

# **Compendium of Emerging Good Practices in Gender Mainstreaming**

**African Centre for Gender and Development  
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## ACRONYMS

<b>AGDI</b>	African Gender and Development Index
<b>AIDS</b>	Acquired immunodeficiency syndrome
<b>AU</b>	African Union
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women
<b>CIDA</b>	Canadian Development International Agency
<b>ECA</b>	United Nations Economic Commission for Africa
<b>GAD</b>	Gender and development
<b>GRB</b>	Gender-responsive budgeting
<b>GTZ</b>	Geseuschaft für Technische Zusammenarbeit, Germany
<b>HIV</b>	Human immunodeficiency virus
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>SADC</b>	Southern African Development Community
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIFEM</b>	United Nations Fund for Women
<b>WAD</b>	Women's Affairs Department
<b>WID</b>	Women in development

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## PREFACE

The Beijing Conference on Women held in 1995 was a landmark in policy terms, setting a global policy framework to effect gender mainstreaming and the advancement of gender equality. Ten years on, the global evaluation (Beijing+10) was held in March 2005 and its purpose was not to set the agenda, but rather to support it and underline its continued relevance, the goal not policy formulation, but policy affirmation and implementation. This will also be the objective of the Beijing+15 evaluation expected to take place in 2010.

Over a decade has elapsed since the Beijing Conference, and the world has witnessed some significant shifts in international development policies, along with a growing appreciation of the need to develop and implement gender-aware policies, strategies and programmes that promote women's advancement and the achievement of gender equality.

In Africa, profound changes have marked the lives of women as the women's movement has grown and as gendered spaces in decision-making at all levels have increased. But the other major engine of change is undoubtedly governments' commitments and their effective response to women's needs and demands through the formulation of policies and strategies, the enactment of laws, the development of programmes and efforts to give substance to the commitments they made in favour of gender equality and the advancement of women. Yet the record on gender justice remains insufficient because, whilst there has been progress in some instances, there has also been backsliding in many others. The work burden borne by women continues to increase under the weight of structural adjustment, privatization policies and the global economic recession. These have led to shifting priorities and constrained the availability of and access to economic assets and basic social services for many women and their dependants. Armed conflicts in many parts of the continent, insecurity, lack of good governance, the growing feminization of poverty and of HIV/AIDS, as well as gender-based violence, keep taking their toll on women, and demand sustained action.

Addressing gender inequalities is among the core principles guiding the programme of institutional transformation across the continent. Gender mainstreaming is therefore a tool for transformative work. Its goal is to ensure that gender concerns are taken into consideration and that the work ethics and content of different sectors and institutions are gender-mainstreamed. It also aims at ensuring that gender is actually addressed in the broader context of development, peace and security, participation in decision-making and human rights.

To highlight efforts undertaken by African States to mainstream gender in their policies, strategies and programmes, ECA has compiled this *Compendium of Emerging Good Practices in Gender Mainstreaming*, which draws on experience from a number of African countries and also includes a regional good practice spearheaded by a sister agency, the United Nations Fund for Women as one of ECA's partners – namely, the mainstreaming of gender into national development plans. The selected good practices cover various areas of development and policy formulation and implementation.

These practices are described as “emerging” for the sake of accuracy and objectivity, as many of them are relatively recent and have not generated results or impact as yet. It is not the purpose of the Compendium to rank these good practices, but rather to invite all stakeholders to appreciate and learn from the efforts deployed by countries whose practices are captured here (Ethiopia, Morocco, Nigeria,

Rwanda, Uganda, Algeria and the Democratic Republic of the Congo). The Compendium aims to raise awareness and help increase the use of gender mainstreaming as a strategy to help overcome inequalities and constraints that are still challenging women on the continent. Its purpose is also to encourage the selected institutions to keep up the fine work they have initiated.

In capturing these best practices, the Compendium seeks to showcase some good examples and do justice to sustained efforts directed at making governance accountable to women citizens. Indeed, a broad understanding of a “good governance agenda” must address problems of social and gender inequality as part of a fundamental commitment to democracy.

The Compendium seeks to show what has worked or is promising to work and facilitate change towards a better life for women and their dependants. It also shows that there are difficulties that have to be taken into consideration and addressed. But however daunting these difficulties are, they cannot reverse the trend and the momentum that is being observed across the continent. In almost every country, gender mainstreaming with the aim of greater gender equality is gaining ground.

As ECA works on future compendiums of good practices in gender mainstreaming as regular outputs, we would like to take this opportunity to encourage all member countries to share their good practices regularly with us so that we can profile them in future editions.



## **Compendium of emerging good practices in gender mainstreaming**

*To achieve true empowerment for women, “governments need to focus on supporting gender-sensitive institutional change in the institutions of governance” (Rao, 2008) <sup>1</sup>*

### **A. INTRODUCTION**

#### **1. Background**

Several countries have agreed to United Nations and regional platforms and signed declarations binding them to take measures to promote just arrangements to transform structural issues of inequality. The political, economic and social rights of women have been recognized and find expression in the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) adopted by the United Nations General Assembly in 1979, the Beijing Platform for Action adopted by the United Nations Fourth World Conference on Women (1995) and United Nations Security Council resolution 1325 on women, peace and security (2000). Furthermore, the creation of the African Union (AU), which is committed by its Constitutive Act to the principle of gender equality, provides further opportunities for institutionalizing gender mainstreaming and increased political participation by African women in regional decision-making. The AU Commission was formed on a gender parity basis. The Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa was adopted in July 2003, and in 2004, African heads of State adopted a Solemn Declaration on Gender Equality in Africa, providing normative standards on women’s human rights in Africa to be adhered to by governments at the national level.

Other significant regional declarations date from 1997, when the Southern African Development Community (SADC) Council of Ministers adopted a policy and institutional framework for mainstreaming gender in the Community. A Declaration on Gender and Development and an Addendum on the Prevention and Eradication of Violence against Women and Children were signed by SADC heads of State or government in 1997 and 1998 respectively, and its Council of Ministers adopted a “Plan of Action for Gender in SADC” in 1999. In the framework of the restructuring of SADC institutions and functions, a Regional Indicative Strategic Development Plan further elaborated policy commitments to ensure gender mainstreaming, and a target for the representation of women in all political and decision-making structures was raised from 30 to 50 per cent.

Equal participation by women and men in public life has thus been recognized in these declarations as an important foundation for just and equitable relations between them. Important progress is being made. In 2005, the people of Liberia elected the first African woman President. In 2008 the people of Rwanda voted overwhelmingly for women, who won 56.2 per cent of the contested parliamentary seats. In 2007 the second woman Deputy Secretary-General of the United Nations came from the United Republic of Tanzania, while Mozambique has a woman Prime Minister and The Gambia has a woman Vice-President. The first Speaker of the Pan-African Parliament is a woman, and at least one in every five national members of the Parliament is a woman. In South Africa, 42.9 per cent of all government ministers are women. These few examples of distinctive and remarkable transformations have materialized out of the emancipatory agenda of women’s rights activism and political advocacy, fostering norms and practices to challenge the sexism of institutional processes.

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<sup>1</sup> A. Rao (2008) *Legislation not enough to secure women's rights*, Inter Press Service News Agency, 18 July 2007, <http://www.ipsnews.net/news.asp?idnews>

The opening up of institutional spaces to women's participation has been possible where governments have supported gender-sensitive change to the institutions of governance, with gender mainstreaming as the strategy for bringing about fundamental change. Gender mainstreaming "aims to bring about gender equality and advance women's rights by infusing gender analysis, gender-sensitive research, women's perspectives and gender equality goals into mainstream ...institutions"<sup>2</sup>

Progress towards achieving this goal has included reforms to legislative structures to promote and protect women's rights; gender-responsive budgeting (GRB) in recognition of the gender-differentiated allocation of resources; enhancing women's access to economic resources in order to increase autonomy and empowerment; creation of political environments that encourage the increased presence of women in public decision-making positions; provision of enabling environments for active women's rights; and establishment of civil-society organizations that mobilize and sustain influence and demand for social change and accountability to women.

Gender arrangements are changing, but despite meaningful gains, gender inequalities remain a persistent challenge, and governments continue to be urged to prioritize women's empowerment and gender equality to ensure real progress on commitments to women.

## **2. Purpose and objectives of the Compendium**

The United Nations Economic Commission for Africa (ECA) has developed several programmes for gender mainstreaming and enhancing women's rights.

“These programmes include capacity-building for gender mainstreaming within ECA; advisory services to help member States in mainstreaming gender in their policies and programmes; training in gender analysis and development of strategies for protection of women's human rights; and support to member States in the development of national planning and monitoring instruments and for implementation and evaluation of programmes aimed at achieving gender equality.”<sup>3</sup>

It is out of such interest and work that the African Centre for Gender and Development<sup>4</sup> seeks to profile emerging Africa-wide good examples of positive gender mainstreaming.

This Compendium brings together, highlights and publicizes a selection of emerging good practices in mainstreaming gender that have been implemented over the past few years with successful outcomes. Profiling these good examples will sharpen interest, underline special efforts made by countries and institutions to mainstream gender in policy formulation and implementation, and encourage the exchange of experience and good practices. The compendium does not seek to evaluate progress achieved in gender mainstreaming, but rather to track striking and sustainable examples which can be used to inspire those involved in formulating, implementing and evaluating gender equality policies. It is also meant to encourage an increased commitment to the effective implementation of national

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<sup>2</sup> “Gender mainstreaming: can it work for women's rights?” *Spotlight* (Association for Women's Rights in Development) No.3, November 2004.

<sup>3</sup> Website: <http://www.uneca.org/fr/acgd/en/1024x768/acgd.htm>.

<sup>4</sup> Website: <http://www.uneca.org/fr/acgd/en/1024x768/acgd.htm>.

gender policies and strategies by showcasing practices that are working and yielding positive outcomes.

The Compendium will serve as an advocacy tool to show that integrating gender concerns is not confined to the United Nations and its various agencies, or regional organizations and institutions, but is also being seriously undertaken in member countries and subregions, and by partners at various levels.

The Compendium is divided into six sections. Following the introduction, section B presents a brief overview that traces progress and challenges in the African and international context in achieving gender equality and the empowerment of women. Section C outlines the characteristics of emerging good practices in gender mainstreaming. Section D cites eight examples of good practices, drawing from the work of national researchers;<sup>5</sup> this section provides background on the good practices, their objectives, best practice strategies adopted, the outcomes of the interventions, factors that contributed to their success or persistently hindered the interventions, ways in which the good practices could be improved, and the potential of the good practices in relation to moving forward, and concludes with lessons learned that can be expanded or help replication. Section E reviews emerging impacts that can be inferred from the above examples of gender mainstreaming, while section F concludes with reflections that highlight the achievements of gender mainstreaming and makes recommendations.

### **3. Justification for the selection of the good practices**

This is the first time that ECA is publishing a compendium of good practices in gender mainstreaming. ECA is looking for experiences that reflect the practice of gender mainstreaming and can provide learning opportunities for others. The learning can be derived from the good practice or from the challenges that the practice has faced. As much as possible, regional representation was taken into account, although not all the regions are covered in this Compendium. The next Compendium, also due in 2009, will include the regions left out in this current one.

In putting together this publication, the approach adopted by the Centre and its national research consultants was to collect information on emerging good practices in gender mainstreaming to see how and to what extent governments and institutions are mainstreaming gender equality by the following means:

- Institutionalizing the gender-based approach by making gender a major component of development and incorporating it as a recognized issue in their institutional systems, policies and programmes
- Incorporating gender at policy level through gender-based analysis of issues and of the role of organizations, institutions, agencies and government ministries engaged in awareness creation, promotion, instruction or training
- Targeting project and programme interventions to narrow gender gaps and support gender equality by influencing national organizations, institutions, aid agencies and government ministries to be gender-aware at all levels of projects and programmes.

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<sup>5</sup> Full descriptions of each national case study are provided separately in annexes to this Compendium.

The practices were selected from across countries, sectors and institutions as follows:

**Uganda: Gender mainstreaming practice in the Justice and law and order sector.** It has been argued that sector-wide approaches present new opportunities for gender mainstreaming. Uganda's experience was selected to explore the possibilities offered for addressing gender issues under such an approach.

**Morocco: Gender-responsive budgeting (GRB).** GRB has been perceived as the panacea for ensuring that government resources reach women. The experience of Morocco provides critical lessons.

**Nigeria: Gender mainstreaming in HIV/AIDS programming.** Whilst a large majority of countries have national AIDS coordination mechanisms, many of them have not tried to seriously take gender issues on board, yet gender is central to the HIV/AIDS pandemic. The Nigerian experience therefore offers important insights.

**Democratic Republic of the Congo: Gender mainstreaming in humanitarian aid and following conflict.** Conflict remains one of the biggest challenges on the continent, and has a large impact on women and children. It is not easy to identify a good practice in addressing gender in both humanitarian aid and following conflict. It was decided to choose a country that would highlight the complexities of conflict and gender mainstreaming.

**Ethiopia: Effectiveness of gender focal points in Ethiopian Government ministries.** Ethiopia is one of the few countries that have gender focal persons in every ministry. There has been a lot of debate on whether such institutional arrangements are effective, in particular in delivering gender-positive outputs and outcomes in the ministries concerned.

**Algeria: Promoting women's access to employment: the microcredit facility.** One of the challenges facing women on the continent is women's economic empowerment. Access to productive resources, especially capital, is critical to enable women to venture into business and secure advancement.

**Rwanda: Women in leadership.** Rwanda is acclaimed worldwide for its achievement in filling more than 30 per cent of decision-making posts with women.

**Regional: Mainstreaming gender in aid effectiveness, a key element for financing gender equality.** The debates and various processes in advocating financing for gender equality, and what the United Nations, and especially the United Nations Fund for Women, have done in this area are, of great significance.

As a first experience, this Compendium will provide a basis for the selection of good practices for the next compendium.

## **B. OVERVIEW OF THE AFRICAN AND INTERNATIONAL CONTEXT FOR ACHIEVING GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN**

In 1975 the first official international women's conference was organized by the United Nations and held in Mexico City. It incorporated the powerful themes of equality, development and peace, ushering in the United Nations Decade for Women (1975-1985), which was catalytic for nurturing the processes that would lead to the eventual pursuit of gender equality and women's empowerment as a development issue. Of all the regions represented at the conference, only Africa had a regional programme on women at that time - the ECA Women's Programme, begun in 1971. The Plan of Action adopted at the Mexico Conference focused its recommendations on the basic everyday needs of women and recommended special mechanisms for following up their concerns, emphasizing the importance of data on the status of women, the allocation of adequate resources, the relevance of research and analysis, the need for national machinery within government and international institutions and the role of the mass media.

The new international interest in the situation of women worldwide provided an opportunity for women's rights advocates pressing governments to pay attention to women in development programmes. The publication of Boserup's seminal book, *Women's Role in Economic Development* (1970), which highlighted the marginalization and invisibility of women's role in agricultural development, further inspired women in the development community towards integrating "women in development" (WID). The WID concept provided the theoretical and policy approach for focusing programmes and projects directed at women, at first seeking to ensure that women were "beneficiaries" of development and to "mainstream women" (Martinussen, 1997)<sup>6</sup> so that they were treated equally with men, enhancing their economic opportunities and providing protection in the face of harm and disadvantage. The focus was on targeting the efficient use of women's labour to promote economic growth, fostering separate projects for women with the intention of mainstreaming them into existing social and economic structures.

The idea of integrating women into development was questioned, especially by women of the global South, who countered with arguments that "third world" women were already integrated into development, but in ways that sustained a situation in which they suffered unfairness, exploitation and subordination. This analysis further noted the limitations of development discourses that were not attentive to the realities of women's experiences within international systems of power. Thus an alternative framework, "women and development", first expressed in the second half of the Women's Decade, contributed to "a shift from a narrow definition of 'women's issues' to formulations of 'women's perspectives' on the widest range of issues".<sup>7</sup> These new insights, expressed by the Development Alternatives with Women for a New Era network, working together with Sen and Grown (1987),<sup>8</sup> raised the question of "why women were excluded from development projects". The network sought to "empower women for social change"<sup>9</sup> by stressing the importance of women's access to

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<sup>6</sup> Martinussen J (1997) *State, Society and Markets: A Guide to Competing Theories of Development*, London and New York: Zed Books.

<sup>7</sup> Antrobus P (2004) *The Global Women's Movement*, Zed Books, London and New York: 74.

<sup>8</sup> Sen G and C. Grown (1987) *Development, Crisis and Alternative Visions: Third World Women's perspectives*, New York: Monthly Review Press.

