

# **Economic Commission for Africa**

## **African Centre for Women**

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

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**2000**

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## **Executive Summary.**

1. This report is the synthesis of results and recommendations of a participatory needs assessment exercise undertaken by Ms Nalini Burn and Ms Gladys Mutukwa between 15 April to 15 June 1999 as well as the validation workshop held in January 26-27 2000. Three guiding principles have shaped the consultants' ongoing support of institutional development for gender mainstreaming at ECA: It has to be iterative, participatory and results-oriented.
2. The report is meant to be an advocacy, planning, capacity building, decision-making and monitoring tool. It is also meant to foster consensus building around the issue of gender mainstreaming and its implications for ECA's effective delivery of its package of services to the member states.
3. It is a specifically a tool to reach agreement on a capacity building programme for gender mainstreaming for ECA. Part 1 of the Report focuses on the Conceptual and Analytical Framework for the Capacity Building Programme. It considers the development objectives of the capacity building programme as well as the objectives and targets for capacity building. Part 2 contains the main findings and recommendations for each division. Part 2 is a synthesis of results and recommendations.
4. The concluding chapter of part 3 distils the agreement reached during the validation workshop, on the results that need to be achieved in gender mainstreaming, on the means to achieve this, in terms of capacity building, in terms of institutional norms, procedures and guidelines and in terms of the resources required.
5. Overall, it is crucial to work towards professional commitment to, broad ownership of and responsibility for the gender mainstreaming strategy as part of a medium and long term process of change management.

## **Capacity building Objectives and Methodology.**

6. **Follow-up of sensitisation workshops.** The recommendations for follow-up action made by Heads of Division, SRDCs and Senior Professionals of ECA during the Gender Sensitisation Workshops held in February 1998. Called for further in-depth, custom-designed and specialist training in gender analysis and gender-aware policy and programme formulation, analysis and implementation.
7. The needs assessment underway during this mission to plan this capacity development involved discussions with members of various divisions and SRDCs, the review of reports, work programmes, publications and other documents, attendance of the TEPCOW meeting, the Conference of Ministers and participation in divisions work sessions and meetings.
8. There were also instances in which the consultants gave comments on documents, advice to individual members of divisions and a seminar on how to incorporate gender in specific assignments. This was done in response to requests for specific and immediate assistance. Effectively, it continued the capacity building process which started with the initial needs assessment exercise in October 1997, the sensitisation workshops during October 1997 to February 1998, the organisation by and participation of ECA staff in the 40<sup>th</sup> Anniversary Conference of ECA in April 1998, the strategic planning exercise.

## **Setting targets and Assessing Types and Levels of Competence.**

9 The mission has used a result-oriented framework both in terms of the development objectives of ECA and the goals and targets for capacity building as a strategy to meet development goals. A target-driven approach works backward from the goals desired to the outputs that are planned to lead to this goal and the inputs required to achieve these outputs.

10 The agreement on targets has to take into account the credibility of ECA as an institution and the importance of gender mainstreaming in the assessment of the quality of ECA service delivery and of ECA's agenda-setting role in engendering African development, vis a vis the member states and its development partners. ECA has a unique and strategic role to play in the research-policy linkage in Africa.

11 How to mainstream gender is thus not just a question of professional substantive skills and knowledge. It is about applying tools of gender analysis to socio-economic analysis, to organisational and decision-making practices of organisations so that institutional capacity leads to targeted development outcomes and impacts in terms of gender equality.

Gender mainstreaming requires a combination of skills such as

- analytic skills;
- advocacy and communication skills to influence key people and processes, stakeholders and partners at the policy level and at institutional levels;
- skills to facilitate the decision-making process as a team or group of stakeholders to encourage dialogue, to focus, to analyse, summarise and reach conclusions.

Such a combination of skills is also compatible with the service areas of ECA and is part of the desired competence profile of ECA staff. These combinations of skills are required in activities to transform inputs into outputs and to advocate and build consensus for outputs to lead to intended development outcomes and impacts.

12 The mission has also developed the tools for the types and levels of competence appropriate for ECA.

These are:

### **Progressively higher types of competence in gender mainstreaming**

1. Clarity in the concept of gender and knowledge about the socio-economic situation of women and men.
2. Ability to distinguish between a woman in development and a gender in the development approach
3. Understanding and communicating the pertinence of a gender approach to African social and economic development.
4. Awareness and use of gender analysis, e.g. awareness and use of literature, of research results, of use of gender expertise, of use of gender concepts in own discipline and professional field
5. Use of gender as a crosscutting issue in multi-disciplinary and sectoral analysis.

6. Understanding and communicating the concept and practice of gender mainstreaming in intellectual and policy discourses.
7. Ability to use gender analysis and gender monitoring indicators throughout the programme cycle, from formulation to evaluation.
8. Capacity to systematically report on gender lessons learned and subsequently review and reformulate programmes.

Within each of Types 4-8 there are increasing levels of competence that need to be developed.

#### Increasing Levels of competence

1. Awareness of concept, issue
2. Ability to communicate concept, issue
3. Use tools and knowledge, with guidance in a work area
4. Use without guidance in a work area
5. Use with guidance in other work areas, professional areas
6. Use without guidance in other work areas
7. Transfer knowledge, tools and methods
8. Develop interventions, take action, make decisions
9. Adapt methods and tools to different situations
10. Innovate methods and tools and create knowledge

#### Main Findings:

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

14. The mission has found that there is considerable scope available for mainstreaming gender, and that the divisions exercise considerable discretion at present for mainstreaming gender. This has helped to determine the extent of gender mainstreaming capability that can and needs to be developed at ECA. Given its strategic role in the research-policy linkage, in the information and decision loop for economic and social development in Africa.

15. There is a wide variety of situations concerning the types and levels of competence within ECA.

The discussions of a focus group, the gender focal points, at the Validation Workshop provided a measure of the pulse and the tone of the existing state of affairs concerning gender mainstreaming in ECA:

- There was a strong sense of the importance of gender mainstreaming in the development agenda in Africa among the gender focal points.
- There was concern about the wide gap between expectations about the leadership role of ACW particularly, and ECA in general, in gender mainstreaming on the one hand, and the actual capacity to do so presently, specially by ACW, in terms of the

quantity and quality of human resources, as well as material, financial and institutional resources, on the other.

- There was equal concern about the urgency, the readiness to mainstream gender in existing work activities and outputs and the delay in being able to deliver the capacity building and expertise requested, especially during 2000. The hands-on methodology used in the needs assessment exercise conducted by the external consultants recruited on an-ad-hoc basis, had itself heightened expectations further, particularly at ESPD and FSSDD. But there were inadequate resources to mobilise expertise for mainstreaming gender in work activities on an on-going and timely manner since the exercise was conducted in May 1999.
- There was consensus that much still needed to be done to sensitise colleagues about the pertinence of gender in their professional work and that the programme needed to focus on attitudes and commitment as well as skills and knowledge. Internal advocacy is still critical to shed the perception that gender is about women only. It makes the issue of the renaming of the African Centre of Women as part of the process of developing and reflecting a gender approach very pertinent.

The overall assessment of this focus group discussion guided the validation process and generated the recommendations which follow. The comments have as far as possible been incorporated in this final version of the report in the other chapters as well as this concluding one.

#### **Main Recommendations:**

##### **16 Gender Mainstreaming at ECA and the purposes of capacity building:**

ECA has a strategic role to play in agenda setting, in policy advocacy and analysis of African economic and social development. Gender mainstreaming in the policy and research agenda in Africa should be a key focus of ECA with ACW as the prime mover within the organisation and among member states, providing leadership and co-ordination.

The main purpose of this gender policy and mandate is to achieve measurable and identifiable outcomes and impacts in terms of gender equitable economic and social development in Africa through the strategic areas of service delivery and activities and outputs.

The practical and effective implementation of this core policy mandate calls for the development of complementary and conducive institutional strategies of which capacity building is one of the major elements.

##### **17 Institutional Framework: Guiding principles for capacity building in gender mainstreaming:**

1. ECA as a whole is responsible and accountable for gender mainstreaming and it will exercise its strategic leverage in research and policy to promote development with gender equality in Africa.
2. Gender mainstreaming principles, knowledge, skills, tools need to be appropriated, developed further, practised and demonstrated by ECA as part of its intellectual and policy

leadership role. A key indicator would be the demonstrable competence of its women and men staff and the quality of their work output.

3. Within ECA, ACW has the lead role in policy co-ordination, in developing and mobilising policy expertise and providing technical backstopping in gender mainstreaming.
4. Each division is responsible for mainstreaming gender in its substantive areas of focus and should aim to demonstrate cutting-edge competence in gender mainstreaming through its work outputs and activities.
5. Each programme manager then has overall responsibility for co-ordinating and monitoring the practice of gender mainstreaming within the division and is thus responsible for the overall gender focal point function in that division.
6. Each individual member of staff is expected to and will be given support to reach a minimum level and type of competence, depending on function and responsibility.
7. There must be appropriate mechanisms, rules, procedures and resources to support and promote this outcome and impact-focused competence development process within ECA as an institution.
8. ECA needs to set time bound targets to achieve desired levels of competence to demonstrate its commitment and ensure accountability and effective implementation.

These principles set the parameters and the guidelines for developing and implementing the capacity building programme. They serve to clarify who does what, with whom, how, with what resources, by when, where and why.

### 13 Gender Focal Points:

The existing mechanism tends to perpetuate the presumption that gender competence should be demonstrated by the gender focal point alone and that she or he has sole responsibility for gender mainstreaming and gender analysis. In the SRDCs, the gender focal point post conflates co-ordination, expertise and specialist area. This situation tends to produce gender-specific activities (not different from women-specific activities) rather than gender mainstreaming within the work programme.

- The gender focal point function of co-ordination is distinct from the gender expertise specialist attributes.
- The workshop applauded the designation of a man as Gender Focal Point for DMD. The position needs to be gender-inclusive (of both women and men) not gender-ascriptive (that is denoting a woman) as is the case now.
- The overall responsibility for the function within a division rests with the programme manager.
- Each division organises its work around clusters and teams, which can be theme, discipline, and functional speciality or area-based. A division-wide gender focal point cannot adequately address all these areas. It would be more useful for each team to have a focal point.

- The focal point position has to be an integral part of the work plan and tasks of the staff member. It should be a part of performance assessment. It should also provide the opportunity and the incentive for all members of staff to develop higher levels and types of competence.
- The focal point position needs to rotate over time, as different teams get constituted over different work programmes over time. This would be a key vehicle for developing capacity over time to higher types and levels of competence within the division.
- The ACW is institutional focal point, providing overall co-ordination within ECA, through information and networking
- Within ACW, there should be focal points for each division, to enable co-ordination and to mobilise expert knowledge and skills in domains specific for the teams.
- The same recommendations apply to the SRDCs, so that there is no basis for a permanent gender focal point post, which combines expertise and co-ordination functions.

#### 19 Other institutional mechanisms:

It was strongly recommended that competence development should be accompanied by rules and guidelines which would support the effective translation of knowledge and skills into work outputs. These other institutional mechanisms to support gender mainstreaming, some of which are indicated in Table 1 of the Report, would be developed further during the Process Module of the Core Generic Workshop [See Section 3.2]. Gender mainstreaming is a process and the rationale for these mechanisms as well as the ownership of them need to be built up as part of capacity building.

#### 20 Minimum Types and Levels of Competence:

The workshops were very useful for specifying more precisely the types and levels of competence needed and by which category of staff: [See the workshop tools in the Annex]

- Senior Management in all Divisions should aim to have at the minimum levels 1-2 of competence across all Types 1-8 of Competence. This is considered essential for their leadership and co-ordination role.
- Task and Team managers need to reach the same levels across all Types of Competence and aim at the minimum at reaching Level 4. This includes the skill to know what types and levels of specialist external gender expertise are needed for effective team performance.
- All professional members of staff need to have Types of Competence 1-3 at the bare minimum and reach Type 4 (use of gender analysis tools) at least to level 4 (ability to use without guidance). They should also achieve level 2 the higher types of



competence. This means all staff who work in a substantive capacity although they are not classified administratively as professionals, for example Research Assistants.

- Non-professional staff also need to develop competence in gender mainstreaming and the Framework should address the types and levels of competence for all ECA staff
- Regional advisers, who work most closely with member states, have a key responsibility in demonstrating ECA competence in gender mainstreaming. They should be able to reach Type 4 and eventually Type 8 at least to level 4 of competence, within that type.
- Gender Focal Points should aim to reach at least Type 6 up to level 6, during their period of responsibility. They should be given the support to reach higher types and levels of competence as a means to develop gender expertise within the team/division.
- Professional staff within ACW need to achieve all Types of Competence to the highest level.

21 A **Gender Advisory Group** needs to be set up. It would be a key mechanism to play a mentoring role for ACW, providing the intellectual and technical backstopping, given the gap between what ECA and ACW needs to achieve and the existing human resources and current levels of competence.

## 22 The Contents and Modalities of the Capacity Building Programme

### 1. Core workshop, with three modules, concepts and methods, data and process:

There will be a core workshop with the recommended three modules, followed by division-specific modules and joint workshop and seminars. The more intensive technical workshop was considered useful to develop common ground across the divisions.

#### Concepts and methods module

There would be a module on concepts and tools of gender analysis and gender mainstreaming based on the framework for gender analysis and gender mainstreaming developed for institutions with mandates like ECA. This framework articulates a gender analysis of the micro, meso- and macro- levels of the economy as well as the interaction between the social and economic spheres.

These core, generic workshops would be targeted to all professional staff, to produce a common language and framework for gender analysis and gender mainstreaming. They will focus on the overarching cross-cutting theme of gender, poverty reduction, economic and social development, using some of the tasks in the work programmes of specific divisions, which staff from all divisions can contribute to.

#### Crosscutting tools and processes modules

This core generic module on concepts and methods need to be accompanied by two other modules which focus on cross-cutting tools and processes

**Data module** One is a module on disaggregating and aggregating data for existing and new data sets and developing and using indicators for gender mainstreaming at the meso/sectoral and macro levels for economic and social policy analysis.

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

**Process module:** The other module will focus on how to mainstream gender throughout the programme cycle, from identification to activities, outputs and mobilising for outcomes and will be based on guidelines and the development and use of monitoring and outcome indicators.

**Workshop Participants:** In the first instance, this Core Workshop would target the team leaders of each division and gender focal points of the Divisions.

PPFED would need to be closely associated with the process module particularly.

The workshop content would be based on the core activities of the Divisions. The expected output of the workshop is recommendations for inputs in the 2002-3 work programme.

### 13 Division specific sessions: priority areas.

The recommendations of the mission are as follows:

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

For DMD: gender analysis of governance, privatisation, informal sector development and public sector reform will be the focus of capacity building.

For FSSDD: a specific workshop on the linkages between the nexus issues and the conceptual framework for gender mainstreaming, with particular emphasis on poverty and population issues.

