

**Economic Commission for Africa
African Centre for Women**

**Capacity Building for
Gender
Mainstreaming in ECA
Divisions**

Mission Report

Ms Nalini Burn
Ms Gladys Mutukwa.
Consultants

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Part 1

1.1 Introduction.

“ Within their existing mandates and activities, the regional commissions should mainstream women’s issues and gender perspectives and should also consider the establishment of mechanisms and processes to ensure the implementation and monitoring of both the Platform for Action and the regional platforms and plans of action.”

(Beijing Platform for Action, FWCW 1995)

One of the major initiatives of the United Nations system in the promotion of women’s advancement has been the series of World Conferences on Women (from Mexico- 1975 to Beijing- 1995), held to build consensus on issues and constraints, the strategies and actions to be taken at local, national, regional and international levels. The Global (Beijing) and the African Regional (Dakar) Platforms for Action provide a basis for mainstreaming gender in all development policies, programmes, structures and processes.

The world Conferences also gave impetus to and facilitated the move away from the previous development theory and practice which was based on the assumption that the needs and interests of men and women are the same , and that they both benefit from development.

A lot of work went on all over the world to show that development is not gender neutral and that in fact some of it was disadvantageous to women when the differences are ignored. The initial reaction to this was to have Women in development policies, programmes and projects which targeted women only.

The limitations of the WID approach gradually became apparent and led to a new gender and development approach that looked at the socially constructed roles of men and women and aims at ‘ placing women in the mainstream of development’.

Gender mainstreaming is a strategy that entails addressing the needs, concerns, perspectives and interests of both women and men in the

design, implementation, monitoring and evaluation of any social, economic, political policies, programmes or projects.

ECA Gender Policy. As an institutional response to the Beijing and Dakar mandates and commitments to mainstream gender, the Economic Commission for Africa (ECA) has adopted the goal of gender equality as a development objective and gender mainstreaming as one of the priority areas in the new Strategic Directions for ECA. The gender policy statement of 1996 underlies the message that “African women’s economic and social advancement is a crucial precondition for the development of Africa.”

This gendered development perspective has been encapsulated in the theme of the International Conference held in Addis Ababa in May 1998 on the occasion of ECA’s 40th anniversary, i.e. “ **African Women and Economic Development: Investing in our Future.**”

To strengthen and actualise this policy direction, a new subprogram on promoting the advancement of women was added to the ECA structure in 1998 as the Medium - Term Plan was being revised. Furthermore, the ACW is being strengthened in order “ to give a much higher programmatic, organisational and managerial profile to the issues of gender and development.

ECA has over the years taken several institutional and policy steps to address the issue of the advancement of women and to mainstream gender in all its programmes. These included:

- Resource and programmatic support to ACW;
- Establishment of gender focalpoints in all the Divisions and in all the five SRDC’s
- Promotion of a number of women to senior positions, including D 1 level;
- Devoting the celebration of ECA’s 40th anniversary to bringing women’s and gender issues to the fore of African development agenda, and thus advancing its leadership and gender advocacy role; and

- launching a gender sensitisation and mainstreaming capacity building programme starting at the level of Division chiefs.

While the Strategic Directions, the gender policy statement and the strengthening of ACW signify a high-level commitment to incorporating a gender perspective in all ECA work, it is well acknowledged that there is need for institution-wide sensitisation, awareness creation and capacity building within ECA to actualise and operationalise the new concepts of gender equality, and especially gender mainstreaming.

Institutional gender capacity building. It is also recognised that although ACW has the prime responsibility for implementing the subprogram on promoting the advancement of women as well as for bringing the gender perspective into all ECA work, the whole ECA structure and system has to be committed and able to mainstream gender in all the programs if gender is to be mainstreamed in the development priorities of Africa.

In pursuance of the above, the African Centre for Women (ACW) engaged the two Consultants to prepare a programme for building the capacity of all the Divisions of ECA to mainstream gender in their work over the biennium 2000 - 2001. This programme is a follow up to and builds upon the gender sensitisation workshops for ECA Divisions and SRDCs undertaken by the two Consultants in 1998.

Need for gender mainstreaming capacity. The programme was preceded by a needs assessment exercise in which the staff of the various divisions were asked *inter alia*, knowledge and skills they would need in order to implement the gender policy of ECA. In that exercise and in the subsequent sensitisation workshops, the issue of capacity building on how to actually mainstream gender in the work programmes was one of the major recommendations.

ACW and gender mainstreaming. ACW developed its Strategic Plan in 1998 which has capacity building in gender mainstreaming for ECA divisions among its major programme areas. In the work programme for the Biennium 2000-2001, capacity building for member states and within ECA feature prominently.

Terms of reference. To ensure that the capacity building programme will be as participatory, relevant and interactive as possible and will address the felt needs of the divisions and SRDCs ,both in terms of processes and substantive issues, the Consultants' terms of reference included:

- discussions with the divisions on their work programmes and capacity building needs;
- reviewing relevant documents; and
- attending the Joint Conference of Ministers of Finance and Economic Planning to assess how gender could be mainstreamed in the process and substance of the Conference.

The two Consultants carried out the assignment from 17th April to 15th May 1999. (Programme of work attached). Since the sensitisation workshop had highlighted the need to consider capacity building as a continuous process of organisational learning, the work of the Consultants was organised to be a particular moment in the capacity building process and not a separate needs assessment exercise.

Since the programme is for capacity building for ECA as an institution, the work was partly guided by, *inter alia*, seven basic elements for institutionalising gender concerns in organisations. These elements from the Genesis Gender Tool Kit¹ which provide a guide and basis for both the assessment work and the subsequent capacity building programme are:

- Awareness of the importance of gender issues for development outcomes;
- Commitment to addressing gender issue in the institutions activities;
- Capacity for formulation of gender-focused questions;
- Capacity for carrying out gender and social analysis;
- Capacity for applying the findings of gender and social analysis to the institution's portfolio;
- Capacity for systematic monitoring and evaluation of gender specific program impact;

¹ USAID Genesys Gender Tool Kit ch. 111

- Systematic reporting of gender-relevant lessons learned, and subsequent program adaptation.

This report presents the interactive work of the Consultants with and within the various divisions and SRDCs to flesh out their capacity building needs, the approaches and the methodologies for the programme.

The work involved discussions with members of various Divisions and SRDCs; study of reports, work programmes, publications and other documents; attendance of the TEPCOW meeting and the Conference of Ministers.

There were also instances in which the Consultants gave comments on documents, advice to individual members of Divisions and a Seminar on how to incorporate gender in specific assignments. This was done to respond to requests for specific and immediate assistance. This also provided opportunities to test out the chosen methodology for capacity building.

Furthermore, the Consultants did not consider it prudent or constructive to tell people to wait for the capacity building programme next year when they expressed an immediate need for assistance. Such a response would have led to a loss of opportunities for creating real awareness of the relevance of gender issues to their actual work.

The report is meant to be an advocacy, planning, capacity building, decision-making and monitoring document. It is also meant to foster consensus building around the issue of gender mainstreaming and its implications for ECA's effective delivery of its package of services to the member states.

The actual capacity building programme will be carried out in the 2000-2001 biennium, but the preparations and agreement on the programme and its methodologies are the subject of the consultants' assignment and the validation workshop in September/ October.

The policy directions of ECA, its statement on gender and the subjects selected as critical for Africa's development provide a rich and dynamic backdrop for gender mainstreaming within ECA's work. ECA is in a unique position to mainstream gender in the most critical issues

for Africa's development at all levels and points of contact with the member states.

One of the guiding principles of the work is that ECA cannot help build the capacity for gender mainstreaming in member states if the capacity of ECA itself is not built to a level where it is at the cutting edge of conceptualisation, knowledge and skills in this field.

The other principle is that while everyone does not need to become a gender expert, everyone needs to have a minimum level of knowledge and competence to be able to mainstream gender in one's work.

Part 1 of this report contains the Introduction and is followed by a Methodological Overview covering the consultancy exercise as well as the proposed methodology for the capacity building programme. Part 2 of the report discusses the Outputs/ Results from the attendance and observance of the Conference, the outputs from the meetings and work with the various Divisions and SRDCs, the analysis of various documents and observing certain moments in time in the life of the organisation.

A synthesis of the issues, results, recommendations and the next steps for carrying the process forward form Part 3 of the report.

Part 1

1.2 Methodological Overview.

1.2.1 ECA Policy and Strategy :

1.2.1.1 Capacity building as a strategy. Capacity building is the key strategy for mainstreaming gender in the policies and programmes of the Economic Commission of Africa, in the fulfilment of its mandate to promote the economic and social development of Africa. The goal of the capacity building programme is to mainstream gender in the policies and programmes of member states through gender-responsive delivery of ECA's broad areas of services:

- Advocacy and policy analysis
- Convening stakeholders and building consensus
- Launching networks and providing connectivity
- Technical assistance and capacity building

1.2.1.2 Service and outcome orientation. Each of the above areas are instances of service delivery, interactions with clients in member states which can contribute to strengthening the latter's capacity in gender mainstreaming. The capacity building of ECA is thus directly linked to actual development processes and outcomes in member states and at the regional level.

The creation of an institutional culture conducive to gender mainstreaming is totally compatible with and is an integral part of a client and service orientation, of a results-based and outcome or impact –oriented approach. Such an approach is setting new benchmarks for performance management

1.2.1.3 The information-communication role of ECA in African development.

It is no longer sufficient to assume that inputs will lead to outputs and outputs will have an impact. It is no longer sufficient to assume or presume that policy is neutral and that outcome and impacts are the same for all social groups. The outcome focus has to be built into the overall policy cycle and made transparent as part of good economic management and good governance.

Gender is one important variable which systematically structures a person's economic and social position and prospects. It is not just that there are differences between women and men in relation to structures and processes of opportunity and constraint. These differences are intrinsically linked to the nature of the relations between women and men on all levels. And in turn these relations affect development prospects and outcomes. Gender mainstreaming focuses on equality and equity of outcomes. An information-communication economy such as ECA (*see section 1.2.3, ECA as an information-communication economy*) with a mandate to promote the economic and social development of Africa needs to be transparent about these outcomes, to illuminate the processes that generate such outcomes and rise to the intellectual, technical and policy challenges which African member states face. Gender mainstreaming is thus a constituent part of change management, at an organisational level.

1.2.1.4 Developing capacity for a gender perspective on African development. As a regional institution, which also operates at sub-regional level, ECA needs to establish and affirm comparative advantage in promoting the development of African perspectives on mainstreaming gender in economic and social development. The capacity building process under way at ECA since late 1997 has initiated the development of an analytical framework for gender mainstreaming which is custom-built around ACW and ECA's strategic agenda. It represents a new generation of gender analysis frameworks, an African-grown and state of the art development of gender perspectives in African economic and social development.

The analytical framework is being developed after a thorough review of existing gender analysis frameworks and this review is in fact part of the tool kit and briefs being developed for use within and outside ECA.

ECA leverage for mobilising capacity for gender mainstreaming At the moment world wide, further widening and deepening of a gender approach in mainstream development thought and practice depends on analytical development and empirical work. This needs to be contextualised, at the local, sub-regional and regional levels. It can best be done through the intellectual and policy leadership of ECA divisions, after the initial gender capacity building programme. The divisions could advocate for and build consensus on the further mainstreaming of gender through the application of discipline-based knowledge, data and skills together with concepts and methods of gender analysis, among the knowledge networks, research consortia, and the development partners within and outside Africa. ECA, by virtue of its mandate occupies a strategic role in the research- policy linkage.

A core pool of gender mainstreaming expertise would thus be built as a resource at the regional level to be made available at the regional, sub-regional and national levels, using a set of ECA developed learning frameworks, tools and guidelines.

1.2.2 Capacity building Methodology.

Follow-up of sensitisation workshops. The recommendations for follow-up action made by Heads of Division, SRDCs and Senior Professionals of ECA during the Gender Sensitisation Workshops held in February 1998, called for further in-depth, custom -designed and specialist training in gender analysis and gender-aware policy and programme formulation, analysis and implementation.

