

partnerships for gender equality

the Role of
Multilateral and
Bilateral Agencies
in Africa



United Nations
Economic Commission for Africa

United Nations
Development Fund for Women



BEIJING + 10 SYNTHESIS REPORT



**United Nations
Economic Commission for Africa**

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UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies that promote women's human rights, political participation and economic security. UNIFEM works in partnership with UN organizations, governments and non-governmental organizations (NGOs) and networks to promote gender equality. It links women's issues and concerns to national, regional and global agendas by fostering collaboration and providing technical expertise on gender mainstreaming and women's empowerment strategies.

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March 2005

p r e f a c e

In the course of history, there comes a time when humanity is called to shift to a new level of consciousness, to reach a higher moral ground. A time when we have to shed our fear and give hope to each other. That time is now.

*—Wangari Maathai, Nobel Peace Prize Laureate
10 December 2004*

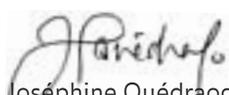
As governments, activists and donor agencies all over Africa were preparing for the Beijing + 10 reviews, the first African woman to win the Nobel Peace Prize was announced. As Wangari Maathai noted in her Nobel lecture, this recognition should give hope to the women and girls of Africa who have had to contend with so much in the decade since the Fourth World Conference on Women. Economic insecurity, armed conflicts and HIV/AIDS have ravaged the continent, taking an enormous toll on everyone, but most particularly on women, who rarely have the resources or the rights that would support their efforts to build a better world.

The Beijing conference helped to focus the world's attention on women's rights, recognizing these rights as essential for their own sake and for the crucial role they play in building peace and prosperity. Since the conference in 1995, the governments and international organizations of the world have sought to meet the objectives of the Beijing Platform for Action (BPFA) with an array of instruments designed to turn ideals into reality. The Beijing Declaration and Platform for Action, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Security Council Resolution 1325 on women, peace and security and the Millennium Development Goals (MDGs) build on each other to provide a detailed blueprint for a future based on freedom from fear and freedom from want. These guidelines reflect the realization that we will make no headway, gain no new ground, unless women's rights are at the core of all efforts.

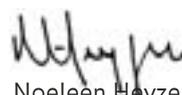
In Africa these instruments are reinforced by several regional declarations and instruments, most notably the African Union Solemn Declaration on Gender Equality and the Protocol on Women's Rights to the African Charter on Human and Peoples' Rights. Much has been done to integrate these instruments into the daily lives of African men and women. Yet much more needs to be done as poverty, HIV/AIDS and conflict continue to inflict their wounds. The task before us is enormous; the challenges overwhelming. But we cannot wait. As Wangari Maathai says, the time is now.

The time is now to act on the goals of the documents, to put political will to the test and implement the dreams that forged these instruments. The time is now to support the leadership of women in Africa: women, who, driven by conscience and commitment, have made positive contributions to peace-building and reconstruction. Women who are organizing in communities to halt and reverse the spread of HIV/AIDS. Women who, in cities, towns and villages have sustained communities and nations as political activists, caregivers, entrepreneurs and educators.

The goal of this report is to highlight the efforts of multilateral and bilateral agencies to support African women in their valiant struggles. It describes projects and programmes based on the strategic objectives of the Beijing Platform for Action and shows how that document is linked to the other instruments and declarations that are now available. It calls on the nations of Africa to continue to implement the laws and declarations that have been passed by regional and national entities, and to ratify the Protocol on Women's Rights. It reminds all of us engaged in development and human rights work to support the efforts of women in Africa to reshape their continent and achieve the Millennium Development Goals.



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table of contents

ACRONYMS	5
I. Introduction: Empowering African Women	6
II. Methodology and Respondents	8
III. The Beijing Platform for Action	9
IV. Key Findings	10
V. Evaluating Progress	11
VI. Strategies and Approaches to Implementing the BPFA	30
VII. Beyond Beijing +10	32
VIII. Conclusion: The Time is Now	37

acronyms

AEI	African Education Initiative
AfrEA	African Evaluation Association
AGDEN	African Gender and Development Network
AGDI	African Gender and Development Index
AIF	Agence Intergouvernementale de la Francophonie
ALPI	Africa Liaison Program Initiative
AU	African Union
AWCPD	African Women's Committee on Peace and Development
AWID	Association for Women's Rights in Development
AWMC	African Women's Media Centre
AWPS	African Women's Progress Scoreboard
BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COMESA	Common Market of Eastern and Southern Africa
DDI	Digital Diaspora Initiative
DFID	Department of International Development, U.K.
DPKO	UN Department of Peacekeeping Operations
ECA	Economic Commission for Africa
ECA-ACGD	ECA-African Centre for Gender and Development
ECOWAS	Economic Community of West African States
FAO	Food and Agriculture Organization
FEMCOM	Federation of National Associations of Women in Eastern and Southern Africa
FERFAP	Federation of African Women's Peace Networks
FGC	Female genital cutting
GMS	Gender Management System
GSI	Gender Status Index
ICPD	International Conference on Population and Development
ICT	Information and communication technologies
IDASA	Institute for Democracy in South Africa
IFAD	International Fund for Agricultural Development
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization
IRC	International Rescue Committee
JICA	Japan International Cooperation Agency
MDGs	Millennium Development Goals
M&E	Monitoring and evaluation
MONUC	UN Organization Mission in the Democratic Republic of the Congo
NEPAD	New Programme for African Development
NGO	Non-governmental organization
NWMs	National women's machineries
OECD	Organisation for Economic Co-operation and Development
OVCs	Orphans and vulnerable children
PMTCT	Prevention of mother to child transmission (of HIV/AIDS)
PRSPs	Poverty Reduction Strategy Papers
PVOs	Private voluntary organizations
SADC	The Southern African Development Community
UNDP	UN Development Fund
UNFIP	UN Fund for International Partnerships
UNFPA	UN Population Fund
UN-HABITAT	UN Human Settlement Programme
UNICEF	UN Children's Fund
UNIFEM	UN Development Fund for Women
UNOSAA	UN Office of the Special Advisor on Africa
USAID	U.S. Agency for International Development
WFP	World Food Programme
WHO	World Health Organization
WSIS	World Summit on the Information Society

1. introduction: empowering african women



Photo: Desirey Minkoh/AFP/Getty

In 1995 the Beijing Platform for Action (BPFA) offered a vision of hope and promise. It spoke to a future in which women would transform their lives, moving into the public sphere in unprecedented numbers and taking charge of their destinies. Much remained to be done in all corners of the globe, particularly in terms of alleviating the poverty and discrimination that limited women's access to jobs, education, health care. Yet so much had already been achieved since the first World Conference on Women in 1975 that many imagined the next 10 years would bring still more profound transformations. Now, in 2005 we see a world where war, intolerance and disease have taken a heavy toll on women's aspirations. And nowhere is this more evident than in sub-Saharan Africa. HIV/AIDS has devastated women in the region through infection, the care responsibilities they have assumed for the sick and the necessity of supporting family members who have lost their primary income earner.

Internal and cross-border wars sweeping across already impoverished nations have been fought on the bodies of women to instil terror among civilians. Even in nations that have not experienced war over the decade or have succeeded in arriving at peace agreements, deepening poverty has constrained most efforts at achieving many of the goals outlined in the Beijing Platform.

Yet with each devastation there is renewed commitment on all levels to finding solutions and to ensuring that women are safe, secure and part of the solutions, rather than passive recipients. Women in Africa have already shown how much can be achieved when gender equality becomes a norm. In Rwanda women, many of them widows of the genocide and infected through rape with HIV/AIDS, organized themselves and fought for and won new laws that give them the right to inherit and own property and a women's desk at the national level that helped train women for political office. In the most recent elections women gained 49 per cent of the seats in the lower house of Parliament and 30 per cent in the upper house, putting Rwanda at the top of world rankings for female parliamentarians. In the Mano River states of Guinea, Liberia and Sierra Leone women have organized in the midst of war and upheaval to be at the forefront of bringing peace to the region and insist on their right to participate in peace negotiations.

The BPFA, the Programme of Action from the International Conference on Population and Development (ICPD) and the Millennium

Development Goals (MDGs) have all provided strategies, tools, targets and indicators for women such as these and for achieving women's equality throughout Africa. The commitments in each of these documents have been acknowledged and incorporated into a variety of additional instruments in Africa. These include several documents from the African Union, including the Solemn Declaration on Gender Equality and the Optional Protocol on Women's Rights to the African Charter on Human and Peoples' Rights, and the commitment to gender parity in the African Union (AU) Commission. In addition, the New Programme for African Development (NEPAD) utilizes social development indicators that recognize women's role and their rights.

Thus much of the groundwork has been laid for supporting the Beijing Platform. Governments and organizations alike have signed on to plans to meet nearly all of its strategic objectives. Many donor organizations are channelling the largest part of their funds to Africa, and within those allocations they are delegating substantial amounts to women.

Nonetheless, it is not enough. In an analysis of national and regional commitments to women, UNIFEM has found that many government and organizational plans and analyses refer to women's vulnerability without recommendations for action. The challenges facing women, such as impoverishment and inequalities in relation to human rights, participation and decision-making are recog-

nized, but the underlying causes of gender inequality and women's vulnerability are rarely analysed and actions to address the situation are not formulated.

While the goal of the Beijing +10 review is to assess progress, it must also be to recommit to following words with action, to ensuring that the high ideals and intentions of international, regional and national documents become a reality, and have a real impact on women's lives. What is needed now is political will, energy and more resources. By linking the goals of the BPFA with those of the MDGs and the ICPD, a new synergy can be achieved to institute a new decade for African women – and with them all of Africa.

II. methodology and respondents

Over the last ten years, women and men from governments, the international community and civil society have sought to meet the goals of the Beijing Platform for Action through various strategies and programmes and have willingly analysed their efforts in terms of success, relevance and sustainability. As part of the Beijing +10 Review in Africa, the UN Economic Commission for Africa (ECA), which was coordinating the process, turned to UNIFEM as the lead UN operational fund for women to lead the review of progress towards the objectives of the BPFA. UNIFEM developed a questionnaire (see Appendix I) that was sent to a wide range of multilateral and bilateral donors working in Africa, asking them to assess their efforts to meet the goals of the BPFA since 1995. Of the 33 donors contacted, 18 responded. This report reflects only the information provided by those 18 organizations. The preliminary findings from these self-assessments were presented at ECA's Seventh Regional Conference on Women, held in Addis Ababa in October 2004. The current report builds on the discussions held at the Conference as well as on further discussions with various agencies and organizations involved in implementing the BPFA.