DISD: specific workshops to focus more deeply on the following areas which relate more specifically to gender mainstreaming concepts, tools and methods in relation to their proposals for the development of statistical services in Africa. These are in the areas of design, collection, production, analysis and dissemination of data.

For RCID:

Gender analysis applications to mainstream sectoral programmes and policies, such as transport, water, energy and communications built around the work programme for 2000-1.  
Gender analysis tools for gender impact assessment of trade policy.

For ACW:

Workshops in particular areas of ACW's strategic agenda, with particular emphasis on advocacy, negotiation, networking skills.

#### **Joint workshops with other divisions:**

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

For ESPD and RCID: a focus in gender mainstreaming in building African capacity for negotiations in international trade and investment policy regimes.

#### **Cross-cutting workshops**

- In house interactive seminars and knowledge exchange on key cross-cutting issues such as conflict, HIV/AIDS to build and multi-disciplinary, multi-sectoral capability, using gender as cross-cutting analytical tool.
- In house interactive seminars and knowledge exchange on the links between the FSSDD nexus and the nexus of issues identified in the gender-mainstreaming framework for ECA.

#### **Planning an External Seminar**

It would be worthwhile to plan a seminar on the state of the art developments in gender, globalisation, trade and macroeconomic theory, which would be open to the regional institutions such as OAU, BAD and the research consortia in Africa, with whom ESPD and other divisions such as RCID work closely. This seminar can be scheduled after the initial round of capacity building workshops and they could be within the programme of developing a conceptual framework and policy agenda for African development, and inserted in the Biennium 2002-3 activities.

#### **24 Further recommendations of the validation workshop**

The hands-on approach, which would be based on key activities and outputs leading to gender mainstreaming inputs within them in the process of building competence was considered the most appropriate.

The lesson to be learned from the experience of the needs assessment exercise is not to miss the boat for key core activities, such as the request by ESPD to contribute to the gender mainstreaming in the African Economic Report for 2000.

#### **For example:**

For RCID, the most important activity is the flagship publication on Regional Integration, which needs to be completed by June 2000.

For ESPD, the African Economic Report for 2000 is already nearly in draft form and it has gender mainstreaming inputs. The 2001 African Economic Report can however be planned as part of the capacity building exercise.

For PPFED, one key target is the Biennium 2002-3 work programme preparation, for which the budget would have to be ready by December 2000.

It is recommended that the division-specific sessions would be devoted to designing the work programme, with guidance from the facilitators. This work programme would then provide the basis for the division-specific or more precisely team-specific capacity building programme over 2001.

## 25 Milestones and time-bound targets.

There was strong concern that the programme be accelerated and that there should be gender-mainstreaming inputs in the core activities of the divisions. There was a suggestion that the date for the Core workshop scheduled in October be brought forward to June. This was not possible in light of the administrative, logistics and substantive production work needed. July and August are in any case two months where no effective implementation can take place.

### Target for 2005

By 2005, all divisions would need to reach Type 8 Competence at the highest level, for their specialist areas.

### Target for 2000

By December 2000, all substantive divisions would be able to design the 2002-3 work programme with gender objectives, impacts, outputs, activities and inputs.

By end 2000, all task managers and gender focal points would reach Type 4 competence at level 3 and level 2 up to Type 8 of competence:

### Milestones for 2000

- By April 2000, the consultants will design a framework for capacity building, which will set the milestones over 2000-2005 for reaching the target set for 2005.
- The core workshop would be held in October 2000.
- Between March and June, the substantive preparation process for the workshop would take place in close collaboration with the Divisions. This exercise will contribute inputs in the targeted work activities, including the RCID publication.
- By end August, the core workshop modules would be prepared.
- Between October and November, the division-specific sessions would be targeted to reach the deadline of December 2000 for design of work programme 2002-3 with gender objectives, impacts, outputs and inputs.

## **The purpose and organisation of the Report**

### **Purpose:**

*This report presents the interactive work of the Consultants with and within the Divisions of ECA. It is meant to be primarily a decision-making, planning and monitoring tool for capacity building in gender mainstreaming. But it should also be used for advocacy and consensus building around the issue of gender mainstreaming and the implications for ECA's effective delivery of its package of services to the member states.*

*The actual capacity building programme will be carried out in the 2000-2001 biennium, but the preparations and agreement on the programme and its methodologies are the subject of the consultants' assignment and the validation workshop which was originally scheduled for September/ October 1999.*

*A first draft of this report, which was produced in August 1999, served as a basis for discussion during a validation workshop, which was held on 26-27 January 2000. The purpose of the workshop was to come to a consensus on the findings of the Consultants, the needs of the various Divisions for capacity building, the critical issues each Division wants to concentrate on for gender mainstreaming and the substance and form of cross divisional capacity building.*

*The results of the workshop are included in the concluding chapter of this final version of the report. The recommendations of the Validation Workshop will be used to formulate a Capacity building Framework for gender mainstreaming for ECA over the period 2000-2005.*

### **Organisation**

*Part 1 of this report contains the introduction and is followed by a Framework for analysing and addressing capacity building needs at ECA exercise.*

*Part 2 of the report discusses the main findings: the Outputs/ Results from the attendance and observance of the Joint Conference of the Ministers of Planning and Economic Development and of Finance, the analysis of various documents and the outputs from the meetings, observation of activities and working sessions with the various Divisions and SRDCs.*

*Part 3 contains a synthesis of the issues, findings and recommendations for a capacity building programme for each of the Divisions. It shows the linkages between and the interdependence of the work of the various Divisions and also considers the institutional mechanisms for translating the expected competence development into effective gender-responsive service delivery. The conclusions of the Validation Workshop are also included in this part.*

# Part One

## 1.1 The Objectives of the Capacity Building Programme

### 1.1 Introduction.

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

**(Beijing Platform for Action, FWCW 1995)**

One of the major initiatives of the United Nations system in the promotion of women's advancement has been the series of World Conferences on Women (from Mexico- 1975 to Beijing- 1995), held to build consensus on issues and constraints, the strategies and actions to be taken at local, national, regional and international levels.

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

A lot of work went on all over the world to show that development is not gender neutral and that in fact some of it is disadvantageous and/or damaging to women when the gender differentials are ignored. There are many examples of painful lessons learned in Africa about the dangers of exclusive concentration on development paradigms that ignore the gender aspects. Economic and social realities about growing poverty scales and levels make serious attention to gender inevitable.

The initial reaction to the realisation that gender blind development paradigms are neither economic nor efficient, was to have Women in Development (WID) policies, programmes and projects which targeted women only.

The limitations of the WID approach gradually became apparent as myriad of projects and programmes in all sectors and at all levels failed to change the lot of women in a real and sustainable manner, in some cases the situation of disadvantage even worsened. More in-depth studies and critiques led to a new gender and development (GAD) approach that looks at the socially constructed roles of men and women and how these impact on their participation in and benefit from development at all levels.

The Global (Beijing) and the African Regional (Dakar) Platforms for Action provide a basis for mainstreaming gender in all development policies, programmes, structures and processes. Gender mainstreaming is a strategy that entails addressing the needs, concerns, perspectives and interests of both women and men in the design, implementation, monitoring and evaluation of any social, economic, political policies, programmes or projects in order to achieve gender equality at all levels.

### 1.1.2 Gender In Africa.

The issue of gender disparities is an African issue and not foreign. The Dakar Platform for Action adopted by the Fifth African Regional Conference (1994) notes that despite some progress made in Africa to improve the status of African women, critical gaps still exist in several areas.

The more glaring gaps are in relation to, *inter alia*, to education and training; employment; health services; access to and control of productive resources and technology; under-representation in the political, economic, social and decision-making levels; lack of availability and use of gender-disaggregated data; *de facto* and *de jure* discrimination; lack of awareness about women's human and legal rights.

The Dakar Platform goes on to state that the recurrent crises that have affected the tempo and level of African economic development have had a disproportionate impact on the women because of the gender gaps that render them greatly disadvantaged and vulnerable.

"Today, gender disparities are prevalent almost everywhere in Africa. Closing the gender gaps and enhancing African women's participation in development is essential not only for achieving social justice but also for reducing poverty," observed Dr K.Y. Amoako, ECA Executive Secretary in **Gender in Africa: The Facts, The Issues (1995)**

### 1.1.3 ECA Gender Policy.

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

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

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

- Elevation of ACW to a full Division and giving it more resource and programmatic support;
- Establishment of gender focal points in all the Divisions and in all the five SRDC's;
- Promotion of a number of women to senior positions, including D 1 level;
- Devoting the celebration of ECA's 40th anniversary to bringing women's and gender issues to the fore of African development agenda, by holding an International Conference with the theme " **African Women and Economic Development: Investing in our Future.**" And,

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

#### 1.1.4 ACW and Gender Mainstreaming

The African Centre for Women (ACW) changed from a WID (Women in Development) to GAD (gender and Development) approach in 1994 when the institution's name changed and steps to build Division-wide capacity for gender mainstreaming were initiated. There have been several steps taken to build the capacity of ACW to guide ECA as well as member states in gender mainstreaming. However, the efforts have been limited by lack of sufficient human, technical and time resources. Strategic decisions had to be taken on how to help ECA mainstream gender and also fulfil the mandate to help member states implement the Platforms for Action.

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

##### 1.1.4.1 Assessment Of Gender Mainstreaming Capacity

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

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

##### 1.1.5 Terms Of Reference.

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

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

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

##### 1.1.6 Elements of Gender Competence



Since the programme is for capacity building for ECA as an institution, the work was partly guided by, *inter alia*, eight basic elements for institutionalising gender concerns in organisations. These elements which the Consultants used as a guide and basis for both the assessment work and the subsequent capacity building programme are:

- Clarity in the concept of gender and knowledge about the socio-economic situation of women and men.
- Ability to distinguish between a WID approach and a GAD approach.
- Understanding and communicating the pertinence of a GAD approach to African social and economic development.
- Capacity, awareness and use of gender analysis: e.g. awareness and use of literature, research results; use of gender expertise and concepts in one's programme area.
- Use of gender as a crosscutting issue in multi-disciplinary and sectoral analysis.
- Understanding and communicating the concept and practice of gender mainstreaming in intellectual and policy discourses.
- Capacity to use a gender approach throughout the programme cycle from formulation to monitoring.
- Capacity to report systematically on gender lessons learned and to subsequently adapt programmes.

#### 1.1.7 Assessment exercise

The work involved discussions with members of various Divisions and SRDCs; study of reports, work programmes, publications and other documents; attendance of the TEPCOW meeting and the Conference of Ministers. The interactions were aimed at fleshing out the capacity building needs, the approaches and the methodologies for the programme.

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

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

#### 1.1.3 Rationale for Capacity Building In Gender Mainstreaming

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

It is also recognised that although ACW has the prime responsibility for implementing the subprogram on promoting the advancement of women as well as for bringing the gender perspective into all ECA work, the whole ECA structure and system has to be committed and

able to mainstream gender in all the programs if gender is to be mainstreamed in the development priorities of Africa.

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

#### **1.1.9 Basic Guiding Principles**

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

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

#### **1.1.10 ECA Strategy for Capacity Building in Gender Mainstreaming**

Capacity building is the key strategy for mainstreaming gender in the policies and programmes of ECA. In the fulfilment of its mandate to promote economic and social development in Africa, One of the expected outcomes of capacity building will be the ability to mainstream gender in the policies and programmes of member states through gender-responsive delivery of ECA's broad areas of service. These areas include:

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

Each of the above service areas are instances of service delivery, interactions with clients in member states which can contribute to the latter's capacity in gender mainstreaming.

The capacity building within ECA is thus directly linked to actual development processes and outcomes in member states and at the regional level.

# Part One

## 1.2 A Framework for analysing and addressing the capacity building needs of ECA.

This section looks at the development objectives of the capacity building programme, what ECA and ACW must and can do to promote gender equality and practise gender mainstreaming. It also focuses on the objectives of the capacity building programme and what the implications are in terms of the capacity it needs to give itself to do so. The implications address the competence profile of staff for gender mainstreaming, the targets for gender mainstreaming in work outputs and the related milestones and benchmarks. This sets the framework for assessing the existing situation (which is dealt with in Part 2) in relation to the results that ECA needs to achieve.

### 1.2.1 The Development Objectives of the Capacity building Programme

#### 1.2.1.1 ECA Policy.

ECA has a mandate to promote the economic and social development of Africa and the achievement of gender equality in Africa is an organisational goal.

Gender mainstreaming is the strategy which has been adopted by ECA, by the UN System as a whole and by most development agencies to achieve gender equality as a development goal.

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#### ECOSOC DEFINITION OF GENDER MAINSTREAMING

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

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

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Gender mainstreaming is essentially about forging the conceptual and practical links between development and gender equality.

### **1.2.1.2 The mainstream and gender mainstreaming.**

The mainstream is the set of dominant and widely held development directions which shapes development choices and practices. The thinking, the ideas, are based on a set of theories and assumptions, norms, values which informs decisions, policies and actions and guides resource allocation.

Mainstream development interventions are routinely made based on assumptions about society which generate real outcomes and impacts.

Gender is one important variable that systematically structures a person's economic and social position and prospects. It is not just that there are differences between women and men and among men and women in relation to the structures and the processes of opportunity and constraint in society, the economy and polity. These differences are intrinsically linked to the nature of the relations between women and men on all levels and in different contexts. And in turn these relations affect development prospects and outcomes, in a gender differentiated manner.

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

Gender mainstreaming is simply to bring this understanding about gender into the mainstream of development interventions. It is the process of taking account of gender relations in all development interventions and at all stages of the policy and programme cycle in order to achieve gender equality. It is about making the achievement of gender equality a legitimate value, a core principle that informs and guides development choices and practices. It is about bringing gender concepts and tools of analysis into the set of dominant theories and assumptions, norms and values which informs and shapes development interventions. A gender mainstreaming strategy is thus clearly focused on development outcomes and impact.

### **1.2.1.3 The role and responsibility of ECA in mainstreaming gender in African development.**

ECA occupies a leadership position in the mainstream development discourse in Africa. It is uniquely placed to mainstream a gender perspective in the search for development directions and paradigms for Africa.

As part of this mission, ECA needs to be transparent about actual gender-differentiated development outcomes, to illuminate the processes that generate such outcomes and rise to the intellectual, technical and policy challenges which African member states face in achieving development goals, including the commitment to gender equality.

The challenge of gender mainstreaming is on both sides. As much as economic analysts and development practitioners have ignored gender as a tool of analysis and gender relations as a domain of intervention, gender analysts have tended to develop their own tools and models independently of mainstream economic, social and environmental analysis.

These parallel tracks have not led to much convergence or cross fertilisation across disciplines, hence the lack of effective progress in gender mainstreaming so far. Gender analysis concepts, tools and techniques have to be used together with a variety of other intellectual and professional tools for both research and policy purposes.

