore are not able to consider the provision of safer, alternative transportation arrangements. Also, the public transportation in West Africa is poorly structured and thereby causing consumable items such as agricultural goods and processed food to spoil and leading to losses.
High custom fees and other illegal payments	The presence of numerous roadblocks around border posts in most West African countries facilitates the practice where women are forced to pay unofficial and official customs fees; irrespective of the value or volume of the goods they are transporting. There are also 'area/neighbourhood boys' who extort money from the traders. All these 'human' barriers persist because of the slow implementation of the regional trade agreements and protocols that were intended to eliminate tariff & non-tariff barriers to trade movements across West Africa.
Lack of financial services	Cross border banking in West Africa is inherently slow and involves cumbersome banking procedures. Women SSCB traders in West Africa also have little access to formal financial services, including savings, credit and loans. This forecloses the possibilities of women growing their businesses into profitable ventures.

Constraint	Summary
Inadequate security	The lack of effective security presence on the highway emboldens criminals to attack women SSCB traders and the situation is also similar for women rail transport users. For example, the ongoing Boko Haram insurgency along borders of Nigeria has negatively impacted the economic capacity of women cross-border traders along Niger-Nigeria border tons.
Lack of business management skills	Women SSCB traders are usually less educated than their male counterparts and lack business management skills.
Limited market information	Since most women traders operate outside the structured trade environment, they lack access to accurate market information which reduces their ability to plan effectively and make reasonable profit.
Lack of gender friendly border posts.	The configuration of the border posts in West Africa is far from being gender friendly as women SSCB traders have not been considered in previous border post construction. Initiatives such as the border information centre which was established by the USAID/Borderless Alliance at Seme-Krake, Plage (Nigeria-Benin border) should be replicated to ease the stress women traders go through while crossing the border.

### Differentiated impact of small-scale cross-border trade on men and women

#### Exercise 3.2: Understanding gender-differentiated trade impacts – gender-relevant questions to ask

Time: About 35 minutes

Participant grouping: Divide participants into four groups

Instruction: Reflect on the main question using the sub-questions and answer accordingly

Main Question	Differentiated sub-questions to explore the issue
What are examples of gender-differentiated impacts of trade openness?	Are men and women, and in which way, impacted differently by trade openness? Who benefits (men/women, age groups, ethnic groups, geographical locations) and to which extent (from export opportunities, expanding sectors, imports etc.)? Who loses out (and what) and under which circumstances (e.g. who will be most affected by contracting sectors, reduced revenues due to tariff cuts)?
What are impacts of gender inequality on trade outcomes?	How do existing gender-based inequalities impact trade policies and trade policy-related instruments' outcomes? What might be possible gains (quantitative and qualitative) if gender equality would be reached/increased?
Which obstacles and constraints impede women to equally participate in trade?	What specific obstacles and constraints prevent women from (equally) participating in trade within a specific sector and sub-sector? How is access to and control over economic resources and inputs distributed among men and women? What are underlying gendered economic roles, differences in entitlements, access to and command over (which) economic resources and inputs that determine participation and benefit from trade? To which extent are men and women involved in formal/informal employment? How large is the gendered-wage gap?
How gender-aware are trade policy, trade agreements and trade-related instruments?	Do trade policy, trade agreements, trade facilitation processes, export promotion, impact assessments etc. take gender into account? To which extent and focusing on which aspects? Do they present (and pursue) meaningful (counter) measures?

- Participants should present findings per group
- A few participants should share learnings from exercise.

### Exercise 3.3: Gender and human rights violations at borders

Type of exercise: Application-in-context

Audience: Some basic knowledge about human rights violations at border controls

Time required: About 60 minutes

Intended group size: 12-24

Learning objectives: After completing this exercise, trainees will be able to:

- Identify human rights violations that can occur at border controls
- Outline actions and policies to respond to human rights violations
- Describe strategies to prevent human rights violations



Participant grouping: Split your audience into pairs or into six groups of 3-4 persons, for large audience. Distribute the six scenario handouts, one to each pair or group.

Exercise instruction:

- Each pair/group is handed a brief human rights scenario at a border
- Each pair/group should imagine what actions, policy and preventive strategies a hypothetical officer-in-charge of the border control would take/develop.
- Each pair/group has 15 minutes to produce answers.

*Short scenarios: human rights violation at borders*

*Scenario 1: Abdou has been crossing the border almost every day for a month. He needs to earn money to care for his sick mother and his sisters, and there is work on this other side of the border from where he lives. Today he got caught. The border guards detained him for 8 hours without giving him any water or food. Because he is only 9 years old, they finally let him go.*

*Scenario 2: Fatima wants to cross the border to visit her relatives. She has the right to receive a permit (visa) and has paid all the required fees, but she is nervous because she has never learnt to read or write the official national language since girls in her village don't generally attend school.*

*The border guards give her three forms to fill out in the national language and she is not able to do it. The border guards ridicule her, call her stupid and delay her for more than 2 hours. Finally, they let her pass. She is already anxious about returning to this border later in the day. A border guard visiting from a different station who witnesses the incident reports it to the station supervisor.*