Process of organisational learning. The report of the workshop highlighted the need to consider capacity building as a continuous process of organisational learning, leading to progressively higher levels of competence and institutional capacity, rather than a one-off "training event". The learning approach emphasises the four dimensions of learning: attitude, skills, knowledge, capacity. It is the application of the first three dimensions to actual work situations which creates institutional capacity. Translating knowledge into practice is an institutional process which takes time.

Creating institutional capacity. There was consensus at the end of the Sensitisation Workshops that the objectives of gender sensitisation had been reached, on the rationale, the "why" of a gender approach to African

development. The next step to be taken, it was felt, was **how to use gender knowledge and skills in the development and implementation of mainstream programmes.** There was a related emphasis on the need to link substantive capacity building with the appropriate institutional mechanisms for ensuring that the programmes delivered are an effective response to the needs and expectations of Member States.

Management needs Programme and task managers need to be able to evaluate gender analysis in research, within the policy and programme cycle, to identify and assess available gender expertise in mainstreaming gender in different disciplines and sectors, to identify gaps in mainstreaming capacity and to develop strategies for addressing the gaps, to draw up terms of reference for studies and for technical assistance, which ensures the inclusion of gender competencies.

Professional needs The nature and range of competencies required of professional staff involve not just the technical application of "hard" substantive knowledge and skills in the field of gender, but also the so-called "soft" or process skills, such as consensus building, communication and advocacy skills. The cross-cutting nature of gender as well as the current state of gender mainstreaming in disciplinary areas and sectors make communication and dialogue very important.

The challenge of gender mainstreaming is on both sides. As much as economic analysts and development practitioners have ignored gender as a tool of analysis and gender relations as a domain of intervention, gender analysts have tended to develop their own tools and models independently of mainstream economic, social and environmental analysis. These parallel tracks have not led to much convergence or cross fertilisation across disciplines, hence the lack of effective progress in mainstreaming. Gender analysis concepts, tools and techniques have to be used together with a variety of other intellectual and professional tools for both research and policy purposes. This medium and long term journey needs an institution-wide momentum if the efforts are not to remain fragmented and marginal. There are no quick -fixes on "how to".

On the job learning. The methodology for capacity building needs thus to move away from stand-alone workshops for imparting knowledge and introducing skills. It is proposed that the capacity building programme in gender mainstreaming be hands-on, focusing on on -the - job learning and is developed around the actual work programme outputs of the Divisions, such as the substantive servicing of conferences, production of reports, publications. Conferences, for example, are instances which combine most of these broad areas of service of ECA divisions. They are instances where in particular, policy analysis contributes to policy formulation. As far as possible, the activities should start at the beginning of the job or task cycle.

The methodology moves towards a mixture of coaching, interactive and multidisciplinary seminars and working sessions, attachments, the production and use of toolkits and guidelines for particular tasks, as well as technical workshops. These technical workshops are more structured and focused learning moments for strengthening the technical knowledge and skills, as well as for practising the communication skills for particular tasks and group of tasks..

Demonstrable competence. The monitoring of the effectiveness of capacity building can then be incorporated in the institutional performance monitoring and evaluation processes already in use, enhanced with the use of gender monitoring indicators and guidelines. The results of the exercise would yield programmes which are gender mainstreamed and thus result in demonstrated higher levels of competence

1.2.3 Methodology for the Exercise.

Timing of the exercise. This mission was timely as it coincided with the Conference of ECA Ministers and the presentation of the 2000-2001 Biennium Work Programme. It was an appropriate moment to update the documentation and plan the capacity building programme for 2000 in preparation for the implementation of forthcoming work programme

Initial contacts. For the needs assessment exercise, a mixture of methods were used. Initial contacts were made with each division to discuss the above approach to capacity building and to identify priority work programme areas for capacity building. These contacts have been greatly facilitated by the earlier interactions of the external consultants with the staff in various divisions of ECA in the course of earlier needs assessments and sensitisation workshops.

Participatory observation of capacity building needs

It is important to emphasise that this was not a discrete, separate needs assessment exercise to plan a training workshop. It was rather a particular moment in the capacity building process. Having explained the capacity building approach, different divisions came forward with suggestions of on-going activities that they would want the team of consultants to work with them on. The mission was in this sense also a capacity building one. It became inescapably so as the gap between expectations of mainstreaming gender and actual practice was evidently wide in most cases and the needs were immediate and pressing, once particular tasks had been targeted.

Taking this approach, it was in fact possible to observe for a short slice of time in the life of the organisation, a sample of different activities that would require the inputs of gender expertise in-house on a continuous or daily basis and those where external expertise would need to be mobilised.

The learning process for the external consultants included the understanding of the institutional processes at work, the decision points:

ECA as an information-communication economy

ECA is analysed as an information-communication economy.

- How is a development problem or concern identified and selected and how does the in-house information economy operate to decide upon mobilising resources to produce and circulate the knowledge that informs the policy cycle?
- How does this process lead to the work plan of each division and the individual components of the work programme: mobilising inputs and expertise to generate and deliver research outputs (studies and ad-hoc expert meetings, constitution of expert groups and so on)?
- Where are the entry points for mainstreaming gender?

- How and to what extent are they used?
- And what more pertinently, at the moment, are the processes which lead to implicit or explicit exclusion of a gender perspective on development issues?

Institutional Assessment: a mental checklist of indicators.

Just as a semi-structured interview has a mental check list of questions to be covered, the assessment of needed capacity for mainstreaming gender used a mental check list during the process of observation, dialogue and debate. The mental checklist below contains elements which also formed part of the evaluation for the sensitisation workshop and can form the basis of indicators for tracking progress in gender mainstreaming capacity.

Beyond 1, 2 to 7 indicate progressively higher levels of competence and expertise in mainstreaming gender.

1. The prevailing state of attitudes and expectation in gender mainstreaming
2. Clarity in the concept of gender.
3. Ability to distinguish between a woman in development and a gender in the development approach
4. Understanding and communicating the pertinence of a gender approach to African social and particularly economic development.
5. Extent of awareness and use of gender analysis, e.g awareness and use of literature, of research results, of use of gender expertise, of use of gender concepts in own discipline.
6. Use of gender as a cross-cutting issue in multi-disciplinary and sectoral analysis.
7. Understanding and communicating the concept and practice of gender mainstreaming. in intellectual and policy discourses.

1.2.4 Working Sessions with the Divisions

Different methods of participatory inquiry were used with different divisions and for different types of activities and themes.

Participant Observation: Inter-agency Meetings, Conference of Ministers.

With some divisions, such as ESPD, RCID and PPFED, there was participant but rather passive observation of the work in progress, such as an inter-agency meeting to prepare a Common Africa Position to WTO Meeting of Ministers in Seattle, December 1999, or the Conference of Ministers itself. It enabled an orientation to and an analysis of the intellectual and policy discourse as well as the organisational context that would be the "object" of mainstreaming.

This **content analysis** is particularly important for planning the communication aspect of capacity building from a facilitator's point of view. It identifies the language, the tone, the nature and level of analysis and discourse that would resonate with participants in a capacity building programme. In a very real sense, form and content are very closely linked and there is a fusion between advocacy and the **sharing** of knowledge, where sharing implies two-way communication. The information economy is a communication economy also.

The same point needs to be made in relation to the rationale for observing mainstream conferences and the insight gained into the culture and mindsets of mainstream decision makers and advisers.

The results of the passive observation of the inter-Agency Meeting have been so far, to identify substantive themes for building African capacity in WTO negotiations, to articulate the trade and development needs of African men and women. It also resulted in suggestions for entry points to mainstream gender in the framework of the issues paper to be presented to preparatory expert meetings.

Interactive Seminars.

With others, such as ESPD again, there were interactive seminars, which enabled a process of dialogue over the salience of gender analysis and gender mainstreaming in a discipline or theme, as well as clarifying the division's expectations and what that particular division's role in mainstreaming gender was.

The seminar was a suggestion from ESPD, to model the gender mainstreaming process and content from the beginning of the cycle for a task. It turned into a seminar which identified the entry points for mainstreaming gender in the theme of Conference of Ministers, following the observation of the Conference by the team of consultants. It emerged as a broad canvas for mainstreaming gender in the process of growth and poverty reduction, rather than the focused and structured "how to" toolkit for a particular task, as envisaged earlier.

Working Sessions, involving mutual learning.

- The preparation for a meeting to finalise a core set indicators of gender equality and women's empowerment by a regional adviser at DISD

This working session was an example of how a one to one exchange or coaching/briefing session on the gender analysis rationale behind a core choice of indicators can become a session for cross-fertilisation and for team work across divisions, even when people are from different disciplines.

- A meeting of gender in the national accounts at DISD as part of the ECA's function as secretariat for the Task Force on Gender of the Coordinating Committee on African Statistical Development (CASD). This task force already had the benefit of the participation of the regional gender adviser so that the importance of the effective presence of ACW at inter-divisional working meetings could be assessed.

The joint management of this research project at the planning stage involved a clearer assessment of existing institutional resources, both professional and managerial. The result was that a decision was made to mobilise more financial resources for the exercise to obtain the type and level of gender and statistical expertise needed for a study to incorporate gender in national accounts.

- A meeting with the FSSDD chief - a division where there is explicit incorporation of gender as a cross-cutting variable in nexus issues - about the capacity building programme became oriented towards the planning of a research workshop on the link between women's health and food

production, which would also explore the linkage from the point of view of the analytical framework for mainstreaming gender being developed for ECA programmes.

- The meeting with DMD focused on the value-added of a gender approach as opposed to a gender-specific or woman-specific approach, on clarifying the role of ACW as institutional focal point for gender and its relationship with other divisions. The on the job learning methodology proposed for gender mainstreaming was discussed in the context of the team-based organisation of work within the Division, which focuses on work outputs.

In house Peer Reviews.

The sample of work in progress by Divisions which require feedback from ACW as institutional focal point for gender includes peer reviews of publications. The review of such publications was instructive for developing guidelines for incorporating a gender perspective in them.

- A review of one such publication by DMD on best practices in popularising micro finance provided a useful assessment of the ground that needs to be covered in both process and content.

SRDC Meetings.

The presence of SRDC chiefs at the Conference of Ministers facilitated the needs assessment exercise. The SRDCs distinctiveness is that they operate much more closely with member states and respond to them in a setting in which there is increasing multilateral, bilateral, sub-regional agency coordination as well as policy convergence. Greater coordination and collaboration inter-agency at national level around a results-based, impact-assessment approach is being created, within the context of the United Nations Development Assistance Framework [UNDAF] and the Common Country Assessment. This has clear implications for both capacity development and gender mainstreaming. Gender assessment is an integral part of the results and impact-based programming process.

Another important feature is the presence of gender focal points and the inclusion of gender-specific activities in their work programme, which to a large extent responds to the gender constituencies in the sub-region and reflects the degree of policy convergence in that area.

The preparation of the meeting with the SRDC also included the review of the documentation, such as the Reports of the Intergovernmental Committee of Experts for each SRDC.

The formal meetings with them were preceded by a questionnaire on their assessment of capacity building needs in mainstreaming gender in other thematic areas as distinct from gender-specific areas. It was also important to assess the nature and level of interaction with substantive divisions, to ascertain the possibility of joint capacity building workshops in key areas. It is clear however that the approach to capacity building proposed would require locating the programme in the SRDCs themselves.

Issues which need to be raised with PPFED

The organisational issues concerning the capacity building and monitoring process were scheduled to be raised with PPFED after the round of exchanges with divisions. Since the initial training needs assessment, a variety of positions and attitudes concerning gender mainstreaming have been evident and these have been raised and commented upon in the workshop reports. The interactions with the divisions and the observation of the Conference of Ministers in particular have raised a number of questions as to the organisational stance towards gender mainstreaming.

Overall, it is crucial to work towards professional commitment to and broad ownership of/ responsibility for the gender mainstreaming strategy as a medium and long term process of change management. This exercise was undertaken from the perspective of moving towards a participatory approach to capacity development and monitoring within the broader framework of planning and monitoring.