THE RESPONDENTS

Eighteen international donors with broad experience in Africa responded to the questionnaire. Among them were five bilateral donors:

The Canadian International Development Agency (CIDA)

The Department of International Development, United Kingdom (DFID)

The Japan International Cooperation Agency (JICA)

Netherlands Development Cooperation

The United States Agency for International Development (USAID)

Thirteen multilateral organizations also completed the questionnaire:

Agence Intergouvernementale de la Francophonie (AIF)

The Commonwealth Secretariat

The Department of Peacekeeping Operations (DPKO)

The Economic Commission for Africa (ECA)

The Food and Agriculture Organization (FAO)

The International Fund for Agricultural Development (IFAD)

The International Labour Organization (ILO)

The United Nations Children's Fund (UNICEF)

The United Nations Development Fund for Women (UNIFEM)

The United Nations Development Programme (UNDP)

The United Nations Human Settlement Programme (UN-HABITAT)

The United Nations Population Fund (UNFPA)

The World Food Programme (WFP)

III. the beijing platform for action

The BPFA identified 12 strategic areas of concern that affect women's empowerment and equality:

- The persistent and increasing burden of poverty on women
- Inequalities and inadequacies in and unequal access to education and training
- Inequalities and inadequacies in and unequal access to health care and related services
- Violence against women
- The effects of armed or other kinds of conflict on women, including those living under foreign occupation
- Inequality in economic structures and policies, in all forms of productive activities and in access to resources
- Inequality between men and women in the sharing of power and decision-making at all levels
- Insufficient mechanisms at all levels to promote the advancement of women
- Lack of respect for and inadequate promotion and protection of the human rights of women
- Stereotyping of women and inequality in their access to and participation in all communication systems, especially the media
- Gender inequalities in the management of natural resources and in the safeguarding of the environment
- Persistent discrimination against and violation of the rights of the girl child

Strategic objectives for each area were identified in the Platform. It is these objectives that governments, civil society and international organizations have been striving to meet in the past 10 years.

IV. key findings

Although they have differing areas of concern and expertise, all of the respondents recognize the importance of the BPFA and are attempting to meet some or all of its objectives. The responses indicate that:

- The majority of work by the respondents is primarily in four of the 12 strategic areas: Women and Health, Violence against Women, Institutional Mechanisms for the Advancement of Women and the Human Rights of Women.
- Most of the organizations also provided information on six other areas of deep concern: Poverty, Education and Training, Armed Conflict, the Economy, Women in Power and Decision-making and the Environment.
- Only a few reported that they concentrated efforts on Women and the Media or the needs of the Girl Child.
- The responses indicate that UN agencies, donor organizations, governments, non-governmental organizations (NGOs), the private sector and community-based organizations have collaborated successfully on Beijing implementation. CIDA for example notes that it is increasingly collaborating on large programming endeavours, such as working with gender-equity coordinating groups in various countries on specific themes or sectors where CIDA's technical advice can be of use. Most respondents considered partnerships among several organizations more effective and sustainable than those that involved only one or two, and partnerships were most successful when they worked within frameworks set by developing

countries. Overall, respondents identified several issues they considered key to creating successful partnerships: mutual agreement; consultation, coordination and collaboration; information sharing; and investment of time and resources, both human and financial.

- Although some respondents are linking the BPFA with ongoing efforts to implement the goals of the ICPD Programme of Action and with the targets and indicators of the Millennium Development Goals, more work needs to be done in this area.
- Two critical issues were raised with regard to resource allocation. First, there is ongoing discussion as to whether donor agencies should (a) allocate separate budgets for gender programming, which are easy to track but often tend to marginalize programmes for women or (b) practice gender mainstreaming, which integrates gender concerns into all organizational activities but is more difficult to monitor. Second, while greater emphasis has been placed on providing budget support to governments, bilateral and multilateral donors have not yet been able to devise arrangements by which governments can be accountable for investments in gender equality and women's empowerment.

V. evaluating progress

Using the self-assessment reports, the 12 critical areas of concern were evaluated in terms of the extent to which they have been addressed and progress made. Each of the interventions within a critical area was examined against the strategic objectives of the BPFA. Below is a summary of efforts and achievements in each critical area of concern.

A. Women and Poverty

Strategic Objectives:

- 1. Review, adopt and maintain macroeconomic policies and development strategies that address the needs and efforts of women in poverty**
- 2. Revise laws and administrative practices to ensure women's equal rights and access to economic resources**
- 3. Provide women with access to savings and credit mechanisms and institutions**
- 4. Develop gender-based methodologies and conduct research to address the feminization of poverty**

A recent review of progress in implementing the MDGs found that poverty in Africa is not only severe – approximately half of the population lives on US\$1 a day or less – it is on the increase. The review found that between 1990 and 1999, the number of the poor in Africa increased by one quarter per year, and if that trend continues, “Africa will be the only region where the number of poor people in 2015 will be higher than in 1990.”¹ Poverty is the prime mover of the vicious cycle that stifles men's and women's aspirations. The poor have less education, less

GENDER MAINSTREAMING IN POVERTY ALLEVIATION

Gender concerns are important elements of IFAD's poverty alleviation strategy, and women are a major target group in almost all IFAD projects and programmes. Since IFAD's adoption of a Gender and Development approach in the early 1990s, the format of its Country Strategy and Opportunities Papers and other project design documents were revised to include the analysis of gender-related opportunities and constraints. In 1999 a specific gender checklist was developed for project design, and a subsequent President's Bulletin was issued requiring all design missions to use it.

The centrality of gender in interventions was underlined in IFAD's Strategic Framework for 2002-2006, which states that gender issues are an "overarching concern" in pursuing strategic objectives.

—IFAD

www.ifad.org/sf

health care and more exposure to HIV/AIDS and unsafe living conditions, all of which make it more difficult for them to improve their condition. Women suffer all this as well as discrimination, increasing their burden immeasurably. Every one of the organizations responding to the questionnaire recognize the role that gender inequality plays in increasing poverty for all – men, women and children. DFID for example, reports that “poverty reduction and achievement of the MDGs is the key focus of DFID's overall programme and promoting gender equality and women's empowerment is seen as central to achieving this aim.”

The majority of responding organizations placed their emphasis on achieving effective, sustainable and replicable gender and age-sensitive models and strategies for basic service delivery in three areas: increasing women's access to and control over fundamental assets, improving women's incomes and providing loan guarantees.

In terms of women's access to resources, donors such as JICA focus their poverty eradication support on vocational training, technical assistance in forestry and agriculture and rural development activities. WFP seeks to increase women's access to and control over fundamental assets such as food and the means to produce it. It has implemented measures that strengthen women's ability to manage food rations distributed by the organization and its partners by giving women entitlements to household food rations, ensuring full participation of women in all food distribution decisions, giving complete information about these entitlements to women, facilitating women's access to food distribution points, providing food packages that do not overburden women physically and establishing appropriate mechanisms to prevent abuse during food distribution and allow for reporting of abuse.

Working at the national level, and often in collaboration with other agencies, UNIFEM is building capacity in several countries and advocating for increasingly gender-sensitive macroeconomic policies that address poverty reduction. Along with UNDP, it has supported gender-sensitive budgeting in Kenya, Mozambique, Senegal, Tanzania and Uganda and the development of methodological tools for engendering MDGs and Poverty Reduction Strategy Papers (PRSPs) created by national governments. In Nigeria CIDA has provided funds in cooperation with UNIFEM for gender/economics expertise to be applied to analysis of the poverty reduc-

tion strategy; the consequent documentation is being used for advocacy involving pertinent government authorities and civil society groups. UNIFEM and ECA's African Centre for Gender and Development (ECA-ACGD) have conducted regional training on Gender and Macroeconomics for Understanding and Eradicating Feminized Poverty in Africa, building on previous work with the Network of African Women Economists.

At the regional level, ECA is developing a guidebook for integrating household production into poverty reduction policies. This approach will help to improve the skills of statisticians, accountants and policy analysts to collect, analyse and integrate gender-disaggregated micro and macroeconomic statistics into national planning instruments. ECA is also in the process of developing and testing a gender-aware macroeconomic model for South Africa to analyse the differing impacts of fiscal policies on women and men.

B. Education and Training

Strategic Objectives:

- 1. Ensure equal access to education**
- 2. Eradicate illiteracy among women**
- 3. Improve women's access to vocational training, science and technology, and continuing education**
- 4. Develop non-discriminatory education and training**
- 5. Allocate sufficient resources for and monitor the implementation of educational reforms**
- 6. Promote lifelong education and training for girls and women**

The BPPFA identifies education as a human right and an essential tool for achieving the goals of equality, development and peace. It notes that equality of access to and attainment of educational qualifications are neces-

sary if more women are to become agents of change, and that investment in formal and non-formal education and training for women and girls is one of the best means for achieving sustainable development and economic growth. Most of the organizations involved in supporting education and training for girls and women report that they seek to address all six of the Platform's strategic objectives. Interventions range from increasing women's participation in math, science and technology at the university level to promoting the retention and participation of women and girls in primary, secondary and university institutions to increasing access to vocational training and reducing illiteracy. Several of the organizations are also supporting programmes that offer alternatives to pulling girls out of school to care for AIDS patients or orphans (see box p.14).

USAID is one of the reporting donors that has made education reform a foundation of its work. Its African Education Initiative is a multi-year effort to increase access to quality basic education, especially for girls and women. The Initiative focuses on providing girls' scholarships, improving teacher training, providing ICT tools, and involving communities in educational programmes.

Education is also a priority area in Africa for JICA, which has been supporting governments to build and repair elementary schools and helping to create programmes that incorporate a gender perspective in the schools. This includes programmes that guarantee safe learning environments for girls and develop teachers' capacity through training and seminars. In Malawi and Tanzania JICA assisted the Ministries of Finance to conduct school-mapping research that documented geographical distribution of target populations, numbers of potential students, numbers of teachers and their credentials, access

CLOSING THE GENDER GAP IN SCHOOL ENROLMENT

Recognizing the importance of children's contribution to family sustenance in many developing countries, the WFP instituted food support programmes as a way to increase absolute enrolment for both boys and girls in primary schools in Africa and to close the gender gap in enrolment.

Closing the Gender Gap:

Over four years, the gender ratio (number of girls compared to number of boys) for enrolment in school-feeding programmes grew by an average of 15 per cent. The increase in girls' enrolment was 53 per cent higher than that of boys', a considerable step towards closing the gender gap in education in Africa.