*Scenario 3: Amina and Amsa cross the border once a week to work as house cleaners in the city on the other side. They have no permits, but they know several border guards to whom they pay part of their proceeds. The more senior of them is Amina's 'boyfriend' – she has sexual intercourse with him every now and again so that he will continue to allow them to cross the border.*

*Scenario 4: Shehu wants to cross the border to visit a night club in the city on the other side. He has a visa to cross. One of the border guards happens to come from Shehu's hometown, recognises him as a gay person and begins to ridicule him. “Oh, you little sissy, let's see what we have here for sissies”, the guard says, showing him into a room in which private interviews are held. The guard calls two of his colleagues into the room. The three border guards beat Shehu and afterwards still do not permit him to cross the border.*

*Scenario 5: Hassana and Nuhu cross the border together. Nuhu is very protective of Hassana and handles all the paperwork.*

*The border guard thinks that Hassana's passport is somehow not in order. The photo looks a little different from the person in front of him. He begins questioning Hassana and then demands to question her alone. He suggests to Hassana that the only way she can cross the border is by having sexual intercourse with him. Hassana screams at which point other border guards appear and a more senior officer takes charge. Nuhu has vanished. Hassana's passport is confiscated, and she is turned back from the border.*

*Scenario 6: Binta works in an illegal brothel in a small border town. She was trafficked from a neighbouring country, and now stays in the town because the traffickers took her passport, and she does not have anywhere else to go.*

*Border guards regularly come in together after work, get drunk and have sexual intercourse with the women working in the brothel. Last night one of them refused to pay Binta and then threatened to have her arrested as an illegal prostitute if she complained.*

*Binta complained to the representative of a local women's NGO, and the NGO worker promised to anonymously take her complaint to the supervisor at the border station.*

Questions:

- What are the human rights violations you can identify?
- If you were in the position of the supervisor at this border station and you had to deal with this case, what would you do?
  - List three immediate actions you would take.
  - What policies or protocols could you potentially refer to?
  - Describe at least two preventative strategies to stop this human rights violation from occurring in the future.

Back in plenary, each pair/group presents its case and responses (5 minutes each).

*Possible variations: Instead, you can use the materials in the handouts to examine what different actors (such as border guards; customs and immigration, ministry of the interior and justice officials; parliamentarians; and CSO staff) would do to address the human rights violation. Groups could be split up either according to case or according to a particular role. Main work would take place in plenary, developing a coordinated response. This would be a longer and more complex exercise than the one suggested above and is likely to work best with a group that has some experience with several of the suggested roles.*

Gender integration in the operations, policies and procedures for border agencies

Strategies to integrate gender in the operations, policies and procedures for border agencies may include:

1. Through general government policies:  
General government policies supporting gender equality are important factors in successfully promoting integration of gender in border management of SSCBT facilitation. To be effective, gender integration requires political commitments that are reflected throughout the public policy frameworks, as well as in strategies linked to broader goals such as economic development, trade and education. E.g. National Gender Policy in Nigeria and Niger Republic, respectively.
2. Through border management policies:  
Border policies, protocols and procedures related to small-scale cross-border often reflect stereotyped approaches and fail to recognise the differences between the respective experiences of women, men, boys, girls and PLWD.

The main steps in assessing and including gender in the border agencies' policy are:

- Step 1: Start with a situation analysis that yields information on the socio-economic and cross-border trading conditions governing the lives of women and men.

- Step 2: Compare this information with development norms and standards, such as human rights conventions, and goals and targets on economy.
- Step 3: Respond with gender-responsive policies and intervention strategies, through a more inclusive process of identifying options and making choices.
- Step 4: Translate these into medium-term expenditure and annual budgetary measures and actions.
- Step 5: Monitor the performance results.
- Step 6: Feed the monitoring information back into performance evaluations, in order to achieve the desired outcomes.



#### *Tips for gender mainstreaming in border agencies' policies*

- *Involve gender experts in drafting the border agency policy such as representatives from women's ministries, parliamentarians with gender expertise and experts from civil society organisations or academia.*
- *Build the gender capacity of the personnel responsible for drafting, implementing and evaluating the border policy, for instance through gender training.*
- *Identify and mobilise gender champions, i.e. senior level decision-makers who support the inclusion of gender issues.*
- *Conduct a gender impact assessment of the proposed border policy and continue to monitor the gender impact in implementation and evaluation.*
- *Review existing border and gender legal and policy frameworks and ensure that the border policy is in line with international, regional and national mandates.*

3. Through gender budgeting and the results-based framework: Like other components of a development strategy, the budget is a policy statement that reflects government's priorities, but in monetary terms. Gender-responsive budgeting (GRB) requires an analysis of the impact of actual government expenditures and revenue on women and girls as compared to men and boys. It does not require separate budgets for women, nor does it aim to solely increase spending on women-specific programmes. Instead, it helps governments decide how policies need to be adjusted, and where resources need to be reallocated to address poverty and gender inequalities.

4. Through gender-responsive trade policies: Incorporating gender considerations in trade policy means assessing the impacts of such policy on the wellbeing of men, women and PLWD, evaluating how trade policies affect gender relations, for example by widening or closing the gender wage gap, and formulating and implementing trade policy in a gender-sensitive manner. Different policy measures in trade and other areas of economics provide specific entry points

to mainstream gender issues in cross-border trade. Specific instruments include trade liberalization agreements and tax incentives.