The question that is posed concerns the appropriate mix of rights, responsibilities, obligations, incentives of staff to ensure transparency and accountability for gender mainstreaming outcomes. These stem from leadership, vision, values as well as the institutional norms, guidelines, procedures and rules to support the capacity development planning and monitoring process.

From the philosophical as well as the methodological point of view, the approach thus needs to be participatory and one of consensus-building and oriented towards commonly agreed results. The process envisaged is therefore to involve PPFED closely with the divisions in the elaboration of the capacity building programme and the institutional mechanisms to support and facilitate capacity development

The methodology proposed is thus as follows:

The issues raised in the draft report would be discussed at the level of the divisions, including PPFED and the Cabinet Office of the Executive Secretary. Comments and suggestions about both the monitoring process and content of capacity building are to be made and sent to ACW.

These comments will be synthesised in the final report of the mission, which would also contain proposals about the workshop in September, in which all divisions participate to finalise and validate the capacity building programme.

Part 2: Results

2.1. Joint Conference of Ministers of Finance and of Economic Planning: A Case Study

The Conference of Ministers which was held from 6th to 8th May 1999 and preceded by a meeting of Technical Experts, was the first one since the decision for the Ministers to meet every two years instead of yearly was taken. The purpose of the Conference was to assess developments on the continent and to consider and approve the work programme of ECA for the next biennium. The Economic Report on Africa for 1999 was presented for discussion.

The Conference was opened by the Prime Minister of Ethiopia Dr Meles Zenawi and received a message from the Secretary- General of the United Nations. It was also addressed by the Assistant Secretary General of the OAU.

The theme of the Conference was **The Challenges of Financing Development in Africa**. The theme paper was meant "to provide a selective review of critical issues facing African policy makers in mobilising resources to finance development." It was also meant to "highlight the growth rates and broad orders of magnitude of the resource needs and the policy challenges implied by the poverty reduction targets' of 50% by the year 2015.

In his opening statement, the Executive Secretary pointed out that at the close of this millennium, there was some progress, but it is so little that some countries will not move out of debt at all. The Conference was an occasion to take stock of the past and present while planning the future.

The programme of the Conference of Ministers revolved around considering the report from the TEPCOW and adopting it. The report recommended approval of the **Programme of Work and ECA Priorities for the Biennium 2000 - 2001** and the adoption of resolutions on AIDS in Africa; rationalisation of activities of subregional organisations and on reports from various committees like

the Committee on Women in Development and the Committee on human Development.

A presentation by the Executive Secretary set the tone for the discussions and presented several challenges for the participants and their governments.

The major challenges for African development are debt, internal resource mobilisation, poverty reduction and sustainable development.

The Conference participants were informed about the results of the restructuring exercise that had been going on at ECA and the new set of indicators for economic performance that had been developed.

The new indices are:

- Annual Performance Index;
- Economic Sustainability index; and
- Economic Policy Stance.

A set of factors for development on which development for any nation would be premised were also presented.

The factors for development are:

- nexus issues of population, environment and poverty;
- investments in social development--- education, health etc
- addressing the crisis of HIV/AIDS;
- Gender dimensions of poverty;
- Information and knowledge;
- Regional integration necessary for international competitiveness;
- capacity for Africa to act on its own behalf;
- Conflict---the enemy to development.

There was a panel discussion on “ Reforms and Efficacy of AID”; with very eminent speakers and this afforded an innovative opportunity for delegates to be exposed to current top of the line thinking on the issues of aid and development.

A presentation by the Director of UNAIDS presented a clear example of how a well planned advocacy campaign on an issue can get the attention and resources of both governments, partners and aid agencies

mobilised for that issue. The gender campaigners could learn a lot from the strategies and methodologies of the AIDS campaigners.

Although AIDS was not specifically on the programme of the TEPCOW, the fact that HIV/AIDS is a major danger to African development was raised so often and so convincingly that it ended up being one of the major issues for resource mobilisation. The link between HIV/AIDS and African development or lack of development was very eloquently presented and the conference could not ignore it or give fleeting attention to it.

As per terms of reference, the Consultants participated in the Conference as observers in order to assess how gender could be mainstreamed in the Conference. The opportunity was used to listen to the discussions from the government delegates, the representatives of international, regional and sub-regional organisations and presentations by ECA staff. One of the assessment points was on how often, in what context, and at what level gender issues were raised and by whom. Some comparison with issues that the participants raised serious concern about was made. Attention was also paid to the level of awareness, commitment to and knowledge about gender concerns.

At the opening of the meeting of Technical Experts, the Executive Secretary highlighted Enhancing Women in Development and Leadership as one of the three major policy initiatives undertaken during the period 1996 - 1998. In particular, the assessment that the 40th Anniversary Conference "brought the issue of gender into the mainstream of Africa's development agenda" made a clear link between that Conference and the theme of the Ministerial Conference. The reference in the statement to "the strategies for removing constraints imposed on women, as a means of achieving poverty reduction and sustainable growth in the long run", further clarified the linkage.

However, this linkage between gender mainstreaming and the theme of the Conference did not substantively and consistently come through in the main documents and processes of the Conference. The Economic Report for 1999 and other conference documents did not reflect on gender issues in a way that was expected.

The feedback from some of the development partners and other participants is that the inadequate attention to gender was very

disappointing, especially after the success of the 40th Anniversary Conference, which seemed to have brought gender to the African development agenda. Some who had been present for the earlier conference wondered how there could be such serious contrasts in the same institution and within such a short period of time.

The raising of gender issues by, for example, the Minister from the Netherlands, some government delegations, a few representatives of international agencies as well as a few members of staff did not mitigate the fact of limited awareness and commitment to gender and lack of institutionalisation of gender.

Relationship between gender, growth, poverty and macroeconomics policies . In the assessment of the socio-economic situation of Africa, in several Conference documents including in the Economic Report, the above critical relationship did not come through. At best there was mention of gender without indications of it being seen as critical to the development outcomes.

ACW's capacity to mainstream gender in the Conference: It became very clear to the Consultants that a critical opportunity to mainstream gender in the Conference was not exploited because ACW's limited capacity in terms of numbers (only two members attended consistently), as well as technical know how. Inadequate appreciation of the occasion to get gender firmly on the programme of such a gathering was very evident.

The limited advocacy for gender analysis programming and mainstreaming at this last conference of ministers of Finance and Economic Planning for this century, and a few months before the Sixth Regional Conference for women, for which they will have to provide funding for national delegations, pointed to the importance of wide spread capacity to recognise and utilise strategic entry points.

This also underlined the need for gender capacity building within ACW to include advocacy, negotiating and skills to raise gender issues at very senior policy levels.

Leading by example: A lot of capacity building for member states can be done by ECA leading by example. If delegates come and they find that gender is not a major issue at ECA, they have an excuse not to take it seriously at the national level.

Most of the statements by government delegates, panelists and other participants showed limited awareness of the importance of gender to development, inadequate commitment and knowledge on how to analyse issues from a gender perspective and how to apply the results of that analysis to their work. This is clearly an area of capacity building that will be addressed by the programme.

Conferences and meetings of experts are a major activity for all the divisions in Eca, including the SRDCs. They present a critical entry point for institutionalising gender for both ECA and the member states.

Thematic Papers: They could have been more gender responsive if the ACW had for example had an oversight of the terms of reference. There might even have been a thematic paper specifically on how ignoring gender issues and concerns negatively impacts on any programme for poverty reduction and sustainable growth.

Preparatory Committee: There is need to pay attention to equitable gender balancing of the members of the Committee, but then this needs to go hand in hand with building the capacity of both ACW and the other Divisions. It is important to avoid a situation in which gender issues are not raised if there is no person present at meetings from ACW. **Gender is an institutional responsibility.**

Involvement of ACW in the whole process of the Conference or meeting preparation right from the beginning is as important as ensuring that all the people involved in the process have their gender mainstreaming capacity built.

Gaps Observed: It was clear that although ACW had a member on the preparatory committee for the conference, they had not been able to have much of an input into the substance and process from a gender perspective.

An opportunity to bring gender issues to the fore for this last meeting of Ministers of Finance was lost.

Part 2

[2.1 (to include Case Study of the Conference)]

2.2 Economic and Social Policy Division (ESPD)

2.2.1 Domains of Intervention and Importance of the Division for Gender Mainstreaming.

The division focuses on economic and social policy analysis and poverty reduction. While there is an emphasis on macroeconomic aspects, its other areas of focus relate to the meso-level and micro-level of the economy. It also has responsibility for social analysis although this area seems to be much smaller with a narrower focus on education and responsibility for coordination and liaison in relation to the Copenhagen Declaration and Programme of Action of the World Summit for Social Development.

ESPD has responsibility for a synthetic overview of development issues. It is the Division's stance to promote and support the shaping and the broadening of the African development agenda. Poverty reduction is also overarching and cuts across all sectors and levels. The strategic importance of the division is enhanced by the high ground occupied by economic growth and macroeconomic stability in the policy discourse world-wide and in Africa. It is reinforced by the responsibility to service the Conference of Ministers of ECA as well as the Conference of Ministers of Finance, the most influential and senior policy makers. The link which ESPD creates between research, analysis, synthesis, the drawing out of policy options and the relevant flagship Parliamentary documentation, gives it leverage in influencing development policy and outcomes.

ESPD occupies a strategic position in the mainstream of development discourse in Africa, hence its crucial role in engendering development.

2.2.2 Methodology.

Initial Meeting with ESPD

ESPD was favourable to the capacity building methodology and to the consultants' participation at the Conference of Ministers. But as the Conference was at the end of the cycle, it was considered more useful to start at the beginning of the cycle of a task. To mainstream gender in the design of an entire work programme, for example, would only be possible for the Biennium 2002-3. However there was scope for starting at the beginning of a theme within an existing sub-programme. A substantive seminar was planned for the second week of May, which would take a theme of their work programme and develop a gender mainstreaming approach to it, looking at all steps of the cycle.

The capacity building needed to provide a comfortable receptive atmosphere of mutual learning conducive to building consensus. It was important to avoid a "trade union" approach and to take a developmental approach to gender mainstreaming.

Ms. W. Karanja was designated as the focal point for preparation of working sessions, the seminar and for feedback and comments on Draft Report.

Mainstreaming gender in substantive servicing of Conferences and in Parliamentary Documentation

The participation at the Conference included an analysis of the process and the substantive aspects, that is a review of all the documentation, attendance at all the sessions, as described in the section 2.1. This section will focus on the substantive aspects of the Conference as well as the process for mainstreaming gender after the Conference within the Division

The participation at the Conference of Ministers of ECA has yielded the following observations about the status of gender mainstreaming.

1. The ECA 40th Anniversary Conference of April 1998 had as its overarching theme the link between African women's economic advancement, well-being and economic development. One of the sub-themes was on the interaction between gender, growth and poverty reduction. However this link was entirely absent in the theme papers and therefore in the issues presented for discussion at a Conference of Ministers whose themes were finance and development, the link between growth and poverty reduction and advocacy for a broader development agenda. The parallel tracks mentioned earlier are particularly evident. It was therefore important to probe into the reasons why this was the case and to find constructive strategies for mainstreaming future work and for building the capacity to do so.

The Seminar The key entry points for mainstreaming a gender approach were identified and presented in a seminar at ESPD, which was attended by ten ESPD members, three of whom had attended the sensitisation workshop. The reasons for doing so were to probe the process of inclusion and exclusion of issues and in particular the absence of gender mainstreaming in the Conference and to assess the level of capacity overall, using the check list described in 1.2.3. Because of the lack of time, a seminar paper had not been prepared, but some background documentation was circulated at the meeting, which participants did not really have much time to go through in a structured way.

The seminar was very useful for an assessment of the reasons why there is no mainstreaming of gender in the work areas in ESPD. It is important to note that there has been some gender-specific work on poverty at ESPD, but this is not part of the mainstream intellectual and policy discourse on economic growth and poverty analysis.