<sup>9</sup> Antrobus P (2004) *The Global Women's Movement*, Zed Books, London and New York:79.

economic resources. It was nevertheless critical of the role of macroeconomic policies, with their economic-growth-oriented model of development, in the face of systemic debt, environmental degradation and persistent poverty.

By the late 1980s analysis of women's perspectives, which had continued to shed light on the ongoing problems of marginality and inequality, began to conceptualize "gender" rather than women - specifically the construction of gender roles, the cultural nature of gender injustices and oppressive gender power relations as the sites for social transformation. The resulting "gender and development" (GAD) approach fundamentally questioned the WID approach by examining social structures and institutions. "[GAD] recognized that institutions, including the market, are gendered, that they produce gender, and have gender interests" (Goetz, 1971).<sup>10</sup>

GAD also drew on the work of Molyneux (1985), which made a distinction between practical and strategic gender interests, providing a framework that remains central to gender and development approaches. However, it has become increasingly apparent that GAD as used in development practice has tended to consist of "narrow, rigid understandings of gender ... failing to grapple with issues of power and the larger social, cultural and political contexts that frame women's ability to resist conditions of oppression".<sup>11</sup> El-Bushra (2002:56-7)<sup>12</sup> has argued that "both WID and GAD evolved in a policy environment dominated by economic perspectives on development ... (with) women's economic empowerment as their main strategy for achieving gender equality ... yet experience of discrimination is in many other areas of life".

Blaken et al. summarize the complex structural basis for these inequalities, noting that what we have come to know is that there may be gender differences in the way human assets are being generated and accumulated, and gender issues may also play a role in the way physical assets are being maintained and augmented. In addition, gender issues may play a role in influencing technological progress, as well as the efficiency with which assets are being used to produce incomes. There is also considerable evidence that gender inequalities all contribute to reducing women's ability to participate effectively in, and benefit equally from, growth and poverty reduction in Africa.<sup>13</sup>

WID and GAD nevertheless continue to inform policy options for gender equality and women's empowerment, with resulting WID actions that specifically target women's issues remaining the dominant responses, involving the limited application of GAD approaches through policies and measures which take into account the need to transform gendered power relations that continue to present both constraints and opportunities to women.

Since the first international conference on women, United Nations global conferences beginning in the 1980s have continued to sustain the agenda of gender equality and women's empowerment in regional

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<sup>10</sup> Cited in Pettman J (2004) "Global Politics and Trans national Feminisms" in L Ricciutelli et.al. *Feminist Politics, Activism and Vision*, Zed Books, London and New York, 49-63 page 51.

<sup>11</sup> Bhavnani K et al. (2003) "An Introduction to Women, Culture and Development", K Bhavnani, et al. (eds.) *Feminist Futures: Re-imagining Women, Culture and Development*, Zed Books, London and New York:5.

<sup>12</sup> El-Bushra J (2002) "Rethinking Gender and Development Practice for the Twenty-First Century" in Caroline Sweetman, ed. *Gender in the 21<sup>st</sup> Century*, Oxfam, UK, page 55-62.

<sup>13</sup> Blackden M, C Sudharshan S Klasen & D Lawson (April 2006) *Gender and Growth in Sub-Saharan Africa Issues and Evidence* Research Paper No. 2006/37 Helsinki, Finland: World Institute for Development Economics Research. Page 2, 17.

and global processes. For example, midway through the Women's Decade, in 1980, a conference was held in Copenhagen to review the Decade. It would break new ground in bringing attention to the root causes of women's inequality in the light of emerging feminist research, creating a new and increased awareness of the impact of politics and economic factors on the lives of women. At the conclusion of the Women's Decade in 1985, the Third World Conference on Women was held in Nairobi. The Nairobi conference adopted the "Forward-looking Strategies for the Advancement of Women", which addressed issues not tackled in previous international conferences, such as violence against women, and lay new emphasis on the empowerment of women.

Although there had been progress on gender equality concerns, challenges nevertheless remained, and in the 1990s three key United Nations global conferences adopted new declarations of commitments on women and provided substantive tools for global and national actions for and by women. They included the World Conference on Human Rights (1993), which generated the campaign entitled "Women's rights are human rights" and saw governments declare women's rights as "inalienable, integral and indivisible", while its Programme of Action led to the appointment by the United Nations of a Special Rapporteur to investigate violence against women and report to the United Nations Commission on Human Rights.

In the following year, 1994, the United Nations held an International Conference on Population and Development in Cairo, providing a framework of action that negotiated the remarkable shift from the limited discourses of population control and its unmet needs to strongly reflect women's empowerment and the adoption of women's reproductive and health rights. In 1995, at the follow-up Fourth World Conference on Women, held in Beijing, women reiterated the themes of equality, development and peace, demanding concrete actions and accountability from governments in dealing with the continuing obstacles and constraints that women experienced. The Beijing conference identified 12 critical areas of concern and provided a platform for specific actions to be undertaken by governments, donors, non-governmental organizations and the private sector during the period 1995-2005. The Beijing Platform for Action further established gender mainstreaming as a global strategy for achieving gender equality, one which is essential to securing human rights and social justice for women and men. As Hannan (2000)<sup>14</sup> notes, gender mainstreaming was not a completely new strategy at that time, but it was the Beijing conference that gave political legitimacy to the strategy.

The AU has also made commitments to assisting member States to address gender equality, in article 4 (l) of its Constitutive Act, and in 2004 AU member States reaffirmed this commitment in the Solemn Declaration on Gender Equality in Africa.

The above regional and international commitments have continued to put pressure on governments, and women have made some great strides - for example, increased access to education, holding public office, securing recognition of their human rights - while gender perspectives have become incorporated into policies. Yet at the same time women continue to be prevented from realizing their full potential, and to figure disproportionately among the poor, in the absence of sufficient investment in women. For example, basic services and infrastructure that respond to the needs for affordable food,

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<sup>14</sup> Hannan C (20 – 21 March 2000) "From Concept to Action: Gender Mainstreaming in Operational Activities", Prepared for the *Technical Review Meeting Assessment of Gender Mainstreaming and Empowerment of Women In Sub-Saharan Africa A Review of UNDP Supported Activities HQs New York Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI)*.

water, sanitation, housing, energy and transport for poor women in urban and rural areas remain under resourced, non-existent or inadequate. Women remain excluded from many public decision-making structures, for they face a culture of gender-based violence and unequal access to opportunities and resources that creates dependence and poverty, a disproportionate responsibility for reproductive tasks and a devaluation and disregard of the care work they undertake.

Hilda Tadmira, an international gender adviser and the former ECA Regional Adviser in charge of women's economic affairs recently argued that “the biggest challenge is overcoming socially accepted cultural beliefs and ideologies that emphasize male dominance. These beliefs legitimize gender inequalities and tolerate a culture of gender-based violence in which women’s rights are abused and ignored, no matter what contributions women make”.<sup>15</sup> Furthermore, UNIFEM’s report “Progress of the world’s women 2008-2009” highlights evidence showing that the influence of gender equality advocates in politics remains wanting; more requires to be done to improve services that respond to women’s concerns - for example, “building public and private security for women, support for [women entrepreneurs] beyond micro-finance..., agricultural extension support and social protection”.<sup>16</sup> UNIFEM’s report further shows that women remain underrepresented in senior management in both public and private sectors, and that their labour rights are weakly defended, which does not bode well for women’s economic leadership in development;<sup>17</sup> that “law enforcement is not responsive to women’s protection needs... and [that] most women have few alternatives to informal justice systems”; and finally, that “aid resources [have not ensured] women’s engagement in determining national spending priorities”.<sup>18</sup>

## **C. GENDER MAINSTREAMING: CHARACTERISTICS OF EMERGING GOOD PRACTICES**

*“Gender mainstreaming is the multifaceted project of using gender analysis in addressing the mainstream agenda and of getting gender-related issues onto the mainstream agenda” (Ackerly, 2004:290)<sup>19</sup>*

### **1. Gender mainstreaming: purpose and scope**

Gender mainstreaming is not an end in itself; rather it is the means that calls for incorporating gender perspectives through gender analysis and the promotion of the goal of gender equality.<sup>20</sup> According to the United Nations definition, “Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes,

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<sup>15</sup> Tadmira H (2004) *Confronting Gender Inequality in Africa*, Interview by the Development Gateway. (2008). Development Gateway Cross-Topic Special, March 1, 2004. [gender@dgfoundation.org](mailto:gender@dgfoundation.org).

<sup>16</sup> UNIFEM, 2008, *Progress of Women’s Report 2008/09: Who Answers to Women? Gender and Accountability* UNIFEM, New York.

<sup>17</sup> Ibid: 112

<sup>18</sup> Ibid: 113

<sup>19</sup> Ackerly B (2004) “Women’s Human Rights Activists as Political Theorists” in L. Ricciutelli A. Miles & M. Mcfadden (eds.) *Feminist Politics, Activism and Vision*, London and New York: Zed Books, 285-312.

<sup>20</sup> Hannan C (20 – 21 March 2000) “From Concept to Action: Gender Mainstreaming in Operational Activities”, Prepared for the *Technical Review Meeting Assessment of Gender Mainstreaming and Empowerment of Women In Sub-Saharan Africa A Review of UNDP Supported Activities HQs New York Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI)*.

in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women... [can] benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."<sup>21</sup> Macdonald et al. add that gender mainstreaming requires gender planning to be applied to all development operations and projects, and allows women to be factored into economic and development policy. Gender mainstreaming does not imply that women no longer require special attention in projects since their interests are "mainstreamed" and all project inputs are equally accessible to men and women. Until women reach a stage when they can truly become equal partners with men in development, special attention to address their needs and concerns will be required.<sup>22</sup>

Important progress is being made, as attested to by this Compendium. The need for gender mainstreaming is recognized as necessary for institutionalizing gender equity in governance and administrative structures at local, national and international policymaking levels, and gender mainstreaming strategies are on the agenda of many governments as well as multilateral and bilateral organizations as a model of incremental social change (Ackerly, 2004: 290).<sup>23</sup> However, assessments of the effectiveness of gender mainstreaming remain mixed. It has been argued that the concept of gender has become synonymous with women, "a labelling ... that has given women as a category an exaggerated visibility in policy rhetoric, one that is not matched by the actual share of development budget" (Kabeer, 1999:34);<sup>24</sup> there is also the critique that "gender mainstreaming has sometimes completely curtailed work on women's rights" (Posadskaya-Vanderbeck, 2004:190);<sup>25</sup> while others argue that "gender mainstreaming made gender equality work technical, apolitical ... and lost its original intention of tackling discrimination" (Kerr, 2005:28)<sup>26</sup> or that "at worst it can lead to the disappearance of the focus on women, ... covering up the absence of real change, and lack of political will" (Antrobus, 2004: 122).<sup>27</sup>

Furthermore, African governments have generally found that the mechanisms for the integration of gender equality and women's empowerment remain weak at all levels – lacking adequate capacity and funding.<sup>28</sup> With line ministries unable to reach gender equality targets owing to low levels of resource allocation and gender concerns being treated rhetorically or as separate women's projects, sex-disaggregated data and information from gender-sensitive indicators are often not collected, lost in the

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<sup>21</sup> A/52/3/Rev. 1 and Rev. 1/Add.1, chap. IV, para. 4.

<sup>22</sup> Macdonald, M, Sprenger, E. & Dubel, I. (1997) *Gender and Organizational Change: Bridging the gap between policy and practice*. Royal Tropical Institute, KIT press, 1090 HA Amsterdam, The Netherlands.

<sup>23</sup> Ackerly B (2004) "Women's Human Rights Activists as Political Theorists" in L. Ricciutelli et.al. *Feminist Politics, Activism and Vision*, Zed Books, London and New York, pages 285-312.

<sup>24</sup> Kabeer N (1999) "Targeting Women or Transforming Institutions? Policy from NGO Anti-Poverty Efforts" in Deborah Eade, *Development With Women*, Oxfam, UK, 32-45.

<sup>25</sup> Posadskaya-Vanderbeck A (2005) "International and post socialist women's rights advocacy: points of convergence and tension" in J. Kerr, et, al, *The Future of Women's Rights: Global Visions and Strategies*, Zed Books, London and New York. Pages 186-196.

<sup>26</sup> Kerr J (2005) "From opposing to 'proposing': finding proactive global strategies for feminist futures" in J. Kerr, et, al, *The Future of Women's Rights: Global Visions and Strategies*, Zed Books, London and New York. Pages 14-37.

<sup>27</sup> Antrobus P (2004) *The Global Women's Movement*, Zed Books, London and New York.

<sup>28</sup> Muteshi J (2008) *Mapping Aid Effectiveness and Gender Equality in Africa, Regional Issues and Trend*. [www.gendermatters.eu](http://www.gendermatters.eu)

aggregation of published data or not used.<sup>29</sup> Yet at the seventh African Regional Conference on Women, it was recognized that:

African governments have established various mechanisms at different levels, including national machineries to mainstream gender in the formulation of policies, plans and programmes, policy advocacy and to monitor and evaluate the implementation of international, regional and national commitments. ... Particular attention has been given to the formulation of national gender policies and implementation plans, with some countries having prepared sector-specific gender policies. Capacity-building for gender mainstreaming has been undertaken at national and regional levels. Issue-based advocacy has been successfully conducted in some countries, for example on violence against women and legal literacy.<sup>30</sup>

More recently, the Sixth African Development Forum was held in Addis Ababa from 19 to 21 November 2008 with the theme "Action on gender equality, women's empowerment and ending violence against women". The conclusions of the Forum included the following:

"... recognizing that ... bold moves have been made to provide increased representation for women, enhanced participation for civil society, and accelerated efforts in support of economic empowerment and social protection [, we] congratulate and encourage those countries that are making efforts to achieve the effective participation of women in high-level decision-making. We [thus] urge all African countries to follow best practices and to translate numerical representation into transformative change. We commend the African Union for its Constitutive Act, which sets a standard of gender parity at the highest level. We support President Ellen Johnson-Sirleaf in her ongoing efforts to champion the cause of women and address issues of gender equality."

#### **D. SELECTED GOOD PRACTICES IN GENDER MAINSTREAMING IN AFRICA**

The framework for describing the documented good practices of gender mainstreaming for this Compendium borrows from a suggested format developed by the United Nations Office of the Special Adviser on Gender Issues and Advancement of Women,<sup>31</sup> as outlined below:

- Background: Reasons why changes are required in relation to gender equality and women's empowerment
- Objective of the documented good practice
- Strategies adopted to achieve the objective
- Outcome of the good practices
- Factors contributing to or hindering success
- Potential for moving the good practice forward
- Ways in which the good practice could be improved

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<sup>29</sup> See; [http://www.uneca.org/beijingplus10/outcome\\_and\\_way\\_forward.htm](http://www.uneca.org/beijingplus10/outcome_and_way_forward.htm), para. 21.

<sup>30</sup> Ibid para. 20.

<sup>31</sup> Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI) United Nations, Two United Nations Plaza, URL: <http://www.un.org/osagi>

- Lessons learned.

## ETHIOPIA

### 1. Ethiopia: National gender machinery

#### *Background: Reasons why changes are required in relation to gender equality and women's empowerment*

There is clear evidence that compared with men, women in Ethiopia are at a disadvantage in all respects and participate less in economic, political, social and cultural affairs. For example, data from the Federal Civil Service Agency (2007)<sup>32</sup> on federal government employees shows that women occupy only 18 per cent of all professional and scientific positions and that the upper and middle-level positions in the civil service are overwhelmingly dominated by men. Only 22 per cent of elective positions in politics are held by women, and among the 28 ministers currently in place, only 2 are women (NetCorps Ethiopia, 2006:19).<sup>33</sup>

Looking at the health situation of women, the Demographic Health Survey highlights the fact that 27 per cent of women between the ages of 15 and 49 are severely malnourished. The maternal mortality rate for the period 1998-2004 remained one of the highest in the world at 673 per 100,000, while only 28 per cent of the women who gave birth in the five years preceding the survey had received antenatal care (CSA, 2005).<sup>34</sup>

#### *Objective of the documented good practice*

In response to these inequities and the many other problems women encounter, the Ethiopian Government has taken certain steps to support the development of various institutional mechanisms, including national gender machinery in each ministry to create an enabling environment to address gender equality and women's empowerment.