### Exercise 3.4: Making the case for specific gender integration entry points

**Objective:** Understand the benefits of each gender entry point method in border operations, policies and procedures

**Time:** 40 – 60 minutes

**Materials:** Marker pens, flipcharts, pins

**Participant grouping:** Divide the participants into four groups based on each entry-point method discussed above:



- Group 1 “... through government policies”
- Group 2 “... through border management policies”
- Group 3 “... through gender budgeting...”
- Group 4 “... through gender-responsive trade policies”

**Instruction:** Discuss your specific entry-point method and prepare a 'defence' based on the following questions:

- What are the potential benefits of mainstreaming gender consideration through this method?
- What are the barriers?
- Who are the actors that can facilitate gender integration through this method?
- What are practical instances to illustrate this entry method?

All groups should present 'defence' to other groups in the plenary.

### Exercise 3.5: Case study analysis: Genderforce Sweden – a multi-layered approach to integrating gender issues into Swedish security sector institutions

**Objective:** To explore applicable multi-layered gender mainstreaming approach for an institution

**Time:** 30 minutes

**Materials:** Copies of case study, flip charts, marker pens, pins, masking tapes

**Participant grouping:** Divide participants into smaller groups and distribute copies of case study below:

### Case study 3.2: Genderforce Sweden – a multi-layered approach to integrating gender issues into Swedish security sector institutions

Genderforce Sweden has as its starting point the implementation of UNSCR 1325. It is funded by the European Union's Equal Initiative and is a partnership of Swedish Armed Forces, Swedish Police, Swedish Rescue Services Agency (SRSA), Kvinna till Kvinna (a women's civil society organisation), Association of Military Officers in Sweden, Swedish Women's Voluntary Defence Organisation.

Its core objectives are to improve the gender balance and promote the integration of gender perspectives into Swedish military and civilian relief operations and into post-conflict peacekeeping operations. To meet these objectives, eight projects have been initiated:

1. **Increasing female recruitment:** Recruitment processes in the partner organisations have been assessed from a gender perspective and recommendations have been established. One example is how the SRSA has altered its recruitment methods, for instance by advertising in women's magazines. According to its Gender Advisor, Susanne Axmacher: 'We are definitely sending more women into operational areas nowadays.' Another example is how the Nordic Battle Group has set a goal of 8% female recruitment (the Swedish Armed Forces currently has approximately 5% women).
2. **Gender-responsive policy documents:** Government and institutional policy documents underwent gender analysis in order to identify concrete areas of improvement with the end goal of having mission and operations mandates that contained clear directives on gender equality and the active participation of women. New topics of reporting were suggested including: 'What local women's organisations have been contacted for interaction?' and 'What security threats to women have been observed?'
3. **Civilian-military cooperation in the field:** A study was conducted by the Swedish National Defence College to clarify the different roles of civilian and military actors, and methods of civilian-military cooperation in implementing UN Security Council Resolution 1325. One of the study's recommendations was to form a network of Swedish civilian and military actors to enhance cooperation.
4. **Gender field advisor:** A training programme has been developed for gender field advisors in order to create a pool of advisors for international operations.

5. Gender coach programme: As top management have the power and ability to influence structures and behaviours in the organisations, 12 senior officials were selected for the gender coaching programme. Major General Sverker Göranson, the Swedish Army Chief of Staff, stated that the programme had been a very positive experience and had changed the way he thinks, talks and acts which, among other things, had contributed to more effective communication.
6. Preventing trafficking: A training programme was developed for personnel in international operations on how to recognise signs of trafficking.
7. Gender training: Training methods and tools were developed on gender issues and UN Security Council Resolution 1325. The Swedish Armed Forces have already adopted this training for personnel in international peace support operations. The goal is to also integrate gender training into the curriculum of Swedish Military Academies, the Swedish National Police Academy and the Swedish National Defence College.

Empowerment of local women: A report was commissioned which focuses on good and bad practices of including local women in the planning, implementation and evaluation phases of military and humanitarian operations. The aim is to integrate the findings into pre-deployment training.

Instruction: Answer the following questions:

- Who were the key stakeholders involved?
- Categorise the projects into any of the objectives
  - Improve gender balance
  - Integrate gender-perspectives and state the reason for your selection
- Explain how the projects are applicable in the Niger-Nigeria context. Share examples of similar existing projects.

#### Impediments to gender mainstreaming strategies in border agencies

In developing countries, the lack of resources for border reform is a critical issue. Insufficient funding results in inadequate numbers of border officials, equipment shortages and poor training. This contributes to an environment where, in lieu of pay and other rewards, border officials become corrupt and demand illegal payments for the safe passage of cross-border traders. Some of the challenges to integrating gender into border management reform in developing countries include:

- Lack of state resources and oversight can contribute to elevated levels of corruption and little prevention and accountability for human rights violations by border management personnel.
- Lack of adequate knowledge on the part of border security personnel of the relevant national laws, protocols and human rights declarations
- Hiring preference may be given to the large numbers of unemployed men, effectively excluding women.
- Lawlessness, violence and crime at or near border locations can deter women from wanting to work there.
- The effects of poverty and the demands of family survival may place educational requirements beyond the reach of many women.
- Absence of gender equality legislation.
- Poor cooperation in the sharing of intelligence and information and allowing free movement of people and goods
- A legacy of imposed development projects may result in the perception that gender equality issues and SSR are foreign impositions.