At the moment world wide, further inclusion of a gender approach in mainstream development thought and practice depends on analytical development, data generation and empirical work. This needs to be contextualised at the local, sub-regional and regional levels. This medium and long term journey needs an institution-wide momentum if the efforts are not to remain fragmented and marginal and there are no quick -fixes on "how to" mainstream gender.

#### 1.2.1.4 ECA leverage for mobilising capacity for gender mainstreaming.

ECA has the following broad areas of services:

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

Each of the above areas are instances of service delivery: interactions with clients in member states which is directly linked to actual development processes and outcomes in member states and at the regional level.

ECA occupies a strategic role in the research- policy linkage. As a regional institution, which also operates at sub-regional level, ECA needs to establish and affirm comparative advantage in promoting the development of African perspectives on mainstreaming gender in economic and social development.

This can best be done through the intellectual and policy leadership of ECA divisions. The divisions can advocate for and build consensus among the knowledge networks, research consortia, and the development partners within and outside Africa around an agenda of further mainstreaming of gender at the conceptual and analytical level within discipline-based knowledge and skills and communicating the results in policy fora.

There is a direct link in the field of technical assistance and capacity building between ECA's own capacity development and the capacity building in member states.

## **1.2.2 The Objectives and Targets for Capacity Building for Gender Mainstreaming.**

### **1.2.2.1 Capacity building as a strategy.**

Capacity building has been identified as the key strategy for mainstreaming gender in the policies and programmes of the Economic Commission of Africa. The objectives of the capacity building programme have to be closely linked to the mission and purpose, the development orientations of ECA, its service areas and the desired competence profiles of ECA staff.

The first consideration is the development of an outcome and results focus.

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

### **1.2.2.2 A results-based framework for capacity building.**

The strategic focus is not to lose sight of the significance for development of engaging in activities and committing resources. While staff can be held more accountable for activities and outputs than outcomes and certainly impacts, the whole rationale for the activities and outputs are the intended outcomes and the impacts. The ultimate goal is the transformation in the lives of women and men as a result of applying increased competence to the job.

This link depends on many intervening and mediating factors:

- There has to be a real demonstrable change in **mainstream** structures and processes. ECA has to make some demonstrable contribution to this change, has to produce outcomes.
- Organisational effectiveness can result from a sharper focus as part of a wider partnership (partnership in obtaining outcomes, in tightening the link between output and outcomes)
- To achieve these organisational results, there must also be some changes in institutional practices, appropriate management support structures and resource provisions.
- It is within this enabling institutional context that a positive change in knowledge, skills and attitudes, through a capacity building programme, can create higher institutional capacity.

A result-based framework tightens the link between the commitment of individual effort in building and applying competence and development outcome and eventual impact. A key to tracking results at each stage is the development and use of indicators.

## **Box 2 : A Results-based Framework.**

There needs to be a clear link between the capacity building of an individual staff member and the development impact intended.

The link is traced from

**Intended Measurable Impact** : long term development goal, for example transformation in the relations between women and men and increased well being of women and men.

*As a result of (inter alia)*

**Intended Measurable Outcomes**: achievement of programme objectives, change in mainstream structures and processes, for example a policy change in member states

*As a result of (inter alia)*

**Outputs**: production of outputs, for example Economic Reports, Conferences

*As a result of*

**Activities**

*As a result of*

**Inputs**: human resources -skills, knowledge, attitudes, behaviour-, information, material, organisational and financial resources.

It is within this framework that capacity building has to take place. It is an input in the development process, but which intervenes at each stage in the transformation of inputs into outcomes and impacts.

### **1.2.2.3 Capacity building needs for gender mainstreaming in ECA service areas.**

How to mainstream gender is thus not just a question of professional substantive skills and knowledge. It is about applying tools of gender analysis to socio-economic analysis, to organisational and decision-making practices of organisations so that institutional capacity leads to target development outcomes and impacts in terms of gender equality.

Gender mainstreaming requires a combination of skills such as:

- [-] Analytic skills
- [-] Advocacy and communication skills to influence key people and processes, stakeholders and partners at the policy level and at institutional levels
- [-] Skills to facilitate the decision-making process as a team or group of stakeholders to encourage dialogue, to focus, to analyse, summarise and reach conclusions.

Such a combination of skills is also compatible with the service areas of ECA and is part of the desired competence profile of ECA staff. These combinations of skills are required in activities to transform inputs into outputs and to advocate and build consensus for outputs to lead to intended outcomes.

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

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

#### 1.2.2.4 Capacity building targets for gender mainstreaming.

Given the above generic competence profile and taking into account the mission and mandate of ECA, there are specific capacity building targets for gender mainstreaming. These targets formed part of the evaluation for the sensitisation workshops and can form the basis of developing and using indicators for tracking progress in gender mainstreaming capacity.



1 to 8 indicate progressively higher types of competence and expertise in mainstreaming gender.

### Box 3

#### Progressively higher types of competence in gender mainstreaming

1. Clarity in the concept of gender and knowledge about the socio-economic situation of women and men.
2. Ability to distinguish between a woman in development and a gender in the development approach.
3. Understanding and communicating the pertinence of a gender approach to African social and economic development.
4. Awareness and use of gender analysis, e.g. awareness and use of literature, of research results, of use of gender expertise, of use of gender concepts in own discipline and professional field.
5. Use of gender as a crosscutting issue in multi-disciplinary and sectoral analysis.
6. Understanding and communicating the concept and practice of gender mainstreaming in intellectual and policy discourses.
7. Ability to use gender analysis and gender monitoring indicators throughout the programme cycle, from formulation to evaluation.
8. Capacity to systematically report on gender lessons learned and subsequently review and reformulate programmes.

As a complementary process, institutional procedures and mechanisms have to be put in place to enable the development and application of gender competence.

While these are progressively higher types of competence for gender mainstreaming, within each of the 4-8 types, there are general levels of competence to be achieved as an on-going process over time.

These are set out in Box 4 on the next page.

#### **Box 4 Increasing Levels of competence**

1. Awareness of concept, issue
2. Ability to communicate concept, issue
3. Use tools and knowledge , with guidance in a work area
4. Use without guidance in a work area
5. Use with guidance in other work areas, professional areas
6. Use without guidance in other work areas
7. Transfer knowledge, tools and methods
8. Develop interventions, take action, make decisions
9. Adapt methods and tools to different situations
10. Innovate methods and tools and create knowledge

If ECA and ACW are to exercise a leadership role in the research policy-linkage, then ECA and ACW have to aim at reaching level 10 of competence certainly as far as gender mainstreaming is concerned.

#### **1.2.2.5 A participatory approach.**

While the purpose of gender mainstreaming is outcome-focused, the principle and practice of gender mainstreaming is grounded in the participatory approach. This principle carries through from the identification of a development problem by women and men to the teamwork and multidisciplinary work in development interventions to the consensus building and decision-making among stakeholders and the evaluation of development impact. The achieving of gender equality as an outcome and as a goal is as much a question of well being as of agency. Women and men as actors in the development process at all levels. The mixture of competencies required for gender mainstreaming is tailored to this participatory approach.

### **1.2.3 Capacity building Programme Development Methodology.**

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

#### **1.2.3.1 A participatory process.**

The participatory approach also drives the methodology for developing the capacity building programme.

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

- **Gender Sensitisation workshops** were conducted, as a first step, at which recommendations were formulated about the capacity development programme.
- **Follow-up of sensitisation workshops.** The recommendations for follow-up action made by Heads of Division, SRDCs and Senior Professionals of ECA during the Gender Sensitisation Workshops held in February 1998, called for further in-depth, custom-designed and specialist training in gender analysis and gender-aware policy and programme formulation, analysis and implementation.
- **Process of organisational learning.** The report of the workshop highlighted the need to consider capacity building as a continuous process of organisational learning, leading to progressively higher types and levels of competence and institutional capacity, rather than a one-off "training event". The learning approach emphasises the four dimensions of learning: attitude, skills, knowledge, and capacity. It is the application of the first three dimensions to actual work situations which creates institutional capacity. Translating knowledge into practice is an institutional process that takes time.
- **Creating institutional capacity.** There was consensus at the end of the Sensitisation Workshops that the objectives of gender sensitisation had been reached, on the rationale, the "why" of a gender approach to African development. The next step to be taken, it was felt, was **how to use** gender knowledge and skills in the development and implementation of mainstream programmes. There was a related emphasis on the need to link substantive capacity building with the appropriate institutional mechanisms for ensuring that the programmes delivered are an effective response to the needs and expectations of Member States.

#### **1.2.3.2 Methodology for the Needs Assessment Exercise.**

This particular mission is a follow-up to the sensitisation workshops and has taken on board the recommendations for in-depth, custom-designed and specialist training as well as the need to consider the appropriate institutional implementation mechanisms recommended at the sensitisation workshops.

As part of the custom designed approach tailored to each divisions' work programme, the Mission has explored with the divisions the appropriate methodology for capacity building and in particular and on the job learning approach and the targeting of actual work outputs and the activities leading to these outputs.

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

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

#### **1.2.3.3 Participatory observation of capacity building needs**

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

#### **Working Sessions with the Divisions**

Different methods of participatory inquiry were used with different divisions and for different types of activities and themes: participant observation, content analysis of documentation, interactive seminars, in house-peer reviews, discussion of pre-circulated questionnaires.

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

#### **1.2.3.4 Institutional Assessment: mental checklists of indicators.**

Just as a semi-structured interview has a mental checklist of questions to be covered, the assessment of needed capacity for mainstreaming gender used mental checklists during the process of observation, dialogue and debate.

The learning process for the external consultants included the understanding of the institutional processes at work, the decision points within ECA. This was done in order to develop guidelines for mainstreaming gender systematically throughout the programme cycle.

#### **Checklist 2. The production process of Divisions' work outputs**

- How is a development problem or concern identified and selected and how is the decision made to mobilise resources to produce and circulate the knowledge that informs the policy cycle?
- How does this process lead to the work plan of each division and the individual components of the work programme: mobilising inputs and expertise to generate and deliver research outputs (studies and ad-hoc expert meetings, constitution of expert groups and so on)?
- Where are the entry points for mainstreaming gender?
- How and to what extent are they used?
- And what more pertinently, at the moment, are the processes which lead to implicit or explicit exclusion of a gender perspective on development issues?

This checklist was used in the ESPD seminar for instance to probe into the reasons for the non-inclusion of gender issues in the Conference inputs.

The results are useful for developing guidelines for gender mainstreaming at each stage in the work programme process, which can be incorporated into institutional procedures and mechanisms for performance monitoring and evaluation.

#### **1.2.3.5 A validation workshop of the findings and recommendations of the Needs Assessment Mission**

The findings and recommendations would be discussed at the level of the divisions, including PPFED, the Human Resources Division and the Cabinet Office of the Executive Secretary in a validation workshop originally scheduled for September. All divisions would participate to consider the substantive and organisational implications and to validate the capacity building programme. On the basis of these recommendations, the consultants would finalise the framework for the capacity building programme and develop the contents and methods.

## **Part 2: Findings of the Needs Assessment Mission**

### **2.1. Case Study : ECA Joint Conference of Ministers of Finance and of Economic Planning**

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

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

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

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

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

A presentation by the Executive Secretary set the tone for the discussions and presented several challenges for the participants and their governments. The major challenges for African development are debt, internal resource mobilisation, poverty reduction and sustainable development.

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

The new indices are:

- Annual Performance Index:

- Economic Sustainability index; and
- Economic Policy Stance.

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

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

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

A presentation by the Director of UNAIDS presented a clear example of how a well planned advocacy campaign on an issue can get the attention and resources of both governments, partners and aid agencies mobilised for that issue. The gender campaigners could learn a lot from the strategies and methodologies of the AIDS campaigners.

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

## 2.1.2 Methodology

### 2.1.2.1 Consultants Participation

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

### 2.1.2.2 Review of Documentation

The main documentation for the Conference were:

- The Economic report for 1999;
- The Thematic Paper on “Challenges of Financing Development in Africa:
- The proposed Programme of Work and ECA Priorities for the Biennium 2000-

- 2001; and
- Statutory Reports from Committees and Expert Groups.

The documents were examined by the Consultants to see whether they bring out the centrality gender as a variable to African development. Where are the gaps? Do they reveal limitations of analysis skills or limitations in appreciating the relevance of gender to the major development issues being discussed?

### 2.1.3 Findings and Issues

The documentation examined did not adequately bring out the critical linkage between gender and social analysis and the development issues of poverty, diminishing resources for development, debt, globalisation etc.

Furthermore, in the assessment of the socio-economic situation of Africa, in several Conference documents including the Economic report, the critical relationship between gender, poverty, growth and macroeconomic policies did not come through. At best there was mention of gender and women without indications of how it affects development processes and outcomes.

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

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

The feed back from some of the development partners and other participants is that the inadequate attention to gender was very disappointing, especially after the success of the 40th Anniversary Conference, which seemed to have brought gender to the African development agenda. Some who had been present for the earlier conference wondered how there could be such serious contrasts in the same institution and within such a short period of time.

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

### Relationship between gender, growth, poverty and macroeconomics policies .

In the assessment of the socio-economic situation of Africa, in several Conference documents including in the Economic Report, the above critical relationship did not come



through. At best there was mention of gender without indications of it being seen as critical to the development outcomes.

#### **ACW's capacity to mainstream gender in the Conference:**

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

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

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

#### **Leading by example:**

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

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

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

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

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

#### **Gender is an institutional responsibility.**

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

**Gaps Observed:**

- It was clear that although ACW had a member on the preparatory committee for the conference, they had not been able to have much of input into the substance and process from a gender perspective.
- An opportunity to bring gender issues to the fore for this last meeting of Ministers of Finance was lost.

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

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

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

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

### **2.2.2 Methodology.**

#### **Initial Meeting with ESPD**

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

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

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

### **2.2.3. Mainstreaming gender in substantive servicing of Conferences and in Parliamentary Documentation**

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

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

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

#### 2.2.4 The Post Conference ESPD Seminar

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

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

A summary of the Seminar is contained in the Annex.

#### Box 4. Seminar: Entry Points for Gender Mainstreaming in Conference Theme

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

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

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

- **Physical infrastructure.** The need for a more refined, targeted approach to growth and poverty-reduction to explicitly and systematically address gender-based supply constraints (such as installing time and energy saving rural infrastructure which substitutes for women's time and energy, raises their productivity, increases market access and enhances well-being).
- **Human resource development.** The value-added of a gender approach to a wide nexus of issues linking time and energy saving for women, girls and boys in unpaid "domestic" or reproductive tasks. These labour-saving technologies are strategic for enabling returns on investment in education, health and for reproductive choices in favour of smaller family size which can lead to medium and long-run economic growth and development.
- **Institutional constraints: Household level** At the micro, meso economic level there is a need to address the disincentive effects of gender-based distortions in resource allocation, such as unpaid family labour in smallholder production, issues of land tenure, as part of the institutional constraints on growth. Getting the prices right is not sufficient when the incentives do not reach the direct producers
- **Institutional constraints: State level.** There is a "crowding-in" effect of targeting public infrastructure provision to the poorest rural areas, where the largest actual and potential private sector is, and which is strictly private in the sense of not benefiting from any state entitlements
- **Other complementary inputs.** The positive impact of correcting gender inequalities in access to complementary inputs (equipment, agricultural support services, credit market access etc) on growth.
- **Enhancing the effectiveness of public expenditure and aid.**

Increasing effectiveness, transparency and accountability of public expenditure through gender-aware and poverty-reducing budgetary processes and outcomes and the disaggregation of budgetary allocations by gender and region

One key constraint for mainstreaming gender was identified as the lack of gender-disaggregated data for macro economic analysis and the difficulty of generating resources to obtain such data.