#### *Strategies adopted to achieve the objective*

Two broad types of strategies have been taken in keeping with CEDAW and the Beijing Platform for Action:

- (a) *Review and development of laws and policies*

The Constitution (article 35)<sup>35</sup> states that women have equal rights to men in all social, economic and political spheres. Several policies are now in place: the National Policy on Ethiopian Women (1993)

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<sup>32</sup> Federal Civil Service Agency (August, 2007) *Personnel Statistics: 1998 Ethiopian Fiscal Year*, Addis Ababa.

<sup>33</sup> NetCorps Ethiopia (August, 2006) *Gender Analysis*, Unpublished Report, NetCorps Ethiopia, Addis Ababa.

<sup>34</sup> Central Statistical Authority (2005) Addis Ababa, Ethiopia.

<sup>35</sup> Article 35 of the Ethiopian Constitution elaborates on the rights of women in all areas including marriage, protection from harmful traditional practices, reproductive health, employment and political participation.

seeks to address women's access to social and economic services; the National Population Policy (1993) sets out how education, employment and legal provisions can ensure women's rights to reproductive health; the Ethiopian Education and Training Policy (1994) lays down that the design and development of curricula and books should give special attention to gender issues, with affirmative actions for female teachers; the Developmental Social Welfare Policy (1996) acknowledges that war, famine and the economic crises of the past decades have harmed vulnerable groups, i.e., women, the elderly, children, young people and the disabled, and makes these groups its focus, highlighting the need for gender mainstreaming in all programmes and services; and finally, the Cultural Policy (1997) acknowledges women's equal right to participate in all cultural activities as well as in decision-making in various traditional institutions, focusing on the elimination of harmful traditional practices and the promotion of cultural practices that promote women's welfare.

(b) *Establishment of national machinery for addressing gender issues*

The national gender machinery is made up of the Ministry of Women's Affairs at the federal level, Women's Affairs Departments (WADs) at the ministerial or sectoral level, Bureaux of Women's Affairs at the regional level and Offices of Women's Affairs at the zone level.

*The Ministry of Women's Affairs* is mandated to put in place and follow up recommendations for the protection of the rights of women at the national level. It provides capacity-building on diverse gender issues and develops tools for gender mainstreaming, as well as the Development and Change Package for Ethiopian Women based on the National Action Plan for Gender Equality (MoWA, 2006), to help guide the activities of all components of national machinery.

*Women's Affairs Departments (WADs):* WADs were established in ministries, commissions, agencies and government authorities to implement the National Policy on Ethiopian Women, by mainstreaming gender in the formulation and implementation of development plans in each institution.

Ministries with WADs now implementing gender mainstreaming strategies include:

*Ministry of Rural and Agricultural Development:* The WAD is involved in projects on food security, agricultural sector support, livestock and rural capacity-building; promoting gender awareness at the annual meeting held to evaluate extension packages; gender awareness for female employees; and integrating gender issues in the extension strategic plan and intervening and negotiating with relevant bodies when the rights of female employees are infringed. Recently, gender mainstreaming guidelines were developed and launched.

*Ministry of Mines and Energy:* The WAD is currently focusing on capacity-building for gender awareness to support gender mainstreaming. It has also provided training in assertiveness, empowerment and leadership for women. The WAD provides orientation on revised laws and policies as well as ensuring that training materials and workshops prepared by the various departments within the Ministry address gender concerns and that plans and reports use gender-disaggregated data. It is also providing support to women seeking mining licences, and organizing them to explore marketing opportunities that would give them better returns for the minerals they sell. Furthermore, the Ministry has gender focal persons in the Ethiopian Rural Energy Development and Promotion Centre, which, with German aid (GTZ) support, is designing stoves and training men and women in their production and marketing, creating opportunities for generating income.

*Ministry of Water Resources:* The WAD prepared "Gender mainstreaming guidelines and checklists for the water sector" integrating gender concerns and addressing the special needs of women. It also has a plan to integrate gender into the curriculum of technical vocational education and training, focusing on water. The training modules have been prepared and 10 teachers from seven regions have been trained. The challenge is to integrate the curriculum used in this area with the initiatives of the Ministry of Education. The WAD is also monitoring the implementation of its gender mainstreaming guidelines, and encourages the various departments in the ministry to provide gender-disaggregated data.

*Ministry of Works and Urban Development:* The main activities of the WAD include continuous advocacy work, generating sex-disaggregated data, networking with relevant stakeholders and carrying out assessments related to gender issues. It is currently preparing gender mainstreaming guidelines for the Ministry. The Ministry's annual plan lists actions to address women's concerns, for example giving special consideration to women in the programmes for integrated housing development, micro and small enterprises and capacity-building and human resources development.

*Ministry of Education:* The WAD has undertaken a number of activities, one of which is the preparation of guidelines to promote girls' education and encourage participation by women and communities in the decentralized education system. It has also developed a "guideline for integrating gender issues in the preparation of teaching and learning materials", and, in collaboration with the Forum for African Women Educationalists, "Strategies for promoting girls' education" (1997), as well as "Gender mainstreaming guidelines and checklists" (MOE, 2004) and the current five-year draft strategic framework. It has also organized a variety of gender training workshops and targeted disadvantaged regions to work on girls' education. In collaboration with its partners, it has a number of programmes under way on school feeding, bursary schemes, leadership and assertiveness training for girls and awareness creation for community leaders and other stakeholders.

*Federal Civil Service Authority:* The WAD mainstreams gender in policies and laws and the Authority's five-year strategic plan. A case in point is a 2007 proclamation (FDRE, 2007:3562)<sup>36</sup> that made violence in the workplace a punishable offence. Other activities include research, capacity-building for gender mainstreaming, a gender audit and the preparation of gender mainstreaming guidelines. The WAD uses the Authority's newsletter Merit as well as radio and television to disseminate information related to gender and women's issues.

*Ministry of Health:* WAD activities include training ministerial staff for gender mainstreaming, encouraging and assisting in the compilation of sex-disaggregated data, and undertaking research on issues related to gender and health. The department has already prepared a gender and health guideline and gender analysis tools which have been distributed to departments and organizations within the health sector, as well as manuals on early marriage, female genital mutilation, and abduction and rape for use in the training of health extension workers.

*Ministry of Justice:* The activities of the WAD include training individuals working in the justice system on violence against women and children; women's human rights; provision of legal counselling

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<sup>36</sup> The Federal Democratic Republic of Ethiopia (February 2007) *Federal Civil Servants Proclamation, Federal Negarit gazeta*, Addis Ababa, Ethiopia.

to women who seek help; and participating in workshops which discuss laws, proclamations and policies as well as in consultative meetings held on the human rights of women and children.

*Ministry of Culture and Tourism:* The WAD uses a number of strategies including research, education and training to build gender mainstreaming skills, and encouraging women in the sector to build their capacities for decision-making and networking with stakeholder organizations in the area of gender to enhance the participation of women in the areas of sports and culture.

*Ministry of Finance and Economic Development:* The WAD pursues various strategies to implement the “Ethiopian Women’s Policy”. These include mainstreaming gender into the national development plan and the WAD strategic plan, as well as programmes, guidelines and other documents produced by the Ministry. The WAD participates in committees that prepare proposals and projects for funding that are undertaken by the Ministry, and helps in assessing projects submitted by all government institutions for funding using a project appraisal guideline in which one of the criteria is gender equality. The Ministry also offers gender training to planning and budgeting staff at the federal and regional levels. Gender mainstreaming guidelines and guidelines for GRB have been developed but not yet implemented, and gender issues have been raised in bilateral and multilateral cooperation.

### ***Outcome of the good practices***

Outcomes include the development of a National Action Plan for Gender Equality, Gender-sensitive Programme Planning and Policy Development, and amendments to the family and criminal law based on gender considerations.

The WAD in the health sector registered such clear achievements as the compilation of sex-disaggregated data in the document “Health and health indicators”, including identification of the top 10 diseases by sex and the accessibility of anti-retroviral drugs by sex. There has also been an increase in the employment of female health extension workers in response to the enormous needs of women in the area of reproductive health, with priority accorded to pregnant women and children in the provision of mosquito nets as a further positive outcome. The consideration of gender issues as one of the components in the yearly and mid-term reviews of the Health Sector Development Programme has also made a significant contribution to decision-making regarding gender mainstreaming in the health sector.

The WAD in the Ministry of Justice highlighted the opening and operation of the Centre for the Investigation and Prosecution of Violence against Women.

### ***Factors contributing to or hindering success***

#### *Factor contributing to success:*

The Minister of Women’s Affairs and heads of bureaux of women’s affairs are members of cabinet in federal and regional councils, respectively, which enhances the opportunity for them to participate in decision-making. However, no information is available on how much this opportunity has been used to mainstream gender.

### *Limiting factors:*

Gender mainstreaming is not institutionalized, and that has created a number of challenges in coordinating activities at different levels;

Involvement of WADs at various levels of policy and programme development has been limited.

Though the structures of the national gender machinery were designed so that even the most decentralized units would be involved in the implementation of the “Ethiopian Women’s Policy”, its effectiveness has been limited for a variety of reasons: these units often face limitations in financial and human resources, a high turnover of gender experts, lack of space and lack of clarity about mandates, and there are inadequate mechanisms for accountability, especially as decentralization has been implemented without clear horizontal and vertical linkages; there is a lack of skilled personnel to follow up, monitor and evaluate interventions, and WADs are often not involved in the development of projects from their inception; there is a consequent unavailability of adequate sex-disaggregated data; strong networking and collaboration with sector bureaux, non-governmental organizations, civil-society organizations and communities is lacking;<sup>37</sup> and no assessment has been carried out of the use made of the Development and Change Package for Ethiopian Women based on the National Action Plan for Gender Equality (MoWA, 2006) in guiding the activities of the national machinery.

### ***Potential for moving the good practice forward***

There is an unformalized practice whereby WADs report to the Ministry of Women’s Affairs annually. Furthermore, the Ministry calls upon WADs to take necessary actions. These working relationships can be strengthened and structured within a monitoring and evaluation framework to advance the activities of all the national machinery more coherently. WADs have been the key to moving gender mainstreaming activities within their respective ministries; however, this role needs to be clearly defined as one of monitoring, evaluation and responding to issues as they arise within their ministries. There is a need to solidify gains made within the ministries by expanding responsibility and accountability for gender mainstreaming to the highest levels of each ministry.

The gender mainstreaming interventions currently under way in all the different sectors need to be sustained and resourced. The efforts made by all WADs to ensure that during recruitment, training and promotion, the affirmative action provisions stipulated for women are implemented are part of current mainstreaming activities. Endeavours to encourage women during training by providing information and support to enable them to participate in various committees are equally important for enhancing the role of aware and committed women in government.

### ***Ways in which the good practice could be improved***

Gender mainstreaming should not be the sole responsibility of WADs. Capacity-building for gender mainstreaming in all the sectors deserves serious attention across all institutions and at all levels. In order to curb the high staff turnover in WADs, ministries need to put in place incentive schemes that

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<sup>37</sup> Consult H (May 2005) *Gender Situation Analysis, Women’s Affairs Office/Office of the Prime Minister*, Addis Ababa, Ethiopia.

help retain experienced staff. WADs need to be involved from the very beginning of project design in order to ensure that plans and indicators are gender-sensitive. Institutions need to be helped to collect and analyse sex-disaggregated data as necessary action for putting in place appropriate measures.

### *Lessons learned*

- Decentralization requires the coordination of the vertical and horizontal working relationships among the components of the national gender machinery if gender mainstreaming processes are to be influential in bringing about change
- The work of gender mainstreaming should be the responsibility of all officers in a ministry. WADs, given their small size, are best placed to play the role of coordination and monitoring the progress of gender mainstreaming
- There is a need for accountability systems for gender equality, for even when employees know they are supposed to address gender issues they often fail to do so in the absence of such accountability
- Sex-disaggregated data constitute a necessary condition for properly addressing information needs and informing decision-making.

## MOROCCO

### **2. Morocco: Gender-responsive budgeting**

#### ***Background: Reasons changes are required in relation to gender equality and women's empowerment***

In 1983, Morocco embarked on a structural adjustment programme, which had severe consequences for the lives of the poor, and particularly poor women. The main challenges have been inadequate access to basic social services in rural areas; poverty, vulnerability and social exclusion in both rural and urban areas; mass unemployment, especially among young people; and regional and social inequalities and gender disparities in both urban and rural areas.

For the above reasons, and in parallel with the numerous reform programmes launched since the 1990s, a new Poverty Reduction Strategy Paper (PRSP) was adopted and followed up by the National Human Development Initiative in 2005. New opportunities thus arose to refocus policies and develop programmes geared to the promotion of gender mainstreaming in government programmes and the integration of gender issues by such institutions as the Planning Department and the Ministry of Finance. The introduction of gender mainstreaming in the budget planning and programming process has therefore been in keeping with the national environment of reform, with GRB forming part of the broader democratization process under way since the 1990s.

Several reforms have targeted law and human rights, especially for women's and children's rights and those of the underprivileged and the poor. The most important legal reform has been the 2004 revision of the Family Code, which now safeguards equality between spouses and protects the rights of children.

### ***Objective of the documented good practice***

A major stated objective of the National Human Development Initiative is the reduction of gender inequality, to be achieved with a national budget that takes into account women's and men's differentiated needs. For this reason, GRB is among the government's main strategies.

### ***Strategies adopted to achieve the objective***

*Research:* In order to launch the process of gender-sensitive budgeting, the Budget Department of the Ministry of Finance, with the support of the World Bank, initiated in 2002 a "Preliminary study on the methodological feasibility of gender and childhood budgetary accounts in Morocco". The study concluded that a "gender approach" would help to boost the efforts made in the fight against disparities, ensure an appropriate level of expenditure on the national policy for empowerment of children and women, increase the effectiveness of spending, increase the capabilities of ministerial departments and provide them with instruments for gender-based analysis, clarify the degree to which policy responded to men's, women's and children's needs, and give expression to the Government's commitment to modernize and rationalize the conduct of public affairs.<sup>38</sup>

*Capacity-building for gender mainstreaming in the elaboration and analysis of sectoral budgets* was a project initiated in 2003, on the basis of the above study's recommendations, by the Ministry of Finance, in partnership with UNIFEM. This project is part of a global programme launched by UNIFEM in 20 countries under the title "Consolidation of economic governance: gender analysis applied to the governmental budget". Strategies undertaken include reinforcement of the capacities of the Ministry in charge of finance and the other ministerial departments. Since 2003, more than 15 technical workshops on GRB training and awareness creation have been organized by the Ministry of Finance in partnership with UNIFEM. A further strategy is the production of tools for capacity-building and training of trainers: two important awareness and learning tools were devised that include the production of a practical guide on the results-oriented gender-mainstreaming budgetary reform and the drafting of a training manual on GRB.

*Development of gender-responsive targets:* The drafting of the 2005 national report on the Millennium Development Goals from a gender perspective<sup>39</sup> contributed to the production of various targets and gender-sensitive indicators. Supporting these targets was a study containing cost estimates for the implementation of the Goals. Data related to the differentiated needs of men and women at the local level were collected both for an exhaustive review of gender-disaggregated statistics undertaken in 2007 by the Ministry of Finance and UNIFEM for the development of analytical tools and geographical targeting of poverty and inequality and also for a follow-up study on "Setting up a community-based follow-up mechanism in two pilot zones".

Steps were taken to develop a *knowledge management system* and a communication strategy that incorporates a website dedicated [www.finances.gov.ma/genre](http://www.finances.gov.ma/genre), and produce a special issue of the

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<sup>38</sup> UNIFEM/Ministry of Finance (2003) *UNIFEM Global Program on the Gender responsive budgeting, Phase II: Morocco Component*. UNIFEM

<sup>39</sup> Kingdom of Morocco (2005) *Millennium Development Goals, the 2005 National Report, September 2005*. Casablanca, Morocco.

Ministry of Finance quarterly review *Al Maliya* devoted to GRB, and a video documentary on the gender approach in the budgetary process.

*Results-based budgeting:* A model is to be devised for the mainstreaming of gender in a results-based budget in order to facilitate sharing the Moroccan experience and disseminating expertise at lower cost. The process of development of the model is long and complex and not yet completed.

*Support measures for ministerial departments for effective gender mainstreaming in budgetary planning and programming:* Two ministries selected for training workshops in 2007 (vocational training and literacy) and three additional departments in 2008 (health, employment and finance), which are already allocating budgets in a gender-responsive way, are expected to serve as models for other ministries.

### ***Outcome of the good practices***

The 2006 budgetary forecast and government estimates institutionalized the annual Gender Report as part of the national economic and financial report, helping to ensure a gender-responsive budget, changes have been made in budgetary rules to ensure gender responsiveness, and there has been progressive appropriation of GRB by ministerial departments and non-governmental organizations.