The following sections present an extensive coverage of the Seminar because it generates issues which are central to ACW's strategic agenda and to the strategic agenda of ECA. The range of concerns spans the thematic areas of all the other divisions and forms the basis for possible coordination and eventual collaboration of a cross-cutting and inter-divisional nature. Sharing the discussion on these themes in the report will focus the feedback from the divisions to the draft report on how to make the capacity building programme relevant to their areas of interest and responsibility.

Seminar: Entry Points for Gender Mainstreaming in Conference Theme

The relationship between gender, growth, poverty and the effectiveness of macroeconomic policies.

- **Poverty analysis.** There is a need to sharpen and contextualise the analysis of the dimensions and processes of poverty through gender analysis and so clarify further the policy options
- **Female-intensive poverty reducing growth.** Export-led growth, economic diversification and trade-related employment is labour intensive, and female-intensive (which for the exception of Mauritius, has not happened in Sub-Saharan Africa compared to East and South East Asia, the Caribbean and Latin America). In Sub-Saharan Africa, there is much less scope for labour-intensive growth in the formal sector because women's labour is tied up in reproductive activities. There is an important part of the supply constraint, which is not measured at the macro economic level, which deals with monetary aggregates which cover, as a guesstimate, a small portion of total economic activity in Africa.

Addressing gender-based supply constraints: (which consolidate the link between investment and growth).

- **Physical infrastructure.** The need for a more refined, targeted approach to growth and poverty-reduction to explicitly and systematically address gender-based supply constraints (such as installing time and energy saving rural infrastructure which substitutes for women's time and energy, raises their productivity, increases market access and enhances well-being).
- **Human resource development.** The value-added of a gender approach to a wide nexus of issues linking time and energy saving for women, girls and boys in unpaid "domestic" or reproductive tasks. These labour-saving technologies are strategic for enabling returns on investment in education, health and for reproductive choices in favour of smaller family size which can lead to medium and long-run economic growth and development .
- **Institutional constraints: Household level** At the micro, meso economic level there is a need to address the disincentive effects of gender-based distortions in resource allocation, such as unpaid family labour in smallholder production, issues of land tenure, as part of the institutional constraints on growth. Getting the prices right is not sufficient when the incentives do not reach the direct producers
- **Institutional constraints: State level.** There is a "crowding-in" effect of targeting public infrastructure provision to the poorest rural areas, where the largest actual and potential private sector is, and which is strictly private in the sense of not benefiting from any state entitlements
- **Other complementary inputs.** The positive impact of correcting gender inequalities in access to complementary inputs (equipment, agricultural support services, credit market access etc) on growth.
- **Enhancing the effectiveness of public expenditure and aid.** Increasing effectiveness, transparency and accountability of public expenditure through gender-aware and poverty-reducing budgetary processes and outcomes and the disaggregation of budgetary allocations by gender and region. Tying debt cancellation in part to targeted measures to address gender-based distortions in resource allocation, consistent with the policy objectives of member states as well as many donors.
- **Addressing information poverty.** An information infrastructure is becoming as important as physical infrastructure for development. Part of the challenge is the measurement of unpaid labour within the System of National Accounts, disaggregating data by gender in existing and new data sets.

The rationale for the exclusion of gender from the Conference

1. The present assessment of the Division was that gender had not been mainstreamed in the Conference because it cannot be mainstreamed, for the following reasons:

- The Division's primary focus is on macroeconomic analysis and policy particularly as far as the Economic Report and Conference theme papers as concerned.
- The existing gender-disaggregated data and gender research is too much at a micro level to be amenable to macro economic analysis, which deals with monetary aggregates. This point had already been made at the Sensitisation Workshop.
- Even if there was a case for generating pertinent data, including data on unpaid labour in Africa, which can be aggregated at the macro-level for macro-policy purposes, the resource requirements for these are massive and not achievable.
- It is not also within the scope of ESPD to undertake the field research that would examine the links between gender, growth and poverty reduction.
- The lack of data makes a mainstream treatment in economic analysis difficult.
- The case that is made in the Seminar about the need for investment in infrastructure at the meso-level to address gender-based supply constraints is really a case for investment as such. Indeed the points made are points about development and therefore a development approach would in any case be sufficient to address gender concerns at the economic policy level. *[This may imply that there is no need to pay attention to gender as such, either in terms of analysis of factors conducive to growth or in terms of gender-impact. There would be a "trickle down" effect, perhaps similar to the growth leading to poverty reduction case presented at the Conference. This was not explicitly discussed at the Seminar]*
- The issue of gender-based distortions and inequalities at the household level which may lead to misallocation in the economic sense, was really a question of anthropology not economics [and thus presumably outside the boundary of concern for ESPD].

Micro level examples of the link between gender, poverty and growth, on gender-based supply constraints can however be inserted as boxes, perhaps for anecdotal or illustrative purposes.

Facilitating a dialogue for gender mainstreaming.

The above position of ESPD can lead to an assessment of a limited scope for gender mainstreaming within ESPD. It is consistent with and illuminates its current practice. There was a need to pursue the dialogue and advocacy on mainstreaming gender.

The Seminar was part of the process of mainstreaming gender. Capacity building cannot be understood simply as filling in absent knowledge but as facilitating a process of engagement with different disciplines which can often have rather closed and self-referential knowledge systems. Building consensus and opening spaces for dialogue often leads to the need to air and confront attitudes, the areas of difference or divergence, to affirm the importance of considering other disciplines, if the development of a holistic approach is to mean anything.

It is from this angle that the following issues were raised by the facilitators:

ESPD is not just a division about economic but social policy analysis.

Does Parliamentary Documentation to the Conference of Ministers only have to contain macroeconomic analysis, or should it report on the entire agenda concerning development and poverty reduction in Africa?. What are the reporting requirements? In fact the advocacy of a wider development stance **because of** the painful lessons learned in Africa about exclusive concentration on correct macro economic policy stances is an excellent entry point for mainstreaming gender.

If a good macroeconomic stance is important, the issue in the context of a broader development agenda, is to consider the interaction between the macro, meso and micro levels of the economy as well as between the social and economic sectors. The narrow specialisation within mainstream economics as a profession makes this difficult. But economic reality and accountability for outcomes compels this learning process.

While it may not be ECA and ESPD's role to generate data and undertake research, its role is policy advocacy and the mobilisation of research and knowledge networks within and outside Africa. There is already sufficient analysis, research to put gender on the policy agenda.

Policy prescriptions have been proposed in Africa and indeed adopted in the absence of any data or on the basis of data that is not comprehensive and of uneven quality. The very fact that impact assessments have been done later and not by the prescribing agencies and with limited resources, bears witness to this situation. Indeed ESPD has prefaced the presentation of the new set of indicators by a note on their exploratory, incomplete and developmental nature and this has been the subject of numerous interventions by Member States. The indicators have nevertheless become part of the policy dialogue, with recommendations for improving the quality, coverage, timeliness of national statistical data systems .

Although the gender research quoted is at micro level and fragmented there are grounds to suppose that they can be quite representative of rural situations in Sub-Saharan Africa. It is a sufficient basis for further conceptual, analytical development and empirical investigation, and for its inclusion in the clarification of policy options.

ESPD works to build a research-policy network which will develop the conceptual framework of a development paradigm suitable for Africa, so its role is important for addressing gaps in data, concepts, methods. What needs to be taken on board is that the existing conceptual framework and the data cannot account for the large proportion of economic provisioning in the informal and

subsistence sectors not captured by GDP data. It cannot capture these sectors' interactions with the economy of monetary aggregates, the impact of macroeconomic policies on them as well as their response to them.

These activities and interactions are the lived daily reality of the millions, the majority of rural women, men and children, the target population for poverty reduction and arguably the source of African economic dynamism. This sector, which is dominant in Africa, is female-intensive and gender relations are central to the understanding of the nature of its interactions with the sector captured by monetary aggregates. Faced with this failure of aggregation and inclusion, a paradigm shift is needed which has to factor in gender analysis.

On the issue whether it is not enough to take a developmental approach, for example concerning investment, the overall point that one is left with after the Conference is the imperative and the difficulty of generating further economic growth in Africa. If addressing gender-based supply constraints offers an avenue which has been overlooked so far, then it needs to be explored. Actual investment on the ground is specific and large investment projects have often been made which have not been effectively targeted. One of the key targets is the substitution of women, girls and boys' time and energy by electrical and mechanical energy, in uncounted activities of a reproductive nature, and which is really necessary consumption for productive activity to take place.

Investigating the resource and technology requirements for this investment and the institutional means for mobilising these resources could be part of poverty-reducing strategies, of the search for more effective and targeted public expenditure and of a debt reduction compact.

2.2.3 Capacity building for ESPD.

Many participants indicated their lack of familiarity with the concepts, the analysis, the literature and the research in the area of gender analysis and gender mainstreaming, particularly in the economic field. It was quite evident that the paper prepared specially for the 40th Anniversary of ECA, *Gender, Growth and Poverty Reduction in Sub-Saharan Africa*, Preliminary Working Draft by Mark Blackden of the Gender Team, Institutional and Policy Unit, Africa Region, World Bank, is not in the mainstream literature for the participants.

To the extent that there is a firm intellectual division of labour within ESPD, the above is not surprising. The designation of a gender focal point may indeed reinforce the practice that mainstreaming gender is the task of the focal point, as the expert in the field.

ESPD also expected the consultants to come up with the entries for mainstreaming gender in the next Economic Report. This was an expectation of the Seminar. While this is welcome in the sense of showing willingness to include gender, despite the assessment that it is not pertinent from a macro-economic point of view, this approach tends to reveal again the practice of a division of labour, with gender experts putting in the required inputs. Inevitably, those with more expertise on a subject will have a greater input, but there is a need to develop a minimum level of capacity of an entire team for there to be effective team work and mainstreaming.

An issues paper on the theme of the Seminar was requested, as well as support for mainstreaming gender in publications. The urgency to do so was communicated, as the beginning of the planning cycle for future publications starts almost immediately after the end of the cycle.

Recommendations for ESPD.

It is proposed that all the professional staff of ESPD would benefit from a core capacity building workshop on the broader development agenda, based on the framework for gender analysis and gender mainstreaming developed for ECA. This framework articulates a gender analysis of the micro, meso and macro levels of the economy as well as the interaction between the social and economic spheres.

These core, generic workshops would be targeted to all professional staff, to produce a common language and framework for gender analysis and gender mainstreaming. They will focus on cross-cutting themes, using some of the tasks in the work programmes of specific divisions, which staff from all divisions can contribute to, as well as on cross-cutting tools, such as gender statistics in existing data sets and new data, yet to be generated. The workshops would move away from a training mode and focus on a learner-centred process of capacity development for interdisciplinary team work, the resource persons being the participants.

For example, the data component of the generic workshop would also serve as a vehicle for in-house information exchange and knowledge sharing across divisions. While the consultants would be facilitators and provide the gender inputs, professional staff from DSID would be expected to contribute the inputs on statistical development.

Special themes and specific workshops can be on a number of themes of importance to specific divisions or cluster of divisions. These again can be open to staff from all divisions to participate in, if they so wish.

ESPD- specific workshops with application to mainstreaming gender in the work programme.

For ESPD, a gender analysis of poverty, HIV/AIDS, gender-aware budgeting within the context of public expenditure allocations.

Joint workshops ESPD and other divisions.

A specific workshop on trade, globalisation and regionalisation would be of common interest to ESPD and RCID, with a focus on trade policy regimes.

Prior to the workshop, an issues paper and an indicative reading list will be circulated.

Ideally it is within the context of these workshops that the activities programmed for 2000-2001 can be planned with gender mainstreaming inputs. The decisions that need to be made are which activities/tasks would be chosen for the workshop and the timing of the workshops. ESPD has indicated that scheduling capacity development for 2000 is too far into the future as far as its planning calendar is concerned.

It would be worthwhile to plan a seminar on the state of the art developments in gender, globalisation, trade and macroeconomic theory, which would be open to the regional institutions such as OAU, BAD and the research consortia in Africa, with whom ESPD and other divisions such as RCID work closely, to be scheduled after the initial round of capacity building workshops. This could be within the programme of developing a conceptual framework for African development.