#### Best practices: Curbing impediments to gender mainstreaming strategies in border agencies

##### Visualizing trade route incidents crowd-fed by traders – TRIMS

The Trade Route Incidence Mapping System - TRIMS is a pilot of the German-Nigerian program Pro-Poor Growth and Promotion of Employment (SEDIN), implemented by GIZ in Nigeria on behalf of the German Government, BMZ. It seeks to facilitate trade by combatting trade corruption on trade routes and border crossings in the state of Ogun, bordering Benin.

Gender dimension: Bribes and harassment particularly affect poor traders, of which women constitute a large part.

Approach: TRIMS collects crowd-sourced anonymous data on requests for unofficial payments submitted by the businessperson or traders approached. The data submitted via mobile phones in a structured and free SMS is mapped and traced in a geographical mapping system online. It therefore marks trade route incidents for the public almost in real time. The pilot, implemented through a multi-stakeholder consortium, has developed a targeted sensitization campaign for traders, community members, and the general public.

As the user submits a structured message containing the location, entity involved, bribe paid or sexual or physical harassment suffered, time delay, commodity traded and the sex of the trader as well, the statistics will be able to tell whether women and men are differently affected.

Source: TRIMS Info Sheet, GIZ 2013.

Women Informal Cross-Border Traders (WICBTs) set up trade hubs at border crossings

WICBTs lack access to information on regulations and capacities. ITC supported the WICBT with training, providing information in the EAC and South Sudan.

Results. WICBTs learned as part of a training in Burundi that most of their exports are not subject to tariffs and duties and that they only need to fill a simplified EAC certificate of origin to clear goods of less than 2,000USD in value. More than 340 women were trained and around 8,000 women have become part of self-help groups. WICBTs have joined or formed women trade associations. These in turn are setting up trade hubs at several border crossings with free access to services for members of an association. The hubs offer training, advice on export business issues, provide information on investment and growth opportunities and advocate for a reduction of non-tariff barriers affecting their business.

*Source: ITC 2013*

Public Private Dialogues (PPDs) facilitates exchange between public customs administration and female business owners on customs

PPDs are meetings or conferences held between private and public actors, aiming at public-private networking and joint problem solving within a sector and on specific trade-related topics

Addressing trade-related obstacles for women.

Business owners in Senegal face non-tariff barriers affecting their business. Due to its geographical location, placing The Gambia in the middle of its northern and southern territory, high tariffs, customs and inefficient border customs management affect trade, resulting in losses amounting to millions of Euro. Businesses in Senegal, especially female owned, have faced costly administrative challenges. A female-owned cosmetics producer, sourcing Shea butter for her production from some 700km away had to –illegitimately– pay high charges to release her raw material from checkpoints when administrative officials claimed customs to be paid. A receipt was never issued. Due to the delicate nature of Shea butter, whose quality is quickly affected by hot temperatures, the businesswoman has no alternative but to pay.

Approach. Information about customs regulations in place and access to related information among businesswomen in Senegal is low. In addition to this, the women, no matter their educational level, find themselves in a vulnerable position before administrative officials at checkpoints or borders. To address this and in order to bring the challenges women face to the attention of the public administration, the GIZ program

Promoting the competitiveness and growth of small and medium sized enterprises and capacity development in the microfinance sector in Senegal, on behalf of BMZ, facilitated an information exchange between high-level customs administration officials and businesswomen as part of a PPD. In Senegal, PPDs supported by GIZ are implemented at national, regional or sector level.

Results. The PPD has increased awareness on hurdles women face in business within the public administration, as they were brought together with the director of the Senegalese customs administration. The director provided the businesswomen with information on customs procedures they were unaware of, underlining, that no payments are required at checkpoints and the illegality of such requests. The businesswomen are now also aware of a national hotline providing customs relevant information. The appointment of a high-level official as focal point for the businesswomen they should inform when facing problems created a complaints mechanism.

*Source: Interview GIZ Senegal.*

#### Raising Voices for Women Cross Border Traders in West Africa Project

There is a vast amount of self-governed associations at local levels to support women in markets. In addition, some efforts are underway to expand these associations into national and regional networks. This would inevitably increase the economic empowerment of participating women.

For example, the “Raising Voices for Women Cross Border Traders in West Africa Project” seeks to map women's organisations in the ECOWAS sub-region and their potential to support the capacity building, advocacy and development of women cross border traders through serving as platforms for the articulation of their challenges and aspirations.