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

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

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

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

#### **2.2.6 Recommendations for ESPD.**

2.2.5.1 There is a need to develop a systematic and phased approach to gender mainstreaming within the division. The urgent request for gender expertise inputs before a minimum type and level of competence has been reached by the entire team will not be effective. However, the hands-on work output approach favoured by ESPD is highly recommended. This would be much more effective after a minimum type and level of competence has been reached. To some extent the work output approach can be part of the process of reaching a minimum type and level of competence as a team.

It is proposed that during the validation workshop some priority areas be designated which would be the subject of the capacity building programme over the Biennium.

#### **2.2.6.2 Initial Concepts and Methods Workshops**

For ESPD, there is a need for a core generic workshop which concentrates on concepts and methods of gender analysis and focuses on the overarching theme of gender, growth,

poverty reduction and social development. This workshop would be based on the framework for gender analysis and gender mainstreaming developed for institutions with mandates like ECA. This framework articulates a socio-economic gender analysis of the micro, meso and macro levels of the economy as well as the interaction between the social and economic spheres. The applications in the core generic workshop can however be based on actual work programme activities, to be identified in the validation process by ESPD staff.

- This core generic workshop on concepts and methods need to be accompanied by two other modules.
- One is a module on disaggregating and aggregating data and developing and using indicators for gender mainstreaming at the meso/sectoral and macro levels for economic and social policy analysis.
- The other module will focus on how to mainstream gender throughout the programme cycle, from identification to activities, outputs and mobilising for outcomes and will be based on guidelines and the development and use of monitoring and outcome indicators.

#### **2.2.6.3 Further Workshop sessions**

After this initial round of workshops which would be based on designated priority work programme areas, further capacity building programmes could concentrate on particular thematic areas and work programme activities within these areas.

These are gender mainstreaming of poverty, HIV/AIDS, gender-aware budgeting within the context of public expenditure reviews and debt reduction mechanisms.

#### **2.2.6.4 Joint workshops ESPD and other divisions.**

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

#### **2.2.6.5 Timing and scheduling issues**

Ideally it is within the context of these workshops that the activities programmed for the Biennium 2000-2001 can be planned with gender mainstreaming inputs.

The decisions that need to be made are which activities/tasks would be chosen for the workshop and the timing of the workshops. ESPD has indicated that scheduling capacity development for 2000 is too far into the future as far as its planning calendar is concerned.

The validation workshop would be one instance for discussing and reaching consensus on the content and the timing of the output-focused capacity building programme over the biennium.

#### **Annex of ESPD. Internal Seminar**

This Annex presents a summary of the ESPD Seminar which generates issues which are central to ACW's strategic agenda and to the strategic agenda of ECA. The range of concerns

spans the thematic areas of all the other divisions and forms the basis for possible co-ordination and eventual collaboration of a cross-cutting and inter-divisional nature

### The rationale for the exclusion of gender from the Conference

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

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

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

### Facilitating a dialogue for gender mainstreaming.

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

The Seminar was part of the process of mainstreaming gender. Capacity building cannot be understood simply as filling in absent knowledge but as facilitating a process of engagement with different disciplines which can often have rather closed and self-referential knowledge



systems. Building consensus and opening spaces for dialogue often leads to the need to air and confront attitudes, the areas of difference or divergence, to affirm the importance of considering other disciplines, if the development of a holistic approach is to mean anything.

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

- 1. ESPD is not just a division about economic but social policy analysis.
- 2. Does Parliamentary Documentation to the Conference of Ministers only have to contain macroeconomic analysis, or should it report on the entire agenda concerning development and poverty reduction in Africa? What are the reporting requirements? In fact the advocacy of a wider development stance because of the painful lessons learned in Africa about exclusive concentration on correct macro economic policy stances is an excellent entry point for mainstreaming gender.
- 3. If a good macroeconomic stance is important, the issue in the context of a broader development agenda, is to consider the interaction between the macro, meso and micro levels of the economy as well as between the social and economic sectors. The narrow specialisation within mainstream economics as a profession makes this difficult. But economic reality and accountability for outcomes compels this learning process.
- 4. While it may not be ECA and ESPD's role to generate data and undertake research, its role is policy advocacy and the mobilisation of research and knowledge networks within and outside Africa. There is already sufficient analysis, research to put gender on the policy agenda.
- 5. Policy prescriptions have been proposed in Africa and indeed adopted in the absence of any data or on the basis of data that is not comprehensive and of uneven quality. The very fact that impact assessments have been done later and not by the prescribing agencies and with limited resources, bears witness to this situation. Indeed ESPD has prefaced the presentation of the new set of indicators by a note on their exploratory, incomplete and developmental nature and this has been the subject of numerous interventions by Member States. The indicators have nevertheless become part of the policy dialogue, with recommendations for improving the quality, coverage, timeliness of national statistical data systems.
- 6. Although the gender research quoted is at micro level and fragmented there are grounds to suppose that they can be quite representative of rural situations in Sub-Saharan Africa. It is a sufficient basis for further conceptual, analytical development and empirical investigation, and for its inclusion in the clarification of policy options.
- 7. ESPD works to build a research-policy network which will develop the conceptual framework of a development paradigm suitable for Africa, so its role is important for addressing gaps in data, concepts, methods. What needs to be taken on board is that the existing conceptual framework and the data cannot account for the large proportion of economic provisioning in the informal and subsistence sectors not captured by GDP data. It cannot capture these sectors' interactions with the economy of monetary aggregates, the impact of macroeconomic policies on them as well as their response to them.
- 8. These activities and interactions are the lived daily reality of the millions, the majority of rural women, men and children, the target population for poverty reduction and arguably

the source of African economic dynamism. This sector, which is dominant in Africa, is female-intensive and gender relations are central to the understanding of the nature of its interactions with the sector captured by monetary aggregates. Faced with this failure of aggregation and inclusion, a paradigm shift is needed which has to factor in gender analysis.

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

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

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

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

### **2.3.2 Methodology and Findings**

#### **Review of Documentation**

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

### **2.3.3 Capacity Building Needs of member states based on the Report of the First Meeting of the Committee on Sustainable Development.**

#### **Issues of gender analysis and gender mainstreaming.**

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

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

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

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

- Ad hoc development of gender programmes and the lack of gender analysis skills
- Lack of specialised gender experts
- Lack of clear guidelines for mainstreaming gender into population policies and programmes.

- Lack of effective advocacy strategies
- Absence of socio-cultural research information
- Lack of clear definition of what constitutes gender statistics and the treatment of issues concerning the boy child.

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

#### The following gaps were identified

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

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

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

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

#### **2.3.4 Meeting with FSSDD.**

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

#### **Planning an activity with a gender mainstreaming approach.**

The meeting with the FSSDD-Chief developed into a dialogue and exchange on gender issues, the PEDDA model as well as into a planning meeting on the substantive aspects of a research workshop on the linkage between women's health and food production to be supported by UNFPA. While UNFPA's focus is on reproductive health, the broader aspect of women's health as one dimension of poverty, in particular time poverty, will be incorporated into the

analytical aspects. It forms part of the cluster of issues which were identified as entry points for mainstreaming gender in the theme of the 1999 Economic Report on Africa.

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

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

The proposals for the Workshop were that:

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

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

### 2.0.5 Capacity building recommendations for the divisions: Cross-cutting

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

The core capacity building workshops on the gender analysis and gender-mainstreaming framework, with applications which address some of the crosscutting issues identified, such as poverty analysis and the constraints such as data analysis.

1. to house interactive seminars and knowledge exchange on key cross-cutting issues such as conflict, HIV/AIDS to build multi-disciplinary, multi-sectoral capability, using gender as cross-cutting analytical tool and with FSSDD as key resource persons.
2. to house interactive seminars and knowledge exchange on the links between the concepts and methods of the FSSDD nexus and the conceptual framework for gender being developed for ECA, the nexus issues and issues identified in Box 3 on the Conference theme. The outputs for the workshop on research methodology would be developed as material for capacity building manuals on the data and research component of the core capacity building workshop and as part of the capacity building programme for FSSDD.

## **2.4. Development Management Division ( DMD)**

### **2.4.1 Domains of intervention and importance of Division for gender mainstreaming.**

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

DMD has three main programme areas: Public sector management, private sector management and civil society management. The Division plans to analyse and prepare policy and strategy briefs and perspectives for improving administrative governance, private sector competitiveness and civil society's participation in the development process. This will be done through:

- High levels of intervention and partnerships;
- Building information networks through databases;
- organising Round tables for experience and information sharing and dissemination;
- Providing capacity building support; and
- Technical and advisory services.

All the three programme areas lend themselves very well to gender mainstreaming ensure that the current and sometimes dynamic developments in these areas involve and improve the lives of both women and men. One of the major cornerstones of good governance is the participation of as many people and representative groups as possible. A gender approach is necessary for particular attention being paid to the needs, concerns, perspectives and constraints of both women and men.

The Division is addressing issues that are often not seen in terms of their gender implications, but rather as neutral subjects. Matters such as privatisation, public sector reforms, civil society participation etc. are often presented as gender neutral and yet their gender differential impacts have serious implications for sustainable development.

At the centre stage of the Divisions work should be issues like : who has the capacity and opportunity to participate in privatisation programmes and schemes?; what is the availability and flow of gender disaggregated data?; who are involved in and affected by public sector reforms?; what gender dynamics at household and community level result from such reforms?; Is and can the participation of civil society be gender neutral?; what gender perspectives are at play in the discourse of the Regional Forums on Governance? .

DMD has a central role to play in system-wide and systematic gender mainstreaming.

## 2.4.2 Methodology

### Initial Meeting with DMD

The Consultants held an initial meeting with the Chief of the Division together with four professional staff from the Division. The meeting was conducted in an interactive and participatory manner in which the purpose of the exercise was explained and the concepts of gender and gender mainstreaming were explored and analysed.

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

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

### 2.4.3 Management of the assessment process in DMD.

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

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

### 2.4.4 Analysis of gender mainstreaming capacity in DMD

Within DMD there is wide acceptance about the importance and need to incorporate gender in the work of the Division. The main issue is that it is seen as a task for gender experts to include the gender aspects while the rest of the staff concentrate on the "professional" aspects. Hence a number of documents are routinely sent to ACW for the gender input.

DMD is one of the few, if not the only Division with a male Gender Focal Point and he addresses the gender component as far as he feels competent. He sends the other issues to ACW for input, guidance and assistance. The more prevalent approach is that as long as help is sought from the experts, the management had done its part.

This is a Division that made great effort to get inputs from ACW and to get ACW involved in their programmes. On the other hand, ACW did not seem to have the capacity to respond to all the requests in time. Nor did ACW make an effort to let DMD what was on their program which could be handled jointly.

Furthermore, DMD has a number of programmes/activities in which the majority of participants have turned out to be women, though they were not designed to be gender or women-specific. DMD feels they have gender expertise for these types of programmes/activities. These include a micro-credit programme for women in the informal sector in a number of

countries. There seems to be the impression that having gender-specific activities or programmes is synonymous with gender mainstreaming

A number of people in DMD have had varying degrees of exposure to and/ training in gender which can be garnered for real and sustainable gender mainstreaming.

On the whole, the elements in the assessment relating to awareness of gender issues and the importance of gender a social analysis to their work are present to varying degrees. There is need to do capacity building to at least address the first five elements with regard to each of the cluster areas.

#### 2.4.5 Gender Peer review:

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

The Consultants for example were given by ACW a draft document on Best Practices on Micro-Finance which had been sent by DMD for comments. This presented an opportunity to show how this could be done through hands on capacity building so that in future DMD is itself able to mainstream gender in its documents without having to wait for ACW.

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

#### 2.4.6 Issues for mainstreaming

Several other issues emerged in contacts with DMD relating to the need for capacity in gender mainstreaming. These include:

- The need to develop some programmes together with ACW so that so that the gender issue is addressed right from the beginning;
- Caution should be taken to avoid conflict of interest about the development goals of DMD and ACW;
- Need to clarify the terms of reference of the GFP;
- ACW should be circulating information on gender and the implementation of the Beijing Platform for Action within ECA. This would help the Divisions keep abreast of developments in gender and build their knowledge base;
- Need to have a Focal Point for the Division within ACW. This would be the point of contact who would also have to be very familiar with the issues of the Division; and
- An ACW staff should have been attached to the Consultants so that the information and capacity remains in ACW for follow up and further development.

#### 2.4.7 Capacity building for DMD

Although there is a fairly high degree of awareness about the need for gender mainstreaming in the Divisions work, several people in DMD indicated that there is need for capacity building in terms of gender concepts, gender analysis, planning and monitoring.

This reveals a need for capacity building in the core generic skills for gender mainstreaming. These can be handled across Divisions using some crosscutting issues.



The value-added of cross fertilisation of perceptions, skills and experiences this would entail would be very useful for DMD which focuses on wide ranging issues of public and private sectors and civil society.

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

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

#### **2.4.8 Capacity Building Proposal for the Division:**

The Gender Focal Point had participated in the sensitisation workshop and seemed to be very keen and clear about the issues. Other members of staff had also been exposed to gender at various times and places. However, it will be necessary to have a gender workshop with all the staff so that they are exposed to the same approaches and framework.

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

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

Some specific issues that could be addressed in a gender mainstreaming capacity building programme for DMD could include gender analysis, development of monitoring indicators and actual monitoring of good governance programmes, privatisation and public sector reforms. The reactions to the report and the outcome of the Validation workshop should give clear directions on this.

#### **2.4.9. Cross- Divisional capacity building.**

DMD can work with several other divisions on several issues. The issues of gender in privatisation, public sector reform and civil society work can involve DISD on gender segregated data, ESPD on economic and social analysis of the reforms from a gender perspective.

### 2.5.1 Strategic Importance of the Division for gender mainstreaming.

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

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

**Accountability for outcomes:** The emerging focus on sustainable development, on a human-well being and rights-based approach, the new results-oriented development policy and programme planning, monitoring and evaluation frameworks<sup>2</sup>, are generating new data and information needs. These are particularly in the form of disaggregated sets of indicators.