An increasing number of ministerial departments (11 in 2006 and 21 in 2008) are contributing to the development of the annual Gender Report. Furthermore, five sectoral ministries allocate budgets for gender-related objectives and programmes. An environment supportive of GRB has supported the activities of non-governmental organizations, especially in organizing training sessions and research on GRB. For example, the Moroccan Women's Democratic Association, under a partnership initiative with UNIFEM and the United Nations Children's Fund (UNICEF) and with support from the European Union, has recently completed a study that focuses on potential at the local budget level for integrating the gender approach in Morocco.<sup>40</sup> An outcome is two GRB tools in Arabic - a guide for gender mainstreaming in local community budgets and a training module on the gender approach in local budgets.

The GRB capacities of non-governmental organizations and researchers have also been improved, and an environment has been created that is conducive to other organizations taking an interest and supporting GRB processes in the scope of the current reforms.

### ***Factors contributing to or hindering success***

#### ***Factors contributing to success:***

Political will at the highest level is crucial. In order to meet the objectives of gender mainstreaming in the State budget and the sectoral budgets, two high-level decisions have been taken. The Prime Minister sent a policy letter to all ministerial departments instructing them to take gender into account in preparing the 2007, 2008 and 2009 budgetary forecasts and government estimates and to make use

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<sup>40</sup> Moroccan Women's Democratic Association (2005) *Local Budget, potentials for integrating the gender approach in Morocco*. Casablanca, Morocco.

of results-oriented gender-sensitive indicators. On 8 March 2007, he issued a circular calling for gender mainstreaming in the development programmes and policies of all ministerial departments.

#### *Limiting factors:*

There are challenges that persist, for example in scheduling training activities for parliamentarians on knowledge management and e-learning, and there have been delays in the preparation of a study on knowledge management. Different problems arose in organizing capacity-building to enable ministerial departments to mainstream gender effectively.<sup>41</sup> For example, training workshops have not adequately taken into account the diverse capacities and levels of government officials. The training focuses on general themes rather than supplying the technical capacity needed for gender mainstreaming in the sectoral budgets, and so present skills are insufficient for the full appropriation of GRB by the different departments. The training and awareness tools produced are rarely used by the officials concerned beyond the workshops.

Many problems are in the drafting of the annual *Gender Report*. It is executives from the Directorate of Financial Forecasting and Studies, not those from the Budget Division, who prepare the report, and departments do not provide an analysis of their respective sectors in the absence of gender focal points and gender expertise. They only provide the Directorate with raw data. Consequently, the *Gender Report* does not fully capture the work actually taking place at sector levels, and is not institutionalized at the level of each department, which has some consequences its content and quality.

Where gender mainstreaming in the budget line headings within each sector is concerned, it is noted that allocations are beginning to respond to programme needs, but do not explicitly or adequately respond to the specificity of gender differences.

Although considerable progress has been made in the provision of pertinent and refined sex-disaggregated data, much remains to be done.

#### ***Potential for moving the good practice forward***

The yearly budgetary forecast and government estimates and the National Economic and Financial Report can be gender-mainstreamed rather than be separately accompanied by the *Gender Report*. This will require developing and updating existing gender-sensitive statistical tools in all areas.

#### ***Ways in which the good practice could be improved***

Securing the sustainability of GRB good practices in Morocco will require several actions: capacity-building in the five GRB-targeted ministerial departments, with strong and continuous support for effective gender mainstreaming from the Ministry of Finance; further development of the results-based budgeting model to guide the uptake of gender dimensions in the budget, with technical support from the Directorate of Budget, in order to institutionalize procedures and increase and sustain the pace of implementation and accountability; production of a practical GRB user's guide to facilitate the technical transfer of GRB knowledge; involvement of the Directorate of Budget in the development of

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<sup>41</sup> UNIFEM December 2007 *Report on phase 2 of the GRB program in Morocco*, UNIFEM.

the *Gender Report*; and boosting of activities carried out with non-governmental organizations and parliamentarians.

### ***Lessons learned***

In order to introduce gender mainstreaming in national and sectoral budgets successfully, there is a need for sustained political will with an impact on high-level decision-making, legislative support, and sustained strengthening of capacities needed for GRB.

## **NIGERIA**

### **3. Nigeria: Gender mainstreaming in HIV/AIDS programmes**

#### ***Background: Reasons why changes are required in relation to gender equality and women's empowerment***

In Nigeria 70 per cent of the population is estimated to be living below the poverty line, with over 65 per cent projected to be women. Furthermore, traditions and unwritten customary laws sustain the violation of women's legal and human rights, while the prevalence of communicable diseases like HIV/AIDS are also higher in women, partly owing to the fact that women are biologically more susceptible to contracting HIV than men. The highest prevalence rate of 4.9 per cent is found among young women aged between 25 and 29 years, while 60 per cent of new infections are among females between 15 and 25 years of age. At the end of 2006 there were 2, 990, 000 Nigerians living with HIV/AIDS, and 58 per cent (1, 740, 000) were women. Women also shouldered the burden of care and support for infected persons within their homes and communities.

#### ***Objective of the documented good practice***

Seeking to programme interventions for gender equality and respect for human rights in the control of HIV/AIDS, Nigeria adopted a multisectoral response to HIV/AIDS in 2001 and developed an enabling gender-responsive National Strategic Framework for HIV/AIDS that has given rise to diverse interventions by a multitude of stakeholders, including gender equality advocates, with the support of subnational bodies such as the State Action Committees on AIDS.

#### ***Strategies adopted to achieve the objective***

A multisectoral approach was first adopted through the HIV Emergency Action Plan from 2001 to 2003; it was, however not gender-sensitive. This Plan was followed by the National Strategic Framework for 2005 – 2009, which paved the way for consolidated gender-responsive intervention efforts. The National Response Review was the initial step that informed the development of the Framework, guided by the input of diverse stakeholders and enabling strategies to be implemented.

*Gender-responsive HIV/AIDS policies:* The opportunity to mainstream gender into the National Response Review and the National Strategic Framework in particular began in 2002, and was a product of sustained advocacy and partnership between the National Agency for AIDS Control,

UNIFEM, the Canadian Development International Agency (CIDA) and the Extended Theme Group on HIV/AIDS, in collaboration with a Gender Technical Committee. A multipronged strategy was developed to support the National Agency for AIDS Control in mainstreaming gender analysis and equality into the National Response Review and the follow-up development of the National Strategic Framework. The National Response Review process thus provided opportunities for:

- Strong visibility for the Gender Technical Committee and platforms for engagement with the National Agency for AIDS Control and the Extended Theme Group during the review process
- Ensuring sustained advocacy so that the different thematic groups in the National Strategic Framework process focus on gender concerns and appreciate the need for gender experts and a critical minimum mass of advocates to make a difference
- Supporting and influencing each Thematic Working Group contributing to the National Response Review so that they consistently mainstream gender equality in their work, proposed outputs and outcomes
- Assigning a gender expert to work with and provide technical support for the two lead consultants charged with the overall direction of the National Response Review and the development of the National Strategic Framework
- Providing stakeholders involved in gender issues with regular briefings and updates on progress achieved so as to validate the work of gender experts and ensure wider ownership
- Preparing documentation to capture lessons for sharing with others wishing to replicate the approach described above.

The Federal Ministry of Women Affairs developed a National Gender Policy whose principles resonate with the objectives set out in the NSF regarding gender mainstreaming in relation to HIV/AIDS. The Ministry also developed a gender-sensitive workplace policy on HIV/AIDS and distributed it to all State commissioners for women's affairs.

*Gender-responsive financing mechanisms:*

- The principle of the “Three ones”, espousing one National Strategic Framework, one National Management Information System and one coordinating body, became the foundation for HIV/AIDS interventions by all stakeholders; while the principles of the Paris Declaration on Aid Effectiveness<sup>42</sup> and the creation of a Global Task Team allow for a coherent mode of financing for HIV/AIDS activities among donor agencies. Currently, the Development Partners Group is seeking to harmonize funding actions with the National Agency for AIDS Control through a joint financing agreement for the Agency's biennial work plan (2008–2009) using pooled, earmarked and direct funding that provides opportunities for gender mainstreaming given the gender-responsive objectives of the National Strategic Framework
- One fund is dedicated solely to addressing gender equality and human rights concerns in Nigeria's response to the HIV/AIDS pandemic. This Nigerian AIDS Response Fund

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42. The new aid modalities of the Paris Declaration espouse an aid delivery system that responds to the recipient countries leadership in defining and implementing nationally determined strategies and priorities and donors' alignment with those, nationally determined development priorities through harmonized aid mechanisms.

launched by CIDA has created a partnership between CIDA, UNIFEM, the Ministry of Women Affairs, the Centre for Development and Population Activities, the International Office of Migration, the National Agency for AIDS Control and Inter-Gender (a gender, research and development centre).

*Advocacy in support of gender-responsive programming:*

- Advocacy and training have been organized to encourage subnational (State) officials and stakeholders to include gender equality aspects of the National Strategic Framework in their strategic plans
- The State Action Committees on AIDS, civil society and gender advocates championing gender mainstreaming have been sustained by the high levels of advocacy provided by the National Women's Coalition against AIDS at the federal and State levels, seeking to address the disproportionate impact of HIV/AIDS on women and deploy the political will and high profile of the First Lady of Nigeria and the wives of the 36 State Governors.

*Institutional strengthening:*

- The establishment of a Gender Technical Committee (composed of focal persons and organizations) was conceived in 2003 by CIDA and UNIFEM, which recognized the need for effective coordination of gender-responsive efforts within and across institutions working on HIV/AIDS to boost the pursuit of gender-related targets and promote deeper understanding of and commitment to gender-sensitive HIV/AIDS programming in Nigeria
- Staff from line ministries, officers of State Ministries of Women Affairs, parastatals and non-governmental organizations were trained by the Federal Ministry of Women Affairs on gender mainstreaming and HIV/AIDS programming in 2005-2006. Civil society and subnational (State) officials' abilities were enhanced by development partners to equip them with technical and programming skills to mainstream gender in their planning, programme delivery and monitoring and evaluation of activities.

*Promoting women's human rights in HIV programmes through the National Human Rights Commission:* Given the Commission's mandate for the promotion and protection of human rights, its HIV/AIDS project seeks to promote and protect the human rights of people living with HIV/AIDS, influence behaviour change and counter stigmatization through greater awareness among health institutions, community leaders and organizations. It also handles violations of the rights of people living with AIDS and people affected by AIDS.

*Subnational (State) level:* State agencies for the control of AIDS serve as coordinating bodies, using the National Strategic Framework at State level, to implement State-owned interventions. Several States have launched their own equivalent to the National Women's Coalition against AIDS and pursued strategies that include creation of awareness among women in local government, training of judicial staff and focal persons for gender in State line ministries in HIV/AIDS budget tracking and mainstreaming of HIV/AIDS into State economic empowerment and development strategies. One State has developed a partnership with a private pharmaceutical company to distribute blood tonic to pregnant women, while another has produced information publications for women of childbearing age.

### ***Outcome of the good practices***

Gender-responsive outcomes to date include increased levels of gender knowledge and gender-mainstreaming practice in HIV/AIDS programming, the provision of technical expertise and appropriate tools and instruments for sustained gender responsiveness in HIV/AIDS programming, legislative reform in the workplace to ensure human rights protection for those living with HIV/AIDS, and initiatives to provide gender-disaggregated data, indicators and gender equality audits for HIV/AIDS.

Out of the 36 States and the Federal Capital Territory, 11 have demonstrated measurable progress in mainstreaming gender in their work. Six States have organized training in mainstreaming gender into HIV/AIDS programming, while three have taken the further step of mainstreaming gender into their State strategic plans, thus providing an enabling policy and programming framework, and four have used the media to create awareness on gender and HIV/AIDS issues.

### ***Factors contributing to or hindering success***

#### *Factor contributing to success:*

*Policy actions:* The gender-responsive National Strategic Framework directs attention to several concerns - the higher HIV/AIDS prevalence rates among women compared with men, the feminization of the epidemic, the insensitivity of budget allocations to women-specific interventions and the need for measures to address the burden on women of care for family members living with and affected by HIV/AIDS.

*National actions:* The Government has provided political support, ownership and strategic direction at the highest level, as a result of which the Framework systematically addresses issues related to gender and HIV/AIDS. This has provided entry points for gendered interventions by stakeholders. For example, pressure groups have been formed in various States against gender-insensitive HIV/AIDS programming, while the formation of the National Women's Coalition against AIDS, together with the operational support of the State Action Committees on AIDS, civil society and gender advocates encouraged efforts to champion the cause of gender mainstreaming and respect for human rights in the control of HIV/AIDS.

*Actions by development partners:* collaboration among donors, government and local organizations culminated in the creation of the Gender Technical Committee, which worked within the National Agency for AIDS Control to facilitate gender mainstreaming in the National Strategic Framework using gender experts, as well as providing intellectual support for the National Women's Coalition against AIDS. Funding from CIDA through the Nigerian AIDS Response Fund for government, international and local non-governmental organizations and community-based organizations has provided support for programmes at the national and grass-roots levels, while UNIFEM's efforts to achieve gender equality in HIV/AIDS programming has sustained the focus on women's empowerment issues.

### *Limiting factors:*

There is no national forum where organizations come together to share their experience in different areas.

### ***Potential for moving the good practice forward***

Groups such as the Donor Coordination Group on Gender and the United Nations Gender Theme Group must continue to coordinate their activities so as to avoid duplication and enhance learning for gender and HIV/AIDS programming. The institutionalization and decentralization of the Gender Technical Committee has strengthened partnerships and linkages for gender-responsive HIV/AIDS strategies between the National Network Agency for AIDS Control, UNIFEM, CIDA, the United Nations Population Fund (UNFPA), civil-society organizations and the Committee. Membership of the Committee has also increased. There is wide acceptance and use of the National Strategic Framework as policy guidance, and there are opportunities to review and update gender issues within the Framework as the need arises.

### ***Ways in which the good practice could be improved***

Apart from providing financial and technical aid, donors must harmonize their activities to make them more consistent, more transparent and collectively effective. Partners should also be accountable for results through systems, procedures and investment that are supportive of their gender and HIV policies. More funding should be made available to optimize the objectives and operations of organizations involved in gender mainstreaming in general, and in particular those whose practices are judged best. Their initiatives should be documented and reviewed for medium-term and long-term impact, and their delivery methods strengthened.

### ***Lessons learned***

There are several prerequisites for successful gender mainstreaming of HIV/AIDS interventions:

- Political will on the part of high-level government officers, and intellectual leadership
- Technical expertise in gender mainstreaming within institutions, to provide technical support to partners and stakeholders on a steady and predictable basis
- A gender team, management unit or committee to coordinate gender-sensitive interventions in a systematic way, and openness to collaborative engagement
- Availability of an enabling policy framework and action plan to guide programming, monitoring and evaluation
- Need for tools and instruments to assist different groups and stakeholders to better understand gender issues, concepts and means of delivery
- Clear understanding of the entry points that are flexible and responsive to the distinctive needs of women and men, girls and boys
- Need for dedicated funds that can be deployed to respond to the differential needs of women and men and to address issues not captured in mainstream plans and actions
- Need for sustained advocacy to ensure protection of the rights of all and as a lead to the change process needed within local communities.

The multisectoral approach demonstrates gender mainstreaming as a necessary and useful strategy for addressing the HIV/AIDS pandemic. It increases visibility and legitimacy and national ownership of the planning of action to address gender issues in HIV/AIDS programming for the development of a strong gender-responsive national strategic framework on HIV/AIDS.

## RWANDA

### 4. Rwanda: Women in decision-making positions

#### *Background: Reasons why changes are required in relation to gender equality and women's empowerment*

After independence in 1962, Rwanda experienced a succession of political regimes characterized by ethnic and regional discrimination, and a culture of impunity towards those who committed crimes. The climax of the genocide of 1994 exacerbated this situation of inequalities, with women strongly affected and assuming new roles.

The Government of National Unity set up after the genocide hastened to install mechanisms to address discrimination and exclusion, seeking to also address gender equality and the integration of women into national development. To facilitate the integration of gender equality in all policies and programmes, the Government adopted a national gender policy in 2004 and initiated a strategy for the implementation of this policy as a cross-cutting issue; institutional mechanisms for the promotion of gender and women's rights were created; and priority was given to capacity-building to enable women to participate in all fields of national life, given a tradition of low representation by women in decision-making and instances of discrimination resulting from cultural and traditional practices, in particular in terms of ownership of property, land titles and access to formal education.