2.3 Food Security and Sustainable Development Division (FSSDD)

2.3.1 Domains of Intervention and Importance of the Division for Gender Mainstreaming.

The division aims at "enhancing locally-based analytical capabilities for national policy makers in the inter-linked areas of agriculture, population and the environment towards attaining sustainable development". It also assists member states in building an endogenous science and technology capability to address Africa's development in particular as it relates to nexus issues. There is a clear recognition of gender as a cross-cutting variable in the nexus issues, use of gender analysis particularly in the agriculture and population dimensions. The Population Environment and Agriculture [PEDA] model being developed further in the Division systematically uses gender-disaggregated data.

2.3.2 Methodology

Review of Documentation

The review of some of the documentation on FSSDD activities and approach, on the nexus framework and methodologies, the PEDA model, as well as the Report of the first meeting of the Committee on Sustainable Development was useful for determining the scope for this broader approach and for harmonising gender analysis perspectives. Each specialist or nexus of specialist areas has a language, a framework which can be part of an enlarged : multi-disciplinary, multi-sectoral approach.

Report of the First Meeting of the Committee on Sustainable Development.

Issues of gender analysis and gender mainstreaming.

The Report shows the effectiveness of clear guidelines from the Plans of Action of global conferences such as those of ICPD on assessing and reporting progress in the area of gender equality, empowerment of women and male involvement.

The assessment of this Committee was that there is a growing level of awareness and recognition of the complex interrelationships between population, development, gender equity and environment among central level policy makers.

However there has not been much headway made in the integration of population variables in national development planning, under conditions of short-term economic management.

The constraints on further use of gender analysis and development of gender mainstreaming were the

- Ad hoc development of gender programmes and the lack of gender analysis skills
- Lack of specialised gender experts
- Lack of clear guidelines for mainstreaming gender into population policies and programmes.
- Lack of effective advocacy strategies
- Absence of socio-cultural research information
- Lack of clear definition of what constitutes gender statistics and the treatment of issues concerning the boy child.

In regard to the last points, the Committee identified the need to improve the interpretation of gender-disaggregated data and training by the UN Statistics Division.

The following gaps were identified

- How to handle the diversity of African situations, those of sub-regional and cultural-specific groupings.
- The inclusion of special population groups: forest, fishing and nomadic communities
- A multi-sectoral and multi-disciplinary approach to poverty
- The need to be more explicit on conflicts in general

A call for a broader agenda and more holistic treatment of issues:

The need to integrate an economic dimension was expressed. At the micro-level, there are projects to support women income-generating activities and access to credit as a strategy for empowering women to make reproductive choices. But the Committee felt that there was a need to bring in dimensions of poverty in the treatment of nexus issues and to relate the nexus issues to broader economic agendas and economic management.

This assessment by the Committee was very useful for identifying capacity development needs at member states level and at the level of ECA. ECA's potential comparative advantage in being able to address the constraints, gaps as well as support the developmental approach called for is evident, particularly in the areas of data, economic management, if they are taken up as inter-divisional issues. The cross-cutting issues highlighted such as HIV/AIDS, conflict and population movements also call for cross-fertilisation and knowledge exchange across divisions.

The gender analysis framework being developed for ECA is particularly geared to the analysis of particular contexts and for linking the micro to the macro levels as well as the economic and social dimensions. For instance, the concept of the reproductive system of an individual and the development objective of the improvement of his or her physical, mental and social well-being subtend the approach of the Committee. The categories of production

and reproduction in the wider sense, reproducing the capacity to produce and social reproduction are the key elements of the analytical framework for gender analysis and gender mainstreaming being developed for ECA.

Meeting with FSSDD.

The purpose of the meeting was to identify what has been done in the area of gender analysis and gender mainstreaming within the division, its conceptual and analytical framework for gender and to assess the scope for harmonising it with that being developed for ECA. It was also important to discuss how the development of gender competencies within ECA can be carried out through inter-divisional dialogue and mutual learning as well as the possibilities for further capacity building along the methodology proposed.

Planning an activity with a gender mainstreaming approach.

The meeting with the FSSDD Chief developed into a dialogue and exchange on gender issues, the PEDA model as well as into a planning meeting on the substantive aspects of a research workshop on the linkage between women's health and food production to be supported by UNFPA. While UNFPA's focus is on reproductive health, the broader aspect of women's health as one dimension of poverty, in particular time poverty, will be incorporated into the analytical aspects. It forms part of the cluster of issues which were identified as entry points for mainstreaming gender in the theme of the 1999 Economic Report on Africa.

Human resource development . The value-added of a gender approach to a wide nexus of issues linking time and energy saving for women, girls and boys in unpaid "domestic" or reproductive tasks. These labour-saving technologies are strategic for enabling returns on investment in education, health and for reproductive choices in favour of smaller family size which can lead to medium and long-run economic growth per capita. (See Section on ESPD)

At the same time the research dimension would include gender research methodology, to address some of the constraints identified on data generation and interpretation.

The proposals for the Workshop were that

- A paper on concepts and methods for gender analysis would be prepared
- A Case Study on the use of Labour-saving technologies in villages in Mali on the link between health, wider dimensions of poverty and food security

would be prepared for the capacity building workshop on research methods.

2.4. Development Management Division (DMD)

For the next biennium, this Division's aim is to strengthen development management through promoting measures to enhance public sector management, facilitating private sector competitiveness, and strengthening civil society's participation in development and good governance.

DMD has three main programme areas : public sector management, private sector management and civil society management. The Consultants held an initial meeting with the Chief of the Division together with four professional staff from the Division (list in annex).

The meeting was conducted in an interactive manner in which the purpose of the exercise was explained and the concepts of gender and gender mainstreaming were expounded.

There was also a lively discussion on the relevance of gender to development management as well as an instructional exchange on how to ensure that the capacity building is tied to the actual work programme. With this approach, the capacity of the officers to mainstream will be built and at the same time the work will be done in a gender responsive manner.

In line with the preferred approach to capacity building, the meeting and other contacts with the division were part of learning by doing. How gender can be mainstreamed in entrepreneurship, public sector management etc. were discussed and steps on how to work around the work programme of the division with the Team approach was explored.

Gender Peer review: DMD had been sending a number of their documents to ACW to have the gender component included but, more often than not, ACW has not been able to respond on time because of human and technical limitations. This was a source of frustration for both Divisions.

The Consultants for example were given by ACW a draft document on Best Practices on Micro-Finance which had been sent by DMD for comments. This presented an opportunity to show how this

could be done through hands on capacity building so that in future DMD is itself able to mainstream gender in its documents without having to wait for ACW.

Management of the process: The Gender Focal Point in the Division Mr Christophe Bandaogo was assigned to be the main contact with the consultants, to arrange for meetings with other members of the Division and to ensure that the Division will give comments to the draft report of the consultants.

The Director of the Division made an important point that exposure to gender should not be limited to one or two people in the Division, but should be extended to more. This could entail having different gender focal points in the different programme areas.

The need to develop a systematic way to work together with ACW was emphasised.

Awareness of the importance of gender: There was great awareness about the importance of gender in the work of the Division. The major constraints related to insufficient skills on how to, and ACW's inability to help. There are several gender specific activities e.g. for women in the informal sector. The relationship of gender specific programmes or projects to gender mainstreaming was not clear to all the staff.

It was agreed that the system of Teams working around outputs was conducive to the proposed approach for capacity building. Specific outputs from the clusters will be selected for further work which will build the capacity of the people concerned while getting a gender responsive output.

Issues for mainstreaming: Other issues that emerged in this and subsequent contacts with the Division are:

- the need to develop some programmes together with ACW so that the gender issue is not brought in later;
- caution should be taken to avoid conflict of interest about the development goals of DMD and ACW;
- need to clarify the terms of reference of the GFP;
- ACW should be circulating information on gender and the implementation of the Beijing Platform for Action within ECA.

This would help the Divisions keep abreast of developments in gender and build their knowledge base;

- Need to have a Focal Point for the Division within ACW. This would be the point of contact who would also have to be very familiar with the issues of the Division; and
- An ACW staff should have been attached to the Consultants so that the information and capacity remains in ACW for follow up and further development.

It was not possible to get down to details on the areas of the work programme each cluster would like to work on in the capacity building programme. For the civil society area, the work on the meetings between governments and civil society would be a useful area as it would involve ECA, governments and civil society. Engendering the operations of the newly established Center for Civil Society would be a very clear area of work also.

The Africa Governance Forums that the Division is organising annually as well as the publications can also be subjects for a mainstreaming exercise.

Capacity Building Proopsal for the Division: The gender focal point had participated in the sensitisation workshop and seemed to be very keen and clear about the issues. Other members of staff had also been exposed to gender at various times and palces. However, it will be necessary to have a gender workhop with all the staff so that they are exposed to the same appoaches and framework.

The members of the various clusters willalso need to have gender analysis training at the same time which is specific to their area of work.

There is need to work with the staff on selected programme activities for on the job training, coaching or peer review as appropriate. The teams will need to select the areas they feel willbe most useful and lead to skills that can be replacated.

Cross- Divisional capacity building: DMD can work with several other divisions on several issues. The issues of gender in privatisation,

public sector reform and civil society work can involve DISD on gender disaggregated data, ESPD on economic and social analysis of the reforms from a gender perspective etc.

2.3.3 Capacity building proposals for the divisions: Cross-cutting

Capacity building workshops which explicitly address the constraints and gaps identified by the Committee

1. The core capacity building workshops on the gender analysis and gender mainstreaming framework, with applications which address some of the cross-cutting issues identified, such as poverty analysis and the constraints such as data analysis.
2. In house interactive seminars and knowledge exchange on key cross-cutting issues such as conflict, HIV/AIDS to build and multi-disciplinary, multi-sectoral capability, using gender as cross-cutting analytical tool and with FSSDD as key resource persons.
3. In house interactive seminars and knowledge exchange on the links between the FSSDD nexus and the nexus of issues identified in the gender mainstreaming framework for ECA.
4. The inputs for the workshop on research methodology would be developed as material for capacity building manuals on the data and research component of the core capacity building workshop and as part of the capacity building programme for FSSDD.

2.5 Development Management Division *[to be inserted by Gladys]*

2.5 Development Information Services Division

2.5.1 Strategic Importance of the Division for gender mainstreaming.

The Development Information Services Division aims at "enhancing national capacities for the utilisation of information and communication technologies and the establishment, networking and use of statistical, bibliographic, referral and spatial databases as decision support tools for socio-economic development.

Gender concerns are one dimension of the new trends in mainstream development, which create new demands for development information.

Accountability for outcomes: The emerging focus on sustainable development, on a human-well being and rights-based approach, the new results-oriented development policy and programme planning, monitoring and evaluation frameworks¹, , are generating new data and information needs. These are particularly in the form of disaggregated sets of indicators.

A gender mainstreaming approach is outcome-oriented, stressing the need to be transparent and explicitly account for development outcomes for women and men, for different groups and categories of people.

¹ These are the results-based management, the United Nations Development Assistance Framework[UNDAF] and the Common Country Assessment [CCA] for member states, the OECD-DAC set of indicators and databases.

New information and new ways of producing information. The availability of gender-disaggregated data in new and existing data systems is crucial for mainstreaming gender in sectoral and disciplinary areas, for empirical analysis. At macro-level, the need is for the aggregation of data on non-monetised economic activity.

The scope for making advances in the generation of development information is large within DISD. The division has three components

- statistics,
- referral and bibliographic databases and
- spatial databases.

Each of these three areas are important for different aspects of gender mainstreaming:-

Statistics for promoting and supporting statistical development in gender-disaggregated data, for generating the missing data, such as on unpaid reproductive labour, and aggregating them into the System of National Accounts.

Referral and bibliographic databases, for facilitating access to an and circulation of gender information.

Spatial databases as tools for gender analysis, which is essentially contextual and holistic, which require new ways of relating—through visualisation-, different types of data.