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

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

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

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

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

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

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

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

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<sup>2</sup> These are the results-based management, the United Nations Development Assistance Framework[UNDAF] and the Common Country Assessment [CCA] for member states, the OECD-DAC set of indicators and databases.

## 2.5.2 Methodology and Findings

### Initial Meeting with DISD.

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

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

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

### 2.5.3 The National Accounts Team.

As a follow-up to in-house gender sensitisation workshops, the national accounts team at DISD participated actively in the working group on *"Integrating a Gender Perspective in National Accounts and other data"* during the ECA 40<sup>th</sup> Anniversary Conference, *"African Women and Economic Development: Investing in Our Future,"* April 1998. They have followed-up a recommendation of the Working Group on National Accounts and other data, to propose a Task Force on Gender in the Committee for African Statistical Development [CASD], for which ECA acts as secretariat. This task force is both a vehicle for promoting gender-aware statistical development and for resource mobilisation.

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

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

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

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

#### **2.5.4 Capacity building needs in gender mainstreaming at DISD.**

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

#### **2.5.5 Mainstreaming gender in the programme to strengthen capacity for statistical services in Africa**

The mission had the opportunity to examine the statistics project proposal being developed for mobilising resources for statistical development. There is no systematic treatment of gender analysis in the proposal.

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

These are indicated below:

#### **2.5.6 Capacity building recommendations for DISD**

##### **Supporting Implementation of the 1993 System of National Accounts.**

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

##### **Recommendation for capacity building for gender mainstreaming**

The gender analysis, conceptual framework and policy rationale for developing satellite accounts for unpaid reproductive labour. To develop links between environmental, satellite accounts on unpaid labour and SNA national accounts.

##### **Strengthening Integrated Household Surveys.**

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

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

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

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

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

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

**Gender research training of field staff.** Data collection methodology.

### 2.6.1 Domain of intervention

The Regional Co-operation and Integration Division (RCID) deals with regional economic integration and spans policy issues, infrastructure development and related services in the transport and communications, mineral, energy and water resources sectors.

It has a specific focus to promote policy harmonisation, the co-ordination and convergence of macroeconomic and sectoral policies, to mobilise resources to fill the missing links in land and communication networks, increased co-operation for minerals and energy development, to promote the use of regional resources such as river basin development programmes.

The strategic importance of the Division for gender mainstreaming:

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

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

### 2.6.2 Methodology.

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

#### Participant Observation.

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

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

### 2.6.3 Recommendations for capacity building

For RCID, there is a need for a core generic workshop which concentrates on concepts and methods of gender analysis and focuses on the overarching theme of gender, trade and globalisation issues. This workshop would be based on the framework for gender analysis and gender mainstreaming developed for institutions with mandates like ECA. This framework articulates a socio-economic gender analysis of the micro, meso and macro levels of the economy as well as the interaction between the social and economic spheres. The applications in the core generic workshop can however be based on actual work programme activities, to be identified in the validation process by RCID staff.

The **Issues paper framework for WTO** was examined and entry points identified for gender mainstreaming and forwarded to RCID.

It is proposed that these substantive and policy areas form the basis of the capacity building programme, for ESPD and RCID jointly. The actual negotiating points for a gender-responsive African Common Position are not described in this report.

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

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

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

#### **Capacity building recommendation.**

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

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

#### **Capacity building recommendation.**

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

#### The Trade Policy Review Mechanism of WTO.

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

This means that governments have to commit themselves:

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

- **Capacity building recommendation.**

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

- **Trade in Intellectual Property**

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

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

- **Capacity building recommendation.**

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

- **The social clauses: labour.**

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

- **Capacity building recommendation.**

Gender analysis of labour and economic activity concepts and methods of data collection as part of a module on gender disaggregation and aggregation of data to accompany the Core Generic Workshop

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



### **Capacity Recommendation for specific sectoral areas.**

Thematic and sectoral workshops on infrastructure, such as energy and transport need to follow the core.

## **2.7. AFRICAN CENTRE FOR WOMEN (ACW)**

### **2.7.1 Domains of intervention and importance of the Division to Gender Mainstreaming**

The African Centre for Women is in a very pivotal position in the whole concept and process of gender mainstreaming within ECA. It is the institutional gender focal point and it has been given the mandate by all African states to help them in the implementation of the Dakar and Beijing Platforms for Action. The Platforms for Action centre on mainstreaming gender in all the twelve critical areas of concern that they address.

The ACW has developed into the institutional Gender Focal Point of the ECA from its original establishment as an African Training and Research Centre for Women in 1976. It was set up originally, in line with the philosophy and approach of the time, as a WID institution. Over the years it has also had changes in focus, approach and perspective as more and more empirical evidence and field experience exposed the limitations of the WID approach. The move was gradually being made to the more holistic and developmental GAD approach.

It is now well established that the rationale for focussing on gender issues in Africa is compelling. Women make up over 51% of Africa's population, yet the development approaches and practices have promoted and maintained gender based constraints to women's access to and control over resources, factors of production and decision-making in all sectors.

Following the clear mandate given to ECA by the Fifth African Regional Conference on Women, (Dakar, 1994) to help member states implement the Platforms for Action, and to mainstream gender in their developments, ACW's role and responsibility as an institutional gender focal point was brought into sharper focus.

**Regional Comparative Advantage-** ECA is the foremost economic and social development institution for Africa to which African states look for leadership, analysis, guidance, fora for discussion and strategizing for African positions on critical issues of development. ACW as the gender focal point at ECA is expected to ensure that ECA's mandate is fulfilled in a gender responsive manner. This gives ACW a comparative advantage to set and lead the course for gender African development.

ACW therefore needs to be a facilitator, catalyst, initiator, entrepreneur, information broker and advocate for gender discourses on African development issues like poverty eradication, debt relief, sustainable agricultural and natural resource management, human rights, good governance, technological development and advancement etc. It has to be able to ensure that all discussions of African and global issues are effectively engendered.

ACW should be able to organise periodic high-level gender forums on specific subjects to help African leaders be at the cutting edge of information and knowledge on gender and development.

## **ACW's Mission:**

To mainstream gender in all aspects of ECA's work programme and to strengthen the in-house capacity of ECA to operationalise the priority given to gender as a cross-cutting theme, ACW's mission is to include gender in macroeconomic analysis and policy formulation at the macro, meso and micro levels. This will facilitate attention to gender based constraints and distortions which impede economic development and poverty eradication, especially among the women who make up the majority of Africa's population.

In order to be more result and impact oriented, ACW has chosen the following four areas of focus for the period 2000- 2005. The four areas which are covered by ACW's Strategic Plan are:

- a) Engendering economic development for poverty reduction;
- b) Mainstreaming gender at ECA; and
- c) Capacity development for women leaders
- d) Helping Member states in the implementation of the Platforms for Action.

Gender mainstreaming programme activities are two-pronged:

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

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

However, it is important that ACW has the capacity to co-ordinate and monitor this.

### **2.7.2 Methodology**

The same methodology was used for ACW as for the other Divisions. It comprised of an initial meeting with the Director for a brief and consensus on the terms of reference and the methodology to be used, interactive meetings, and issue based review of some documents. Since the Consultants were operating within ACW, there was much more opportunity for observation, discussion and consultation with the Director, the regional advisers and other senior staff than in other Divisions.

It was agreed that the exercise is meant to be a process and not a one-off, stand alone exercise.

The elements for analysis and assessment given in the framework were used at various times to varying degrees.

### **2.7.3 Management of the Assessment process.**

There is no gender focal point in ACW as the whole Centre is supposed to be the institutional gender focal point in ECA. According to the division of work in the Centre, the gender-mainstreaming component is under the charge of the Director and the Regional Adviser

on Gender. The two are to receive the report and process it for distribution to the other Divisions as well as co-ordinate the collection of responses from the Divisions.

Towards the end of the mission, debriefing meetings were held with the Director and some members of staff. A Final meeting was held with all the staff for the Consultants to present a preliminary report on the content and process of the mission.

#### 2.7.4 Analysis of Gender mainstreaming capacity in ACW.

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

All the professional staff at ACW have had gender training of one kind or another and at various levels. The types of gender competence, based on the framework for Types of competence given in 2.1 therefore ranges from 2 to 8.

This Division obviously has higher levels of competence and expertise to engender mainstreaming than the others do because this is its *raison d'être*. However, only one or two people are at type 7 and 8, while the majority are between 2 and 5.

The picture is even more positive when the Regional advisers are included in the analysis.

The members of staff themselves expressed the need for capacity building in terms of gender mainstreaming especially in specific disciplines. This situation is completely rational as there does not seem to have been any consistent and focussed training in gender mainstreaming when the focus and approach of the Division veered to GAD from WID. In some cases, pressure of time and work made it easier to simply substitute gender for women, without the requisite conceptual, analytical and operational skills being developed.

The limited competence and expertise in gender mainstreaming in ACW has been seriously compounded by the limited numbers of staff, both professional, advisory and supportive. Other Divisions have many more staff and they do not have to make inputs into other Division's work to the same extent as ACW. The number of Regional Advisers in other Divisions is also much higher than in ACW. The crisis management type of operation makes it difficult for ACW to develop the necessary advocacy, negotiating, communication and entrepreneurial skills for fostering institutional capability and accountability for gender mainstreaming.

#### 2.7.5 Findings and Issues

The responsibility for spearheading gender mainstreaming in ECA falls squarely on the shoulders of ACW and, as stated earlier, it is one of its chosen areas of focus.

The Centre is seriously understaffed and throughout the process of the Mission, all the members of staff were busy trying to keep up with fulfilling their mandate from member states relating to the Platforms for Action, as well as other components of their work programme.

Often there were a number of urgent issues to be attended to but there were only one or two members of staff available. The bulk of the time of the two Regional Advisers is taken up with work in the member states that have requested assistance. So they can only give limited assistance to the Centre. This is also the year in which the Sixth Regional Conference on Women is being held and the priority issue is to help the member states make assessments of what has been done in their countries to implement the Platforms for Action.

While doing the fire-fighting emanating from the above situation, the Director still maintained the need for ACW to make strategic choices in the areas in which it has comparative advantage, build its own capacity and help build the capacity of the other Divisions to mainstream gender in all ECA work programmes.

Within ACW too, the Consultants had occasion to engage in a process of capacity building in the implementation of some aspects of the work programme. For example, some hands-on work was done in making comments on documents that were sent to the Centre for inputs: in the production of some position papers on gender mainstreaming within the overall ECA capacity building programme.

The discussions between ACW and CIDA on concrete support to ACW also provided the Consultants an opportunity to both observe and to make input on what types and levels of staffing ACW would need if it is to effectively fulfil its mandate within ECA and towards member states.

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

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

Currently, ACW has limited capacity to mainstream gender within the primary regional economic structures and instances, an area in which it has a clear comparative advantage. It also has limited capacity to play any of the other above roles.

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

#### **2.7.6 ACW's needs for gender mainstreaming capacity.**

ACW needs to have top of the line skills in gender analysis, gender planning, development and use of gender monitoring indicators etc. The staff themselves indicated that they need more and enhanced generic gender mainstreaming skills.

There is also need for capacity building in sector specific gender skills and expertise to facilitate effective backstopping for various Divisions. Some of the capacity building can be for

ACW staff on their own, and some can be undertaken across relevant Divisions. The critical issue is that the people in ACW and those in other Divisions have shared visions, skills, language and perspectives on gender mainstreaming.

Communication and information technology are very important so that whatever is being done does not remain in ECA or ACW, but is influenced by and also influences all levels and sectors within the member states. One of the major goals of ACW is to help build gender mainstreaming capacity in the member states.

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

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

At the moment, this is limited to only a few areas.

To have mutually enriching cross-fertilisation, there would need to be focal points in ACW for the various divisions with enough knowledge of their fields to be meaningful.

#### **2.7.7 External expertise..**

It is neither necessary nor prudent for ACW to try to have all the skills and expertise within itself, for consistent, systematic gender mainstreaming in all ECA work programmes. It should have the skills to identify, tap, mobilise and co-ordinate the necessary gender expertise, knowledge, research and skills within Africa.

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

#### **2.7.8 Prospects for the future:**

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

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

If ACW is to help Africa address the myriad of development problems in a way that involves an benefit both the women and the men, its own conceptual, technical, material and human capacity have to be built to the optimum.

## **2.8. SUBREGIONAL DEVELOPMENT CENTRES ( SRDC's)**

### **2.8.1 Domains of intervention and importance of the SRDC's to gender mainstreaming**

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

In the new strategic directions of ECA, the SRDCs have been elevated to play a more central role in supporting activities at the subregional level. They have been given more and senior staff to ensure that there are effective outreach functions by leveraging resources and bringing them closer to member states. An increased percentage of ECA resources are also now directed to the SRDC's.

The Co-ordinating Unit for the SRDCs is in the office of the Deputy Executive Director.

The heads of the five SRDCs were in Addis for the TEPCOW meeting and the Conference of Ministers. It was therefore possible for the Consultants to listen to their reports to the meeting, observe their participation and have discussions with them about the exercise. It would have been a great pity if this opportunity had not arisen as discussions with the SRDCs had not been planned for. It would have been more effective to include a visit to one or two SRDCs in the Mission so that more stakeholders at the subregional level would have been talked to.

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

The activities of the SRDCs centre around similar components but have activities that are more tailor-made to the needs of each subregion. All the subregions have gender focal points and they all mention the need to really clarify the terms of reference and enhance the capacity of the gender focal points.. The Centres also all have gender specific activities decided on by the Committee of Experts in each subregion.

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

Furthermore, a number of Directors raised the need for some components of the capacity building programmes involving the other agencies in the subregions so that they are at par and look at issues from the same levels and perspectives. This will make collaboration and co-operation more effective for greater impact in terms of a gender development.

The implementation of the global and regional Platforms for Action is critical at the national level, therefore effective gender mainstreaming at the national level assumes even more serious developmental implications. The SRDC must be able to replicate ECA's leadership role in



gender mainstreaming at the national level. Leading becomes even more momentous. This means that the staff of the SRDC's in all the sectors, and not just the gender focal points must have a minimum level of competence in gender mainstreaming.

### 2.8.2 Methodology

The Consultants were able to have brief meetings with the Directors present in Addis, and some semi-structured interviews were carried out with a questionnaire. The elements of type and levels of gender competence informed the discussions.

Because of the nature of the SRDCs and the fact that none had been visited, more time was spent finding out how the work programme contents are selected, how consensus on them is reached, how the various sector specialists, including the gender focal point in put into the whole process, and how the SRDC works with other institutional players at the subregional level.

The Consultants had also listened to the reports in the meeting of experts and observed the type and level of debate. Was gender a critical issue in the report and/or ensuing debate? Who raised gender issues if any?

### 2.8.3 Analysis of gender mainstreaming capacity in the SRDCs

All the SRDCs have a gender focal point, who is supposed to mainstream gender in the work of the SRDC and to help member states of the subregion with mainstreaming as part of implementing the platforms. All SRDCs have clear and distinct gender programmes agreed on by the Committee of National Machineries in the subregions.