The Take-Home Ration Advantage:

The increases in the rates of change in absolute enrolment for girls have been greater in schools offering take-home rations than schools with only on-site feeding.

—WFP

www.wfp.org/eb/docs/2004/wfp037799<6.pdf

to schools and the availability of teaching materials. The research was used to develop micro planning policies. In a similar vein, UNICEF has established village and school-level information systems to provide gender-disaggregated data and training on gender analysis for education ministries. In Senegal, UNFPA is helping some 10,000 girls and young women from poor families break the cycle of poverty through education. Through

UNDERSTANDING THE IMPACT OF HIV/AIDS ON GIRLS AND WOMEN AS CARETAKERS

Recognizing the importance of the empowerment of women in the fight against HIV/AIDS, UN-HABITAT carried out a situation analysis that included limited baseline surveys in selected urban slums in Kenya, Swaziland, Tanzania, and Uganda targeting orphans and other vulnerable children. The outcomes raised a number of gender and women's empowerment issues. There was a strong indication that orphan care and support is overwhelmingly a female responsibility. Girl orphans in particular are bearing the burden of care, since they are often pulled out of school to look after their siblings as well as the children of their caregivers. In some cases, their labour is used to supplement the household income of their caregivers. Although the situation analysis and the baselines found many NGOs, faith-based organizations, and civil society interventions targeting orphans and vulnerable children (OVCs), these were found to be minimal, poorly coordinated and targeted the individual child, not the household. Among the women looking after OVCs, widows were overwhelmingly represented. These issues should be addressed during the follow-up phase.

—UN-HABITAT

www.unhabitat.org/programmes/genderpolicy

close links with communities and NGOs, girls are receiving comprehensive education, with an emphasis on gender and human rights. Some are being trained as peer educators. In addition to training in income-generating skills, girls also have access to youth-friendly reproductive and sexual health information and services. Working to build economic literacy, FAO has created simple numeracy and bookkeeping training programmes to help illiterate women keep track of their economic activities.

C. Women and Health

Strategic Objectives:

- 1. Increase women's access throughout the life cycle to appropriate, affordable and quality health care, information and related services**
- 2. Strengthen preventive programmes that promote women's health**
- 3. Undertake gender-sensitive initiatives that address sexually transmitted diseases, HIV/AIDS and sexual and reproductive health issues**
- 4. Promote research and disseminate information on women's health**
- 5. Increase resources and monitor follow-up for women's health**

Recent findings by the World Health Organization (WHO), UNICEF and UNFPA show that overall, maternal mortality in sub-Saharan Africa is the highest in the world. A woman living in the region has a 1 in 16 chance of dying in pregnancy or childbirth, compared to 1 in 46 in South-Central Asia, the next most affected region. In developed countries the risk is 1 in 2,800. But women's health involves more than maternity – women often become sick first and are sicker longer because of discrimination that keeps them from health clinics and dictates that what little money a family has is spent on male members first. The HIV/AIDS pandemic's impact on women in Africa has been enormous, affecting all aspects of their lives. Women's livelihoods, education, food security, care work and other productive and reproductive roles have all suffered under the burden of AIDS.

Given the impact of disease and maternal mortality in Africa, and the importance of building public health services, a large number of respondents reported work in this area of concern, on all five strategic objectives. Donors reported interventions that include increasing women's access to appropriate, affordable

quality health care, information and related services; strengthening preventive programmes that promote women's health; fortifying systems required to deliver effective responses to HIV/AIDS and maternal mortality; and improving the delivery of essential obstetric care within health facilities.

UNICEF, for example, is one of many donor organizations co-sponsoring the Safe Motherhood Initiative to reduce maternal mortality. Efforts include building clinics in rural areas where women previously had no hope of an assisted delivery and improving the capacity of national health programmes to provide skilled attendants who can provide prenatal, delivery and postnatal care. UNICEF also has developed community-based programmes that provide education for adolescent girls – many of them married – on sexual and reproductive health. In addition it is working with decision makers, women's groups, government leaders and the media in a regional effort in West Africa to reduce maternal and neonatal mortality by half by 2010. In Malawi, DFID is supporting the Government in a project to reduce maternal mortality and improve women's knowledge of health-related issues. Project activities include educating pregnant women to seek timely assistance, improving the quality of care throughout the nation, establishing communications and transport systems from homes to clinics or hospitals and strengthening planning and monitoring.

UNFPA supports training for health personnel in various aspects of maternal care, including emergency obstetric care, prenatal and postnatal counselling, delivery care norms and procedures and use of postpartum family planning services. For instance, in Mozambique, training nurses to perform Caesarean sections helped to make emergency obstetric care available at the lowest levels of the health care system and in remote

PARTNERSHIPS TO STRENGTHEN GENDER DIMENSIONS IN HIV/AIDS RESPONSES

UNIFEM has supported several initiatives to highlight the gender dimensions of HIV/AIDS. In Nigeria it has helped to build linkages among 40 NGOs, state governments and faith-based groups in two states to undertake an awareness campaign. As a result, one of the states, Enugu, has launched a gender-responsive HIV/AIDS policy for health facilities, the first of its kind in the country. The policy standardizes practices, links home care givers to health facilities and addresses stigma and discrimination against people living with HIV/AIDS and those caring for them.

—UNIFEM

www.genderandaids.org

rural areas. In Benin, a partnership between the Ministry of Health, UNFPA and a number of NGOs resulted in the National Assembly adopting two landmark laws in 2003 that promoted reproductive health and rights. One law outlaws female genital cutting and the other affirms the right of men and women to be informed of and to use the family planning methods of their choice. In cooperation with the government UNFPA also supports a programme for youth in Benin that integrates job training with education about preventing HIV and unwanted pregnancies so trainees can also become local advocates for health.

With 57 percent of all HIV/AIDS cases in Africa occurring among women, a large number of organizations are focusing their health-related donations on the pandemic. FAO and UNICEF conduct research on the gendered impact of

the HIV/AIDS epidemic on programme sectors such as education and food security. CIDA has supported technical gender-equality working groups in Kenya and Malawi that have made recommendations to HIV/AIDS coordinating committees on how national strategies/plans can more effectively deal with the gender dimensions of halting the spread of the disease. ECA, through the Commission on HIV/AIDS and Governance in Africa, is conducting action-oriented research to increase accessibility of treatment, prevent mother-to-child transmission and identify the far-ranging impact of HIV/AIDS on women. WFP provides food assistance to HIV-positive pregnant women and lactating mothers in Rwanda through Prevention of Mother-to-Child Transmission (PMTCT) HIV centres. An evaluation of the programme concluded that the PMTCT projects had a positive health impact on pregnant women and lactating mothers as well as on newborn babies, since the mothers were nutritionally better prepared to breast-feed. In addition, the food aid made it possible for women to get other critical necessities with the money they would have spent on food.

A ground-breaking project in Sierra Leone supported by UNFPA in collaboration with UNAIDS and UNIFEM uses peacekeeping troops as community educators to stop the spread of HIV/AIDS. Because the impact of the disease on women is an important focus of the programme, peacekeepers are being trained in gender awareness and women's rights as well as HIV/AIDS prevention.

Several organizations reported progress on work with governments, NGOs and regional institutions in the area of HIV prevention. Some supported ministries of health in their response to the AIDS pandemic and assisted NGOs in delivering HIV/AIDS-related services to vulnerable groups and improving their capacity to provide such services. USAID has helped local government and voluntary organi-

zations in Djibouti, Kenya and Tanzania develop their capacity to provide quality health services, particularly maternal and childcare for those most at risk of HIV infection and other preventable diseases. With support from the Japanese Trust Fund on Human Security, UNIFEM has been working with national AIDS councils in Kenya, Nigeria, Rwanda, Senegal and Zimbabwe to engender national AIDS policies and programmes. UNDP is building a partnership with the National Coalition of Women Against HIV/AIDS in Ethiopia to strengthen women's leadership in government and at the community level to alleviate women's and girls' vulnerability to HIV infection.

RIGHTS-BASED TRAINING FOR CRIMINAL JUSTICE WORKERS

UNICEF is the lead agency supporting the Women and Juvenile Unit of the Police Services in Ghana, which provides a gender-sensitive environment for women and children who seek redress from abuse, neglect and violence. The programme also trains members of the judicial and legal professions. So far, 1,500 members of the Ghanaian Attorney Generals' Office staff, judges, and police officers have been trained in rights-based management and treatment in cases involving violence and abuse.

—UNICEF

www.unicef.org/protection

D. Violence Against Women

Strategic Objectives:

- 1. Take integrated measures to prevent and eliminate violence against women**
- 2. Study the causes and consequences of violence against women and the effectiveness of preventive measures**

3. Eliminate trafficking in women and assist victims of violence due to prostitution and trafficking

Violence against women is one of the most basic and obdurate obstacles to achieving the objectives of the Beijing Platform. In Africa, as elsewhere, domestic or partner violence is a serious problem that is often ignored for cultural or social reasons. Added to this is the enormous violence inflicted on women by a series of civil wars in various nations, which in turn has led to an increase in trafficking and greater vulnerability among women and girls to sexual barter as a way to procure food and services for their families. Progress in reducing violence against women was thus a primary concern for many of the reporting agencies. One of the main venues for working in this area has been the UNIFEM Trust Fund in Support of Actions to Eliminate Violence against Women, which the General

Assembly asked UNIFEM to coordinate soon after the Beijing Conference. The Trust Fund supports community-based initiatives and advocacy work on ending violence against women throughout the world. It has provided more than US\$2 million to women's projects in Africa since its inception.

UN-HABITAT's Safer Cities Programme helps local authorities develop sensitizing campaigns, services and shelters, and trains them in ways to make a city's physical environment safer. In Dar es Salaam and Nairobi UN-HABITAT supported government efforts to create gender-disaggregated data through surveys and safety audits in various districts of the cities. In Guinea, UNICEF, partnering with the International Rescue Committee (IRC), created shelters where 596 women sought protection. Community workers were trained to provide advice on issues relating to violence against women and the latest figures indicate that 1,320 people, including 251 men, have sought advice from them.