In general, the project aims to make concrete information available to all stakeholders, including the ECOWAS, National Governments and Development Partners, for planning of further interventions to support women cross border trade in West Africa. The cross-border trader women of West Africa form a significant group of those involved in informal trade across the sub-region. Women cross border traders are not a homogenous group. They include a large group of small-scale traders with little working capital, infrastructure and rudimentary numeracy/literacy skills. The women traders are a paradox because despite their contributions to the regional and national GDPs of their respective countries, they have not been recognized for their economic contributions. Liberia has proven to be the only West African country that is favourably disposed to the women cross border traders.

*Source: TRALAC. Raising voices for women cross border traders in West Africa. 2015*



Action plan: mainstreaming gender into the operation of border agencies

**Exercise 3.6: Supporting gender-responsive reform of border agencies**

Type of exercise: Application-in-context

Time required: About 60 minutes

Intended group size: Up to 32, broken into four groups

Learning objectives: After completing this exercise, trainees will be able to:

- Apply theoretical knowledge on gender and reform of border management to a hypothetical country context
- Identify specific actions in pursuit of the goal of integrating gender into reform of border management, name some obstacles to implementation and outline strategies to overcome the obstacles

Participant grouping: Split trainees into four groups. Provide each trainee with a copy of case study 4.1 describing the case, and each group with either Handout B1, 2, 3, or 4. Ask each group to designate a facilitator to lead group discussions and a rapporteur to report back to the plenary. Warn the rapporteurs that they will only be given five minutes to report back.

Allow 20–30 minutes for small group discussion of the questions on the respective handouts. Group findings can be recorded on the handouts or on flipcharts (prepared beforehand).

Ask the rapporteurs to report the findings of their group. Allow questions and some comments from the other groups. Conclude by considering with the group how some of the strategies suggested support each other and how they might be the cornerstones of a gender-responsive border management reform process. (20–30 minutes)

Exercise instruction: This exercise takes the form of a hypothetical case study. The main topics under review are:

- the recruitment and retention of women into border management posts
- responses to human trafficking and the promotion and protection of human rights
- public perceptions of border management services

Suggested allocation of time:

10–15 minutes introduction

20–30 minutes small group discussion

20–30 minutes plenary discussion and closing  
A total of 50–75 minutes.

*Guidance to trainers: This exercise is provided in a case study format that allows trainees to apply what they know about reform of border management and gender. It is a good exercise to use near the end of a training period.*

*The background context for this exercise is based on a 'real world' assessment produced in 2007 of a particular country's training capacities on anti-human trafficking. Some facts were amplified, and some were added to expand the focus of the exercise to include a range of gender issues.*

*Depending on your audience's level of understanding, it might be helpful to engage in a brief brainstorming exercise on some or all these topics before the group work. For example, you could throw a ball from trainee to trainee, and each time a trainee catches the ball he or she has to name one argument for enhancing gender-responsive recruitment and retention policies.*

### Case study 3.3: The case of 'Country Z'

#### Background on border management issues in Country Z

Structure and culture: The National Security Agency (NSA) is responsible for border management in addition to other elements of national security. The border guards carry out immigration but not customs duties. In addition, there is prominent public distrust of law enforcement authorities and unwillingness on the part of many people to engage with them. Civil society formation is embryonic, with rivalry and mistrust among local organisations and between them and the security services.

Border management officials: Approximately 30% of border guards are female. Most of these women work at the International Airport. At land borders, the women serve only in an administrative capacity: if a body search is required at a land border, male border guards request the services of female customs officers.

In general, posting women to land border posts is considered inappropriate and dangerous. Also, female border guards are reluctant to be posted where they will often be the only female member of their team, and they would face opposition from their family to such a posting.

Women rarely advance to higher ranks in the border guard service because their professional experience tends to be limited and they usually leave the service once they have children.

Migration: there is high unemployment in country Z. Many men and women seek work in neighbouring countries.

However, the permits required to leave Z are expensive and the process to obtain them is lengthy and riddled with corruption. To obtain a permit, an individual must travel to the capital and may need to spend days waiting at government offices.

Trafficking in human beings: The NSA has its own training facility. The legal definition of trafficking in human beings is included in the formal curriculum for border guards, but training does not include case studies or detail on how to investigate suspected cases. NGOs provide some training on the protection and assistance needs of trafficking victims.

No reliable human trafficking statistics, patterns or profiles are maintained and/or exchanged by any government entity. NGO figures keep track of only the use of shelters and other services provided to trafficked persons. Nonetheless, there is evidence of high levels of trafficking of men, women and girls from Country Z.

Women and girls from socially vulnerable groups are the most frequent victims of human trafficking. They are trafficked for sexual exploitation. Trafficking of adult males for forced labour in country Z is denied by official bodies, but NGOs report large-scale local recruitment for this purpose. Most recruitment of victims of trafficking is done by local traffickers, often by family, friends or neighbours.

Handout A:

*The African Union, United Nations and other regional bodies are putting strong pressure on Z to include more women in the ranks of its Border Guard Service. You are members of an international team with responsibility to advise the Government of Z on recruitment processes for the Border Guard Service.*

1. What are 3 actions that the Government of Z could take to increase the number of female recruits and to encourage retention and advancement?
2. What are 3 key obstacles or challenges that the Government of Z is likely to face in implementing these actions?
3. What are 3 strategies for overcoming this obstacle or challenge?