#### *Objective of the documented good practice*

The June 2003 Constitution highlights principles of gender equality and assigns to women a minimum quota of 30 per cent of elective decision-making positions in order to fight against discrimination and the marginalization that women face, and to strengthen democracy and development through women's participation in public life.

#### *Strategies adopted to achieve the objective*

##### *Establishment of new institutions and practices*

The Constitution enshrines affirmative action in favour of women through the allocation of at least 30 per cent of elective seats in the Parliament. The Constitution has also set up a National Council of Women to act as a forum for dialogue, advocacy and mobilization of Rwandan women. It includes a general assembly, executive committees and a permanent secretariat. It is represented at all administrative levels through out the country. Elections to the Council are organized by district. The Constitution also provides for a Gender Observatory to monitor indicators of gender equality in

national development planning. A law specifying the mission, organization and operation of the Observatory was adopted in December 2007.

The Government has set up through legislation machinery to follow up the decisions of the Beijing Conference. This includes a national coordinating committee whose members come from the government, United Nations agencies, donors, international and national non-governmental organizations, religious organizations, the National Council of Women, the National Youth Council and the private sector. It is supported by a permanent secretariat, which ensures the implementation of committee decisions and coordination of the implementation of the Beijing Platform for Action.

### *Interventions in education*

Investments have been made in training and education of women, and public awareness campaigns have been undertaken on a large scale.

### *Outcome of the good practices*

*Parliament:* Rwanda now has the highest number of women in decision-making positions in the world, especially in Parliament, where the proportion reached a record 56.2 per cent in 2008. Men senators outnumber women by 65 per cent to 35 per cent. One woman and one man occupy the two positions of Deputy President of the Senate, while a woman is the Speaker of the Chamber of Deputies. However, the two positions of Deputy Speaker of the Chamber of Deputies are occupied by men.

*Judiciary:* The high level of women's integration into public life is further evident in the court system, where a commitment to gender parity is reflected. For example, a woman presides over the Supreme Court, while a man occupies the position of deputy. The higher courts are chaired by men, with women deputies. Half of the Judges of the Supreme Court are women, while the High Court has a very high proportion of women judges - 70 per cent. The reverse is true with the traditionally influenced *gacaca*<sup>43</sup> court systems, which have a predominance of male judges (65 per cent), and the Committee of Conciliators that were instituted to address the crimes of genocide (63 per cent).

*Civil service:* Biases against women persist. Senior decision-making levels are monopolized by men. For example, women occupied only 17 per cent of the highest Permanent Secretary positions, only 27 per cent of Director-General positions and 25 per cent of positions of Directors of Units.

*Government:* Most ministerial posts go to men (62 per cent), and men occupy 67 per cent of the positions of Minister of State.

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<sup>43</sup> *Gacaca* courts take their origin from Rwandan culture, where people used to sit together in areas of *gacaca* (grass) and settle their disputes. This justice system from and within the culture does not require money because the judges in *gacaca* courts, called *INANGAMUGAYO* in Kinyarwanda, are men and women of integrity elected by their communities. After the Tutsi genocide in 1994, all the country's institutions were destroyed, including the judicial system, and the number of people suspected to have participated in the genocide was very large - around 120,000 detainees, with many other suspects living in the community and in exile. The response was to look for an alternative solution to judge them. Thus the *gacaca* courts were created by Act No. 40/2000 of 26 January 2001. *Gacaca* justice has a double objective: to judge genocide culprits and to reconcile the Rwandan population.

*Local government:* Women fare better in some local government structures, holding 40 per cent of the governors' posts and forming close to half the membership of District Consultative Committees. However, men occupied 93 per cent of the powerful posts of Mayor. Gender biases are also reflected in the positions of deputy mayors, with those responsible for social affairs overwhelmingly occupied by women (63 per cent), while those responsible for economic affairs are predominantly occupied by men (86 per cent).

*Universities and other institutions of higher learning:* There is an absence of women in all decision-making structures at the tertiary level. For example, all the 18 rectors and 18 vice-rectors in charge of administration and finance are men, while of the 18 academic vice-rectors, only 2 are women (11 per cent).

### ***Factors contributing to or hindering success***

#### *Factors contributing to success:*

Policies favouring women and deliberate special quota measures, reinforced by strong political will at the highest level, have increased women's access to political life. Importantly, the mandates of the national mechanisms for gender are clear, and the Ministry for Gender and Women Promotion has responsibility for policymaking and implementation of programmes on gender equality and women's empowerment and ensuring coordination at the national level. The National Council of Women supports the Ministry through advocacy and mobilization of women, while the Gender Observatory, an independent national body, is in charge of monitoring the implementation of policies and programmes by all development stakeholders with respect to gender indicators. Political parties are legally required to reflect the national make-up of Rwanda and promote women in the recruitment of their members, the composition of their leadership and all their operations and activities. Each must ensure that at least 30 per cent of their elected positions of leadership are occupied by women.

The Constitution requires affirmative action to ensure that at least 30 per cent of decision-making positions are occupied by women. Article 76.2 further allocates 24 of the 80 seats in the Chamber of Deputies to women, while article 82 specifies that of the 26 members of the Senate, at least 30 per cent must be women.

There is also close cooperation between the official institutional machinery whose task it is to promote gender equality and civil-society organizations.

#### *Limiting factors:*

Hindrances include: the lack of adequate support for increasing the number of women in non-elective senior decision-making positions, especially in the civil service and certain arms of government; lack of access to university-level education for most women, hampering their access to leadership positions in tertiary institutions with male-dominated structures that also work against women's participation in leadership; lack of adequate national expertise in research, analysis and gender mainstreaming; insufficient sex-disaggregated data; the absence of expertise in gender analysis and research within the National Institute of Statistics; lack of conceptual clarity with regard to GAD and WID among stakeholders; resistance to affirmative action, which is viewed as a "favour" to women; resistance,

especially in rural areas, to legal reforms that give girls new inheritance rights and women access to strategic resources; poverty and economic dependence, which is still more acute among women, while the burden of reproductive work limits their participation in higher education, further limiting their access to decision-making positions; and lack of confidence on the part of women due to prejudices and cultural stereotypes, which have traditionally made women fearful of competing for leadership positions.

### ***Potential for moving the good practice forward***

The high number of women within Parliament will reinforce the empowerment of women in all domains of life. The role of Parliament is to make laws and to oversee the actions of government. This presents an opportunity to advance gender-sensitive laws, especially on issues not yet addressed, and to sustain the attention of government and action for the implementation of national policies and programmes that take into account gender equality and women's concerns. The parliamentary elections of September 2008 proved that political parties have taken the law on gender equality into account.

### ***Ways in which the good practice could be improved***

The Government must pursue its efforts to invest in higher education for girls so as to bridge the gap between men and women in decision-making positions, invest in expertise on gender issues and make it available to all institutional levels, and assist the National Institute of Statistics to make sex-disaggregated data regularly available in all fields for decision-making purposes. Training for the media to create public awareness of gender equality and women's rights issues and ensure the continuation of non-discriminatory legal reforms must also be on the agenda.

### ***Lessons learned***

- Political will is crucial for progress in relation to gender equality and women's rights
- Addressing cultural constraints on women and women's ownership of strategic resources has positive outcomes for women's empowerment
- Efforts must be focused on the full implementation of legal reforms if women are to take advantage of the opportunities presented.

## **UGANDA**

### **5. Uganda: Gender mainstreaming in the justice and law and order sector**

#### ***Background: Reasons why changes are required in relation to gender equality and women's empowerment***

The Poverty Eradication Action Plan is the overarching national planning framework for Uganda (Ministry of Finance, Planning and Economic Development, 2004:15). The Plan unequivocally states that Ugandan women are disempowered, citing factors such as unequal ownership of assets, traditional

practices involving bride price, domestic violence, discriminatory laws and lack of information on legal rights and access to legal representation, which cause disparities in legal protection and militate against gender equality, leading to economic disempowerment. This finding has provided the basis for the integration of gender perspectives into public service frameworks and the validation of gender mainstreaming as a national development concept. Furthermore, Uganda's gender policy (2007) recognizes that women-specific targeted interventions within the mainstream of development will be required (Ministry of Gender, Labour and Social Development, 2007:36).

The justice and law and order sector is one of the sectors covered by the Poverty Eradication Action Plan, which provides a framework for gender mainstreaming in institutions in the sector. Activities under the Plan follow a sector-wide approach to development planning, whereby a cluster of ministries, government institutions, donors and stakeholders are involved in complementary or thematically aligned mandates of public service delivery, jointly planning, budgeting and identifying expenditure related to identified priorities and objectives, as well as developing monitoring mechanisms.

### ***Objective of the documented good practice***

In realizing their mandate, institutions in this sector have identified gender mainstreaming as a priority action to ensure that women in Uganda are not discriminated against in the administration of justice, thus responding to important regional and international instruments that call for the promotion of gender equality and the empowerment of women to eliminate the structural barriers they face in accessing justice.

### ***Strategies adopted to achieve the objective***

Gender mainstreaming under the sector-wide approach is a vital tool to foster equal opportunities and benefits for women and men in the development process. Studies highlight this “gender-mainstreaming approach to development cooperation in which underlying differences in women’s and men’s resources, power, constraints, needs and interests are explicitly recognized and acted on in all situations, so as to reduce gender inequality” (OECD, 2002:3). National cross-cutting strategies and sector-specific strategies for advancing gender equality and women’s empowerment through access to justice have therefore been adopted in Uganda.

### ***Law and policy reforms:***

The Constitution provides an enabling environment, since it espouses the fundamental right to equality among the sexes and calls for gender balance and fair representation and recognition of the role of women in society. With regard to access to justice, several Constitutional provisions recognize women as being entitled to equal rights and obligations and the protection of the law in the private and public sphere, while customs that diminish the rights of women are proscribed and affirmative action measures for groups facing marginalization on the basis of gender are advocated.

A National Gender Policy was developed in 1997 and revised in 2007, when it was renamed the Uganda Gender Policy. It mandates the Ministry of Gender, Labour and Social Development to set priority areas of action, and the mainstreaming of gender perspectives has been adopted as a cross-

cutting issue across all sectors in line with the Poverty Eradication Action Plan and the sector-wide approach.

*Establishment of institutional mechanisms:*

*Justice and law and order sector:* the goal is to foster a human rights culture across all the institutions in this sector, promote the rule of law and due process, enhance access to justice for all, particularly the poor and other marginalized groups, undertake law reform, reduce the incidence of crime and promote the security of property, and enhance the sector's contribution to economic development. The integration of gender as a cross-cutting issue was made a priority of operations under the Strategic Investment Plan for 2006-2011. Therefore the working groups on key areas in the Plan were required, drawing on expertise on gender issues, to address gender mainstreaming in all planning, implementation and evaluation processes which legitimize the institutionalization of gender mainstreaming in the sector.

A review entitled "Gender and access to justice in Uganda" (JLOS, 2002) found that several barriers to accessing justice exist in justice delivery, and are further embedded in law, in the administrative procedures of service delivery agencies and within communities. Other institutional constraints include male domination of the administration of justice, gender-biased or neutral laws, lack of gender sensitivity on the part of justice sector personnel, poverty, cultural biases and complex technical procedures that all affect the ability of women to access justice.

A Working Group on Gender composed of volunteers from government bodies, development partners and civil society was constituted to serve as a critical body in integrating gender concerns and perspectives in the sector's Commercial Justice Programme, which covers the commercial courts and tribunals. The working group developed tools for conducting a Commercial Justice Baseline Survey integrating gender issues, which helped in the design and implementation of gender-responsive programmes in the sector. Another challenge that needs to be mentioned is that the sector has faced capacity constraints in effective monitoring and evaluation. The failure to develop effective monitoring tools with gender-specific indicators limits the capacity of the sector to assess progress in improving women's access to justice.

One progressive step taken is the creation of partnerships with civil society, such as with the Council for Economic Empowerment for Women in Africa, a non-governmental organization focusing on gender-based research and advocacy and on removing legal and administrative barriers to investment in Uganda. A Working Group on Commercial Justice is promoting women's access to commercial justice. In 2003 the judiciary took note of the above-mentioned review of gender and access to justice and developed its own strategy on gender and access to justice.<sup>44</sup>

*Institutions in the sector have fostered several gender-responsive good practices:* They include the Ministry of Local Government, the Ministry of Gender, Labour and Social Development, the judiciary, the Uganda Law Reform Commission, the Directorate of Public Prosecutions, the Uganda Prisons Service and the Judicial Service Commission. Emerging good practices to be highlighted include the following:

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<sup>44</sup> DANIDA (2003) *Gender and Access to Justice Strategy for the Uganda Judiciary* Draft Report.

- Affirmative action through the use of quotas. For example, guidelines issued to district authorities establish quotas for gender-responsive actions within their plans. A related strategy is the monitoring of budgetary allocations for district plans to ensure that gender issues are earmarked. Gender-responsive assessments are used to reward or sanction districts for meeting or failing to meet gender equality performance criteria
- A pre-budget women's caucus at district level supported by the Ministry of Gender Labour and Social Development to build analytical skills for budget review and advocacy in support of GRB
- Provision of a gender team to mainstream gender equality into the Poverty Eradication Action Plan
- Capacity-building for officials in gender mainstreaming, gender sensitivity in handling cases, development of advocacy and lobbying skills for women leaders
- Issue of circulars to courts outlining challenges that women face and recommending appropriate interventions
- Use of the expertise provided by focal points for gender issues to support analysis, planning and capacity-building for gender mainstreaming
- Promotion of legal literacy
- Partnerships with women's organizations to raise awareness of gender equality and women's rights, and creation of public awareness on gender equality issues
- Lobbying by women judges for gender equality in jurisprudence and introduction of the topic into legal training
- Reforms to legislation and gender audits of laws
- Gender-responsive recruitment practices in the justice sector
- Special measures for women prisoners with responsibilities for young children
- Adoption by the Uganda Prisons Service of a rights-based framework to advance women's rights to equality.

### ***Outcome of the good practices***

Important changes are emerging, as evidenced by the creation of awareness on gender mainstreaming, the building of strategic alliances with partners and the boosting of the capacities of stakeholders and women to access decision-making structures and undertake gender analyses of planned interventions in the justice and law and order sector. There is evidence of coherent gender-mainstreaming efforts building on synergies from intersectoral linkages - for example, the judiciary's development of its own gender-responsive guidelines was guided by the broader sectoral review of access to justice.

At the national level, the Poverty Eradication Action Plan has integrated gender mainstreaming in all processes, with the result that more development programmes are beginning to incorporate gender perspectives drawing on the Plan's policy directions. Affirmative action has improved the visibility of women in governance issues, although the proportion of women appointed to positions in the justice sector remains low.

The judiciary has begun to hand down judgements that proscribe gender-based discrimination and reinforce gender equality, but it is too early to tell what impact these measures have had on the outcomes of court decisions.

Ministry of Local Government personnel report that attitudinal change has been noted at the local council level: there is greater appreciation of women's concerns, and their cases are treated with due seriousness by court personnel given training, circulars and guidelines. At the community level there is also an increase in the numbers of women using local courts, while the enabling environment has seen female court personnel participating more in decision-making during court proceedings.

### ***Factors contributing to or hindering success***

#### *Factors contributing to success:*

A gender team constituted in 2002 as part of the national review of the Poverty Eradication Action Plan resulted in gender issues being highlighted as a cross-cutting issue to be addressed by all sectors.

The Ministry of Finance, Planning and Economic Development has produced guidelines for the budget process and on gender and equity budgeting. These guidelines require planners to propose policies and interventions that will address constraints.<sup>45</sup> A Ministry circular in 2005 required government planners to commit themselves to gender and equity objectives in the planning and budgeting process. Similarly, sectoral investment plans require local government to integrate gender planning and budgeting into their processes.

The adoption of a sector-wide approach is seen as an opportunity to address the gender implications of programmes, and has involved gender analysis at various levels.

#### *Limiting factors:*

The Minimizing of Gender, Labour and Social Development has limited human and financial resources. There is also a tendency for government policies to define gender concerns narrowly and view achievements numerically rather than qualitatively.<sup>46</sup> The Ministry lacks effective monitoring mechanisms for its wide mandate at the national, local and sectoral levels, which makes assessment of the impact of its interventions difficult.

Experienced gender analysts from the Ministry sit in some but not all sectoral working groups, causing an imbalance in gender-mainstreaming expertise across the working groups.<sup>47</sup> The strategic decision on whether to have a core gender focus unit within a sector - which may "ghettoize" gender concerns - or to diffuse gender analysis across the sector structures and run the risk of de-emphasizing gender concerns, is a difficult one.