Female genital cutting (FGC) is an area of particular concern in the region: An estimated 130 million adolescents and young women, the majority of them in Africa, have been subjected to FGC, with 2 million girls believed to be at risk every year. Various donor organizations report that they are working to support national strategies that attempt to eradicate FGC as a form of violence against women. The Francophone community (16 French-speaking countries in Africa are affected by FGC) has developed an awareness-raising strategy based on partnering with radio stations and individual traditional leaders who work directly with rural populations. UNICEF is working with partners around the world in a campaign for the abandonment of FGC everywhere within a generation, using a rights-based model. In Niger community awareness campaigns aimed at key figures such as village chiefs,

FUNDING FOR ANTI-TRAFFICKING ACTIVITIES

In 2003 USAID provided over US\$15 million for anti-trafficking activities in 36 countries, an increase of more than 50 per cent over its 2002 anti-trafficking funding. As a result, 1,400 women trafficking victims in Nigeria received assistance in reintegration and rehabilitation. An anti-trafficking in children activity is being implemented in Benin to: (1) provide institutional and operational support to the Ministry of Family, Social Protection and Solidarity; (2) assist local civil society organizations to develop and implement income-generating and literacy programs in target rural areas; and (3) provide alternatives to Beninese young women and children working for cocoa plantations in Côte d'Ivoire and Ghana who are vulnerable to traffickers.

—USAID

www.usaid.gov

media, traditional and religious leaders, young people, teachers, nurses, midwives and female excisers have had an impact: In 2003 the government of Niger passed a law calling for fines or jail sentences for those conducting FGC.

The Netherlands supports NGOs in a similar effort to ban FGC and combat violence against women and ECA provides technical support to the Inter-African Committee on Traditional Practices Affecting the Health of Women and Children.

A Commonwealth Expert Group has been convened on the issue of trafficking, focusing on the commercial sexual exploitation of women and children. DPKO has responded to concerns about trafficking in and around peace missions by, among other programmes, developing a guidance package for peacekeeping operations with rule of law and/or human rights mandates on how to combat human trafficking. This package will include model legislation, examples of national strategies and awareness-raising materials. It will be used to assist missions that have developed legislation on human trafficking but face challenges in implementation.

E. Women and Armed Conflict

Strategic Objectives:

- 1. Increase the participation of women in conflict resolution at decision-making levels and protect women living in situations of armed and other conflicts or under foreign occupation**
- 2. Reduce excessive military expenditures and control the availability of armaments**
- 3. Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations**
- 4. Promote women's contribution to fostering a culture of peace**
- 5. Provide protection, assistance and train-**

RESPONDING TO SEXUAL VIOLENCE DURING CONFLICT

In the Democratic Republic of the Congo, UNFPA is leading a joint initiative, which constitutes the first national comprehensive integrated response to sexual violence in a conflict country. With the involvement of nearly a dozen UN agencies as well as NGOs and government, the UN country team conducted a comprehensive joint needs assessment and developed a multisectoral framework for responding to sexual violence, which addresses a broad range of urgent issues from medical support for victims to reestablishing the rule of law to prevent impunity.

—UNFPA

www.unfpa.org

- ing to refugee women, other displaced women in need of international protection and internally displaced women**
- 6. Provide assistance to the women of the colonies and non-self-governing territories**

As the report from ECA's Seventh Regional Conference on Women notes, "women's voices in conflict prevention and peace-building are only faintly listened to, often leaving them at the margins of peace processes."² The international community recognized the disproportionate impact of conflict on women and women's actual and potential roles in peace-building through Security Council Resolution 1325 on women, peace and security. Recognition is only the beginning of an extremely difficult task, however. Providing support for women caught in the midst of conflict requires financing, commitment, and the provision of

services in the midst of extreme danger. Post-conflict, there has been some success in bringing women to the periphery of the peace table as advisors and implementers, but it has proven much more difficult to guarantee them a seat at the table.

Organizations providing information on interventions in this area primarily addressed three of the six strategic objectives. Most focused on women's role in peace-building, facilitating partnerships among organizations and helping to foster dialogues with a variety of local groups (women's, men's and youth) that contribute to peace-building and post-conflict reconstruction. UNDP, for example, supported the Femmes Afriques Solidarité, a regional organization, to train more than 200 women in conflict prevention and peace-building. It has also facilitated monitoring of peace-building efforts in post-conflict areas with a focus on identifying gender needs in the reintegration and reconstruction processes, in support of SC Resolution 1325.

Organizations are also seeking ways to provide aid to women caught in the midst of conflicts such as those in the Darfur region of Sudan and in the eastern region of the DRC. UNFPA and partners in the region around Darfur are helping communities to organize women's groups to support victims of sexual violence and their families. These groups also serve as entry points for treating victims who are hesitant to seek help at hospitals or clinics. UNFPA provides medical supplies, collaborates with and trains doctors, nurses and counsellors to treat the effects of sexual violence.

UNIFEM'S peace and security programme, supported mainly by DFID and the UN Foundation, among others, has provided resources for women's organizing and influence over the last ten years in countries such

WOMEN, WAR, PEACE

UNIFEM has developed several projects to call attention to the impact of armed conflict on women. In 2002 it commissioned *Women, War, Peace*, an Independent Experts' Assessment of conditions for women in 14 conflict zones, including several in Africa. The report reiterated the need for systematic collection, analysis and sharing of information on women and conflict to ensure that gender concerns are consistently included in decisions and actions on conflict prevention and peace-building. In 2004 UNIFEM's peace and security section launched a web portal to serve as a centralized repository of information. Targeted at policy-makers, practitioners, researchers and the media, the portal offers gender profiles of conflict countries, briefs on issues that affect women and girls before, during and after conflict, and information on UN gender programming in conflict zones.

—UNIFEM

www.womenwarpeace.org

as Angola, Burkina Faso, Burundi, Chad, the Democratic Republic of the Congo (DRC), Mali, Mozambique, Rwanda, Sierra Leone, Somalia and Sudan. The programme works to strengthen women's role in conflict prevention and resolution, in peace-building and to improve methods for protecting and assisting women in conflict zones. As a result of women's participation in Burundi, gender equality was integrated into the Arusha peace negotiations – one of the first clear demonstrations that women can make a tangible difference if they are present during peace processes. UNIFEM also supported women's successful efforts to participate in

the Inter-Congolese Dialogues, a regional attempt to broker peace in the DRC. In other programmes, women on the border of Kenya and Uganda receive support from USAID for training in mediation and conflict mitigation. Victims of war and post-war-related sexual assault and domestic violence in Sierra Leone receive counselling, community information, and training from USAID's West Africa Regional Programme and from a UNFPA-supported shelter and vocational training programme. UNICEF has trained over 54,000 refugees, community leaders and NGO staff on the prevention of gender-based violence and care of victims in refugee camps. These efforts helped reduce such violence in camps by 33 percent between 2002 and 2003. DPKO has created two training packages around this area of concern: gender-awareness training materials for pre-deployment and induction training for UN military and civilian police and a manual on gender issues in the various functional areas covered by peacekeeping operations.

To provide access for women at the highest official levels within the African Union, ECA facilitated the creation of the African Women's Committee on Peace and Development (AWCPD) and provides it with ongoing support. AWCPD provides a mechanism for women to participate in official efforts at conflict prevention, resolution and management. It was instrumental in bringing women and their concerns into the peace processes for the Great Lakes region, the Mano River Basin and Somalia, and provided valuable contributions to the Beijing +5 evaluation, which in turn led to the adoption of SC Resolution 1325.

F. Women and the Economy

Strategic Objectives:

- 1. Promote women's economic rights and independence, including access to employ-**

PARTICIPATORY FISHERY DEVELOPMENT PROJECT IN SENEGAL

The Participatory Fishery Development project in Senegal was created to increase women's economic empowerment. After fishing facilities and a processing factory were established, women were motivated to improve the quality and quantity of their processed fish products. The women took the initiative to introduce better ovens, improve their processing technique, organize their own cooperative, and start a micro-credit scheme. With the additional income generated by their efforts, the women are implementing savings and credit activities and promoting health and education for themselves and their families.

—JICA

www.jica.go.jp/english

- ment and appropriate working conditions and control over economic resources**
- 2. Facilitate women's equal access to resources, employment, markets and trade**
- 3. Provide business services, training and access to markets, information and technology, particularly to low-income women**
- 4. Strengthen women's economic capacity and commercial networks**
- 5. Eliminate occupational segregation and all forms of employment discrimination**
- 6. Promote harmonization of work and family responsibilities for women and men**

Women in much of sub-Saharan Africa are still virtually absent from or poorly represented in economic decision-making. They lack access to resources, employment, markets and trade. The majority of interventions reported

DIGITAL DIASPORA INITIATIVE

The Digital Diaspora Initiative (DDI) was launched in 2002 by UNIFEM in collaboration with the UN Information and Communication Technologies Task Force, UN Office of the Special Advisor on Africa (OSAA), UN Fund for International Partnerships (UNFIP) and UNDP. The purpose of DDI is to improve African women's lives through the use of information and communication technologies. A Global Advisory Committee, comprised of information technology (IT) entrepreneurs in Africa and throughout the Diaspora, provides overall guidance to the initiative, offers innovative advice for African women on funding and resource mobilization, and participates and invests in country initiatives. Through a pilot programme in Rwanda, representatives from business-oriented women's organizations are trained to provide their members with ICT solutions for economic empowerment. The women are then connected with local and international business mentors and partners. After the pilot phase, the programme will be expanded to eight other African countries.

—UNIFEM

www.genderwsis.org

in this area focus on providing business services, training, information and technology skills, access to markets and strengthening women's economic capacity and commercial networks. Some donors also provide tangible items such as food, water or firewood as a means of freeing women from their traditional duties so that they can participate in economic development programmes.

Interventions in this area include the work of FAO and IFAD with women farmers to improve access to agricultural support systems and services; promote and develop labour-saving agricultural techniques suitable for women farmers; adapt agricultural extension services to women farmers' needs; and enhance the skills of illiterate women so they will be better

able to manage economic endeavours. FAO is promoting the integration of gender concerns into PSRPs and other macroeconomic instruments, as is the Netherlands.

FAO has asked national governments to allocate 10 percent of their national budgets to agricultural development, making more funds available for programmes aimed at improving food security and reducing poverty and thus supporting vulnerable populations such as women farmers. FAO has also been a leader in the effort to expand national agricultural data to include gender-specific information. FAO-supported surveys have documented the feminization of the agricultural sector as more men migrate in search of non-agricultural work. Some rural areas are primarily inhabited by women, most of whom are supporting their families with subsistence agriculture. Surveys showed four women for every man in the 24–45 age group in selected districts.

Many donors focus on micro-enterprises run by women as a strategy for sustainable poverty reduction. The ILO, for example, has held several seminars in Benin, Burkina Faso, Niger and Togo with the Association des Femmes Chefs d'Entreprises on ways to implement proactive programmes that develop the capacity of micro-entrepreneurs to improve their businesses.