Handout B:

*The Government of Z has developed an ambitious “Action Plan to Improve the Delivery of Border Management Services”. The Plan includes strategies to improve the salaries of border management personnel and ensure that their working conditions are not discriminatory in any way. It also pays particular attention to migration issues, aiming to make it easier for men and women from Z to travel to other countries to work, and for people from other countries to come to Z for lawful work.*

*As a representative of a group of donors, you are approached by the Government of Z and asked to support the implementation of its “Action Plan to Improve the Delivery of Border Management Services”.*

1. What 3 actions can you take to encourage and assist the Government of Z to integrate gender-responsive approaches into the implementation of the Action Plan?
2. What are 3 key obstacles or challenges that the Government of Z is likely to face in gender-responsive implementation of the Action Plan?
3. What are 3 strategies for overcoming this obstacle or challenge?

Handout C:

*You are a team of international consultants tasked to assist the National Security Agency in developing and improving the training programme for entry-level Border Guard recruits. You are aware that Z's law enforcement entities have a poor level of understanding of trafficking in human beings and a low rate of detecting traffickers and prosecuting them. Victims are generally dismissed by law enforcement bodies as "only prostitutes – who know what they are getting into..."*

1. What 3 actions can you take to ensure that appropriate responses to human trafficking and the promotion and protection of human rights are effectively integrated into the training programme?
2. What are 3 key obstacles/challenges to implementing these actions?
3. What are 3 strategies for overcoming this obstacle/challenge?

Handout D:

*The Government of Z has been implementing an ambitious "Action Plan to Improve the Delivery of Border Management Services" for two years. You are a United Nations Development Programme team responsible for developing and conducting a survey of public perceptions of the Border Guard Service. The objective of doing the survey is to provide local and international stakeholders with a concrete, comprehensive and action-oriented assessment of public perceptions of the professional development, operational activities and policies of Border Guards.*

1. What 3 actions can you take to ensure that gender issues are integrated into the survey and men and women are equally consulted?
2. What are 3 key obstacles/challenges to implementing these actions?

Table 3.4: Sample action plan

Matrix of plan of action - ECOWAS Gender and Migration framework 2015-2020

Objective 7: To put in place mechanisms to address the challenges and constraints of women in cross-border trading

Downloadable at: <https://www.ccdg.ecowas.int/wp-content/uploads/Plan-of-Action-Gender-and-Migration.pdf> page 28 – 29, Objective 7.

Expected Outputs	Main activities	Indicators	Targets	Means of verification	Time frame	Responsible Agency
Mechanisms to address the challenges of women in cross-border trading are put in place	Strengthen collaboration and sharing of information between administrative structures involved in cross border trade	Number of meetings organized for collaboration and sharing of information	At least 2 meetings a year	Minutes of meeting held	2015 to 2020	Member States ECOWAS
	Strengthen the mechanisms for combatting corruption, sexual harassment, and other human rights violations at the borders	Reduction of cases of corruption and sexual harassment of women traders	At least 30% reduction of cases of corruption	Periodic surveys of cross border women traders		
	Sensitization of border management agencies on women cross border traders and their rights	Number of border officials from management agencies sensitized	At least 1000 person sensitized	ECOWAS and member states report		
	Effective integration of women trader stakeholders in the trade facilitation observatory	Gender mainstreamed into the ECOWAS trade facilitation observatory	At least 30% the trade facilitation observatory	Composition of each trade facilitation observatory		
	Advocacy for building and maintenance of gender sensitive road infrastructure	Number of gender sensitive roads built and maintained	Increase in number of gender sensitive roads built and maintained	National and regional reports		

Expected Outputs	Main activities	Indicators	Targets	Means of verification	Time frame	Responsible Agency
	Advocacy for Building and maintenance of toilets, water and sanitation facilities at border posts	Number of toilets, water and sanitation facilities built and maintained at border posts	Increase in the number of toilets, water and sanitation facilities built and maintained at border posts	National and regional reports		
	Strengthen cross-border cooperation through  1. Bilateral agreements  2. encouraging the use of joint border facilities at contiguous borders for example – hospitals, schools, markets, border facilities.	Number of bilateral agreements signed.  Number of countries using joint border facilities at contiguous borders	Increase in the number of bilateral agreements  Increase in number of countries using joint border facilities at contiguous borders	National and regional reports		

## Module 4: Monitoring and Evaluation of a Gender-responsive SSCBT Project



Learning objectives

After this unit, you should be able to:
? Understand the significance of M&E to successful implementation of gender responsive SSCBT projects
? Demonstrate that M&E processes themselves must be gender-responsive to be effective
? Develop some gender-responsive indicators

Methodology: Break-out rooms required, group work, discussion

Materials needed: Flipcharts and markers

Time: 1 hour 30 minutes

### Overview of Monitoring and Evaluation (M&E)

Monitoring and evaluation are integral stages in the project cycle. Monitoring is an ongoing process during project implementation, whereas evaluation occurs periodically, typically once a project has been completed. Both should incorporate measurable targets and gender-sensitive indicators.