The gender focal point takes part in the programming exercise of the SDC, but it is not clear how much input they make and how much skill they have to make effective inputs in all the sectoral programmes. Issues of gender analysis and planning skills have been raised often because all the SRDCs take the approach of gender specific programmes or programmes for the advancement of women. There is nothing wrong with approach as long as it is not seen as an end in itself, but as steps towards a more gender development.

There are a number of people in the SRDCs, including Directors who have had some form of gender training and so they have varying types and levels of gender competence. All the Directors and most of the Gender focal points also took part in the gender sensitisation workshops at ECA in 1998.

At the workshops they raised a number of very pertinent issues regarding the operationalisation of the ECA gender policy and the role of the focal points. They also raised the need for more focussed and programme output-related gender training.

### 2.8.4 Capacity building requirements of SRDCs

The SRDCs, like the divisions need to have a minimum type and level of competence in gender mainstreaming. This will entail ensuring that all the staff have at least the first four types of competence especially in their areas of specialisation.

The gender focal point will have to have a higher type of competence if she/he is going to play the same backstopping, catalytic, advocacy roles as ACW.

The requirements are therefore for both core generic skills development and for sector specific gender capacity.

#### **2.8.5 Recommendations for capacity building in the SRDCs**

It was emphasised that this capacity building should not be done in isolation, but should relate to actual work programme components. It is recommended that some of the capacity building should be hand-on involving the production of work programmes. The best time would be at the beginning of the programming cycle.

Core generic skills development workshops for everybody to be done in the sub regions, and not in Addis Ababa. This would facilitate the involvement of other agencies in some of them. These would entail capacity building in gender analysis, gender planning, the development and use of indicators, monitoring, the engendering of gender specific programmes/ projects etc.

Sector specific gender capacity building, so that the people use gender skills, knowledge and expertise in their fields.

People from the SRDCs to participate in a number of cross-divisional capacity building on crosscutting issues.

## Part 3 : Synthesis of Findings and Recommendations.

### 3.1 Synthesis of Findings and Recommendations.

#### 3.1.1 Overview.

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

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

- the objectives and results that need to be achieved in gender mainstreaming,
- the means to achieve this

in terms of capacity building,  
in terms of institutional norms, procedures and guidelines and  
in terms of the resources required.

#### 3.1.2 Objectives, and Targets for Gender Mainstreaming

##### 3.1.2.1 Findings: The Scope and Discretion for Mainstreaming Gender in Work Outputs

All the divisions have activities which are broken down into output categories. : These different activities and outputs are related to each other within a given time frame and as part of a project or activity cycle.

There is no gender-neutral activity, although the importance of gender as a variable can vary a great deal depending on the issue and the context. The first column of **Table 1**, below, summarises the different categories of output. These categories of output are related to each other within a work programme, in terms of the teams involved, the thematic areas, the event they are focusing on, the substantive knowledge and skills required.

Table 1 indicates the scope available for mainstreaming gender, the amount of discretion that each division can exercise over this scope and thus the extent of gender mainstreaming capability that can and needs to be developed at ECA., given its strategic role in the research-policy linkage, the information and decision loop for Africa as a region.

The choice of themes and issues in the work programme depends to a large extent on the recommendations and observations made by the various legislative review and internal oversight bodies, around which there is increasing policy convergence and harmonisation. But at

the same time, these recommendations depend also on what is presented to the agenda-setting fora.

Such is the two-way feedback in the research-policy cycle. There is also scope for internal discretion, within a Division, within ECA as a whole, on the theme chosen and the level and type of resources made available to produce and circulate the information, on deciding what is included and what is excluded.

**Scope for discretion: Joint Conference of Ministers.**

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

**3.1.2.2 Recommendations for Mainstreaming targets in work outputs.**

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

Table 1 over the next pages, summarises the findings and recommendations for institutionalising gender mainstreaming in work programmes. The purpose of Table 1 below is to present a basis for discussion and decision about the norms, rules, indicators and guidelines to be developed for gender mainstreaming. The targets which can realistically be set for the capacity building programme of 2000, in relation to Biennium 2000-2001 and preparation for Biennium 2002-2001 will have to focus on these categories of work output for each Division.

- The first column sets out the work output category mandatory for each division.
- The second column examines the current scope for discretion and thus the scope for mainstreaming gender in these work output categories.
- The third column proposes the types of institutional guidelines and norms to be developed and adopted, in order to ensure that mainstreaming targets can be achieved in work outputs.

If time-bound targets are agreed upon to mainstream gender in particular categories of output, and the institutional guidelines and rules adopted to enable their implementation, then the capacity building programme will be geared to their achievement. A result-oriented framework works backwards from the goal to the outputs and the inputs required to achieve this goal. The competence development recommendations in the next section have been developed with these targets in mind.

**Table 1: Types of activity/Outputs in ECA Divisions**

Type of Activity/Output	Scope for Discretion in gender mainstreaming	Institutional Rules, Guidelines and mechanisms.
1. International Co-operation	Most agencies adopt gender mainstreaming, except for some Bretton Woods and WTO. Channel for dissemination of best practices in gender mainstreaming	Adopt ECA guidelines consistent with the move towards results-based management, Impact assessment systems (UNDAF) and Core Indicator development.
2. Parliamentary Services (a) Parliamentary documentation: Reports to Legislative Organs	Economic and Social Report at SRDC level, Economic Report at Regional Level Level of discretion within ECA, within a particular division	<ul style="list-style-type: none"> <li>• Comply with existing reporting mechanisms on gender mainstreaming, UN System-wide.</li> <li>• Develop ECA – specific rules and guidelines for submission to Council of Ministers</li> </ul>
2.(b) Organisation and substantive servicing of meetings.  Meeting of Officials from Member states and their IGOs	Fair scope, good entry point for gender mainstreaming in substantive servicing aspects and thus capacity development in member states and regional level expertise.	<ul style="list-style-type: none"> <li>• Adopt guidelines on Terms of Reference for Background Papers, on mainstreaming National, Regional and Global Plans of Action in particular area, on the Peer Review process</li> <li>• Ensure gender expertise is included when developing criteria about composition of IGO expert groups</li> <li>• Ensure minimum level of competence for all members of expert groups</li> </ul>

2.(c) Ad hoc expert group meeting	Wide scope in identifying topics, experts, in the preparation of report, in agenda-setting	Adopt guidelines as 2(b) plus an institutional rule that expert group meeting is to be seen as a venue for learning about and sharing gender concepts, methods and knowledge in the area under discussion.
3. Published Material a) Recurrent publications	Wide Scope for gender mainstreaming.	Adopt rules and guidelines about ECA publications to be gender-inclusive and gender-responsive. Inclusive of gender information and literature in domain. Targeted to strengthen research-policy nexus as 3(b), 3(a), 2(c), 5 (a), (b), (c) feed into 2(a), 2(b)
b) Non-recurrent publication Technical studies on specific issues	Scope as in 2(c) plus resources mobilised for advancing gender knowledge and data in particular area.	General rules and guidelines on literature review, development of concepts and methods, filling data gaps.
c) Technical material. Information contained in databases.	Wide scope for generating and circulating gender-disaggregated data, protocols for raw non aggregated data	Develop Information tools to publicise availability of data Strengthen User-producer information nexus in-house and in wider knowledge network.
4. Information material	Scope for gender-	Develop Institutional guidelines plus capacity

and services	inclusive services	building for effective services
5. Operational Activities a) advisory services	Very Wide scope (link with UNDAF)	Include gender competence as a criterion for provision of advisory services plus reporting requirements for all regional advisers.
5. b) Group training for benefit of member states	Substantial scope for including gender awareness, gender analysis and gender mainstreaming in all training programmes.  Trend for inter-agency harmonising of capacity development work with national partners	Develop and adopt institutional rules of achievable gender balance, participation from national women's machineries as well to encourage gender mainstreaming.
5. c) Field projects. Operational, extra budgetary	Wide scope throughout project cycle and for capacity development for gender sensitive and responsive project design, monitoring and evaluation.	Adopt guidelines for gender impact and monitoring indicators
6. Co-ordination, harmonisation and liaison with UN system agencies, organisations and programmes, including Bretton Woods institutions	As 1 above. Scope for developing and affirming regional perspective in gender mainstreaming.	Develop and use in house guidelines for intra and inter-division liaison and harmonisation concerning the Regional and global plans of action as well as the gender-mainstreaming commitments of different UN Conferences.



### 3.1.2 3 Findings: Actual Types and Levels of competence in gender mainstreaming at ECA.

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

#### Box 3

##### Progressively higher types of competence in gender mainstreaming.

1. Clarity in the concept of gender and knowledge about the socio-economic situation of women and men.
2. Ability to distinguish between a woman in development and a gender in the development approach
3. Understanding and communicating the pertinence of a gender approach to African social and particularly economic development.
4. Extent of awareness and use of gender analysis, e. g awareness and use of literature, of research results, of use of gender expertise, of use of gender concepts in own discipline.
5. Use of gender as a crosscutting issue in multi-disciplinary and sectoral analysis.
6. Understanding and communicating the concept and practice of gender mainstreaming in intellectual and policy discourses.
7. Ability to use gender analysis and gender monitoring indicators throughout the programme cycle, from formulation to evaluation.
8. Capacity to systematically report on gender lessons learned and subsequently review and reformulate programmes

Given ECA's mandate, vision and strategic agenda, the institution should aim to achieve types 7 and 8. With very few exceptions, types 5 to 8 have not been reached at ECA., among Divisions. There is still a lot of ground to be covered on 2, 3. Type 3, which should enable a demonstrable advocacy role is not very widespread. The sensitisation workshops had yielded expectations that the capacity building workshops enable staff to attain type 5.

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### Increasing Levels of competence

1. Awareness of concept, issue
  2. Ability to communicate concept, issue
  3. Use tools and knowledge , with guidance in a work area
  4. Use without guidance in a work area
  5. Use with guidance in other work areas, professional areas
  6. Use without guidance in other work areas
  7. Transfer knowledge, tools and methods
  8. Develop interventions, take action, make decisions
  9. Adapt methods and tools to different situations
  10. Innovate methods and tools and create knowledge
- 

#### **2.1.2.4 Recommendations for milestones and targets for competence development.**

Certainly, as part of the Biennium 2000-1 capacity building programme, the type 5 competence in gender mainstreaming should be the minimum target for all professional staff (and including research assistants) with further types 6-8 achieved by the Division as a whole, in line for preparation Biennium 2002-3.

It is proposed that these Types 5-8 for gender mainstreaming for the substantive divisions are reached at the minimum levels of competence [See Box 4] at least for the 2000-1 Biennium, with the capacity building programme aiming to reach levels 9-10 of competence over the period 2002-5.

#### **2.1.3 Recommendations for Capacity building programme strategy.**

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

##### **2.1.3.1 Methodology for capacity building**

**On the job learning, Work- output focus.** The methodology for capacity building needs to move away from stand-alone workshops for imparting knowledge and introducing skills. It is

proposed that the capacity building programme in gender mainstreaming be hands-on, focusing on the job learning and is developed around the actual work programme outputs of the Divisions, such as the substantive servicing of conferences, production of reports, publications. Conferences, for example, are instances which combine most of these broad areas of service of ECA divisions. They are instances where in particular, policy analysis contributes to policy formulation. As far as possible, the activities would start at the beginning of the job or task cycle.

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

The workshops would move away from a training mode and focus on a learner-centred process of capacity development for interdisciplinary teamwork, the resource persons being the participants.

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

### **3.1.3.2 Demonstrable competence.**

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

### **3.1.3.3 Phases of Gender mainstreaming competence development.**

There is a broad spread of themes and activities which require continuous inputs for mainstreaming gender, inputs which need to come from within the divisions as well as from ACW.

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

### **What does this mean in terms of effective capacity development?**

It is quite clear that ad hoc training workshops by themselves will not be sufficient, effective in terms of institutional capacity building.

The capacity building programme has to be seen in two phases:

- **The initial programme**, which started with the sensitisation workshops and will continue during 2000-1, with a mixture of workshops and coaching on work outputs. The workshops have to be an integral part of the initial capacity building programme focusing on work outputs for each division and across divisions.
- **An ongoing capacity building programme**, which is really one of organisational learning and institutional development, which can only be elaborated more precisely at the end of the Biennium 2000-1 round of capacity building programme.

#### 3.1.3.4 The initial capacity building programme for 2000-1.

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

**For all staff and all divisions, a first round of**

**Core generic workshops**

**Concepts and methods module**

There should be a core capacity building workshop on concepts and tools of gender analysis and gender mainstreaming based on the framework for gender analysis and gender mainstreaming developed for institutions with mandates like ECA. This framework articulates a gender analysis of the micro, meso and macro levels of the economy as well as the interaction between the social and economic spheres.

These core, generic workshops would be targeted to all professional staff, to produce a common language and framework for gender analysis and gender mainstreaming. They will focus on the overarching cross-cutting theme of gender, poverty reduction, economic and social development, using some of the tasks in the work programmes of specific divisions, which staff from all divisions can contribute to.

**Crosscutting tools and processes modules**

This core generic module on concepts and methods need to be accompanied by two other modules which focus on cross-cutting tools and processes

**Data module** One is a module on disaggregating and aggregating data for existing and new data sets and developing and using indicators for gender mainstreaming at the meso/sectoral and macro levels for economic and social policy analysis.

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

**Process module.** The other module will focus on how to mainstream gender throughout the programme cycle, from identification to activities, outputs and mobilising for outcomes and will be based on guidelines and the development and use of monitoring and outcome indicators.

This substantive work process takes place within an organisational context of rules, procedures and mechanisms. [See Table 1]. The participation of PPFED, HRMSD and (CGSD) Conference and General Services Division would be needed for this module as it will focus on substantive and institutional aspects. This module would form the basis for developing the institutional mechanisms, guidelines and monitoring indicators for institutionalising gender mainstreaming within ECA.

**3.1.3.5 Milestones** Ideally, this Core Generic Workshop and the two other modules should be completed by the end of 2000.

Beyond 2000, there can be specific workshops on a number of themes of importance to specific divisions or cluster of divisions and working sessions focussed on work plans.. These again can be open to staff from all divisions to participate in, if they so wish.

#### **3.1.3.6 Division Specific workshops after the initial round of workshops**

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

**For DMD,** gender analysis of governance, privatisation, informal sector development and public sector reform will be the focus of capacity building.

**For EGSD,** a specific workshop on the linkages between the nexus issues and the conceptual framework for gender mainstreaming, with particular emphasis on poverty and population issues.

**DISD** specific workshops to focus more deeply on the following areas which relate more specifically to gender mainstreaming concepts, tools and methods in relation to their proposals for the development of statistical services in Africa. These are in the areas of design, collection, production, analysis and dissemination of data

**For RCID,**

Gender analysis applications to mainstream sectoral programmes and policies, such as transport, water, energy and communications built around the work programme for 2000-1.  
Gender analysis tools for gender impact assessment of trade policy.