Working with various governments, the ILO also supports the design and formulation of policies to improve women's human capital, reduce barriers to female employment, and raise social awareness to expand women's choices and opportunities. In turn, these policies are promoted through Gender Equality Conventions that serve as awareness-raising venues for women's human and economic rights and provide policy advice on work and family issues. ILO also provides other organizations with support for entrepreneurship training and micro-credit programmes.

To enhance information sharing and access to markets, UNDP's Regional Gender Programme has been working with the Federation of National Associations of Women in Business in Eastern and Southern Africa (FEMCOM) in four areas: capacity-building, creation of information networks and services, documentation and training and advocacy of best practices.

Regionally, ECA is promoting the entrepreneurial capacity and capability of African women entrepreneurs in informal and formal businesses by providing business-related information and advisory services. The programme is expected to expand in the coming years. ECA, along with UNDP, also launched the Enterprise Development Facility, a regional network of women entrepreneurs, to address the business information needs of African women entrepreneurs.

G. Women in Power and Decision-making

Strategic Objective:

1. Take measures to ensure women's equal access to and full participation in power structures and decision-making

As the Commonwealth Secretariat wrote in its response, "[G]ender concerns cannot be divorced from mainstream political and socio-economic issues and other priority development matters. Existing power relations prevent women from equal participation in political life, which is critical to the incorporation of women's perspective in all levels of decision-making." Interventions reported on this area seek to (a) guarantee women's equal access to and full participation in power structures and decision-making, and (b) increase women's capacity to participate in decision-making and leadership positions. Over the past 10 years, vari-

EMPOWERING WOMEN IN MUNICIPALITIES

Local-to-local dialogues are an innovative global strategy for empowering women through local action. They are a method by which organizations engage in an ongoing dialogue with local authorities to forge sustainable development and advance the capacities of women. The dialogues become the means to open up channels of policy discussion for grassroots communities while at the same time amplifying an understanding of why gender matters, why women's participation is key to local decision-making and how democracy can be achieved in a very practical, conflict-free way. A toolkit, *Local-to-Local Dialogues Tool – Involving Grassroots Women in Local Governance and Development*, based on experiences from more than six countries worldwide, including Uganda and Kenya, is available online.

—UN-HABITAT

http://www.unhabitat.org/campaigns/governance/activities_7.asp

ous forms of assistance have been extended by donor organizations to African women's groups for advocacy work; for developing shared strategies and action plans to ensure women's full participation as voters, potential leaders, civic educators and election observers; and for assisting governments to develop strategies that help them meet targets set for women's participation in decision-making in both the public and private sectors.

WFP's experience over these years has shown that quotas for women's representation in local level decision-making bodies

ensure adequate – and in some cases – equal participation. WFP has worked with local governments in Rwanda and Senegal to build the capacity of councillors, and has trained women members of parliament and party candidates in order to improve candidate selection and strengthen the role of women in the parties and local and national governments. UNDP has also put much effort into women’s political participation. In Niger it has trained women parliamentarians in communications and held gender-sensitization programmes for members of government. It has also supported women’s participation in local councils and trained local elected women in planning, budgeting and developing and mobilizing resources. In Rwanda UNDP, in partnership with the Ministry of Gender and bilateral donors, funded projects to train women in decision-making, creating exchange mechanisms, strengthening civil society organizations and establishing structures for women at all government levels.

In the DRC, DFID, the UN Mission to the DRC (MONUC) and UNIFEM have supported the Electoral Commission and local women’s organizations in developing a shared strategy and action plans to ensure women’s full participation in future elections.

UNFPA and UNIFEM helped arrange the sixth regional conference of the Network of African Women Ministers and Parliamentarians in Libreville, Gabon, in November 2004. The conference brought women parliamentarians and ministers from sub-Saharan Africa together to discuss means of combating gender-based violence as a key action towards achieving the MDGs. An advocacy kit that addressed gender-based violence in national contexts was presented to participants at the conference.

MONITORING AND EVALUATION

The overall goals of ECAs Monitoring and Evaluation (M&E) Programme are to promote and reinforce gender mainstreaming in national development policies, plans and programmes; and inform corrective action for policy adjustments conducive to accelerating the concretisation of gender equality. Specifically, the M&E Programme seeks to:

- Strengthen the commitment of member States to the implementation of the BPFA;
- Build the capacity of member States to integrate the objectives of the BPFA in their national policies and programmes;
- Strengthen the capacity of member States to appraise, evaluate and report on progress made at the national, regional and global level; and
- Undertake impact assessment of gender mainstreaming on the status of women in Africa.

—ECA

www.uneca.org/fr/acgd/en/1024X768/acgd.htm

H. Institutional Mechanisms for the Advancement of Women

Strategic Objectives:

- 1. Create or strengthen national machineries and other governmental bodies**
- 2. Integrate gender perspectives in legislation, public policies, programmes and projects**
- 3. Generate and disseminate gender-disaggregated data and information for planning and evaluation**

THE GENDER MANAGEMENT SYSTEM

The Gender Management System (GMS) is a framework for mainstreaming gender. It is a network of structures, processes and mechanisms within an organization or country that helps identify policies, mechanisms and procedures for integrating gender at every level.

The GMS was developed between 1996 and 1999 in consultation with member governments and other key stakeholders to strengthen the capacities of national women's machineries (NWMs) and of the Commonwealth Secretariat itself.

The GMS is a useful tool that helps NWMs to understand the links between gender issues and key development objectives, recognize the shared responsibility for gender mainstreaming and sharing of resources and be able to put into place gender impact assessments, and gender planning and analysis to bring about broad policy changes.

The flexibility of the GMS allows it to be used as a tool for advancing gender equality that can be adapted to the needs and programmes of countries, organizations and institutions. It allows for partnerships with other stakeholders and lays the foundation for coordination, collaboration and cooperation.

—The Commonwealth Secretariat

www.thecommonwealth.org/templates/STPDInternal.asp?NodeID=34014

Since 1995 governments across the continent have created or strengthened national machineries and other mechanisms that support women's advancement and gender equality, and these machineries have, in turn, been supported by various international donors. CIDA, for example, has formed a Women's Working Group on Gender through the Africa-Canada Parliamentary Strengthening Programme for increasing the capacity of women MPs to play influential

roles, as well as helping parliamentarians generally to analyse and address gender issues. DFID has trained officials of the Ministry of Gender and the Advancement of Women in Rwanda and provided technical assistance in the development of a medium-term poverty reduction strategy. FAO assisted the Ministries of Agriculture in Benin, Burkina Faso, Ghana and Guinea on a gender and agricultural development strategy, helping to create a policy document in support of national implementation of the BPPA. UNDP has supported an effort in Tanzania to strengthen the national gender machinery, comprising the Ministry of Community Development, Gender and Children (MCDGC) and the Ministry of Youth Employment, Women and Children Development (MYEWCD) in Zanzibar.

UNIFEM has facilitated the incorporation of a gender perspective in the drafting of new constitutions and legislation, including specific laws on gender issues in several countries including Burundi, Kenya, Nigeria, Rwanda, and Zimbabwe. UNIFEM has also partnered with UNDP to support subregional bodies such as the Common Market for Eastern and Southern Africa (COMESA), the Economic Community of West African States (ECOWAS), the Intergovernmental Authority on Development (IGAD), the Southern Africa Development Community (SADC), the African Union and NEPAD to ensure gender mainstreaming at subregional and regional levels and accountability by member states towards their gender commitments.

Recognizing the importance of institutional mechanisms for monitoring and evaluating BPPA implementation in Africa, ECA has developed a programme with tools for national, subregional and regional level monitoring and evaluation. These tools include the African Gender and Development Index (AGDI) to measure the status of

women as compared to men in the social, economic and political spheres. The Index will serve as a tool for African policy makers and their partners to measure gender equality, equity and women's empowerment and advancement. In addition to monitoring progress in implementing conventions that African countries have ratified, the Index is expected to stimulate interdepartmental cooperation within the ministries in which it will be applied. Capacity-building and training are also major components of the programme, and ECA has conducted a series of training workshops to familiarize and prepare monitoring and evaluation officers from 19 African countries.

The African Evaluation Association (AfrEA), in collaboration with UNIFEM, is developing a rights-based and results-oriented system for monitoring and evaluating development programmes in Africa for effectiveness and gender-responsiveness. As part of this effort, AfrEA has established the African Gender and Development Network (AGDEN) for sharing information, knowledge and evaluation resources across the continent.

All of the respondents emphasize that data disaggregated by sex and age are essential for measuring the impact and sustainability of various projects, particularly in the context of the MDGs. FAO for example, has assisted member countries in collecting and analysing sex-disaggregated data, which was then used for agricultural planning and policy formulation as well as monitoring and evaluating development interventions. In addition, FAO has supported governments in enhancing the availability of sex-disaggregated agricultural data, since in many cases national statistics services collect data disaggregated by age and sex but do not use that data when developing programmes and policies.

TOOLS FOR MEASURING PROGRESS

The African Gender and Development Index (AGDI) has two components. The Gender Status Index (GSI) captures quantitatively measurable issues related to gender equality. It is based on three blocs: social power 'capabilities,' economic power 'opportunities,' and political power 'agency.' The second component, the African Women's Progress Scoreboard (AWPS) measures government policy performance regarding women's advancement and empowerment. It focuses on qualitative issues and fills the gap between purely quantitative indicators and more country-specific or sector-specific indicators. The AWPS is comprised of four blocks: women's rights, social power, economic power and political power.

—ECA

www.uneca.org/acgd

I. Human Rights of Women

Strategic Objectives

- 1. Promote and protect the human rights of women, through the full implementation of all human rights instruments, especially the Convention on the Elimination of All Forms of Discrimination against Women**
- 2. Ensure equality and non-discrimination under the law and in practice**
- 3. Achieve legal literacy**

CEDAW has served as the basis for improving women's human rights, and has influenced gender policies, declarations and guidelines adopted by several subregional intergovernmental bodies, such as COMESA, ECOWAS, IGAD and SADC. Several national

PROTECTING WOMEN'S PROPERTY RIGHTS IN ZIMBABWE

A project in Zimbabwe focused on customary practices that left women with no means of livelihood when their spouse or parent died. The project sought to ensure that on the death of a person, surviving spouses and dependants could access and utilize inheritance laws rather than be disinherited or left out of the distribution of assets through administrative discrimination or lack of knowledge.

The government made radical changes to the laws to ensure the development of a consensus-building process with all family members. A key element of the project was the implementation of a communications strategy, which led to increased knowledge among the population of changes in the laws, their relevance for people's lives, and how advice and help could be accessed.