- Monitoring considers the question 'Are we doing the project correctly?'
- It ensures that inputs are made available on time and are properly utilised.
- Monitoring typically reports, for example, on financial or physical progress, such as the amount of money spent on an activity or the number of women and

- men attending a field demonstration.
- Impact monitoring works focuses on the progress of the project towards achieving its purpose, and the impact of the project on different groups of people. Gender-sensitive monitoring ensures that the impacts of a project are assessed for men, women and PLWD. If any unexpected negative results are observed, their causes can be identified, and corrective action taken to bring a project back on track.

Evaluation differ from monitoring because it adopts a broader perspective by challenging the original assumptions of the project design.

- It considers the question 'Are we doing the correct project?'
- It focuses on progress towards realising a project's purpose and goal.
- It helps to inform new initiatives that can benefit from the experiences of the project.

### Gender-sensitive targets and indicators

Measurable targets and gender-sensitive indicators should be developed at an early stage in the planning process and included in planning documents. This will ensure careful tracking in the monitoring and evaluation of the project's success.

Collection of separate data on men and women ideally should be done at the beginning of the project cycle, starting with gender-differentiated baseline assessments of existing conditions. Then it will be easier to determine whether there are differing impacts on men and women throughout the project implementation period. Looking at 'households' as a category, for example, without differentiating between the separate needs and concerns of the men and women in the household, or identifying female-headed households, can result in misleading data both about baselines and about project impacts.

### Quantitative indicators

Used to measure changes over time that can be presented in terms of numbers, percentages, or ratios, such as the number of women working in an environmental organisation. Quantitative indicators are useful because they are relatively easy to track. In many instances, however, projects collect information related to the project's financial or physical progress (such as the amount of money spent on an activity, or the number of women and men attending a field demonstration) rather than assessing the impacts of the project on the target group or the livelihoods of the project beneficiaries – such as increases in their income levels or access to resources.

## Qualitative indicators

For example, changes in opinions and attitudes over time due to project activities, are more difficult to obtain and measure since they may require interviews with participants or surveys of target beneficiaries. Collection of this sort of information, however, can provide important perspectives on the actual effectiveness of a project concerned with an abstract goal, such as gender empowerment, and on why measurable changes occurred. Qualitative analysis might, for example, indicate what sorts of obstacles keep women from occupying more seats in local community associations or other decision-making positions, or information on why mainly men participated in a specific field demonstration. Sometimes, however, this type of information is not gathered because it is considered too complex and situation specific.

Sample indicators and key questions to measure gender in trade facilitation  
The table below provides an overview of the areas to be assessed and relevant indicators in relation to the trade-related instruments.

All indicators can also be further disaggregated by income level, age groups, location and/ or ethnicity, if data availability allows. It is important to note that the following list of indicators is not only meant as programme indicators but also includes a number of areas that should be monitored in order to be informed about the developments and gender differentiated impacts of trade.

Table 4.1: Indicators

<p>Key:  <i>(m/f) indicates disaggregation by men and women</i>  <i>(text in brackets) below indicators indicates possible additional calculations /interests</i>  <i>'I' represents indicator'</i>  <i>'Q' represents 'key question to ask'</i>  <i>MV stands for means of verification.</i></p>
<p>I: Trade facilitation strategies/implementation or action plans include gender (and poverty/conflict) related measures (emanating from DTIS/PIA or other).  (MV –Strategies)</p> <p>Q: Are results from impact assessments translated into further strategies / implementation plans?</p>

<p>I: Increase in no. of women trading through formal processes (categories of traders) (MV - Customs administration /border statistics)</p> <p>Q: Are improved, harmonised procedures contributing to formalised trade?</p>
<p>I: (Decrease in) No of hours/days to clear goods, by m/f, informal/formal traders- m/f, SMEs – m/f, non-motorised traders – m/f) (MV - Survey – administration or own)</p> <p>Q: Do trade facilitation help women/men equally, how long does it take for different groups and men and women to clear goods, what is the change?</p>
<p>I: Increase in consultation of hotline / information system for customs procedures / border processes (m/f, informal / formal trader – m/f, non-motorised traders – m/f) (MV - Statistics)</p> <p>Q: Are men/women equally aware of points of information on harmonised procedures?</p>
<p>I: No of users of online customs forms / new forms (m/f, informal / formal trader- m/f, non-motorised traders – m/f) (MV – Internet statistics)</p> <p>Q: Who uses the online forms, is access to forms different among the different groups, for m/f?</p>
<p>I: Complaints mechanisms in place No of complaints (m/f, informal / formal trader – m/f, nonmotorized traders – m/f) (MV - Statistics of mechanism) Decrease in harassment incidents (m/f, informal / formal trader – m/f, non-motorised traders – m/f)</p> <p>Q: Is anybody disadvantaged, who faces more difficulties and harassment?</p>
<p>I: No of procedures and documents required by agency/administration x (m/f, informal /formal trader – m/f, nonmotorized traders – m/f) (MV – User survey)</p> <p>Q: How complicated are the procedures, have they been simplified? Is there any difference in requirement based on gender, occupation etc.?</p>
<p>I: Total cost of logistic requirements (m/f, informal / formal trader – m/f, non - motorised traders – m/f) (MV – User survey)</p> <p>Q: Do costs vary for different groups, men and women? Reasons (corruption level?)</p>
<p>I: No of women stating they can move freely / need permission of husband to travel (MV – Own survey)</p> <p>Q: Are women restricted in their movements?</p> <p><i>Source: Authors compilation, benefiting from GIZ Indicators, McLaren/Kolaric 2013, ODI 2010a, 2010b.</i></p>