2.5.2 Methodology

Initial Meeting with DISD.

The initial meeting with the DISD Chief focused on the priority programme areas for on the job capacity development. This approach was considered particularly important because the workload of professional staff puts pressure on their ability and motivation to devote blocks of time exclusively to capacity building. Integrating capacity development to the concrete implementation of work programmes has the advantage of enhancing the quality of output and competencies at the same time.

It was felt that there is value-added in continuing the process of ongoing capacity development and gender mainstreaming in work programmes, such as has been initiated by statisticians in the National Accounts team and regional advisers. There is also the demonstration effect within and across the Divisions in starting at a realistic level and producing concrete results over time.

There was also interest in creating a "user-producer" nexus for data and information within ECA.

The National Accounts Team.

As a follow-up to in-house gender sensitisation workshops, the national accounts team at DISD participated actively in the working group on

"Integrating a Gender Perspective in National Accounts and other data" during the ECA 40th Anniversary Conference, *"African Women and Economic Development: Investing in Our Future,"*, April 1998. They have followed-up a recommendation of the Working Group on National Accounts and other data, to propose a Task Force on Gender in the Committee for African Statistical Development [CASD], for which ECA acts as secretariat. This task force is both a vehicle for promoting gender-aware statistical development and for resource mobilisation.

The Task Force on Gender was accepted by CASD, a clear example of concrete results in mainstreaming gender in statistical development in Africa, through the leadership of ECA.

Since that period, there have been meetings involving DISD and ACW to plan and implement studies to integrate gender in national accounts as part of the support for the implementation of the 1993 System of National Accounts series in Africa. This task force already had the benefit of the participation of the regional gender adviser so that the importance of the effective presence of ACW at inter-divisional working meetings could be assessed.

The mission attended a meeting to plan this activity further and to finalise the terms of reference of the task force at DISD.

The participation at the meeting together with the regional adviser from ACW led to a clearer assessment of existing institutional resources, both professional and managerial, particularly in the area of gender and gender statistics. The result was that a decision was made to mobilise more financial resources for the exercise to obtain the type and level of gender and statistical expertise needed for a study to incorporate gender in national accounts.

2.5.3 Capacity building needs in gender mainstreaming at DISD.

The capacity building needs of DISD evolve from the need of the users of statistics and information that they generate. The Report of the Committee on Sustainable Development gives a succinct and precise outline of user needs in relation to data, concepts and methods of gender statistics. DISD has to develop the capacity to address these user needs. This has been explicitly recognised in relation to integrating gender in national accounts, but these needs go beyond national accounts.

Project proposal: Strengthening capacity for statistical services in Africa

(this section has not been discussed with DISD, through lack of time. The purpose of its inclusion in the report is to receive feedback from DISD. Indeed this is the purpose of the Report in general)

The mission had the opportunity to examine the statistics project proposal being developed for mobilising resources for statistical development. The comprehensive nature of the proposal provides a framework for building capacity to mainstream gender within each component. If the capacity building for the statistics team at DISD is based on this, then the output of the project activities would become more gender-aware and gender-responsive in the process

These are indicated below::

Capacity building proposals for DISD

Supporting Implementation of the 1993 System of National Accounts.

The third phase of this component consists of a satellite account study to be selected on the basis of relevant socio economic concerns; environment, poverty and tourism.

Recommendation for capacity building:

The gender analysis, conceptual framework and policy rationale for developing satellite accounts for unpaid reproductive labour Through the use of the Gender Mainstreaming framework, link natural resources accounting, environmental satellite accounting with satellite accounts on unpaid labour.

Strengthening Integrated Household Surveys.

Recommendation for capacity building: These would form the data component of the Core Generic Workshop for all ECA staff and serve the basis for the eventual establishment of an in-house user-producer network

The concept of gender and its strength for research, data analysis and interpretation : poverty analysis and monitoring, sustainable resource use and behaviour.

Gender analysis of the household. The rationale and the components of gender-disaggregated data.

Gender analysis of rural livelihood strategies. Understanding of linkages monetised and non-monetised sector, informal and formal sector. Concept of time and energy expenditure.

Research, policy, management uses. Extensions to incorporate unpaid household production of social sector services. Gross household production: household expenditure of time as well as money on services such as health, education and sanitation, transport, energy. Social sectors input-output matrix that includes unpaid caring work as an input and output, as well as social sector public expenditure

Household production of energy and transport services (energy per unit time. Labour intensity of natural resource use.

Gender research training of field staff. Data collection methodology.

2.6 Regional Cooperation and Integration Division

2.6.1 Domain of intervention

The Regional Cooperation and Integration Division [RCID] deals with regional economic integration and spans policy issues, infrastructure development and related services in the transport and communications, mineral, energy and water resources sectors.

It has a specific focus to promote policy harmonisation, the coordination and convergence of macroeconomic and sectoral policies, mobilise resources to fill the missing links in land and communication networks, increased cooperation

for minerals and energy development, promote the use of regional resources such as river basin development programmes.

The strategic importance of the Division for gender mainstreaming.

The division deals with trade and investment issues as well as economic sectoral areas. Each of these economic sectoral areas, at the meso level of the economy do not in the main use gender analysis in applied economic analysis, but they are crucial for enabling access to productive assets and markets by women.

The explicit aim of the division is to link the macroeconomic to the meso economic level, which is a useful entry point for mainstreaming gender in economic management. Its role, together with ESPD of linking regional trade and integration with international trade policy regimes and building African capacity to intervene in trade negotiations is yet another strategic focus of for gender mainstreaming.

2.6.2 Methodology.

The sensitisation workshops provided a clear opportunity to assess the needs of the Division for mainstreaming gender in sectoral programmes and this will be part of the capacity building programme for 2000, particularly in the sector of transport and energy.

Participant Observation.

The initial meeting with RCID Chief resulted in the suggestion that the mission attends the Inter-Agency Meeting to prepare a Common Africa Position to WTO Meeting of Ministers in Seattle, December 1999. This passive participation at the meeting enabled an orientation to and an analysis of the intellectual and policy discourse as well as the organisational context that would be the "object" of mainstreaming. The RCID Chief, who chaired the meeting explicitly recommended to the meeting, consultation with the mission for incorporating a gender dimension in the African Common Position.

ECA had produced the framework of an issues paper that would be the basis for the preparatory meetings leading to the Meeting of Ministers.

2.6.3 Recommendations for capacity building

The Issues paper framework was examined and entry points identified for gender mainstreaming and forwarded to RCID. It is proposed that these substantive and policy areas form the basis of the capacity building programme, for ESPD and RCID jointly. The actual negotiating points for a gender-responsive African Common Position are not described in this report.

The elements detailed below follow the framework of the issues paper.

The Built-in Agenda in WTO concerns the liberalisation of trade in agricultural products.:

The need to negotiate provision for domestic support to facilitate the liberalisation of trade in agricultural products.

Capacity building recommendation.

A gender analysis of constraints in the capacity to produce tradeable agricultural products, which include inadequate energy infrastructure for agricultural producers.

A broader development agenda for WTO. The developing country stance is to link trade negotiation to a broader development agenda, the so-called market plus approach, which looks at non-trade aspects, such as poverty, subsistence livelihoods and inability to enter markets.

Capacity building recommendation.

The gender mainstreaming framework which is developed in the core, generic workshop provides the close interaction between the trade and non-trade activities, so that the market plus approach can be presented as an efficiency as well as an equity issue. The particular emphasis would be on a gender analysis of smallholder agricultural production, a dominant agricultural sub-sector in Africa.

The Trade Policy Review Mechanism of WTO.

An important area is building African capacity to make country assessments of trade policy. The country assessment framework can then be broadened under the emerging consensus of a development approach.

This means that governments have to commit themselves

- to develop the capacity to undertake gender, poverty impacts of trade, (output, income, employment, consumption effects), specially in sub-sectors such as food, textiles and clothing, footwear and other industries
- to assess the capacity of different groups to take up the incentives under liberalisation and overcome the constraints.

Capacity building recommendation.

- Gender analysis tools for gender impact assessment of trade policy
- Interactive seminars on the state of the art developments in research and analysis of gender issues in trade liberalisation.

Trade in Intellectual Property

A major feature of the World Trade Organisation, which regulates the new international trade régime, is the mechanisms and instruments for the creation of rights and promotion of trade in intellectual property.

Technical assistance is needed for defining intellectual property rights in so-called "wild" natural resources, for the local communities of women and men who have managed and shaped these resources over centuries.

Capacity building recommendation.

Gender impact analysis of trade in intellectual property. This can be linked with the capacity building for gender-disaggregated data linking environmental resource accounting with economic accounts [See section on DSID].

The social clauses: labour.

Child labour and female labour is common in small scale agrarian production and is untouched by existing labour standards, which have limited relevance to the majority of women in Africa. . Women's classification as family workers, i.e unpaid family labour, and self-employed put the household non-market sector and the market, informal sector workers outside ILO standards

Capacity building recommendation.

Gender analysis of labour and economic activity concepts and methods of data collection.

Capacity building for advocacy for a market plus approach, which includes unpaid family labour.

*To be inserted ACW (Gladys)
SRDCs(Gladys)*

2.7. AFRICAN CENTER FOR WOMEN (ACW)

ACW's mission is to include gender in macro-economic analysis and policy formulation at the macro, meso and micro levels to address the gender based constraints and distortions which impede economic development and poverty reduction.

ACW has chosen the following three areas of focus for the period 2000- 2005. The three areas are covered by ACW's Strategic Plan are:

- a) Engendering economic development for poverty reduction;
- b) Mainstreaming gender at ECA; and
- c) Capacity development for women leaders

Gender mainstreaming programme activities are two-pronged:

- aimed at strengthening the capacity of ACW to act as the focal point for gender in the institution;
- targeting the other divisions to mainstream gender in their work

While ACW is the institutional focal point for gender, it cannot do this on its own. In addition to ensuring that the work of ECA---- package of services to member states- is gender responsive, ACW has the duty to help other Divisions do their work in a gender responsive manner.

However, it is important that ACW has th capacity to carry out this.

There is need to build the capacity of the staff in order for ACW to play its:

- supportive and catalytic role;
- an advocacy role;-- advocate for the implementation of the gender policy statement and the Beijing and Dakar commitments;
- a leadership role and be on the cutting edge of information and skills;
- an information entrepreneur role;
- a networking and connectivity role;
- a brokering role ; etc

Currently, ACW has limited capacity to mainstream gender within the primary regional economic structures and instances, an area in which it has a clear comparative advantage.

It also has limited capacity to play an of the other above roles. There is a very wide gap between what the other Divisions and the member states expect of ACW and what it is able to do. It cannot give gender backstopping to all the Divisions, participate in the conferences and meetings, statutory or otherwise, organised by the other Divisions and then carry out its own work programme.

ACW has 4 professional staff including the Director. There are two regional advisors who are mainly providing technical assistance directly to individual member states and regional institutions. A further member of staff at senior professional level will be on board as from September 1999 at the earliest. 5 new posts have been obtained but the professional staff will not be available until 2000-2001.

Other Divisions have much more staff and do not have to make inputs into other Division's work to the same extent as ACW. The number of regional advisors in other divisions is also much greater than that at ACW.

To be able to make meaningful inputs into the work of other divisions, the staff of ACW will have to have professional competence in the various fields.

At the moment, this is limited to only a few areas. To have mutually enriching cross-fertilisation, there would need to be focal points in ACW for the various divisions with enough knowledge of their fields to be meaningful.

There is need too for more skills within ACW for gender analysis and mainstreaming in specific areas covered by other ECA divisions.

External expertise.. ACW has had to make extensive use of external consultants to help develop its programme, prepare its strategic plan, build capacity and generally to help the Centre fulfil its mandate, play an effective role within ECA as an institution and respond to its constituency. Such recourse to external assistance has limitations although it has been very useful. It is envisaged that a more long-term and sustainable partnership can be developed with external expertise through the creation of an external advisory group. (Other Divisions

have been able to resort to the creation of a Peer Review Group--- even though they have more staff than ACW).