—DFID

www.dfid.gov.uk/countries/africa/zimbabwe.asp

governments have also enacted or amended legislation on women's human rights. Donors have used these and CEDAW's provisions to support efforts to extend and improve women's rights throughout the region. For example, DPKO has provided training on CEDAW and gender-based violence to uniformed and civilian peacekeeping personnel, as well as to legal and judicial professionals and civil servants in host countries.

Many organizations noted successful partnerships in this area. IFAD, FAO and the International Land Coalition conducted a study of select FAO member countries' compliance with the provisions of the CEDAW convention in support of rural women. These same partners undertook an initiative to explore the possibilities of using Article 14 of CEDAW, which relates to rural women, as an advocacy tool to advance women's rights to equal access to land and property, inheri-

tance and legal capacity. In Namibia, UNDP has also been involved in efforts at land reform, supporting measures to allow women to own and control property. CIDA has provided support in Zimbabwe and South Africa to legal resource organizations that have educated women about their rights and brought test cases to court as a basis for gender-sensitive legal precedents and law reform.

UNIFEM has also worked with several partners to popularize CEDAW and develop legislation to protect women's rights in many countries and at the subregional level. One such project involved working with UNICEF to train women judges on how to apply human rights instruments.

In Rwanda, UN-HABITAT and Pro-femmes Twese Hamwe worked in partnership to support a Plan of Action for capacity-building in human rights, housing rights, land and women's rights to inheritance, which influenced the enactment of a Rwandan law on succession and matrimonial rights. The new law allows women equal rights with men in family succession.

Working at both the regional and national levels, ECA has sought to build the capacities of a variety of target groups and stakeholders through programmes to enhance awareness of women's human and legal rights and to advocate for mainstreaming women's rights in formal and informal education and justice administration. It has provided technical support to the Governments of Botswana, Comoros and Togo for the preparation of national reports on the implementation of CEDAW, and advisory services to the Government of Niger in formulating a legal framework for the advancement of women and a strategy for the ratification of CEDAW. According to ECA, this advisory and technical support has strengthened national

THE DIMITRA PROJECT

Named after Demeter, the ancient Greek goddess of agriculture, Dimitra is a tool for women and their organizations to make their voices heard at the national and international level. The project aims to provide rural populations with easier access to information, which can be used as a means to mobilize people for change. Dimitra's main goal is to empower rural women and to improve their living conditions and status by highlighting the extent and value of their contributions.

—FAO

www.fao.org/Dimitra/new_index.jsp

and regional debates on the issue of women's rights and has helped to place the issue high on the political and legislative agenda in many nations.

J. Women and the Media

Strategic Objectives:

- 1. Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication**
- 2. Promote a balanced and non-stereotyped portrayal of women in the media**

Advances in information technology have facilitated a global communications network that increases the potential for the media to contribute to the advancement of women. As the world goes online, it is especially important that Africa joins the information and communications revolution. More organizations are beginning to focus on media of all sorts, including radio, which is a prime venue for reaching the illiterate, a majority of whom are women. Media have been used in Africa to provide information on, for example, health care and prevention; the importance of girls' education; and HIV/AIDS awareness,

prevention and care. Several organizations reported on interventions that used media, both to increase women's participation in and access to decision-making and to promote a balanced and non-stereotypical portrayal of women in the media. For example, UNDP, among others, supports the African Women's Media Centre (AWMC), which provides women journalists with training, resources and tools to ensure that the portrayal of women in the media is unbiased.

In support of ICT, UNIFEM and Nordic donors aided in the establishment of a Gender Caucus for the World Summit on the Information Society (WSIS) to be held later this year. The Caucus, created in 2002 at the WSIS preparatory conference in Mali, has contributed to strengthening the commitment to gender equality in the WSIS declaration, which affirms that women should be an integral part of, and key actors in, the information society and that information and communications technologies should be used as tools for achieving gender equality.

UNFPA has supported training on partnerships between radio networks and community-based health organizations in eight African countries to raise awareness and increase action on HIV/AIDS. Participants were trained on how to create life-like radio dramas that reach out to listeners and produce positive behavioural changes. The workshops also developed plans to enhance radio programmes and involve more youth, women and people living with HIV/AIDS.

All of the respondents also believe efforts should be made to strengthen the media portrayal of the BPPA, which could be done by developing programmes on radio and TV that highlight the Platform and show the varied roles women have played in Africa's development. DFID has been funding efforts in this area, supporting media in several

countries to use popular programmes to promote peace and women's rights. For example, it has funded Radio Okapi in the DRC to support women journalists and sensitize male journalists about gender equity. It works with radio and television programmes in Angola to integrate women's rights issues into their story lines.

K. Women and the Environment

Strategic Objective:

1. Involve women actively in environmental decision-making at all levels

Women play an essential role in the development of sustainable and ecologically sound consumption and production, and in managing natural resources, yet they remain largely absent from policy formulation and decision-making on environmental issues.

Various organizations have attempted to meet the objective of the BPPA in this area in several ways: helping to develop appropriate technologies for women farmers; recording gender specific indigenous knowledge that protects bio-diversity; promoting women's livelihood activities in and around conservation areas and training women as resource persons for these areas; strengthening agricultural and rural development using gender, biodiversity and local knowledge systems; and conducting gender analysis of the environmental contributions, challenges and needs of both men and women. A community-based environment and reproductive health initiative in two rural districts in South Africa was initiated in 1998 by the Government together with Planned Parenthood Association of South Africa, Working for Water Programme, and UNFPA. The initiative's original objective was to restore water flows to rivers and streams, but it then became linked to the provision of clean water, reproductive health and other basic services, including addressing

HIV/AIDS and the need for employment, especially for women.

Through its Environmental Management and Assessment Capacity Building Program, USAID has trained more than 500 women in 16 countries in sub-Saharan Africa on methods of protecting their environment. FAO has developed and field-tested gender-sensitive indicators for natural resources management to assist technical divisions and member countries to monitor progress in gender mainstreaming resource management.

L. The Girl Child

Strategic Objectives:

- 1. Eliminate all forms of discrimination against the girl child**
- 2. Eliminate negative cultural attitudes and practices against girls**
- 3. Promote and protect the rights of the girl child and increase awareness of her needs and potential**
- 4. Eliminate discrimination against girls in education, skills development and training**
- 5. Eliminate discrimination against girls in health and nutrition**
- 6. Eliminate the economic exploitation of child labour and protect young girls at work**
- 7. Eradicate violence against the girl child**
- 8. Promote the girl child's awareness of and participation in social, economic and political life**
- 9. Strengthen the role of the family in improving the status of the girl child**

In many regions of Africa girls are at the bottom of the social scale, with fewer rights than boys and less status even than women. Fewer girls attend school than boys; they are instead trained to serve the men in their families and their future husbands. In conflict areas, families under pressure have used their girls to trade sex for food, shelter and

other necessities. But girls are not silent victims – in many cases they have become agents of change, standing up to traditions like FGC and insisting on their right to be treated as equals. Several organizations support girls and are helping them to improve their situation. This effort is becoming all the more urgent in light of the AIDS pandemic in Africa, which is partly rooted in girls' and women's second-class status and their inability to negotiate sexual relations. Six of the nine strategic objectives were addressed by respondents who work with girls, with the majority of activities involving girls' education. UNICEF supports 21 countries in Africa to improve girls' education. Interventions include encouraging girls to study non-traditional subjects such as math and science; supporting and advocating for quality girls' education; promoting girl-friendly schools; and intensifying national and regional campaigns for girls' education. Both UNICEF and USAID support girls' scholarship programmes and conduct research and interventions to eliminate gender-based violence in schools.

UNFPA and WHO, with funding from the United Nations Foundation, have instituted a global pilot initiative, *"Meeting the Development and Participation Rights of Adolescent Girls,"* covering 12 countries and territories, including Benin, Burkina Faso, Mali, Mauritania, Sao Tome and Principe and Senegal in Africa. The initiative's activities vary from country to country, depending on local needs, but its ultimate goal is to put adolescents at the forefront of the development agenda of the implementing UN agencies. The initiative allows for adolescent girls' participation becoming institutionalized and adolescent issues and rights being mainstreamed. Indicators beyond health and education are being developed, and best practices and lessons learned are being incorporated into policy frameworks.

UNFPA is also spearheading a project on married adolescents to address the issues of early marriage and pregnancies, which can lead to complications of childbirth and unsafe abortion. Thus, UNFPA and UNIFEM are partnering with the Population Council, the International Planned Parenthood Federation and UNICEF to conduct research and learn how to increase social and economic opportunities for girls in Ethiopia.

Other means of addressing the needs of the girl child include promoting laws to protect girls; supporting research relating to trafficking and sexual exploitation of girls; eliminating economic exploitation and providing protection for girls at work; and preventing the violation of girls' sexual rights and reproductive health, especially in regard to FGC.

VI. strategies and approaches to implementing the BPFA



Photo: Louise Cubb/Corbis

Information provided by the respondents identified three primary ways in which donor organizations support governments, women's organizations and other civil society groups in building gender equity: technical assistance, joint programmes and regional and subregional strategies.

Technical Support

Agencies work with governments and local organizations to provide funding and technical assistance so that national institutions have the capacity to adopt policies that support gender equality throughout all their activities and in all technical fields. They work to build the knowledge and capacity of women's organizations as well as other civil society organizations and technical line ministries that focus on areas such as health or agriculture, seeking to ensure that they build gender policies into their work.

Joint Programmes

Coordination and synergy between development partners are crucial, but not always easily attained. They require effort and careful planning, with different requirements in different countries and regions. Successful joint programmes are not necessarily based on common interests or approaches. Some respondents reported that partnerships with organizations with different foci were productive because they each complemented the work of the other. Regular meetings, joint evaluations and reviews at national and technical levels facilitate such partnerships. Respondents identified joint problem analysis as helpful in identifying inherent and potential gender biases in various projects, and noted the importance of joint or coordinated actions to address these problems. The Commonwealth Secretariat has encouraged collaboration with regional development bodies, multilateral agencies, individual governments and their ministries, and civil society. Civil society is especially important, notes the Secretariat, since "civil society acts as a critical voice in ensuring that resources, wealth and power are equitably distributed between women and men, within communities, and across social groups and regions." While most donors recognize the importance of collaboration, many noted that much work remains to be done to improve coordination and synergy among partners and to encourage more effective cross-sectoral implementation.