**For ACW,**

Workshops in particular areas of ACW's strategic agenda, with particular emphasis on advocacy, negotiation, networking skills.

**Joint workshops with other divisions.**

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

For ESPD and RCID, a focus in gender mainstreaming in building African capacity for negotiations in international trade and investment policy regimes.

## **Cross-cutting workshops**

- In house interactive seminars and knowledge exchange on key cross-cutting issues such as conflict, HIV/AIDS to build and multi-disciplinary, multi-sectoral capability, using gender as cross-cutting analytical tool.
- In house interactive seminars and knowledge exchange on the links between the FSSDD nexus and the nexus of issues identified in the gender-mainstreaming framework for ECA.

### **• Planning an External Seminar.**

It would be worthwhile to plan a seminar on the state of the art developments in gender, globalisation, trade and macroeconomic theory, which would be open to the regional institutions such as OAU, BAD and the research consortia in Africa, with whom ESPD and other divisions such as RCID work closely. This seminar can be scheduled after the initial round of capacity building workshops and they could be within the programme of developing a conceptual framework and policy agenda for African development, and inserted in the Biennium 2002-3 activities.

### **3.1.3.7 The ongoing capacity, institutional development programme for gender mainstreaming from 2002-5**

An ongoing programme needs to be set up as part of the process of organisational learning and institution development. It needs to be set in the process of change towards a more horizontal form of organisation, a matrix form more appropriate for a multi-disciplinary, multi-sectoral approach. This can be developed more effectively at the end of the 2000-1 round of capacity building. The target of this programme is to lead ECA as a whole and ACW specifically to the highest types and levels of competence in gender mainstreaming by 2005.

### **3.1.3.8 Internal Resources: Recruitment and development of expertise.**

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

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

### **3.1.4 External Resources: An External Gender Advisory Group.**

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

### **3.1.5 Assessing an existing institutional strategy for gender mainstreaming. The Gender Focal Point Mechanism.**

#### **3.1.5.1 Findings**

Gender focal points within each division have been created as one institutional strategy for mainstreaming gender within ECA, while ACW has been given the role of institutional gender focal point. This strategy has been put in place prior to the capacity building programme development process.

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

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

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

### 3.1.5.2 Recommendations on gender focal points.

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

Basically, a focal point function is one of co-ordination both within and outside the division on gender mainstreaming in house. Co-ordination is essentially a management function. The co-ordination would focus on the gender mainstreaming activities under way.

In a general manner therefore, this function can be delegated and rotate flexibly over time, among the staff and over the thematic and work programme areas which are targeted for gender mainstreaming. The focal point function would be a means to develop higher types and levels of gender competence, for which time and other resources should be allocated.. It would be part of the ongoing process of staff development and multi-disciplinary team building, which would gradually build up the competence level of the division..

The phases would be as follows:

- **Divisional Gender focal points for co-ordination of capacity building.** A gender focal point is designated by the division for the gender mainstreaming capacity building programme over 2000-1. ACW, would designate a focal point to co-ordinate the process up to the validation workshop.
- **ACW focal points for divisions.** At a later stage, when the new professional staff has been recruited, ACW would appoint its own focal point for each division. The ACW focal point for each division, as a gender specialist, would need to be able to communicate substantively with that division, and be a specialist, from the ACW perspective, on the thematic areas covered by the division.
- **Gender focal point function: task and team oriented.** By the end of the capacity building programme validation workshop, Divisions would have a clearer picture of the gender mainstreaming priorities for capacity development. They could then review the designation of the focal point function for the forthcoming capacity building programme in 2000. They would also be able to work out together with PPFED and the Cabinet Office, the institutional mechanisms to be put in place to translate capacity building into effective institutional capacity for gender mainstreaming.
- By the end of the first round of capacity building in 2000, management and professional staff would become more competent to define further the organisation of work in their division for gender mainstreaming..

### 3.1.5 Conclusions: issues which need to be raised with PPFED and HRMD

The organisational issues concerning the capacity building and monitoring process need to be raised with PPFED after the round of exchanges with divisions. Since the initial training needs assessment, a variety of positions and attitudes concerning gender mainstreaming have been evident from both women and men staff and these have been raised and commented upon in the workshop reports. The interactions with the divisions and the observation of the



Conference of Ministers in particular have raised a number of questions as to the organisational stance towards gender mainstreaming.

This stance stems from leadership, vision, values and goals as well as the institutional norms, guidelines, procedures and rules to support the capacity development planning and monitoring process and translate the goals into effective practice.

The question that is posed concerns the appropriate mix of rights, responsibilities, obligations of and incentives for women and men staff to ensure transparency and accountability for gender mainstreaming outcomes. There is the issue of how the acquisition of gender competence by both women and men can be reflected in individual performance assessment and the time and material resources to be made available to those with responsibility for the gender focal point function.

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

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

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

## 3.2 Conclusions: Results and Recommendations of the Validation Workshop

### 3.2.1 The Organisation of the Workshop.

The validation workshop is the last step in the iterative and participatory process of designing the capacity building framework for ECA. The contents of the first draft of the workshop were circulated as individual papers in advance to all the divisions, who were requested to delegate a representative to provide feedback and make recommendations for their divisions.

The workshop was held over two days on January 26-27 2000. The first day was reserved exclusively for ACW as institutional focal point for gender mainstreaming and the second day was an ECA-wide workshop. [See Annex on Workshop Programmes]

All the substantive divisions and servicing divisions such as PPFED and HRMSD, sent representatives at the workshop, most of whom gender focal points [see Annex on Workshop Participants]

### 3.2.2. Workshop Objectives

The workshop was expected to

discuss the findings of the Gender Mainstreaming Capacity Building Report.

clarify

- what gender mainstreaming means within ECA
- the purposes of capacity building, and
- the complementary institutional strategies and tools to be put in place to ensure outcomes, in particular,
- the roles and responsibilities of gender focal points

agree on core minimum types and levels of gender competence for all members of staff, for a division as a whole, for external experts and consultants as well.

agree on the content and modalities of the capacity building programme.

generate the priority areas of each Division's work programmes for output-focused capacity building sessions over 2000 and 2001.

agree on the milestones and time-bound targets for reaching these types and levels of competence.

Expected Results: Agreed Inputs for the design of the Framework for Capacity Building in gender mainstreaming at ECA.

### 3.2.4 Workshop Methodology.

The workshop combined short presentations on findings and recommendations followed by discussions as well as working sessions based on some tools developed to facilitate the process of focusing, reaching consensus and making decisions [See *Annex on Workshop Materials*]

#### Main results of the workshop.

### 3.2.5 The discussions: Setting the context.

The workshop provided a structured and formal opportunity for gender focal points to share experiences, knowledge and expectations about gender mainstreaming in ECA and to bring these to bear on the process of building institutional capacity at ECA. It was an important moment in institutional networking within ECA, for the implementation of the policy of gender mainstreaming.

The discussions of a focus group, the gender focal points, provided a measure of the pulse and the tone of the existing state of affairs concerning gender mainstreaming in ECA

- There was a strong sense of the importance of gender mainstreaming in the development agenda in Africa among the gender focal points.
- There was concern about the wide gap between expectations about the leadership role of ACW particularly, and ECA in general, in gender mainstreaming on the one hand, and the actual capacity to do so presently, specially by ACW, in terms of the quantity and quality of human resources, as well as material, financial and institutional resources, on the other.
- There was equal concern about the urgency, the readiness to mainstream gender in existing work activities and outputs and the delay in being able to deliver the capacity building and expertise requested, especially during 2000. The hands-on methodology used in the needs assessment exercise conducted by the external consultants recruited on an ad-hoc basis, had itself heightened expectations further, particularly at ESPD and FSSDD. But there were inadequate resources to mobilise expertise for mainstreaming gender in work activities on an on going and timely manner since the exercise was conducted in May 1999.
- There was consensus that much still needed to be done to sensitise colleagues about the pertinence of gender in their professional work and that the programme needed to focus on attitudes and commitment as well as skills and knowledge. Internal advocacy is still critical to shed the perception that gender is about women only. It makes the issue of the renaming of the African Centre of Women as part of the process of developing and reflecting a gender approach very pertinent.

The overall assessment of this focus group discussion guided the validation process and generated the recommendations which follow. The comments have as far as possible been incorporated in this final version of the report in the other chapters as well as this concluding one.

## **Key recommendations**

### **3.2.6 Gender Mainstreaming at ECA and the purposes of capacity building**

ECA has a strategic role to play in agenda setting, in policy advocacy and analysis of African economic and social development. Gender mainstreaming in the policy and research agenda in Africa should be a key focus of ECA with ACW as the prime mover within the organisation and among member states, providing leadership and co-ordination.

The main purpose of this gender policy and mandate is to achieve measurable and identifiable outcomes and impacts in terms of gender equitable economic and social development in Africa through the strategic areas of service delivery and activities and outputs.

The practical and effective implementation of this core policy mandate calls for the development of complementary and conducive institutional strategies of which capacity building is one of the major elements.

### **3.2.7 Institutional Framework: Guiding principles for capacity building in gender mainstreaming.**

This section pulls together the institutional framework which emerged through discussion and which subsumes the more detailed and specific recommendations:

1. ECA as a whole is responsible and accountable for gender mainstreaming and it will exercise its strategic leverage in research and policy to promote development with gender equality in Africa.
2. Gender mainstreaming principles, knowledge, skills, tools need to be appropriated, developed further, practised and demonstrated by ECA as part of its intellectual and policy leadership role. A key indicator would be the demonstrable competence of its women and men staff and the quality of their work output.
3. Within ECA, ACW has the lead role in policy co-ordination, in developing and mobilising policy expertise and providing technical backstopping in gender mainstreaming.
4. Each division is responsible for mainstreaming gender in its substantive areas of focus and should aim to demonstrate cutting-edge competence in gender mainstreaming through its work outputs and activities.
5. Each programme manager then has overall responsibility for co-ordinating and monitoring the practice of gender mainstreaming within the division and is thus responsible for the overall gender focal point function in that division.
6. Each individual member of staff is expected to and will be given support to reach a minimum level and type of competence, depending on function and responsibility.
7. There must be appropriate mechanisms, rules, procedures and resources to support and promote this outcome and impact-focused competence development process within ECA as an institution.

8. ECA needs to set time bound targets to achieve desired levels of competence to demonstrate its commitment and ensure accountability and effective implementation.

These principles set the parameters and the guidelines for developing and implementing the capacity building programme. They serve to clarify who does what, with whom, how, with what resources, by when, where and why.

### 3.2.8 Gender Focal Points.

The existing mechanism tends to perpetuate the presumption that gender competence should be demonstrated by the gender focal point alone and that she or he has sole responsibility for gender mainstreaming and gender analysis. In the SRDCs, the gender focal point post conflates co-ordination, expertise and specialist area. This situation tends to produce gender-specific activities (not different from women-specific activities) rather than gender mainstreaming within the work programme.

- The gender focal point function of co-ordination is distinct from the gender expertise specialist attributes.
- The workshop applauded the designation of a man as Gender Focal Point for DMD. The position needs to be gender-inclusive (of both women and men) not gender-ascriptive (that is denoting a woman) as is the case now.
- The overall responsibility for the function within a division rests with the programme manager.
- Each division organises its work around clusters and teams, which can be theme, discipline, functional speciality or area-based. A division-wide gender focal point cannot adequately address all these areas. It would be more useful for each team to have a focal point.
- The focal point position has to be an integral part of the work plan and tasks of the staff member. It should be a part of performance assessment. It should also provide the opportunity and the incentive for all members of staff to develop higher levels and types of competence.
- The focal point position need to rotate over time as different teams get constituted over different work programmes over time. This would be a key vehicle for developing capacity over time to higher types and levels of competence within the division.
- The ACW is institutional focal point, providing overall co-ordination within ECA, through information and networking
- Within ACW, there should be focal points for each division, to enable co-ordination and to mobilise expert knowledge and skills in domains specific for the teams.
- The same recommendations apply to the SRDCs, so that there is no basis for a permanent gender focal post, which combines expertise and co-ordination functions.

### 3.2.9 Contents and Modalities of the Capacity Building Programme

#### 3.2.10 Other institutional mechanisms.

It was strongly recommended that competence development should be accompanied by rules and guidelines which would support the effective translation of knowledge and skills into work outputs. These other institutional mechanisms to support gender mainstreaming, some of which are indicated in Table 1 of the Report, would be developed further during the Process Module of the Core Generic Workshop [See Section 3.2 ]. Gender mainstreaming is a process and the rationale for these mechanisms as well as the ownership of them need to be built up as part of capacity building.

#### 3.2.11 Minimum Types and Levels of Competence.

The workshops were very useful for specifying more precisely the types and levels of competence needed and by which category of staff: [See the workshop tools in the Annex]

- Senior Management in all Divisions should aim to have at the minimum levels 1-2 of competence across all Types 1-8 of Competence. This is considered essential for their leadership and co-ordination role:
- Task and Team managers need to reach the same levels across all Types of Competence and aim at the minimum at reaching Level 4. This includes the skill to know what types and levels of specialist external gender expertise is needed for effective team performance.
- All professional members of staff need to have Types of Competence 1-3 at the bare minimum and reach Type 4 (use of gender analysis tools) at least to level 4 (ability to use without guidance). They should also achieve level 2 the higher types of competence. This means all staff who work in a substantive capacity although they are not classified administratively as professionals, for example Research Assistants.
- Non-professional staff also need to develop competence in gender mainstreaming and the Framework should address the types and levels of competence for all ECA staff
- Regional advisers, who work most closely with member states, have a key responsibility in demonstrating ECA competence in gender mainstreaming. They should be able to reach Type 4 and eventually Type 8 at least to level 4 of competence, within that type.
- Gender Focal Points should aim to reach at least Type 6 up to level 6, during their period of responsibility. They should be given the support to reach higher types and levels of competence as a means to develop gender expertise within the team/division.
- Professional staff within ACW need to achieve all Types of Competence to the highest level.

**3.2.12 The Gender Advisory Group** that is proposed would be a key mechanism to play a 'mentoring' role for ACW, providing the intellectual and technical backstopping, given the gap between what ECA and ACW needs to achieve and the existing human resources and current levels of competence.

### **3.2.13. The Contents and Modalities of the Capacity Building Programme**

#### **1. Core workshop, with three modules, concepts and methods, data and process.**

There will be a core workshop with the recommended three modules, followed by division-specific modules and joint workshop and seminars. The more intensive technical workshop was considered useful to develop common ground across the divisions.

In the first instance, this Core Workshop would target the team leaders of each division and gender focal points of the Divisions.

PPFED would need to be closely associated with the process module particularly.

The workshop content would be based on the core activities of the Divisions. The expected output of the workshop are recommendations for inputs in the 2002-3 work programme.