The justice and law and order sector has faced capacity constraints in effective monitoring and evaluation. The failure to develop effective monitoring tools with gender-specific indicators limits the sector's capacity to assess whether it is achieving its purpose of improving access to justice for

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<sup>45</sup> UNIFEM (2007) *Gender Responsive Budgeting Program Guidance sheet series - No. 1*, UNIFEM.

<sup>47</sup> Nyirinkindi L (2008) notes that "interviews with respondents from some key JLOS institutions indicated that there were no specific attempts to mainstream gender, with some believing that the Ministry of Gender, Labour and Social Development should handle this aspect."

women. It has also faced constraints in government funding, such as budget cuts or delayed releases, which disrupt effective implementation of programmes (JLOS: 2004, 132, 135).

The judiciary has no control over appointments: the Judicial Service Commission recommends, the President appoints and the Parliament approves. Furthermore, the judiciary has yet to develop a gender policy in line with its strategy on gender and access to justice.

Efforts to document good practices in the sector, along with access to information, are limited, affecting the capacity of the sector's institutions to build on former successes. Lack of follow-up in consolidating good practices translates into lost momentum and opportunities. For example, the Working Group on Gender had difficulty achieving any results, and many of the original members of the Group had moved on or retired without the strategies that they had developed being adequately documented and disseminated.

### ***Potential for moving the good practice forward***

The establishment of policy planning units within ministries is a welcome administrative innovation, and could provide a platform for gender mainstreaming in the justice and law and order sector. The sectoral review of 2004 recognized the value of these units, identifying the need for skills such as management, organizational, administrative, leadership and negotiation skills, but omitted gender analytical skills. The involvement of focal points on gender issues in such a unit would have invaluable spin-off benefits in the gender mainstreaming process. The judiciary could share its strategy on gender and access to justice with other institutions in the sector which have parallel mandates, such as local courts. The Ministry issues guidelines for gender mainstreaming across all sectors, and it needs to more visibly monitor the application of these guidelines and promote them so that they are institutionally entrenched in the justice and law and order sector.

### ***Ways in which the good practice could be improved***

Actions that could be undertaken include allocating more resources for the purpose of institutionalizing capacity-building for gender mainstreaming across the entire sector, introducing monitoring mechanisms to track the progress of gender mainstreaming programmes, including gender-specific budget lines in the national budget, and building gender-specific indicators into the Poverty Eradication Action Plan in order to advance gender equality across all sectors.

A report on the application of the strategy on gender and access to justice contained recommendations regarding elimination of gender barriers to justice within the judiciary, which should be disseminated to guide other institutions in the sector and implemented in a timely manner.

### ***Lessons learned***

- The utility of the Poverty Eradication Action Plan for gender mainstreaming can be limited by the absence of specific gender-based indicators in the annual review of the implementation of the Plan.

- The downside of performance assessment for those districts that are sanctioned with resource cuts is that women’s programmes are likely to be affected when there are cutbacks in finances.

## Regional-UNIFEM

### 6. Regional-UNIFEM: Mainstreaming gender in aid effectiveness, financing for gender equality

*Background: Reasons why changes are required in relation to gender equality and women’s empowerment*

“The past five years have seen a significant reform of ODA as a result of the ‘aid effectiveness agenda’ prioritizing government to government funding, and a re-examination of gender. This has created new challenges for non-governmental organizations (NGOs), especially women’s organizations which are part of a growing chorus of civil-society organizations calling for democratic ownership of aid processes and priorities. However numerous new opportunities for women’s organizations to engage with the development assistance agenda have also emerged.

The 2005 Paris Declaration on Aid Effectiveness calls for improved policy and institutional mechanisms for improving the delivery of development assistance and increasing its effectiveness.

“While the Paris Declaration did not address the role of gender equality in achieving international development goals, the implementation of its principles by donors and national governments has significant implications for gender equality, as for the nature of development more broadly. Given the key role that women play in the development process, a technocratic, ‘gender-blind’ interpretation and subsequent, implementation of the Paris Declaration principles jeopardizes the achievement of the internally agreed development commitments enshrined in the Millennium Development Goals and national development *priorities*. It further erodes the whole essence of ‘development effectiveness.’”<sup>48</sup>

#### *Objectives of the documented good practices*

“For the aid effectiveness agenda to result in overall gains in gender equality and women’s empowerment, these goals must be recognized as a key component of national development planning, including poverty reduction policies. Under the ‘mutual accountability’ principle, donors and partner governments should undertake a strong commitment to support gender-sensitive development policies, while ensuring allocation of adequate human and financial resources to support their

<sup>48</sup> Letty Chiwara "UNIFEM: Mainstreaming Gender in Aid Effectiveness, Financing for Gender Equality" *Report on Selected Good/Best Practices in Gender Mainstreaming*. United Nations Economic Commission for Africa, 2008:1-2.

implementation. Monitoring of development policies and programmes should be strengthened through the integration of measurable gender-sensitive indicators and targets that will assess progress towards promoting and achieving gender equality and women's empowerment at country level. Furthermore, in the context of democratic ownership of development policies and programmes, civil society's - and more specifically gender equality advocates'- involvement in national development planning and budgeting processes needs to be further strengthened as a critical step in promoting accountability and country ownership."<sup>49</sup>

UNIFEM is documenting several regional initiatives, some of which, while still in their infancy, present promising good practices, which can be built upon, and also challenges.

### *Strategies adopted to achieve the objective*

The strategy adopted has been to mainstream gender in national development plans as a prerequisite for the allocation of resources to priority activities focusing on gender equality (Ethiopia, Ghana, Senegal, United Republic of Tanzania, Uganda and Zambia). Specific actions are under way in various countries for the following purposes:

- To harmonize and coordinate donor government civil society attention and resources for gender equality (Zimbabwe)
- To mainstream gender into the new arrangements for the provision of aid through coordinated donor support to civil-society organizations (Kenya, Zimbabwe) and to government (Cameroon)
- To mainstream gender in the road programme with the objective of overcoming the stumbling blocks hindering women's participation in the road sector and ensuring just and equitable development (Cameroon)
- To mainstream gender in public finance management systems through GRB (Cameroon, Ethiopia, Ghana, Morocco, Senegal, South Africa, Rwanda, United Republic of Tanzania, Uganda)
- To enhance institutional accountability as a whole with regard to financing for gender equality by mainstreaming gender in monitoring and evaluation systems (Ethiopia).

The successful implementation of the Paris Declaration on Aid Effectiveness is premised on the availability of a poverty reduction strategy or national development strategy which outlines a country's development priorities, including gender equality. The participation of a wide range of stakeholders, technical capacity-building and the availability of sex-disaggregated data have been found to be important in ensuring that gender equality is taken into consideration as a priority. For example:

- In mainstreaming gender in the United Republic of Tanzania's PRSP, the *Mkukuta*, strategic broad-based participatory partnerships established between gender-equality advocates, gender expertise, donors, government and civil society organizations proved to be the most effective means of making sustained and productive progress on gender equality.

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<sup>49</sup> Letty Chiwara "UNIFEM: Mainstreaming Gender in Aid Effectiveness, Financing for Gender Equality" *Report on Selected Good/Best Practices in Gender Mainstreaming*. United Nations Economic Commission for Africa, 2008:8.

- Mainstreaming gender in Ghana's second PRSP was developed through a broad-based participatory method that included civil-society organizations, gender advocates and other development partners. A gender specialist was also hired to undertake a gender diagnosis using extensive gender-disaggregated data. As a result, the PRSP for 2006-2009 draws on women's empowerment and gender equality policies, particularly the National Gender and Children's Policy, as well as international commitments such as the Beijing Platform for Action and CEDAW. Gender equality is identified as a cross-cutting issue across all development sectors in Ghana.
- Another way to ensure the inclusion of gender priorities in national plans is to include gender as a sector as well as a cross-cutting issue, as in Zambia's national development plan. The budget line for activities to promote gender equality is determined by vote, which indicates that the principle of financing such activities is in place. While the level of resources dedicated to such activities is low, the decision to place gender on the national development agenda as a priority area offers opportunities for gender equality advocates in Zambia to monitor government spending and action more effectively.<sup>50</sup>

### *The importance of harmonizing approaches to gender equality*

For gender equality to survive as a central goal of harmonized approaches, commitments to gender mainstreaming amongst donors must be robust. A good example of this practice in a fragile environment is the case of Zimbabwe<sup>51</sup> where the Principle of harmonization was instrumental in ensuring a focus on coordinated donor government civil society attention and resources to promote gender equality as a priority to meet the basic needs of women and children in an economic, political and humanitarian crisis. In 2006, the UNIFEM country office convened a donor round table to outline challenges and opportunities for donor engagement in support of gender equality and women's needs. As a result of the meeting, the United Kingdom Department for International Development, CIDA, the United States Agency for International Development, the Swedish International Development Cooperation Agency and the European Commission agreed to fund a "Gender scoping study" to profile women's priority needs, identifying key actors and institutions to address them, and providing a road map for strategic and comprehensive support.

Good examples of mainstreaming gender into new arrangements for the provision of aid are outlined in the cases of Cameroon and Kenya. In Cameroon, consultation with various stakeholders produced priorities for a gender-responsive road programme to increase women's capacity to engage in road infrastructure projects, increase their incomes and reduce their vulnerability through the construction of feeder roads to reduce the workload of women, the recruitment of women in all phases of a road programme, equal pay for work of the same value, the introduction of health-care facilities, the creation of markets and the availability of programmes to modernize agriculture and increase production, as well as facilities to process agricultural products. In Kenya, Basket Fund was created for the Gender and Governance Programme to systematically achieve Millennium Development Goal No. 3 by enhancing the comparative advantage of diverse donors, including UNIFEM, through the creation of pooled funds directed at gender work as a single programme activity or sector.

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<sup>50</sup> UNIFEM (2006) *Promoting Gender Equality in New Aid Modalities and Partnerships: Experiences from Africa*, Burundi Consultation Outcome Report.

<sup>51</sup> UNIFEM Case Study (2008) *Gender Equality and Aid Effectiveness: Global Messages and Country Experiences*; <http://www.gendermatters.eu>.

### *The importance of GRB in mainstreaming gender in public finance management systems*

The importance of GRB lies in its capacity to ensure the more streamlined allocation of resources towards national gender equality commitments, and the increased participation of civil society in the budgeting process.

### *The cases of Cameroon and Ghana provide important lessons*

- National women's machinery was important in building the capacity of government institutions to implement GRB
- Government, United Nations organizations and donors coordinated their actions to initiate a GRB programme
- Training for technical staff in key ministries and local government structures was provided to enhance capacity to plan, implement and monitor budgets for activities to promote gender equality
- Dialogue on public finance reforms provided space to strengthen GRB within a broader macroeconomic framework in order to ensure its institutionalization and sustainability.

### *Importance of enhancing institutional accountability as a whole with regard to financing for gender equality*

Accountability mechanisms are needed to assess the extent to which civil society's priorities agreed to at the beginning of the GRB process, including gender equality and decent work, are realized in measurable results at the end. The case of Ethiopia provides a practical example of how this can be achieved. In Ethiopia, development and budget information is made available through the websites of the Ministry of Finance and Economic Development. The National Bank of Ethiopia posts macroeconomic information, and the Central Statistical Agency posts census and survey data. The national development plan has been translated into local languages.

The Government of Ethiopia has developed a country-level welfare monitoring system covering the five-year period of the national action plan (2004-2009). It has been managed by the Ministry and the Central Statistical Agency since 1996. This system enables gender-disaggregated data to be compiled more easily. Accountability is also being guaranteed by Citizen Report Cards - participatory surveys that provide quantitative feedback on user perceptions as to the quality, adequacy and efficiency of public services - and Citizen Score Cards, qualitative monitoring tools for local level monitoring and performance evaluation of services, projects and even government administrative units by the communities themselves.

### *Outcome of the good practices*

The aid effectiveness agenda is bringing in opportunities for women's organizations to begin to engage in macroeconomic planning. For example, as already stated, the involvement of civil society and gender equality advocates in national development planning and budgeting processes is a critical step

in promoting accountability and country ownership.<sup>52</sup> Thus engagement in these processes by women's organizations and gender equality advocates impacts on how national resources are allocated.

As has already been stated, the successful implementation of the Paris Declaration on Aid Effectiveness is premised on the availability of a poverty reduction strategy or a national development strategy which outlines a country's development priorities. Donors are then supposed to harmonize their aid to support those national priorities. The point is that if gender equality is not prioritized in the national development strategy, then it will not benefit from support either from aid or from domestic resources. This is why gender equality advocates have been calling for the opening up of policy spaces so that they can actively engage in national priority-setting. Some progress is seen in the integration of gender equality and women's empowerment priorities in national development plans in countries like Ethiopia, Ghana, Senegal, United Republic of Tanzania, Uganda and Zambia .

The principle of donor harmonization has been instrumental in coordinating efforts by donors to address gender, women's and children's priorities in an economic, political and humanitarian crisis.

In Zimbabwe a Basket Fund developed to provide support for two years, beginning in August 2008, has prioritized issues including reproductive and sexual health, HIV and AIDS, violence against women and girls, both at home and at school, and trafficking; gender-sensitive education; capacity-building, especially in economic analysis and policy; and institutional strengthening, coalition-building and networking. In Kenya the focus of the Basket Fund for the Gender and Governance Programme on governance has seen a strengthening of women's representation in some districts, an expansion of district women's networks, the creation of leadership among women and recognition of women as an important political constituency, thus supporting their efforts to enter electoral politics.

*Enhancing institutional accountability as a whole with regard to financing for gender equality has improved accountability and increased women's empowerment*

As already mentioned, Citizen Score Cards, a hybrid of the techniques of social audit, community monitoring and citizen report cards, are in use in Ethiopia as an instrument to secure public accountability and responsiveness from service providers. By including an interface between service providers and the community that allows for immediate feedback, the process is also a strong instrument for women's empowerment.

### ***Factors contributing to or hindering success***

*Factors contributing to success:*

The implementation of the aid effectiveness agenda in Africa has resulted in several developments that offer scope for introducing gender equality initiatives, including: an opening up of policy spaces to allow the engagement of gender equality advocates in national development planning; ongoing reforms to strengthen public finance management systems and the introduction of performance-based budgeting; increased use of programme-based approaches - such as sector-wide approaches and budget support - for aid delivery; and establishment of government-donor harmonization mechanisms at the

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<sup>52</sup> Letty Chiwara "UNIFEM: Mainstreaming Gender in Aid Effectiveness, Financing for Gender Equality" *Report on Selected Good/Best Practices in Gender Mainstreaming*. United Nations Economic Commission for Africa, 2008:8.

country level that act as platforms for coordinated programming and resource mobilization on development priorities.

*Limiting factors:*

A range of problems persist that include:

- Uneven grasp by government and donor staff of what “gender mainstreaming” means for their work, as well as “policy evaporation”, where commitments on paper are never implemented, partly because of inadequate financing for gender equality work
- Marginalization of the issue of gender equality when rigorous accountability tools and measures of agency performance are not applied to donors and for all countries, even when gender-responsive plans exist and are costed, and the level of resources allocated to activities to promote gender equality and women’s empowerment remains very low
- Limited resources and lack of capacity of key ministries, including ministries of economic planning and finance and sectoral ministries, hampering their ability to integrate gender concerns in development plans and budgets, including at the sectoral level
- Gender equality advocates and national women’s machinery often lack the technical skills and in-depth knowledge to engage effectively in policy dialogue and support mainstreaming of gender equality issues in macroeconomic policy frameworks
- Certain aid arrangements such as basket funds have a limited or single focus which can leave little space for addressing the multiplicity of women’s issues
- Basket funds have had complex technical and management tools for access that have disqualified several women’s groups which may be doing excellent work in the field
- Despite the integration of gender equality as a priority in national development plans, securing adequate levels of funding and programming for gender equality has remained a challenge.<sup>53</sup>

*Ways in which the good practices could be improved*

There is a need to open up policy spaces for gender equality advocates and national women’s machinery to participate in and influence decisions about national development strategies and aid delivery; to adopt GRB approaches and institute systems that ensure adequate financial resources for women’s priorities within local development plans; and to put in place accountability mechanisms that enable systematic monitoring of progress towards gender equality targets and objectives set in national development strategies.

*Lessons learned*

- Mainstreaming gender equality and women’s empowerment into national development plans is a prerequisite for the allocation of resources for priority activities to promote gender equality

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<sup>53</sup> Muteshi J (2008) *Mapping Aid Effectiveness and Gender Equality in Africa*, Regional Issues and Trends, see [www.gendermatters.eu](http://www.gendermatters.eu).

