APRM MANUAL ON BEST PRACTICES IN
GENDER EQUALITY

Lessons Learned from the Country Peer Reviews

LIST OF ACRONYMS

APRM	African Peer Review Mechanism
AU	African Union
CARMA	Campaign on Accelerated Reduction on Maternal Mortality in Africa
CASE	Community Agency for Social Enquiry
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CNAM	National Council for the Advancement of Women
CRR	Country Review Report
CSOs	Civil Society Organisations
CSR	Corporate social responsibility
ECOWAS	Economic Community of West African States
FEMACT	Tanzania's Feminist Activism Coalition
FOWODE	Forum for Women in Democracy
GRPB	Gender Responsive Planning and Budgeting
GVRCs	Gender Violence Recovery Centers
MDAs	Ministries, Departments and Agencies
MDG	Millennium Development Goal
NGOs	Nongovernmental Organisations
NPoA	National Programmes of Action
PPPs	Public Private Partnerships
RECs	Regional Economic Communities
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SSA	Sub-Saharan Africa
UN	United Nations
UNECA	United Nations Economic Commission for Africa
UNFPA	United Nations Population Fund
VAT	Value Added Tax
WHO	World Health Organisation

ACKNOWLEDGEMENTS

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Section
One

1.0 INTRODUCTION

The Africa Peer Review Mechanism (APRM) is a self-monitoring instrument voluntarily agreed to by Member States of the African Union to "systematically assess and review governance at Head of State peer level, in order to promote political stability, accelerated sub-regional and continental economic integration, economic growth and sustainable development."[1] The APRM is a uniquely African enterprise that has gained legitimacy in Africa as a home-grown solution to Africa's governance challenges. The review processes entail periodic reviews of the policies and practices of Member States to ascertain progress being made towards achieving the mutually agreed goals and compliance in five focus areas (pillars): Democratic Governance, Corporate Governance, Economic Governance and Management, Socio-economic Development and State Resilience.

Through this mechanism, Member States commit to independent reviews of their compliance with African and international governance commitments. To date the mechanism has 42 Member States and 24 countries have undergone review.[2] Kenya, Mozambique and Uganda have undergone a second review which is a sign of the value that the peer reviews bring to Member States. Since commencing reviews in 2006, the APRM Member States have been benchmarking good governance standards, norms and practices, including in gender equality. The Africa Peer Review processes have enhanced state society dialogues as citizens; men and women, participate in the evaluation of how they are governed, consequently stating their aspirations and targets for the future.

The mandate of the APRM has expanded since its original mission stated in the Declaration on Democracy, Political, Economic and Corporate Governance, 2002. In 2017, the 28th African Union (AU) Assembly of Heads of States and Government extended the APRM's mandate to tracking and overseeing the implementation of Africa's key governance initiatives. Furthermore, the AU extended the APRM's mandate to include monitoring of the implementation of the AU Agenda 2063 and United Nations (UN) Sustainable Development Goals (SDGs), Agenda 2030. In January 2018, the AU Assembly of Heads of States and Government also welcomed steps taken to position the APRM as an early

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1 The Africa Peer Review Mechanism. Available at https://au.int/en/aprm#:~:text=Share%3A&text=APRM%20is%20a%20voluntary%20arrangement,economic%20growth%20and%20sustainable%20development.

2 Ghana, Rwanda, Kenya, South Africa, Algeria, Benin, Uganda, Ivory Coast, Liberia, Burkina Faso, Nigeria, Mali, Mozambique, Lesotho, Mauritius, Ethiopia, Sierra Leone, Tanzania, Zambia, Djibouti, Sudan, Chad, Egypt and Senegal are the 24 countries that were reviewed.

warning tool for conflict prevention in Africa, in the context of harmony and synergy between the APRM, African Peace and Security Architecture, and the African Governance Architecture.[3]

1.1 Why a Manual for best practices in gender equality and mainstreaming?

The APRM seeks to reinforce successful best practices in gender equality by using this Manual as a platform to share experiences and lessons learned. The APRM Base Document states that the primary purpose of the APRM is to "foster the **adoption of policies, standards and practices** that lead to political stability, high economic growth, sustainable development and accelerated sub-regional and continental economic integration through sharing of experiences and **reinforcement of successful and best practice**, including identifying deficiencies and assessing the needs for capacity building." As such, it is incumbent upon the APRM to share best practices in all themes, including gender equality through various knowledge resources and products, one of which the Manual.