Prospects for the future: ACW has been given 5 more professional posts which will be filled over the next bienium period. Because ACW has to help member states over the 12 critical areas of concern from the Dakar and Beijing plaforms in addition to helping develop the capacity of he other divisions for gender mainstreaming, ACW will need to have a multi-skilled team. The team will need not only top of the line **expertise in gender analysis and planning**, but other skills for advocacy, negotiation tc. Since it is recommended that ACW has focal points for the other divisions, it would be better that the recruitment for the extra posts take into acount having on board experts in areas of:

economics with sectoral specialisation; economic and social policy analysis, politics and governance, information and statisicts; and Communication and networking.

Capacity Building Tools to be used will include:

- Conceptual and analytical reviews;
- Gender mainstreaming guidelines and tools;
- Gender based indicator

(* Best on other file - unable right now to move it, but will be on final document)

2.8. SUBREGIONAL DEVELOPMENT CENTERS (SRDC's)

In this whole exercise of capacity building for gender mainstreaming, the role and capacities of the SRDCs need to be given particular attention as they are strategically placed to interact more and to give closer attention to member states in their subregions.

In the new strategic directions of ECA, the SRDCs have been elevated to play a more central role in supporting activities at the subregional level. They have been given more and senior staff to ensure that there are effective outreach functions by leveraging resources and bringing them closer to member states. The Coordinating Unit for the SRDCs is in the office of the Deputy executive Director.

The heads of the five SRDCs were in Addis for the TEPCOW meeting and the Conference of Ministers. It was therefore possible for the Consultants to listen to their reports to the meeting, observe their participation and have discussions with them about the exercise. It would have been a great pity if this opportunity had not arisen as discussions with the SRDCs had not been planned for.

The objectives of the subprogramme are meant to be carried out in collaboration with the subregional economic communities, other intergovernmental organisations, U N agencies and bilateral development agencies active in the subregion.

The activities of the SRDCs center around similar components but have activities that are more taylor made to the needs of each subregion. All the subregions have gender focal points and they all mention the need to really clarify their terms of reference. The Centers also all have gender specific activities decided on by the Committee of experts.

It baecme very clear that if the SRDC' are to be effective in gender mainstreaming, they need to be included substantively in the programme. Some of the capacity building will have to be located in the SRDC's, especially when they are begining their programming cycles.

Furthermore, some of the programes will have to involve other agencies in the subregions so that they are at par and look at issues

from the same angles. This will make collaboration and cooperation more effective.

(Just on the tie to a
address to the final
combined report)

Part 3

3 Synthesis of results and recommendations.

3.1 Overview.

Across the divisions there is consensus that the capacity building programme needs to focus on the production of the outputs of the work programme. The capacity building programme will extend this towards a result-based, outcome orientation in keeping with the objectives of gender mainstreaming and the emerging framework for development interventions

The September workshop to validate the capacity building programme would basically come to an agreement of

- the results that need to be achieved in gender mainstreaming,
- the means to achieve this
 - in terms of capacity building,
 - in terms of institutional norms, procedures and guidelines and
 - in terms of the resources required.

The September workshop is expected

to clarify

what gender mainstreaming means within ECA
the purposes of capacity building, its scope and limitations as an institutional strategy for mainstreaming and thus the complementary strategies and tools to be put in place to ensure outcomes.

to agree on core minimum levels of gender competence for all members of staff, for external experts and consultants.

to set targets for the work programmes that would work within commonly-defined and agreed guidelines for gender mainstreaming

to approve the monitoring process for meeting the targets

to find ways to promote staff development in the area of gender mainstreaming, in terms of attachments to other institutions

to discuss the convening of high-level seminars and workshops to keep abreast of the state of the art development in gender and economic and social analysis and policy.

3.2 Results to be achieved in capacity building.

What results does ECA want to achieve and need to achieve in gender mainstreaming?

The scope and discretion for mainstreaming gender All the divisions have activities which are broken down into output categories. These different activities and outputs are related to each other within a given time frame and as part of a project or activity cycle. There is no gender neutral activity, although the importance of gender as a variable can vary a great deal depending on the issue and the context. Table 1 summarises the different categories of output. These categories of output are related to each other within a work programme, in terms of the teams involved, the thematic areas, the event they are focusing on, the substantive knowledge and skills required.

It indicates the scope available for mainstreaming gender, the amount of discretion that each division can exercise over this scope and thus the extent of gender mainstreaming capability that can and needs to be developed at ECA.

The choice of themes and issues in the work programme depends to a large extent on the recommendations and observations made by the various legislative review and internal oversight bodies, around which there is increasing policy convergence and harmonisation. But at the same time, these recommendations depend also on what is presented to the agenda-setting fora. Such is the two-way feedback in the research-policy cycle. There is also scope for internal discretion, within a Division, within ECA as a whole, on the themes chosen and the level and type of resources made available to produce and circulate the information, on deciding what is included and what is excluded.

For example HIV/AIDS did not appear in the last decision cycle, nor was there a published paper on it. Yet there was leverage and discretion to present it quite prominently as part of the Economic Report on Africa during the 1999 Conference of Ministers. It is a clear example of policy entrepreneurship and advocacy by ECA in response to an external agenda from another UN System organisation. It was a compelling, persuasive and spectacular treatment of crisis awareness, response and management, with the result that HIV/AIDS is now in the mainstream of development policy and planning and will need to mobilise ECA attention as from the next biennium.

Mainstreaming targets in work outputs. The purpose of Table 1 below is to present a basis for discussion and decision about the norms, rules, indicators and guidelines to be developed for gender mainstreaming and about the targets which can realistically be set for the capacity building programme of 2000, in relation to Biennium 2000-2001 and preparation for Biennium 2002-2003. The table thus in the first column sets out the work output category mandatory for each division. The second column examines the current scope for discretion and the third column proposes the types of institutional guidelines and norms to be developed and adopted.

If the targets are agreed upon, and the institutional guidelines and rules adopted, then the capacity building programme will be geared to their achievement. A result-oriented framework works backwards from the goal to the outputs and the inputs required to achieve this goal.

To outsiders in member states and development partners, ECA outputs and service delivery reflect the level of competence in gender mainstreaming, and thus the credibility of ECA as an institution. The agreement on targets has to take into account this factor and the importance of gender mainstreaming in the assessment of the quality of ECA service delivery and of ECA's agenda-setting role in engendering African development.

Table 1: Types of activity/Outputs in ECA Divisions

| Type of Activity/Output | Scope for Discretion in gender mainstreaming | Institutional Rules, Guidelines and mechanisms. |
|---|---|---|
| 1. International Cooperation | Most agencies adopt gender mainstreaming, except for some Bretton Woods and WTO. Channel for dissemination of best practices in gender mainstreaming | ECA guidelines to be consistent with the move towards results-based management, impact assessment systems (UNDAF) Core Indicator development. |
| 2. Parliamentary Services (a) Parliamentary documentation: Reports to Legislative Organs | Economic and Social Report at SRDC level, Economic Report at Regional Level Level of discretion within ECA, within a particular division | Compliance with existing reporting mechanisms on gender mainstreaming, UN System-wide, Develop ECA –specific rules and guidelines for submission to Council of Ministers |
| 2.(b) Organisation and substantive servicing of meetings. Meeting of Officials from Member states and their IGOs | Fair scope, good entry point for gender mainstreaming in substantive servicing aspects and thus capacity development in member states and regional level expertise. | Adoption of guidelines on Terms of Reference for Background Papers, on mainstreaming National, Regional and Global Plans of Action in particular area, on the Peer Review process Procedures for guidelines on composition of IGO experts to include gender expertise Advocacy and follow-up for capacity building of members |
| 2.(c) Ad hoc expert group meeting | Wide scope in identifying topics, experts, in the preparation of report, in agenda-setting | Guidelines as 2(b) plus institutional rule for expert group meeting, to be seen as a venue for learning about and sharing gender concepts and methods in the area under discussion. |
| 3. Published Material (a) Recurrent publications | Wide Scope for gender mainstreaming. | Adopt rules and guidelines about ECA publications to be gender-inclusive and gender-responsive. Inclusive of gender information and literature in domain. Targeted to strengthen research-policy nexus as 3(b), 3(a), 2(c), 5 (a), (b), (c) feed into 2(a), 2(b) |
| (b) Non-recurrent publication Technical studies on specific issues | Scope as in 2(c) plus resources mobilised for advancing gender knowledge and data in particular area. | General rules and guidelines on literature review, development of concepts and methods, filling data gaps. |

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| | | |
| (c) Technical material. Information contained in databases. | Wide scope for generating and circulating gender-disaggregated data, protocols for raw non aggregated data | Develop Information tools to publicise availability of data User-producer nexus to be strengthened in-house and in wider knowledge network. |
| 4. Information material and services | Scope for gender-inclusive services | Develop Institutional guidelines plus capacity building for effective services |
| 5. Operational Activities (a) advisory services | Very Wide scope (link with UNDAF) | Capacity building plus performance assessment, reporting requirements for all regional advisers to include gender as a criterion. |
| 5 (b) Group training for benefit of member states | Substantial scope for including gender awareness, gender analysis and gender mainstreaming in all training programmes. Trend for inter-agency harmonising of capacity development work with national partners | Institutional rules of achievable gender balance, participation from national women's machineries as well to encourage gender mainstreaming. |
| 5 (c) Field projects. Operational, extra budgetary | Wide scope throughout project cycle and for capacity development for gender sensitive and responsive project design, monitoring and evaluation. | Adopt guidelines for gender impact and monitoring indicators |
| 6. Coordination, Harmonisation and Liaison with UN system agencies, organisations and programmes, including Bretton Woods Institutions | As 1 above. Scope for developing and affirming regional perspective in gender mainstreaming. | In house guidelines for intra and inter-division liaison and harmonisation concerning the Regional and global plans of action as well as the gender mainstreaming commitments of different UN Conferences. |

3.3 Levels of competence in gender mainstreaming at ECA.

Once desirable goals have been set, as a first step, it is important to assess where the institution is now, in relation to where it wants to go and wants to achieve.

The increasing levels of competence in gender mainstreaming outlined in section 1.2.1 is reproduced again. There is a wide variety of situations, concerning the degree of awareness, knowledge and skill and levels of competence within and across divisions.

➤ Levels of competence in gender mainstreaming.

1. The prevailing state of attitudes and expectation in gender mainstreaming
2. Clarity in the concept of gender.
3. Ability to distinguish between a woman in development and a gender in the development approach
4. Understanding and communicating the pertinence of a gender approach to African social and particularly economic development.
5. Extent of awareness and use of gender analysis, e. g awareness and use of literature, of research results, of use of gender expertise, of use of gender concepts in own discipline.
6. Use of gender as a cross-cutting issue in multi-disciplinary and sectoral analysis.
7. Understanding and communicating the concept and practice of gender mainstreaming in intellectual and policy discourses.

Given ECA's mandate, vision and strategic agenda, the institution should aim to achieve levels 6 and 7. With very few exceptions, levels 5 to 7 have not been reached at ECA. There is still a lot of ground to be covered on 2, 3. Level 4, which should enable a demonstrable advocacy role is not very widespread. The sensitisation workshops had yielded expectations of capacity building workshops to attain level 5. Certainly, this should be the target for the year 2000 round of capacity building with further levels to be attained in Biennium 2002-3, as long as all staff reach level 4 in the process.

3.4 Capacity building strategy.

Given the goals and the existing means to achieve them, what should be the strategy to achieve the goals?

The sample of the slice of organisational activity examined during the mission and in preceding ones as well as the summary of the output categories in Table 1 indicate the broad spread of themes and activities which require continuous inputs for mainstreaming gender, inputs which need to come from within the divisions as well as from ACW.

There is no thematic area for which a gender perspective is irrelevant. At the same time the gender analysis skills and knowledge of gender specialists have to be combined with a broad awareness and competence in disciplinary and sectoral areas to be able to engage in dialogue and working sessions with other staff, for there to be effective capacity to mainstream gender in knowledge generation, communication and the policy cycle.