Regional and Subregional Support

Most respondents believe that regional level efforts lead to better programme delivery in all areas, including implementing the BPPA in Africa. The Africa Liaison Program Initiative (ALPI) – a tripartite effort involving USAID, private voluntary organizations (PVOs) in the United States and African NGOs – was created to support "a continuous dialogue among three key groups of development stakeholders" to discuss the challenges they face in working towards sustainable development and to identify opportunities that might help them overcome such difficulties. ALPI links lessons learned on development relationships in the field to policy-making in Africa and the U.S. to promote coherency and agreement on joint programmes in support of BPPA implementation. IFAD is also engaged in networking and sharing of gender-related information and experiences. It has partnered with UNIFEM in Western and Central Africa to strengthen women farmer groups and to provide technical support for initiatives in the region. UNIFEM has also strategically partnered with subregional bodies such as COMESA, ECOWAS, IGAD and SADC to ensure gender mainstreaming at subregional levels and accountability by member States towards their gender commitments.

VII. beyond beijing + 10



Photo: Gideon Mendel/Corbis

Remarkable progress has been made in laying the groundwork to ensure that women are full participants in all aspects of life in Africa, from peace-building to economic empowerment to disease eradication. But as frameworks and strategies are applied, new challenges arise and new questions must be asked. The challenges described below were listed by a majority of respondents and reflect their ongoing experience in moving women's rights from theory to reality. Most of them are interlinked: the lack of sex-disaggregated data, for example, makes it extremely difficult to monitor budgetary spending on women's items and the limited integration with the MDGs impedes efforts at mainstreaming development objectives for women.

Discrimination against Women

A classic dilemma of discrimination is that efforts to end it become part of the cycle of

prejudice and inequity. All too often in the case of attempts to increase women's equality, funding is left out of action plans, commitments are given lip service but not muscle, and few people with authority advocate for change. Many organizations reported that the BPFA is often not seen as a priority within their own halls, making it even more difficult to convince governments that it should be a priority within theirs.

Discrimination at the highest political levels can stymie efforts to reduce gender bias throughout a nation or even in local communities, but the spiral does not have to go downward. Efforts to raise awareness and to pressure political figures to honour commitments with resources can bring results that make apparent how important women's rights are to national and local development. The BPFA can serve not only as a model but as an inspiration in this sense – as women gain control over resources, use information and participate in decision-making, they and those around them can see improvements in many areas. Achieving this requires renewed commitment on the part of women and their supporters, and a willingness to find innovative ways to link gender priorities with other instruments, such as the MDGs and the PSRPs.

The Need for Sex-Disaggregated Data

The limited availability of gender analysis and lack of sex-disaggregated data are a serious obstacle to BPFA implementation. Without information on key indicators for gender equality and women's empower-

ment, such as formal vs. informal work, paid vs. unpaid work, and without information on time and energy expenditures in regards to women's burden of care and work in subsistence production (both of which are made more onerous by the HIV/AIDS pandemic), it is extremely difficult to devise programmes that address gender bias effectively. Even though African women play a large role in agriculture and food security, national agricultural censuses and surveys have only recently begun to expand the focus of their data collection beyond standard information such as crop production and livestock maintenance to gender-specific, socio-economic indicators. As a result, for much of the last decade, African women's work in the agricultural sector remained invisible, their contributions to household and national food security were not recognized and they were not included in technical assistance training programmes.

At the same time, the MDGs – an unprecedented global initiative to improve living standards – only require sex-disaggregated data for targets and indicators that specifically refer to women. And while many organizations would like to prepare disaggregated data, civil society groups in particular, which are generally the ones attempting to hold governments accountable, simply do not have the capacity in terms of time, money or staff to collect the data and present it in usable forms.

A majority of the respondents recognized the necessity of supporting efforts to obtain

BASELINE SURVEYS ON THE COMMITMENTS TO WOMEN

In 2004, for the first time, WFP has conducted standardized country-level Baseline Surveys on the implementation of its Enhanced Commitments to Women. The surveys consist of two parts: (1) country office self assessments; and (2) surveys at the programme implementation (local) level. A set of country-level questions focuses on gender mainstreaming indicators. A follow-up survey will be conducted in 2007 in order to measure change. Twenty-eight WFP country offices in Africa have engaged in the self-assessment and 15 of them participated in the local level implementation surveys as well.

—WFP

www.wfp.org/index.asp?section=1

sex-disaggregated data. DFID, ECA, UNIFEM, WFP and several others are all funding efforts to collect sex-disaggregated data or to make available data that have already been disaggregated but lie unused and ignored.

Integrating Gender into National and Regional Priorities

One of the central questions in fostering women's empowerment is how to find the means that have the greatest likelihood of achieving the desired ends. Much of the

debate centres on whether to support and strengthen women in arenas devoted to their concerns, or whether to “mainstream” their issues into already existing arenas, many of which – labour or agricultural ministries, for example – have not focused on gender in the past. From the responses in the questionnaires, organizations appear to believe that neither method can succeed on its own. Several organizations cited the importance of making links with national women’s machineries and ministries responsible for women’s affairs, but acknowledged that these machineries are often marginalized, understaffed, and under-funded. As a result they may have little or no influence in their governments. Perhaps even more disconcerting, they may have little or no contact with women’s organizations working in areas relevant to their mandates.

A number of organizations have focused on gender mainstreaming, and most believe that the concept has great potential, but once again the reality has not yet lived up to the promise. As UNIFEM Deputy Director Joanne Sandler has noted, “Gender mainstreaming, as *practiced*, is more often used as a strategy for obscuring and undervaluing the significance of gender inequality. We can have solid gender analysis, high quality gender training and a superb gender policy, yet when it comes to getting the work done – convening the task forces, assigning the budgets, distributing medicines for HIV or the food in a refugee camp – women and girls still have diminished access and influence as compared to men, resulting in greater threats to their lives, their security and their future potential.”³

Several respondents believe that the solution is to combine methodologies while continuing to develop new strategies. Planners, for example, can see to it that women’s concerns are not sidelined in poverty reduction

proposals or peace agreements, and empowered women’s ministries with viable funding can ensure that the gender policies built into these proposals and agreements are actually implemented. To achieve this, women’s ministries and machineries should be supported and encouraged to take up advocacy and coordinating roles, focusing their actions on integrating the BPFA critical areas of concern into the programmes of the technical ministries. At the same time gender mainstreaming should be financed and fostered, especially in technical line ministries such as agriculture or health. The goal at all times should be direct and transformative change through interlinked strengths.

Resource Allocation

Implementing the BPFA requires financial as well as technical resources, but when resources are allocated, whether by governments or by donor organizations, they must then be monitored and evaluated, a task that has often proved extremely difficult. Does the answer lie in separate budgets for gender programming, which are easy to track but risk marginalizing programmes for women? Is gender mainstreaming an improvement over separate women’s budgets or does it lead to agreements that are rarely backed up with resources? And if resources for women are made available, is it possible to monitor them if they have been mainstreamed into larger categories?

Most donors who responded to the questionnaire tend to use gender mainstreaming in their own budgets and as a result, reported that they were not always able to document specific financial commitments to gender equality and women’s empowerment. For example, DFID’s budget is constructed on countrywide allocations in the African countries in which it works, and it is therefore unable to identify specific annual allocations for BPFA priorities. IFAD also found

LINKING CEDAW, BEIJING AND THE MDGS

UNIFEM is working to link CEDAW and the BPFA with the MDGs so that gender equality can inform every level of the MDGs' poverty reduction strategies. Currently, the global targets and indicators set for each Goal are the weakest part of the framework in terms of gender equality even though gender concerns are central to each Goal, from women's access to primary education to their role in managing the environment to the specific ways in which gender inequality feeds women's impoverishment. In *Pathway to Gender Equality: CEDAW, Beijing and the MDGs*, UNIFEM shows how to use the actions and resources already mobilized around implementing CEDAW and the Beijing Platform to invigorate the MDG process with gender-equality strategies — strategies that have already been analysed and fine-tuned through the CEDAW and Beijing Platform review processes.

—UNIFEM

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it difficult to separate gender-related budget items from programme budgets and work plans. Some projects are able to track relatively small allocations tied directly to gender mainstreaming, such as gender awareness training, the cost of a gender specialist on a project management team or the cost of technical assistance on gender.

The Commonwealth Secretariat and JICA are more able than most donors to report on broad gender-specific resource allocation. JICA, for example, documents that in recent years it has allocated approximately 12 percent of its annual budget to gender-related activities, of which about 30 percent was spent in Africa. The Commonwealth Secretariat has instituted gender main-

streaming codes in its auditing practices to facilitate the analysis of gender expenditures. It notes that gender accounting and auditing will become ever more critical as the Secretariat assesses mainstreamed development programmes and performance.

At the government level, many organizations support gender-budgeting as a way to monitor expenditures with an eye towards their impact on women. Gender-budgeting allows donors, NGOs and governments themselves to identify expenditures (or the lack of them) for empowering women. It breaks down each area of a budget and analyses its impact on women, allowing civil society and governments to address gender disadvantage, integrate gender into macroeconomic policy, emphasize the role of fiscal policy in addressing poverty and social need, enhance governance and monitor and evaluate government spending. The Commonwealth Secretariat and UNIFEM have supported gender-budgeting initiatives in several countries, as has DFID, which has worked with UNIFEM, the International Budget Initiative and South Africa's IDASA Budget Information Service.

A consensus also emerged among respondents that engendering the Poverty Reduction Strategy Papers and similar policy instruments would build capacity for including and tracking budget items relating to women. Engendering the PSRPs would require strengthening the collection, analysis and use of gender disaggregated data in instruments such as censuses and surveys that feed into policy formulation. Some work is currently being done in this area. For example, the Development Co-operation Directorate (DAC) Gender Network of the Organisation for Economic Co-operation and Development (OECD) has created a toolkit for policy planners on how to integrate gender equality into the PRSP process. Leading

partners in this effort were Germany, the Netherlands, the European Commission and the World Bank.

Linking the BPFA with CEDAW, the ICPD and the MDGs

Although it is generally recognized that poverty eradication, human rights and gender equality are intrinsically interrelated, development action plans and programmes have not always incorporated these interrelationships. Ministries of health working on maternal mortality may not coordinate with ministries of education even though introducing health education into formal and informal education is an important way to help reduce deaths linked to pregnancy. Judicial machineries working to build human rights do not always consult women's machineries or gender advocacy groups to ensure that their programmes address the strategic objectives of the BPFA. Many donors report that improving these interactions are a major concern.