- Strategic partnerships, technical capacity and disaggregated data are crucial inputs for enhancing the acceptance and implementation of gender mainstreaming
- GRB must be linked to public finance management systems if it is to have an impact on gender equality
- Accountability, requires freedom of information on budgetary matters (allocations and expenditure)
- Strong government leadership is needed to sustain gender equality initiatives.

## ALGERIA

### 7. Algeria: Promoting women's access to employment

#### *Background: Reasons why changes are required in gender equality and women's empowerment*

In Algeria the percentage of employed women has increased significantly in recent decades, from 109,000 in 1966 to 1,410,000 in 1998, at an average annual growth rate estimated at 59 per cent. Nevertheless, the female employment rate rose only from 2 per cent in 1966 to 15.7 per cent in 2007.<sup>54</sup> Furthermore, despite great progress in educating girls and the growth in educational levels of women, their integration in the labour market remains weak compared with their potential and their real capabilities. Thus the number of employed women remains low. The high demand for employment across the country, especially in the last five years, has prompted Government-led initiatives to create jobs, several of which have targeted women.

On the economic front, the Economic Recovery Plan for 2000-2004 and the Economic Growth Support Plan have prioritized the improvement of living conditions, the development of employment opportunities or self-employment (entrepreneurship) and the strengthening of social welfare. This situation has been favourable to initiatives leading to employment through enterprise creation, in particular for women.

#### *Objective of the documented good practice*

The Government aims to address unemployment and job insecurity by fostering self-employment, with specific mechanisms tailored to the particular needs and interests of targeted population groups.

#### *Strategies adopted to achieve the objective*

The Government has developed several facilities and programmes:

*The National Agency for Microcredit Management* was officially created by Executive Decree No. 04-14 of 22 January 2004. Under the supervision of the Ministry of National Solidarity, Family and National Community, it is decentralized to enable outreach and reduce the time needed for rapid and appropriate decisions. Its main objectives are:

<sup>54</sup> National Office of Statistics (ONS) 2007) *Activité, emploi et chômage au 4ème trimestre 2007*, Algeria.

- To address unemployment and job insecurity in urban and rural areas by promoting self-employment, home work and crafts, especially among women
- To stabilize rural populations by creating income-generating activities in their areas of origin
- To develop entrepreneurial attitudes to replace charity, and foster social integration and individual development.

The Agency has established a Mutual Microcredit Fund Guarantee. On behalf of its members the Fund guarantees up to 85 per cent of beneficiaries' microcredit bank loans (for projects whose estimated costs vary from 100,000 to 400,000 dinars). Repayment periods can range from one to five years. Amounts granted are 30,000 dinars for the purchase of raw materials, or from 50,000 to 400,000 dinars for small start-ups and raw materials.

A non-reimbursable loan, equivalent to 25 per cent of the overall cost of any project, can be granted if the value of the project is between 100,000 and 400,000 dinars. This may be increased to 27 per cent if the entrepreneur has a degree or recognized equivalent and if the activity is located in underprivileged areas of the South or the High Plateau.

The Fund is open to all citizens, but has specifically targeted housewives with no incomes or with irregular and unstable incomes. It primarily grants loans of between 50,000 and 400,000 dinars to women who are housewives or homemakers.

The National Agency for Microcredit Management also provides an interest rate subsidy and training services. By April 2007, 14 permanent facilitators had been trained as trainers of very small enterprise managers, nearly half of whom were women. These facilitators are a valuable resource for training for prospective developers of entrepreneurial projects.

The first national employment exhibition organized by the Agency was held in January 2007, to enable loan beneficiaries to exhibit their products or services to the public, exchange and share information and experience, popularize microcredit and engage in public dialogue. Over 63 per cent of Agency loans are granted to women (2008).

*Local public-service jobs (ESIL – Emploi salarié d'initiative locale)*<sup>55</sup>: designed to meet the need of young people without significant training, qualifications or education to obtain temporary and seasonal jobs in the public sector. Women made up 48.9 per cent of the participants in this programme in 2005.

*The Micro-enterprise programme*, implemented by the National Agency to Support Youth Employment, is designed for young entrepreneurs aged 19 to 35. The Agency aims to promote and increase the production of goods and services as well as the creation of direct and indirect jobs through investment limited to 10 million dinars. Two types of financial project arrangements are available:

- Triangular: a partnership between a bank, the Government and the entrepreneur
- Mixed: a partnership between the Government and the entrepreneur.

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<sup>55</sup> Emploi salarié: une initiative locale (Salaried employment: a local initiative). This programme was launched in 2006.

The Agency helps young people to establish their own businesses through bank loans at reduced interest rates. Microenterprises created by women made up 18 per cent of the total in 2005.

*Microcredit*: this type of credit, which has been operational since October 2004 and is managed by the National Agency for Microcredit Management, aims to address unemployment and poverty by supporting the creation of income-generating activities. The facility targets all ages, but especially housewives, who have insecure, irregular or no income. It was estimated in 2005 that 65 per cent of those using this facility were women.

*The Pre-employment Contract*, designed for unemployed higher education graduates, enables them to find work attachments to acquire the professional experience required in the labour market. The number of applications has reached 147, 968 over the past four years. Women's participation in this initiative is very high, at 65 per cent of the total.

### ***Outcome of the good practices***

The State has funded several employment facilities that have primarily benefited women. Nearly half of the beneficiaries of the ESIL programme are women. Nearly 7,000 enterprises funded by the National Agency to Support Youth Employment facility were initiated and are run by women. Nearly 65 per cent of the recipients of microcredits are women.

For micro-enterprise projects with a value of between 100,000 and 400,000 dinars, broadly disaggregated gender data show that women dominate the crafts sector (95 per cent) and very small-scale industries (64 per cent), but are on a par with men in agriculture (49 per cent women and 51 per cent men) and the service sector (53 per cent women and 46 per cent men). Women did not engage in any significant activities in the building and public works sector, which was dominated by men (97 per cent).<sup>56</sup>

The National Agency for Microcredit Management notes that repayment of loans by women is good and that they take on less debt than men, who opt more readily for the more expensive loan products.

### ***Factors contributing to or hindering success***

#### *Factor contributing to success:*

These diverse examples of creating access to employment in Algeria have had the clear political support of the Government, which is seeking to advance women's and men's access to resources for economic independence. Political support on the part of the Government for efforts to facilitate access to employment is seen as a vital element in promoting women's human rights. This support is manifest in the reforms to the legislative and regulatory frameworks and in the mobilization of substantial funding and guarantees, including a support fund for microcredit.

Women are actively canvassed by microcredit facilities as potential recipients, in pursuance of various national policies in support of women's empowerment, and because their work is often a guarantee of an improved livelihood for their households.

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<sup>56</sup> National Agency for Microcredit Management, September 2008.

The Agency has entered into formal partnerships with a variety of associations and civil-society organizations to create awareness and strengthen access to its microcredit facility as well as support in implementing programmes targeting specific populations, such as the social reintegration of prisoners, the fight against stigmatization of people living with HIV/AIDS, students, women in difficulty and the disabled, among others.

The Government is aware that microfinance is a powerful tool in the fight against poverty and in efforts to set up financial systems that are accessible for the poor. The State also considers that its current involvement is necessary to initiate what is a relatively recent process in the country, striving to ensure the availability and accessibility of microcredit for those who need it most.

*Limiting factors:*

As women enter markets and engage in production, they face different constraints and opportunities from those facing men. Social and cultural prescriptions lay down a gender division of labour within the household that can limit women's access to markets and restrict their mobility. In rural areas, for example, women are responsible for household provisioning and food crop production, gathering fuel and hauling water and caring for children and the aged. In return, men are expected to meet certain cash requirements of the household. This division of labour affects women's ability to participate in paid employment and to access education and training, and influences their choice of productive activities within the new funding mechanisms.

Mobility constraints on women that limit their ability to travel can restrict their access to financial institutions that are not in their immediate community or neighbourhood. Women workers and entrepreneurs are often treated as an undifferentiated group; yet age, literacy, education, rural or urban location, language, health and physical well-being also influence their ability to access credits and markets.

A major constraint stems from the fact that sex-disaggregated data related to the beneficiaries of the diverse financial facilities are not reliably available on the following:

- The number or percentage of women and men who actually have access to banks, and the amounts granted to them. The data available cover only the very first loan directly managed by the Agency, which is the easiest one to obtain, and is primarily used to launch activities through the purchase of raw materials
- Rates of repayment by women and men: current information is anecdotal
- Areas or distribution of activities undertaken through the microcredit facility by women and men
- The sustainability of operations undertaken by women and men.

***Potential for moving the good practice forward***

Over 63 per cent of the Agency loans are granted to women,<sup>57</sup> and as their businesses grow, the potential for scaling them up must be recognized. On the institutional front, plans are under way for

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<sup>57</sup> National Agency for Microcredit Management, September 2008.

microcredit initiatives to be fully decentralized within the next two to three years, through the setting up of a network of local cooperative bodies linked to the Agency by partnership agreements covering refinancing and subsidies. These new initiatives could also strengthen the input from Algeria's civil-society organizations, which would be crucial partners in decentralizing the Agency.

### ***Ways in which the good practice could be improved***

The Agency is developing a new information management system. This will supply the gender-disaggregated data it needs if it is to strengthen and sustain its good practices of reaching women and others seeking resources for sustainable livelihood outcomes.

### ***Lessons learned***

- Decentralization of the microcredit facilities to the wilaya-level can be considered a good practice in setting up accessible financial systems for the poor
- The involvement of the State has been key to ensuring the availability and accessibility of microcredit mechanisms directed at specific population needs
- When women are actively canvassed by the providers of microcredit as potential recipients, positive results are visible not only in the uptake of resources but also in the creation of diverse businesses that reflect their interests and capacities.

## **DEMOCRATIC REPUBLIC OF THE CONGO**

### **8. Democratic Republic of the Congo: Gender mainstreaming in humanitarian aid and post-conflict reconstruction**

In connection with the adoption of resolution 1325 on women and peace and security, *in a statement made to the United Nations Security Council in 2000, Secretary-General Kofi Annan noted that "peace is inextricably linked to equality between women and men ... and ... requires equal participation in decision-making"*. However, participation by Congolese women in post-conflict State-building remains a critical area of concern, as this case study highlights – hence its inclusion to bring attention to the need to apply gender perspectives to humanitarian aid and the wider political, social, and economic agendas of the Democratic Republic of the Congo.

#### ***Background: Reasons why changes are required in relation to gender equality and women's empowerment***

The Democratic Republic of the Congo has been faced with unprecedented political and economic crises since independence, which have deepened during this decade, with acute and violent local conflicts causing extreme vulnerable conditions imposing many urgent and complex demands, given

that women, girls, boys and men are affected differently by the violence and its traumatic effects (IASC 2006).<sup>58</sup>

Women and girls have borne the brunt of the conflict, as they are often more exposed to risks and vulnerability. This applies especially to internally displaced women, young street girls, handicapped women, women living with HIV/AIDS, women victims of rape and girls who give birth before marriage (especially if handicapped). Maternal mortality rates remain high at 1,289 per 100,000, and 65-88 per cent of babies are delivered without assistance. As many as 20 per cent of adolescent girls experience early pregnancy, while 57 per cent of women have unprotected sex. Furthermore, 44 per cent of women are without income or paid employment. These imbalances for women in all development areas constitute obstacles to the enjoyment of women's rights and to a full role for women in the country's reconstruction processes. Currently women constitute only 8 per cent of members of Parliament.<sup>59</sup>

Vulnerability is an important aspect of interventions in humanitarian aid rather than gender or women's issues. Yet an analysis of factors exacerbating the vulnerability of Congolese women indicates that they are victims of poor governance, inefficient justice and the effects of cultures and traditions and gender inequalities that are favourable to men, whether in times of peace, conflicts or violent crisis.

Despite its enormous natural resources, the country remains dependent on external resources, with development aid making up nearly a third of FOSS domestic product. This long-lasting acute crisis has led several humanitarian agencies including the United Nations and international relief organizations, to support the country's efforts to cope with vulnerability.

### ***Objective of the documented practice***

In the humanitarian context, there was a need to address factors exacerbating the vulnerability of women and take measures to reverse negative trends by promoting gender equality issues in the design and integration of all phases of development and humanitarian interventions.

### ***Strategies adopted to achieve the objective***

*Humanitarian emergency action plan:* Donors, United Nations agencies and relief non-governmental organizations are directing their efforts towards developing an action plan which will be used in all provinces to determine emergency and priority needs in order to develop intervention strategies that take into account concerns about high maternal mortality (1,289 deaths per 100,000 births), high infant mortality (205 per 1,000), sexual violence (about 48 cases reported per day), violence against children and massive displacement and returns.

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<sup>58</sup> IASC 2006 Comité Permanent Interorganisation. Guide pour l'intégration de l'égalité des sexes dans l'action humanitaire. *Femmes, Filles, Garçons Et Hommes Des Besoins Différents Des Chances Egales.*

<sup>59</sup> Nzita Kikhela, 2003 *Report on children and women's situation analysis in the DR Congo*, UN/CEF

## ***Factors contributing to or hindering success***

### *Limiting factors:*

Sociocultural factors impede women's advancement and sustain perceptions of them as inferior and subordinate to men, despite their key roles in the welfare and development of their families and communities. There is a lack of women in decision-making positions, a lack of clear mechanisms to ensure accountability for gender equality issues and an exclusion of gender equality issues from budgeting and planning. Public authorities, development organizations and other actors thus face obstacles in implementing initiatives to integrate gender perspectives into policies and programmes.

### ***Potential for moving forward***

The Poverty Reduction and Growth Strategies Document is the country's main development plan. It sets out five major aims in directing development initiatives:

- To promote good governance and strengthen peace
- To reinforce macroeconomic stability and growth
- To improve access to social services and reduce vulnerability
- To fight HIV/AIDS
- To promote a community dynamic.

None of the five areas contains specific reference to gender integration in humanitarian assistance. Instead, issues of vulnerability have provided a basis for initiatives for reducing risks, improving living conditions and promoting human rights, particularly those of women.

There is a National Programme for the Advancement of Congolese Women dating from 2002, with objectives that reflect the 12 areas of the Beijing Platform of Action. The call for aid coordination mechanisms presents new opportunities for harmonizing development resources to support gender equality and women's empowerment.

The move towards decentralization processes presents opportunities for highlighting gender equality in development plans and strategies at the provincial level.

There is a need to define a strategy that comprises evaluation and monitoring of humanitarian programmes and participatory action research so as to remedy gaps in knowledge of the assistance needs of vulnerable groups and enhance capacity-building by agencies involved in the social welfare of vulnerable groups. The following steps should be taken:

- To make the involvement of gender equality specialists obligatory in the earlier phases of planning responses to emergency situations
- To set up support networks for gender equality advocacy at the local and national levels so that information about gender equality is recorded and shared
- To base humanitarian interventions on the collection of sex-disaggregated and analysed data informed by gender equality and women's empowerment indicators

- To incorporate gender equality in the capacity-building activities of all sector working groups
- To provide adequate funding mechanisms for the implementation of Security Council resolution 1325
- To take positive discrimination measures towards increasing the participation of displaced women, those living with HIV/AIDS and victims of sexual violence in decision-making in humanitarian situations from early planning up to monitoring and evaluation
- To continue raising public awareness of the importance of women's participation and gender equality in humanitarian and post-conflict responses.

### *Lessons learned*

- Humanitarian interventions call for multisectoral approaches to address the complexity of vulnerability in conflict situations
- It is necessary to continue raising awareness of women's participation and gender equality in the planning and implementation of policies and programmes to provide a humanitarian response to violent conflicts.

## **E. EMERGING IMPACT**

There is increasing evidence of progressive gender mainstreaming efforts being undertaken on many fronts to bring gender equity interests to the forefront of development policies, planning and programming and keep them there. And there are many parallels in the ways in which institutions of government have worked to mainstream gender, as evidenced by these case studies. Impact may thus be said to be manifest in the dividends that ministries and other stakeholders have reaped after they took gender issues into account in their programming and activities. For example, staff are being trained, development projects are devising strategies for gender responsiveness, addressing men and women's differential needs, and there has been specific and targeted funding from development agencies that is being directed towards gender equality and women's empowerment. At the broader level, this impact is being translated into positive changes that are evidenced by increasing access to services and justice, the improved status of women and greater opportunities for women.