What does this mean in terms of effective capacity development?

1. It is quite clear that ad hoc training workshops by themselves will not be sufficient, effective in terms of institutional capacity building.
2. The capacity building programme has to be seen in two phases: the initial programme, which started with the sensitisation workshops and will continue during 2000, with a mixture of workshops and coaching on work outputs. The workshops have to be an integral part of the initial capacity building programme focusing on work outputs for each division and across divisions.
3. An ongoing capacity building programme, which is really one of organisational learning and institutional development.

3.5 The initial capacity building programme for 2000.

This programme will combine capacity building workshops with workshop activities to mainstream gender in priority work programme areas chosen by the divisions.

3.5.1 Core generic workshop There would be a core capacity building workshop on the broader development agenda, based on the framework for gender analysis and gender mainstreaming developed for ECA. This framework articulates a gender analysis of the micro, meso and macro levels of the economy as well as the interaction between the social and economic spheres.

These core, generic workshops would be targeted to all professional staff, to produce a common language and framework for gender analysis and gender mainstreaming. They will focus on **cross-cutting themes**, working on the tasks in the work programmes of specific divisions, which staff from all divisions can contribute to, as well as on **cross-cutting tools**, such as gender statistics in existing data sets and new data, yet to be generated. The workshops would move away from a training mode and focus on a learner-centred process of capacity development for interdisciplinary team work, the resource persons being the participants.

For example, the **data component** of the generic workshop would also serve as a vehicle for in-house information exchange and knowledge sharing. While the consultants would be facilitators and provide the gender inputs, professional staff from DSID would be expected to contribute the inputs on statistical development.

Special themes, seminars and specific workshops can be on a number of themes of importance to specific divisions or cluster of divisions. These again can be open to staff from all divisions to participate in, if they so wish.

3.5.2 Division Specific workshops

3.5.2.1 ESPD_specific workshops with application to mainstreaming gender in the work programme.

For ESPD, a gender analysis of poverty, HIV/AIDS, gender-aware budgeting within the context of public expenditure allocations.

- Joint workshops ESPD and other divisions.

A specific workshop on trade, globalisation and regionalisation would be of common interest to ESPD and RCID, with a focus on trade policy regimes.

Prior to the workshop, an issues paper and an indicative reading list will be circulated.

Ideally it is within the context of these workshops that the activities programmed for 2000-2001 can be planned with gender mainstreaming inputs. The decisions that need to be made are which activities/tasks would be chosen for the workshop and the timing of the workshops. ESPD has indicated that scheduling capacity development for 2000 is too far into the future as far as its planning calendar is concerned.

3.5.2.2 FSSDD.

- The core capacity building workshops on the gender analysis and gender mainstreaming framework, with applications which address some of the cross-cutting issues identified, such as poverty analysis and the constraints such as data analysis.
- In house interactive seminars and knowledge exchange on key cross-cutting issues such as conflict, HIV/AIDS to build and multi-disciplinary, multi-sectoral capability, using gender as cross-cutting analytical tool and with FSSDD as key resource persons.
- In house interactive seminars and knowledge exchange on the links between the FSSDD nexus and the nexus of issues identified in the gender mainstreaming framework for ECA.
- The inputs for the workshop on research methodology would be developed as material for capacity building manuals on the data and research component of the core capacity building workshop and as part of the capacity building programme for FSSDD.

3.5.2.3 DMD (to be inserted by Gladys)

3.5.2.4 DISD.

DISD will be resource persons in the data component of the generic workshop. In addition the DISD specific workshop will focus more deeply on the following areas which relate more specifically to gender mainstreaming concepts, tools and methods in relation to their proposals for the development of statistical services in Africa:

The concept of gender and its strength for research, data analysis and interpretation : poverty analysis and monitoring, sustainable resource use and behaviour.

Gender analysis of the household. The rationale and the components of gender-disaggregated data.

Gender analysis of rural livelihood strategies. Understanding of linkages monetised and non-monetised sector, informal and formal sector. Concept of time and energy expenditure.

Research, policy, management uses. Extensions to incorporate unpaid household production of social sector services. Gross household production: household expenditure of time as well as money on services such as health, education and sanitation, transport, energy. Social sectors input-output matrix that includes unpaid caring work as an input and output, as well as social sector public expenditure

Household production of energy and transport services (energy per unit time. Labour intensity of natural resource use.

Gender research training of field staff. Data collection methodology.

It is expected that the data component of the workshop and the cross-divisional exchange taking place during the capacity building programme will provide the basis for institutionalising a user-producer nexus for development information within ECA and eventually with outside partners.

3.5.2.5 RCID.

For RCID, the proposal is on gender analysis applications to mainstream sectoral programmes and policies, such as transport, water, energy and communications built around the work programme for 2000-1.

In addition, together with ESPD, there will be the focus for gender mainstreaming in building African capacity for negotiations in international trade and investment policy regimes.

□ Gender analysis tools for gender impact assessment of trade policy
Interactive seminars on the state of the art developments in research and analysis of gender issues in trade liberalisation.

The other areas detailed in section 2.6.3 for RCID are already covered in the core generic workshop, including its data component.

3.5.2.6 ACW (to be inserted by Gladys).

3.5.2.7 SRDCs

3.6 The ongoing capacity, institutional development programme for gender mainstreaming

An ongoing programme needs to be set up as part of the process of organisational learning, and institution development. It needs to be set in the process of change towards a more horizontal form of organisation, a matrix form more appropriate for a multi-disciplinary, multi-sectoral approach. This can be developed more effectively at the end of the 2000 round of capacity building although the main elements are proposed below.

3.6.1 Recruitment and development of expertise.

There needs to be in-house specialist expertise dedicated to knowledge and skill transfer in the context of regular work activity. The divisional status of ACW has enabled the provision of some additional posts. This professional staff, which has yet to be recruited, is very much needed given the ECA-wide scope and level of work in gender mainstreaming as well as the other work which ACW has to do as regional secretariat for global and regional women conferences. It is proposed that the profile of the posts to be filled be consistent with the ongoing institutional development for gender mainstreaming. The new staff would need to have considerable gender expertise as well as specialist knowledge of the disciplinary and sectoral areas of ECA's strategic agenda.

Apart from the recruitment of professional staff in ACW, professional staff in all divisions could be encouraged to develop further levels of expertise and competence beyond the minimum level of competence

3.6.2 Gender Focal points.

Gender focal points within each division have been created as one institutional strategy for mainstreaming gender within ECA, while ACW has been given the role of institutional gender focal point.

At the moment, ACW does not have the capacity to do so in both quantitative terms and in terms of skill mix and level of competence, across the board. The gender expertise of the two regional advisers is not available to divisions as they are expected to provide technical assistance to individual member states and are not in headquarters on a continuous basis. They are informally backstopping as an interim measure until full-time gender mainstreaming capacity is recruited within ACW.

Gender focal points have been identified in the divisions with the expectation that they perform as gender specialists, whether for activities within the division or in relation to ACW activities. Gender expertise and a gender focal point responsibility needs to be distinguished, even though these two attributes can be combined within one individual. The SRDCs for instance have gender specialists, who also are gender focal points. In principle, it is perfectly possible for another staff of the SRDC, for example the Chief, to be gender focal point. Where divisions combine different spheres of intervention and disciplines, the gender focal point who is regarded as the in-house specialist but has a particular discipline base cannot usually intervene effectively to mainstream in the other areas.

Over the last two years there has been a substantial amount of consultation and progress made in clarifying the function of gender focal points. This mission would like to emphasise some aspects of focal point function as well as the institutional mechanisms, the resources they need to have at their disposal to be effective in their work, as a basis for reaching agreement by the end of the September workshop on the status, role, responsibilities of gender focal points.

3.6.3 Work organisation for gender mainstreaming: recommendations on gender focal points.

3.6.3.1 It is proposed that the clarification of the role and function of gender focal points be addressed in a flexible and iterative manner, because of the capacity building process under way.

Basically, a focal point function is one of coordination both within and outside the division on gender mainstreaming in house. The coordination would focus on the gender mainstreaming activities under way. In a general manner therefore, this function can rotate flexibly over time, among the staff and over the thematic and work programme areas which are targeted for gender mainstreaming. It would be part of the ongoing process of staff development and multi-disciplinary team building.

The phases would be as follows:

3.6.3.2 Divisional Gender focal points for coordination of capacity building. A gender focal point is designated by the division for the gender mainstreaming capacity building programme. (See also section on Next Steps). ACW, would designate a focal point to coordinate the process up to the September workshop.

ACW focal points for divisions. At a later stage, when the new professional staff has been recruited, ACW would appoint its own focal point for each division. The ACW focal point for each division, as a gender specialist, would need to be able to communicate substantively with that division, and be a specialist, from the ACW perspective, on the thematic areas covered by the division.

Gender focal point function: task and team oriented, . By the end of the September capacity building programme validation workshop, Divisions would have a clearer picture of the gender mainstreaming priorities for capacity development. They could then review the designation of the focal point function for the forthcoming capacity building programme in 2000. They would also be able to work out together with PPFED and the Cabinet Office, the institutional mechanisms to be put in place to translate capacity building into effective institutional capacity for gender mainstreaming.

By the end of the first round of capacity building in 2000, management and professional staff would become more competent to define further the organisation of work in their division for gender mainstreaming.

Internal work organisation, responsibilities, resources, performance. The core issue at the institutional level concerns the institutional norms, guidelines and procedures which already exist, such as reporting requirements and those which need to be developed to enhance organisational learning and ensure transparency and institutional accountability for gender mainstreaming.

At the substantive level, these would cut across the broad areas of service as well as the standard types of outputs laid out in the work programme for substantive divisions, as indicated in Table 1. They would also include guidelines for mainstreaming gender throughout the project cycle.

In terms of institutional arrangements, the role, resources to be made available to gender focal points would have to be clarified as well .There is a general issue of focal points or specific areas of responsibility for individual professional staff within a team-based, cross-divisional form of work organisation as well as the issue of how the acquisition of gender competence can be reflected in individual and team performance assessment.

3.7 An external advisory group.

It would be advisable to set up an External Specialist Group for ACW, which will support its programme, institutionalise internal-external linkages. The group would have a catalytic, networking, support and advisory capacity and its functions would evolve over the implementation of the ACW strategic agenda. This group would help ACW and the divisions on the state of the art developments in gender mainstreaming and play an important role in the establishment of a research policy linkage in gender mainstreaming. It will assist in attaining level 7 competence in gender mainstreaming over time. Such a group would actively form part of the external partnerships which ECA needs to forge in the creation of an African-grown development paradigm, with a variety stakeholders.

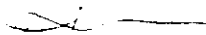
Thank you for your assistance and confidence in us to carryout this very critical work.

We look forward to hearing from you on this. The new contracts will have to be from about the 10th of September.

Sincerely

Nalini Burn.

Gladys Mutukwa.



MEMORANDUM

TO: Ms Josephine Ouedraogo, Director, ACW

FROM: Nalini Burn and Gladys Mutukwa, Consultants

RE: Submission of Consultancy Report and
Proposals for next steps on Capacity Building
Programme for ECA Divisions.

Dear Josephine,

Please find attached hereto our Preliminary Report on the proposed capacity building programme that we have worked on over the two months period of our contracts.

As Discussed earlier, the methodology we adopted is participatory and iterative which means that the preliminary report will be sent to all the Divisions and SRDC's by your Division. They will have a chance to read what our findings are on each one of them and what we propose to be the capacity building methodology. They can then give their comments which we will synthesise into a document to be used in a validation workshop.

The whole idea is to have a programme that the people concerned agree with and can own. Hence the proposal for follow up is as follows:

1. A validation workshop will need to be held in September / October.
- 2 We will then synthesise the comments as well as the results of the workshop.
3. we will then develop a capacity building programme to be implemented in the course of the year 2000.

There is need therefore for a new consultancy contract for both of us for a period of 2 months to cover

- preparation for the validation workshop;
- the holding of the workshop
- synthesising the results; and
- preparation of a capacity building programme.

10 Sept 99