Both multilateral and bilateral organizations indicated that they are conscious of the need to incorporate both MDG targets and ICPD goals into the main framework of their efforts. There is a conscious shift to using a rights-based approach in addressing the Platform's critical areas of concern, and bringing that approach to the MDG process. All the respondents state, in one way or another, that the MDGs cannot be fully attained while women/girls and men/boys do not enjoy equal rights, treatment and access to resources in a climate of freedom

from discrimination, and that at the same time it will be difficult if not impossible to address the concerns of the BPFA if development goals are not met. Internally, many organizations are trying to develop greater coherence in their work. There is an ongoing effort to place more emphasis on the importance of the BPFA for achieving the MDGs, as well as addressing gender in key planning documents. One notable obstacle is the lack of sex-disaggregated data in much of the MDG process, which UNDP, among others, has called attention to. In addition, more progress is needed on sexual and reproductive health for women if certain goals of the ICPD and the MDGs are to be met, particularly in the areas of child and maternal health and HIV/AIDS. Improvements in these areas will not only affect the specific Millennium Development Goals that address these issues, but will also accelerate progress on the goals that relate to eradicating extreme poverty and hunger and achieving universal primary education.

VIII. conclusion: the time is now



Photo credit: Simon Maina/AFP/Getty

“In spite of African women’s mobilization, advocacy and increased representation in governance at regional and national levels, normative gains are not yet reflected in substantial changes in women’s lives. African women, especially those living in rural communities and those with disabilities, still face daunting challenges.”⁴ Thus the ECA describes conditions for women in Africa at the start of the Beijing +10 Review. Daunting though they are, these challenges can be faced if the political will and resources are available. The 10-year review should help all stakeholders to assess what has been done, and use that information to direct future endeavours.

Along with the information presented here on progress attained, several respondents noted areas that will be critical in the coming years. One is the necessity of including men as partners in achieving the goals of the

BPFA. The experience of women the world over has shown that men’s active and supportive involvement is an essential component for building gender equality. This will necessitate popular awareness-raising through the media and schools, gender training for public officials, implementation of gender parity frameworks in governments and organizations, partnerships between men’s and women’s civil society organizations and support to communities and families.

The other areas of concern for the future have already been noted, but it is their enormous toll on all of Africa that must be addressed with greater commitment: HIV/AIDS, regional and ethnic conflicts and the growing poverty throughout the region, which is in many cases linked to HIV and conflict.

Several critical steps to address these concerns have been outlined in this document:

- Building capacity at all levels
- Signing, ratifying and implementing all instruments that relate to women’s human rights
- Improving monitoring and evaluation methodologies
- Generating sex-disaggregated data and extending the reach of gender-budgeting
- Developing partnerships among an array of donors and stakeholders
- Improving coordination and synergy

The AU as the unifying regional organization has played an important role as motivator

and innovator on gender issues, with the Solemn Declaration on Gender Equality, the Optional Protocol on Women's Rights to the Charter on Human and Peoples' Rights, and, at the operational level, with its Women, Gender and Development Division, mandated to mobilize member States' commitments on gender equality and women's empowerment. The Division's focus on three programmatic areas based on the Solemn Declaration – the gender dimensions of HIV/AIDS, peace negotiations and violence against women and women's economic empowerment – should ensure a new, deeper commitment to implementation of the many instruments that can be brought to bear on the situation of women and their families in sub-Saharan Africa. At the same time, conditions have added a new urgency to the goal of women's empowerment. Ongoing conflict and HIV/AIDS have both made clear that women are not affected by natural or political calamities in the same way as men, and that specific, gender-based solutions are needed at all levels. And as the deadlines for MDG achievements approach, it has become clearer than ever that women's empowerment is central to these goals; ongoing efforts have shown that women are not bystanders to development, whose needs can be met by generalized approaches. A gendered analysis of issues and women's inclusion at all levels

is now recognized by a majority of donors as crucial. The next steps require continued commitment to implementation, innovative solutions to enduring problems, and a leading role for the women of Africa in determining solutions.

appendix 1

Partnerships for Gender Equality: The Role of Multilateral & Bilateral Agencies QUESTIONNAIRE FOR SELF-ASSESSMENT

Name of Organization

Period covered by the Report: 1995 - 2004

1. Which critical areas of concern in the Beijing Platform for Action (BPFA) has your organization's work focused on?
 - a. Women and Poverty
 - b. Education and Training of Women
 - c. Women and Health
 - d. Violence against Women
 - e. Women & Armed Conflict
 - f. Women and the Economy
 - g. Women in Power and Decision-making
 - h. Institutional Mechanisms for the Advancement of Women
 - i. Human Rights of Women
 - j. Women and the Media
 - k. Women and the Environment
 - l. The Girl Child
2. What are the specific strategies and approaches used by your organization in supporting governments, women's organizations and other civil society groups in implementation of the BPFA?
3. How do you assess your organization's support for the BPFA in these areas?
4. What is your organization's annual budget allocation and disbursement in support of BPFA priorities?
5. What particular constraints does your organization face in providing support for BPFA programmes?
6. Please highlight some good practices in BPFA implementation your organization has been involved with.
7. What recommendations does your organization have for strengthening BPFA implementation, advocacy and programme outreach?
8. Are there any general comments about the BPFA process that your organization would wish to make?
9. What are your organization's plans in moving forward beyond the Beijing +10 review meeting? Please be specific in terms of areas of focus and resource commitments.
10. What actions did your organization take to implement the outcomes of the midterm review on the implementation of the BPFA that were stated in the outcome documents of the Special Session of the UN General Assembly on Beijing +5?
11. Has your organization integrated the gender equality goals of the Millennium Development Goals (MDGs) and those of the International Conference on Population and Development (ICPD)?
12. What are your views and recommendations on promoting coordination and synergy of UN agencies and other multi-lateral and bilateral partner's activities on gender issues at national, sub-regional and continental levels?

end notes

¹ “Millennium Development Goals in Africa: Promises and Progress,” report prepared by UNDP and UNICEF.

² “Decade Review of the Implementation of the Dakar and Beijing Platforms for Action: Outcome and the Way Forward,” presented at the Seventh African Regional Conference on Women, Addis Ababa, 12-14 October, 2004.

³ “Whither Gender Mainstreaming?” AWID Perspectives Paper, September 16, 2004.

⁴ Decade Review.

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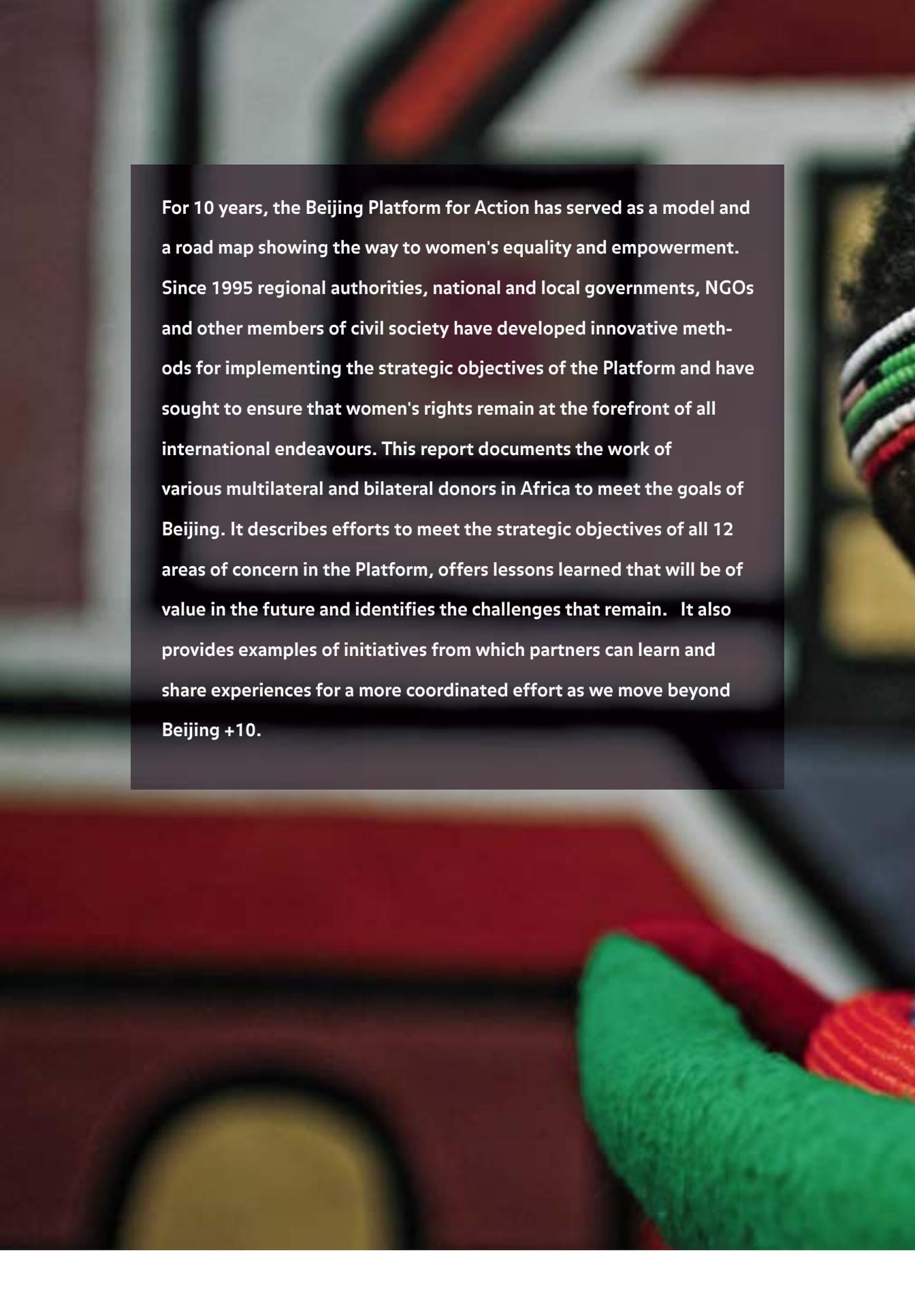
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For 10 years, the Beijing Platform for Action has served as a model and a road map showing the way to women's equality and empowerment. Since 1995 regional authorities, national and local governments, NGOs and other members of civil society have developed innovative methods for implementing the strategic objectives of the Platform and have sought to ensure that women's rights remain at the forefront of all international endeavours. This report documents the work of various multilateral and bilateral donors in Africa to meet the goals of Beijing. It describes efforts to meet the strategic objectives of all 12 areas of concern in the Platform, offers lessons learned that will be of value in the future and identifies the challenges that remain. It also provides examples of initiatives from which partners can learn and share experiences for a more coordinated effort as we move beyond Beijing +10.