### Exercise 4.1: Monitoring and evaluating a gender responsive SSCBT project

Time required: About 45 minutes

Intended group size: Any group size if broken down to smaller groups (pairs or three trainees per group)

Supplies: Flipcharts and markers, Break-out rooms required

Learning objectives: To understand the significance of M&E for the effective implementation of gender responsive SSCBT projects

*Guidance to trainers: The objective is NOT to learn to devise correct indicators for certain predetermined outputs. This explains why the case examples given are fairly brief, without much indication as to what might be expected results.*

Exercise instructions: Each group should

- Fill in the blanks on the Monitoring and Evaluation Chart (A, B or C) found in the attached worksheets.
- Identify a few (fairly evident) monitoring objectives for which they design indicators.

#### Project One: Combating Violence against Women in Jibia-Maradi, grant of one million US dollars made to the NGO “Helping Hands” in Jibia-Maradi

Description: Jibia-Maradi faces the challenge of a high incidence of gender-based violence. The project will advocate for the passing of the 2019 draft bill on violence against women and, upon its adoption, support its implementation. This will be achieved through training of border guards, custom officials, immigration personnel, police officers, law enforcement personnel, women's groups and the media; and the establishment of centres on gender-based violence in certain provinces, which will offer protection, advice and counselling to victims of violence. In addition, a television programme on women's rights will be produced and a database on cases of violence against women will be set up.

### M&E Chart A

Monitoring Objectives	Suggested Indicators	Data Sources: situation, baseline, project monitoring	Data collection methodology	Frequency of project-related data collection	Responsibilities: 1 oversight 2 data collection
Example: Effectiveness of border officer training	Increase in number of cases of violence against women prosecuted	Comparison of baseline and situation data	Statistics	Once	1 Director 2 Researcher

#### Instructions:

- fill in the blanks on the M&E Chart A
- identify a few (fairly evident) monitoring objectives for which they design indicators.

**Project Two: Implementation of existing Niger-Nigeria Border Agency law (2017) grant of 550,000 US dollars made to an NGO watchdog organisation**

Description: Since positions were opened to women in 2007, women can occupy any position within the Niger-Nigeria Customs Agency. The Niger-Nigeria Customs Agency Law of 2017 also upholds the equal rights of men and women and guarantees non-discriminatory promotion based on professional skill, experience, performance and service time. Questions have been asked in parliament regarding the extent to which women are benefiting from these new provisions. The project will review the application of the new law to identify gaps in implementation, as well as to examine patterns in promotion within the border agencies.

### M&E Chart B

Monitoring Objectives	Suggested Indicators	Data Sources: situation, baseline, project monitoring	Data collection methodology	Frequency of project-related data collection	Responsibilities: 1 oversight 2 data collection
Example: Effectiveness in implementing new law	Male/female ratio of recruitment into the border agency	Comparison of baseline versus situation data	Statistics	Once	1 Director 2 Researcher

Instructions:

- fill in the blanks on the M&E Chart B
- identify a few (fairly evident) monitoring objectives for which they design indicators.

Project Three: Civil society engagement in cross border trade and gender, grant of 1.4 million US dollars to a research institute

Description: In Niger, the government has voiced its intention to elaborate a national gender policy. However, Maradi faces challenges in implementing any such policy, due to poor knowledge of gender issues and relevant laws among local authorities, community leaders and the general public, and insufficient data. It has thus been decided to convene a national consultation on the new gender policy, as a way of raising awareness about gender issues and elaborating the content of the policy, and to gather data. Representatives from women's and men's organisations, urban and rural groups, mosques, churches, minorities, immigrants and young people will be consulted. Local authorities will help to implement the consultation. Consultations will be an occasion for data-gathering on various gender issues.

M&E Chart C

Monitoring Objectives	Suggested Indicators	Data Sources: situation, baseline, project monitoring	Data collection methodology	Frequency of project-related data collection	Responsibilities: 1 oversight 2 data collection
Example: Effectiveness in raising the level of awareness about gender issues	Involvement of x-number of people in gender policy consultation	List of invitees, list of attendees Comparison of before and after Questionnaire /Interview	Statistics  Questionnaire/interviews	Twice (Invitees versus attendees)  Once: Analysis of questionnaire/interviews	1 Director 2 Researcher

Instructions:

- fill in the blanks on the M&E Chart C
- identify a few (fairly evident) monitoring objectives for which they design indicators.

In plenary, volunteer will read out each group's replies regarding the categories on the worksheet.

Note: Some of the responses will be best guesses but should indicate that people understand the need for frequent monitoring; for using a wide variety of data sources; monitoring the situation as well as the project; and having someone assigned to collect data, as well as to ensure a response to it.

Emphasis on the need for sex disaggregated data, of gender composition of the evaluation team, of outcomes respecting the differing needs of men and women, seeking input from both men and women, etc.

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