Many of the examples showcased here recent interventions, however, several have not fully begun to incorporate monitoring and evaluation mechanisms for gender mainstreaming for the reasons already highlighted in each case study. Hence the need remains for evidence-based information on the true tangible impacts of these interventions on gender relations in society.

What is clear from the current studies is that there have been four broad types of best practice that are giving rise to positive results.

- The first is research and analytical work that is directed towards integrating "women's concerns" into national and sectoral development plans. This work continues to require political advocacy, support and commitment if the priorities that are emerging from analytical work are to be retained as development priorities. The UNIFEM and Morocco case studies are strongly reflective of these good practices of undertaking gender analysis

and gender-sensitive research to provide evidence in support of the need for gender-responsive interventions.

- The next most common emerging good practices are those beginning to change the power relations between women and men by means of the review, amendment and enactment of laws guaranteeing women's rights and outlawing discrimination. Such legal changes conform to international human rights treaties in ways that are beginning to be "actionable and effective for women" (Ackerly, 2004),<sup>60</sup> especially if the national environment is one of public awareness and judicial sensitivity to changing mores and practices. Such statutory reforms are also important first steps towards sustainable government policies for women's rights. All the countries captured by these case studies have undertaken legislative reforms, usually as a key first step in creating an enabling environment for gender-responsive actions. Rwanda showcases how legal reforms coupled with strong political will is particularly critical to achieving tangible impacts for women's rights and gender equality.
- The third most common emerging good practices are those encouraging organizational changes that are promoting gender mainstreaming with positive outcomes, such as:
  - Development of gender mainstreaming skills
  - Establishment of a gender unit or focal point with a clear mandate and resources to promote and support mainstreaming
  - Indication of a management commitment to mainstreaming
  - Establishment of accountability mechanisms
  - Development of guidelines, manuals and other tools to support mainstreaming
  - Establishment of a resource base of expertise for gender mainstreaming.<sup>61</sup>
- These practices targeting organizational changes were found to be in their infancy, at different levels of success, for all the case studies in this Compendium. Ethiopia has moved furthest, with strong concrete evidence of organizational change that is being institutionalized across all sectors of government. A key lesson from Morocco is the importance of GRB and the commitment of resources as a mechanism that will sustain the organizational changes needed to promote gender mainstreaming.
- The fourth type are those that promote dialogue and collaborative work between women's non-governmental organizations, governments and donors propelling the incorporation of gender perspectives into discussions, planning and coordination of resources. Consultations with women and gender equality advocates are crucial to the adoption of gender perspectives. The Nigeria and Uganda case studies, for example, illuminate very clearly that the national agendas being set are increasingly being informed by women's participation in national priority-setting forums.

Not all the case studies present all the above four broad practices, or they may do so at different levels of accomplishment, with many of the changes being still in their infancy. However, the cases profiled

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<sup>60</sup> Ackerly B (2004) "Women's Human Rights Activists as Political Theorists" in L. Ricciutelli et.al. *Feminist Politics, Activism and Vision*, Zed Books, London and New York, pages 285-312.

<sup>61</sup> Office of the Special Adviser on Gender Issues and Advancement of Women.

here enhance our understanding of the opportunities, challenges and strategies related to promoting gender equality and women's empowerment. For example:

*Morocco:* Bringing a gender-responsive focus to the national budget renders visible the gendered nature of the lives of women and men. It matters which resources are shared and how, especially resources generated by development. Consequently governments must promote development as a right of all their citizens, and the more so for women when they have made commitments to women's rights. Morocco has highlighted this core responsibility of governments to incorporate gender perspectives into the design, development, adoption and execution of budgetary processes, thereby recognizing that such commitments have financial obligations and that taking gender into account in public expenditure can trigger the promotion of women's rights and promote equitable development to benefit the poor.

*Nigeria:* Women have continued to suffer the disadvantages of high morbidity and mortality, with the added particular risks of HIV/AIDS, compounded by poverty, violence, civil strife and discriminatory sociocultural practices. Women are also at the centre of helping offset the grim impacts of HIV/AIDS, even as they are the ones most affected and at risk of transmitting it to their infants. Actions to develop and promote responses that incorporate gender perspectives into discussions for influencing policies and interventions to tackle HIV/AIDS have been taken by Nigeria's Government, leading to participatory practices in the design, implementation and financing of gender-sensitive HIV/AIDS programmes.

*Rwanda:* Women account for half the population and must have a say and a presence in the business of governance. Change for women has been most manifest when their numerical strength in decision-making in any sector has increased, not only because women are entitled to this right of participation in public decision-making, but also because it facilitates their empowerment and thus their freedom to act. In seeking to change the gender balance in public decision-making, Rwanda has focused on supporting gender-sensitive institutional change in its key institutions of governance. The result has seen women take up both elective and non-elective positions in an environment of political will at the highest level and legal reforms that promote and guarantee women's entry into such positions, creating radical transformation in the structures of decision-making.

*Ethiopia:* Advancing women's rights and gender equality has called for institutional mechanisms that will guide how the State promotes equity and equality between women and men in all areas of life. Countries like Ethiopia have begun to put national gender machinery in place and are taking important steps to strengthen these mechanisms in every sector of development, reporting to a cabinet minister, and to position them to engage in interventions that advance development planning which is responsive to the need for gender equality and woman's empowerment. Generally, such machinery faces various administrative and programmatic challenges, and it is in recognition of this fact that Ethiopia is beginning to focus on capacity-building for policymakers and implementers to enhance gender mainstreaming efforts.

*Uganda:* Making gender an explicit priority so that it is part of the national funding agenda is a key step towards advancing the delivery of commitments to women's rights. Uganda has clearly raised women's human rights on the list of priorities in one specific development sector - that of justice and law and order. In the current aid environment, where donor funding is moving more towards governments and away from non-governmental organizations, a sector-wide approach presents opportunities for focused approaches to specific gender concerns in that sector. Local justice

authorities have been propelled to implement gender-responsive training, advocacy and directives. The result has been a reorientation of their thinking and clarification of their role and accountability with regard to women's right to justice in a context where sanctions and rewards are in place to promote practices that advance gender equality.

*Algeria:* The Algerian Government has recognized that there are explicitly identifiable women's interests and concerns, and is seeking to reduce the burden on poor women and their households that is associated with inadequate services and structural obstacles to access to capital and technology. The gender-mainstreaming practices of the Government demonstrate the importance of transforming financial systems to sustain the productive and social reproductive work of women. Gender-responsive practices have included putting in place policies to address poverty by channelling resources specifically towards women to bring about equitable access by addressing the lack of opportunities, capacities, commercial links and control over and benefit from development resources.

*Democratic Republic of the Congo:* In conflict zones such as the Democratic Republic of the Congo, gender-responsive interventions face unique challenges. Nevertheless, there are meaningful possibilities such as consultative processes supported by donors committed to gender equality that seek to mainstream gender into humanitarian assistance's dominant paradigm of addressing "vulnerability" so as to explicitly manage humanitarian funding for gender equality outcomes or specifically establish funding mechanisms that will target vulnerable women. These are all newly evolving efforts that face continuous challenges, given the context of conflict and an absence of adequate resources to realize the implementation of Security Council resolution 1325.

*UNIFEM:* Interventions aimed to promoting gender equality are dependent on external funding. In an environment of increasing scarcity of resources for work on gender equality, UNIFEM has been monitoring and seeking to influence the aid effectiveness agenda with research, support for capacity-building and advocacy. One of the important contributions it has made is to document the opportunities and best practice interventions that guide the translation of donor commitments to support "aid effectiveness" into "financing for women's empowerment and gender equality". Ensuring that commitments to gender equality and women's empowerment remain an explicit and essential component of the meaning of aid effectiveness has been an important UNIFEM contribution. The UNIFEM review of countries that are effectively implementing gender-responsive financing strategies found that the practices that triggered positive responses for work aimed at gender equality included sustained action by gender equality advocates, investment in women's analytical capacity to support policymakers, donor support through basket funding, financial support for advocacy and gender-based capacities, and the incorporation of gender equality as a priority into national planning documents. All have helped to earmark budgets or to raise specific funds to address identified gender issues.

## **F. CONCLUSION**

Gender relations remain an area of discrimination, disadvantage and contestation. To address these continuing critical concerns, some governments are increasingly turning to gender mainstreaming as part of their key policy strategy for securing just and equitable national development. What has remained paramount for all the emerging good practices outlined in this Compendium is support for their sustainability, the scaling up of good practices and the use of tools such as those developed by ECA (see box) for monitoring progress towards gender equality and improving decision-making.

***Box: The African Gender and Development Index (AGDI)***

To help governments monitor and evaluate the impact of the policies introduced to narrow the gap between men and women, ECA has developed an effective monitoring mechanism, the African Gender and Development Index (AGDI). This tool allows policymakers to assess their own performance in implementing policies and programmes aimed at ending women's marginalization. It should also improve knowledge of African women's issues and concerns as they are made more visible.

AGDI is a composite index made up of two parts. The first, the Gender Status Index, measures relative gender inequalities using readily available quantitative indicators on education and health, income, time use, employment and access to resources, and formal and informal political representation. Secondly, the African Women's Progress Scoreboard measures progress in women's empowerment and advancement.

***Source: ECA (2004).***

Work remains to be done across all the case studies. Consistently lacking across the board are gender-responsive monitoring and evaluation tools for public policy and programmes in the absence of:

- Statistics: there is a need for greater desegregation of sex, improved gender analysis of data and identification gaps in the data base
- Gender-responsive indicators: there is a need for review of these indicators and capacity-building for the use of indicator tools and for improved monitoring and decision-making in relation to gender equality and women's empowerment.

To continue to strengthen the good practices in gender mainstreaming that are captured in this Compendium, the implementation of the recommendations from the Seventh African Regional Conference on Women (2004)<sup>62</sup> is strongly recommended. The report of the Conference outlined the following institutional measures for effective gender mainstreaming:

- **Regular policy development and review** to identify and remedy gaps in existing gender policies and their implementation and support them through the allocation of human and material resources. Governments drawn on gender expertise in designing all policies and programmes
- **Responsibility and accountability:** Ministries for women or gender and other line ministries agree on a division of tasks for gender mainstreaming in their areas of responsibility and expertise. The core functions of gender officials are institutionalized in all ministries, to ensure gender concerns are mainstreamed into all policies, programmes and activities. Accountability for the achievement of gender equality is the responsibility of the highest authority in all ministries

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<sup>62</sup> See [http://www.uneca.org/beijingplus10/outcome\\_and\\_way\\_forward.htm](http://www.uneca.org/beijingplus10/outcome_and_way_forward.htm).

- **Capacity-building:** Governments provide adequate human resources to national structures dealing with gender issues. National statistical offices are assisted to strengthen gender data collection and dissemination. Data users are trained in the analysis and use of these data for planning, monitoring and evaluation. National capacity is built in the civil service, universities and think tanks to undertake gender research and gender-sensitive programmes
- **Coordination:** clear lines of communication, roles, responsibilities, accountability and levels of authority are established within the public sector. Coordination frameworks must define specific terms for collaboration and partnership between the public sector, development partners and the private sector (including non-governmental organizations), for the effective coordination of gender mainstreaming at all levels
- **Advocacy:** Governments and regional institutions strengthen their advocacy and develop partnership with civil-society organizations in conducting education and information campaigns aimed at mainstreaming gender concerns and enhancing collective responsibility for mainstreaming and accountability
- **Monitoring and evaluation:** Instruments of accountability within the African Peer Review Mechanism of the New Partnership for Africa's Development, the African Union Commission, the regional economic commissions and national planning, budgeting and implementation processes should be made gender-responsive and strengthened to achieve gender equality and equity in all sectors.

Ultimately, for gender mainstreaming efforts to have an impact, governments must promote the legitimacy of women's participation in decision-making and increase women's representation in public institutions so as to achieve positive outcomes for gender equality and women's empowerment. Public institutions impact on and through women. Women's access to the important decision-making structures of these institutions means they can begin to influence them in ways that make them more accountable to women, more women-friendly and better able to take measures to promote greater gender awareness. Enhancing continued access for women to public institutions and putting women's empowerment and gender equality concerns on national agendas begins to illuminate more clearly the interdependence between gender concerns and the political, economic and sociocultural issues faced by nation States. Finally, it is crucial to begin to encourage a change in sociocultural attitudes towards women as a critical step in understanding the importance of women's public presence and participation in public life.

## ANNEX

### Glossary of key terms

#### **BEIJING PLATFORM FOR ACTION**

The Beijing Declaration and Platform for Action is a reaffirmation by governments of their commitment to the equal rights and human dignity of women and men. The Platform for Action contains 12 critical areas of concern to be addressed for the advancement of women. These areas include: women and poverty; education and training of women; women and health; violence against women; women and armed conflict; women and the economy; women in power and decision-making; institutional mechanisms for the advancement of women; human rights of women; women and the media; women and the environment; and the girl child.

#### **CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW)**

Provisions protecting women's human rights to gender equality, the range of actions that must be taken to achieve gender equality and the meaning of sex-based discrimination are set down in detail in CEDAW. The articles of the Convention fall into three main groups. The first set of articles explains the nature and scope of States' obligations. The second targets specific forms of discrimination and outlines measures that States must undertake to eliminate discrimination in each of these areas. The last set of articles governs procedural and administrative matters, such as the composition of the Committee on the Elimination of Discrimination against Women and the way in which the reporting process operates. (*Source: UNIFEM (May 2007), CEDAW and the Human Rights Based Approach to Programming: A UNIFEM Guide. UNIFEM, New York.*)

#### **ENABLING ENVIRONMENT FOR THE PROMOTION OF GENDER EQUALITY**

A gender policy developed with action plans for its realization; core funds dedicated to gender issues; demand-driven capacity-building for gender mainstreaming in specific sectors; performance appraisal of staff for gender mainstreaming; collection of baseline data, regular monitoring, gender audits and feedback of assessments into programming decisions.

#### **GENDER**

A concept that refers to the social differences between women and men that vary between and within cultures and are learned.

#### **GENDER ANALYSIS**

The examination of the differences between women and men in terms of their roles and responsibilities, needs, access to assets and control of resources, rates of participation in public and private life and decision-making power, among many other issues of interest to both women and men.

## **GENDER-RESPONSIVE BUDGETING**

A methodology and framework for integrating a gender perspective into government and organizational budgets to ensure the fair and equitable distribution of resources between women and men. Gender-responsive budgeting methods require a thorough examination of the impact of budget allocations on women's and men's economic and social opportunities and whether the benefit of those allocations is distributed equitably. (Source: UNFPA, 2004, "Gender Responsive Budgeting in Sub-Saharan Africa: The Leadership Challenge" UNFPA, New York)

## **GENDER EQUALITY**

The concept means that the behaviour and needs of women and men are valued and favoured equally; women and men are free to develop their full abilities; women and men have equal access to opportunities; and equality of outcomes is assured.

## **GENDER MAINSTREAMING**

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality. (Agreed conclusions of the United Nations Economic and Social Council 1997/2. Source Naila Kabeer (2003), Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals. Commonwealth Secretariat, London.

## **GENDER RELATIONS**

The relations of power distribution between women and men set in the norms and values of society. These power relations allocate different responsibilities and obligations to women and men and often create unequal power between women and men and marginalize women or condemn them to subordinate social status.

## **NATIONAL GENDER MACHINERY**

This is a mechanism set up within government for the advancement of women's rights. Such machinery serves to guide, support and monitor government-wide gender mainstreaming in all policy areas.

## **POVERTY REDUCTION STRATEGY PAPER (PRSP)**

This is a document expressing the interests and the economic and social strategies of a borrower country. PRSPs are prepared by government, with participation by civil society, non-governmental organizations and donors. They were first developed as a result of the advocacy efforts of non-governmental organizations, and formed part of a process by which highly indebted countries could have their debts reduced by the World Bank and the International Monetary Fund. Since 1999 PRSPs

have become the tool used by the international financial institutions to approve access to international grants, loans or debt relief for almost all borrowing countries.

### **SEX-DISAGGREGATED STATISTICS**

The collection of statistical information and empirical data by sex to enable examination of impacts of policies and actions.

### **WOMEN'S EMPOWERMENT**

The concept of empowerment has three dimensions: agency, resources and achievements. Agency implies actively exercising choice and having capacity for action in ways that challenge power relations. Gaining access to resources enables one to act or exercise decision-making authority that can shape one's own life and that of one's community, while achievements are the outcome of one's efforts, the sense of independence or the realization of one's potential. *(Source: Naila Kabeer (2003), Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals. Commonwealth Secretariat, London*

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