#### **2. Division specific sessions: priority areas.**

The hands-on approach, which would be based on key activities and outputs leading to gender mainstreaming inputs within them in the process of building competence was considered the most appropriate.

The lesson to be learned from the experience of the needs assessment exercise is not to 'miss the boat' for key core activities, such as the request by ESPD to contribute to the gender mainstreaming in the African Economic Report for 2000.

#### ***For example:***

For RCID, the most important activity is the flagship publication on Regional Integration, which needs to be completed by June 2000.

For ESPD, the African Economic Report for 2000 is already nearly in draft form and it has gender mainstreaming inputs. The 2001 African Economic Report can however be planned as part of the capacity building exercise.

For PPFED, one key target is the Biennium 2002-3 work programme preparation, for which the budget would have to be ready by December 2000.

It is recommended that the division-specific sessions would be devoted to designing the work programme, with guidance from the facilitators. This work programme would then provide the basis for the division-specific or more precisely team-specific capacity building programme over 2001.

#### **3.2.14. Milestones and time-bound targets.**

There was strong concern that the programme be accelerated and that there should be gender-mainstreaming inputs in the core activities of the divisions. There was a suggestion that the date for the Core workshop scheduled in October be brought forward to June. This was not possible in light of the administrative, logistics and substantive production work needed. July and August are in any case two months where no effective implementation can take place.

##### **Target for 2005**

By 2005, all divisions would need to reach Type 8 Competence at the highest level, for their specialist areas..

##### **Target for 2000**

By December 2000, all substantive divisions would be able to design the 2002-3 work programme with gender objectives, impacts, outputs, activities and inputs.

By end 2000, all task managers and gender focal points would reach Type 4 competence at level 3 and level 2 up to Type 8 of competence:

##### **Milestones for 2000**

- By April 2000, the consultants will design a framework for capacity building, which will set the milestones over 2000-2005 for reaching the target set for 2005.
- The core workshop would be held in October 2000.
- Between March and June, the substantive preparation process for the workshop would take place in close collaboration with the Divisions. This exercise will contribute inputs in the targeted work activities, including the RCID publication.
- By end August, the core workshop modules would be prepared.
- Between October and November, the division-specific sessions would be targeted to reach the deadline of December 2000 for design of work programme 2002-3 with gender objectives, impacts, outputs and inputs.



## Annexes

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## Annex 1

### Terms of Reference

Conduct a participatory assessment of the capacity building needs of divisions in ECA.

In this regard, participate in the Joint Conference of the African Ministers Of Finance and Economic Planning and Development.

Make recommendations for capacity building on the basis of the needs assessment, in a draft report to be circulated in the divisions.

Design and facilitate a workshop to validate the findings and recommendations of the draft report.

Consolidate the results of the validation workshop in a final report, which would serve as a basis for the design and the content of the capacity building programme.

## Annex 2: Workshop Programme

### African Centre for Women

#### Capacity Building Programme in Gender Mainstreaming

Validation Workshop Meeting , Wednesday 26 January 2000

Time	Themes
9.00 –10.30	<ul style="list-style-type: none"><li>□ Opening remarks by Ms Joséphine Cuédraogo, Director of the African Centre for Women</li><li>□ Overview of Findings and Recommendations of Gender Mainstreaming Capacity Building Programme Report</li></ul> <p><i>Presentation and Discussions</i></p>
10.30-11.00	<i>Tea Break</i>
11.00- 13.00	<ul style="list-style-type: none"><li>□ Discussion on Key Issues raised by the Report:<ul style="list-style-type: none"><li>□ ACW Capacity Building Recommendations</li><li>□ Linkages with Recommendations concerning other Divisions</li><li>□ Implementation Issues.</li></ul></li><li>□ Preparation of the Validation Workshop</li></ul>

# African Centre for Women

## Capacity Building Programme in Gender Mainstreaming

### Validation Workshop Agenda, Thursday 27 January 2000

Time	Themes
9.00 – 10.30	<ul style="list-style-type: none"><li>Introduction</li><li>Objectives of Capacity Building Programme.</li><li>Methodology of Programme Development</li></ul> <p><i>Presentation and Discussions</i></p>
10.30-11.00	<i>Tea Break</i>
11.00- 13.00	<ul style="list-style-type: none"><li>Findings and Recommendations within the Divisions</li><li>Synthesis of results and Recommendations</li></ul> <p><i>Presentation and Discussions</i></p>
13.00 – 14.30	<i>Lunch Break</i>
14.30 – 16.00	<ul style="list-style-type: none"><li>Priority areas and methods of capacity building for divisions</li></ul> <p><i>Working session</i></p>
16.00-16.15	<i>Break</i>
16.15 – 17.00	<ul style="list-style-type: none"><li>Organisational and Implementation Issues.</li><li>Conclusion and Validation of Programme elements.</li><li>Next Steps.</li></ul>

## Annex 3: List of Participants

1. Ms J Ouédraogo, Director, African Centre for Women
2. Ms Wambui Karanja, ACW
3. Ms Françoise Wege, ACW
4. Ms Hannah Tiagha, ACW
5. Ms Beverly Jones, ACW
6. Mr Amare Bekele, ACW
7. Ms Hilda Tadia, Regional Adviser, ACW
8. Ms Souad Abdennebi, Regional Adviser, ACW
9. Ms Elizabeth Wolde Mariam, ESPD
10. Ms Rawda Omar Clinton, RCID
11. Ms Donatella Guilibaro, FSSDD
12. Ms Victoire Tankou, DISD
13. Mr Christophe Bandaogo, DMD
14. Mr Elaho Otobo, PPFED
15. Mr Faye Matar, HRMSD
16. Ms Innocentia Tsikata, HRMSD
17. Ms Louise Bergeron, Consultant
18. Ms Nalini Burn, facilitator
19. Ms Gladys Mutukwa, facilitator

## Annex 4: Workshop Materials

### The Objectives of the Validation Workshop.

The workshop is expected

- to discuss the findings of the Gender Mainstreaming Capacity Building Report.
- to clarify
  - what gender mainstreaming means within ECA
  - the purposes of capacity building, and
  - the complementary strategies and tools to be put in place to ensure outcomes.
- to agree on core minimum levels of gender competence for all members of staff, at the level of a division, for external experts and consultants as well.
- to agree on the content and modalities of the capacity building programme.
- to generate the priority areas of each Division's work programmes for output-focused capacity building sessions over 2000 and 2001.
- to agree on the milestones and time-bound targets for reaching these levels of competence

# Capacity Building Objectives

## Development Objectives:

### *Role of ECA and ACW*

- Gender Equality and
- African Development
- Gender Mainstreaming in
- research and policy

## Objectives for Capacity Building.

### Capacity building targets

- Competence profiles
- Work Programme Areas
- Milestones and benchmarks

ECA has the following broad areas of services:

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

Gender mainstreaming requires a combination of skills

- Analytic skills
- Advocacy and communication skills to influence key people and processes, stakeholders and partners at the policy level and at institutional levels.
- Skills to facilitate the decision-making process as a team or group of stakeholders to encourage dialogue, to focus, to analyse, summarise and reach conclusions.



**Box 2 : A Results-based Framework.**

There needs to be a clear link between the capacity building of an individual staff member and the development impact intended.

The link is traced from

**Intended Impact** : long term development goal, for example transformation in the relations between women and men and increased well-being of women and men.

*As a result of (inter alia)*

**Intended Outcomes**: achievement of programme objectives, change in mainstream structures and processes, for example a policy change in member states

*As a result of (inter alia)*

**Outputs**: production of outputs, for example Economic Reports, Conferences

*As a result of*

**Activities**

*As a result of*

**Inputs**: human resources -skills, knowledge, attitudes, behaviour-, information, material, organisational and financial resources.

### Box 3

#### Levels of competence in gender mainstreaming

1. Clarity in the concept of gender.
2. Ability to distinguish between a woman in development and a gender in the development approach.
3. Understanding and communicating the pertinence of a gender approach to African social and economic development.
4. Awareness and use of gender analysis, e.g awareness and use of literature, of research results, of use of gender expertise, of use of gender concepts in own discipline and professional field.
5. Use of gender as a cross-cutting issue in multi-disciplinary and sectoral analysis.
6. Understanding and communicating the concept and practice of gender mainstreaming in intellectual and policy discourses.
7. Ability to use gender analysis and gender monitoring indicators throughout the programme cycle, from formulation to evaluation.
8. Capacity to systematically report on gender lessons learned and subsequently review and reformulate programmes.

## Tool for matching competence and staff profile

Category of Staff/ Institution	Type/Level of gender Competence	Milestone/Target
All staff		
Divisions		
Senior Management		
Professional Staff		
Operational staff		
Gender Focal Points		
Gender Focal Point SRDCs		
Regional Advisers		
Consultants		
Regional research institutions		
Policy-making bodies		
Other		

\* Note, level within each level according to position and responsibility

*Tool for Generating Further Priority Areas*

**For Each Division**

Programme elements	Work programme area	Thematic/ Skills
Core workshop Concepts, tools		
Data module		
Process Module		
Division-Specific Working sessions		
Joint Workshops/ Seminars		
Cross-cutting workshops.		

## Main Findings

- Actual Levels of Competence.
- Work Programme Areas and Process
  - *Scope for discretion in mainstreaming gender*
- Institutional capacity
  - Resources
  - Rules, Norms, Mechanisms

## ESPD

### Findings

- Little gender mainstreaming in work programme
- Gender research, poverty analysis of male and female households,
- No mainstreaming in major conferences
- Reasons: data and analytical tools lacking, relevance of gender to economic analysis and domain problematic
- Uneven levels of competence, self-reporting that level 1 not present
- Willingness to go through process of gender mainstreaming for one output. e.g production of Economic Report.
- Suggestion of inserting a box on gender in Economic Report.
- ▫ Consultants produced entry points for gender in ESPD seminar

### Recommendations.

**Division –specific:** Gender-aware public expenditure. HIV-AIDS. Poverty.

### Joint Workshops:

RCID, gender, trade, globalisation and regionalisation

## RCID:

### Findings

- Observed activity of chairing Inter-Agency Meeting  
Common African Position for WTO, Seattle
  - Leadership willingness to mainstream gender
- Issues paper gender blind (policy-research link)
- Economic research and policy institutions, no gender discourse (theory and practice)
- Gender specific work output on women and transport, gender analysis?

### Recommendations

#### Division-specific

Gender analysis tools for trade policy regimes and impact assessment of trade liberalisation (context of globalisation and regionalisation) [provided entry points in issues paper]

Sectoral gender analysis applications: transport, energy.  
Water and communications built around work programme  
2000-1

#### Joint cross-cutting workshops

RCID, ESPD focus in gender mainstreaming the building of African capacity for trade negotiations.

## DISD

### Findings

- 1 Focus on Statistics component
- 1 Follow-up of 40<sup>th</sup> Anniversary Conference
- 1 result of Task Force on Gender in CASD
- 1 Activity of Integrating gender in National
- 1 accounts
- 1 Worked together to prepare the activity
- 1 and finalise TOR of consultant
- 1 Mission reviewed proposal for
- 1 Strengthening of Statistical Services in Africa: some
- 1 gender-mainstreaming components in National accounts for
- 1 example
- 1 No overall gender mainstreaming
- 1 approach.
- 1 Worked with regional adviser on rationale
- 1 for choice of gender equality indicators in Common Country
- 1 Assessments for UN System

### Recommendations

#### Division-specific

Around the Statistical Development proposal, which identified gaps in statistics development in Africa

Gender mainstreaming through the information cycle: design, collection, production, analysis and dissemination of data

#### Joint workshops

DISD support for development of data module with ACW



## FSSDD

### Findings

- 3 Use of gender analysis in agriculture and population dimensions of nexus issues
- 3 Recognition of gender as cross-cutting
- 3 Use of gender-disaggregated data in PEDA model
- 3 User/client needs in member states appraised through FSSDD, Committee on Sustainable Development Report:
- 3 Lack of guidelines in mainstreaming gender in population policies, definition of gender statistics
- 3 Recognition of need to integrate economic management dimension and understand poverty as a multi-sectoral and multi-disciplinary.
- 3 Need for development of gender research methodology on linkage between women's health and food production
- 3 Need for keeping abreast of developments in concepts and methods of gender analysis

### Recommendations

Division-specific: harmonisation of gender analysis of nexus framework and the gender analysis framework being developed for ECA (to be used in Core Generic Workshop), With particular emphasis on poverty and population issues

Cross-cutting: In house interactive seminars on issues such as HIV-AIDS, conflict

## ACW

### Findings

- ACW responsibility for spearheading gender mainstreaming in ECA and member states.
- ACW's role goes beyond the implementation of their work programme to playing a supportive and catalytic role, advocacy, leadership in gender. Information entrepreneur
- Gender mainstreaming an ECA-wide responsibility
- Levels of gender mainstreaming competence: majority at 2-5, One or two at 7,8.
- Division highly understaffed
- High demand for and expectations about ACW's role in gender mainstreaming from divisions, and stakeholders
- Wide gap between expectations and ACW's limited conceptual, human, technical and material ability to meet demand
- Need for more analytical, planning, monitoring skills and knowledge.

### Recommendations

- Capacity building in core generic gender skills, knowledge
- Sector specific gender analysis skills to backstop other divisions
- Gender analysis and mainstreaming skills around strategic areas of focus
- Skills in advocacy, negotiation, communication and networking around gender issues.
- Skills to build capacity across divisions

## DMD

### Findings

- 3 DMD organises its work in clusters
- 1 High degree of awareness of need for gender mainstreaming
- 1 Has a male gender focal point
- 1 Need for capacity building in gender concepts, gender analysis, planning and monitoring
- 1 DMD issues such as privatisation, governance, public sector reform treated as gender blind but has wide scope for mainstreaming
- 1 Few people have varying degrees of exposure to gender training
- 1 DMD gender-specific programmes need to be addressed from a gender mainstreaming perspective.
- 1 DMD has sought a lot of guidance, gender inputs and backstopping from ACW

### Recommendations

- 1 Capacity building to be specific to clusters around their work areas
- 1 Gender analysis, development and use of monitoring indicators and mechanisms on areas such as civil society, good governance, privatisation
- 1 Gender analysis of gender-specific programmes
- 1 Capacity building in use of gender disaggregated data

## Main Recommendations:

### Competence development

#### Methodology

- **Work Output focused programme**
- **Results –oriented programme**
- **On the job, hands-on learning**

#### Modalities.

1. Core generic workshop,  
concepts and methods

- Data module
- Process module  
(guidelines how to  
in work process)

Then

2.

Division-specific sessions

Cross-cutting sessions

## Main Recommendations

### ▫ Capacity development for whom.

Professional staff, regional advisers,  
External pool of expertise tapped by ECA  
(see *tool*)

### ▫ Institutional Capacity

- Human Resources.

- Internal Recruitment

- External Advisory Group

- Rules, Procedures, Guidelines

- Mechanisms

- Gender Focal Points