The APRM has done a significant amount of work in capturing data on practices and trends on various governance issues in Member States, including in the area of gender equality. This has been documented in APRM Country Self-Assessment Reports, APRM Country Review Reports Background Papers, APRM studies, documentaries and through its Annual Methodology Forum. Where best practices are found in the country review process, these are highlighted and discussed in some detail in the report and in other APRM events, for a, and publications. Despite this, there remain large pockets of policy makers, practitioners, and implementers who are unaware of the work that Member States are doing to promote best practices in gender equality. Thus, in this Manual, APRM seeks to highlight some of the key best practices and lessons learned in promoting gender equality in APRM Member States, and to provide analyses and insights on the factors that drive the attainment of best practices.

The Manual is meant to be a resource to facilitate understanding on best practices in gender equality in democracy and political governance, socio-economic development, corporate governance and economic governance and management. By developing a stand-alone document with tools and information on best practices in promoting gender equality that are drawn from APRM Member States, the APRM hopes that users will gain a better understanding on how to adopt and replicate them. The Manual provides insights

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[3] (Assembly/AU/Dec.686(XXX)

drawn from a sample of case studies, analyses, tools, and checklists and has commentaries on the multi-faceted interventions, stakeholders and strategies utilised to empower women, mainstream gender and close gender gaps across various themes. The lessons learned from the peer review processes and from other implementers of best practices inform the development of tools for the reader and also provide valuable opportunities for further and continuous learning on successful strategies for progressively attaining gender equality in Africa.

1.2 Who is the Manual intended for?

This Manual is intended primarily for APRM Member States who have voluntarily acceded to the mechanism. It is also intended for civil society and the private sector in APRM Member States. The APRM's mandate includes fostering the adoption of policies, standards and practices for good governance through sharing of experiences and reinforcement of successful and best practices. As an institution of the African Union (AU), the APRM is well placed to share learning with all AU Member States. APRM is part of the African Governance Architecture that was mandated by the African Union to promote dialogue between the various stakeholders with a mandate to promote good governance and strengthen democracy in Africa.[4] Thus this Manual is intended to meet the need of the wider audience in AU Member States.

In sharing the experiences of other countries that are promoting and mainstreaming gender equality norms in programmes, institutions, laws, and policies, APRM seeks to promote learning opportunities and share information with various stakeholders with an interest or mandate in gender equality. These actors include APRM focal points at country level, APRM National Governing Councils or Commissions, government entities charged with gender equality mandates, civil society organisations, gender equality practitioners and the private sector. The Manual will likewise guide experts in technical research institutes and those involved in review missions as they collect, analyse and collate data to document best practices in the review processes. Finally, it is also intended to support Member States' ministries, departments, and agencies, CSOs and the private sector as they plan and set targets for implementing APRM gender equality objectives in the countries' National Programmes of Action (NPoA).

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[4] AGA Platform. Available at http://aga-platform.org/about/

1.3 Structure of the Manual

The Manual focuses on the following components: understanding the fundamental elements of best practices, documenting and analysing the best practices that countries have implemented to promote gender equality and lastly commentaries and analyses and tools on the successful elements of the best practices and lessons learned. In Section Two, the Manual examines the various descriptions and definitions of best practices, including good practices, as the APRM also documents the latter. Section Three explores the best practice case studies from Member States, captured across the four APRM governance pillars. Reviewing what has worked well, Section Four of the Manual provides a trends analysis of the key indicators and successful outcomes across eleven themes in the four pillars. The section also captures practical information in toolboxes and checklists that explain what successful strategies and outcomes look like and include information on international and regional frameworks and indicators around the desired best practice standards. They also highlight the success factors that have the best chances to catalyse best practices to promote gender equality from a systems, policy and behavioural standpoint. Sections Five and Six provide information on which stakeholders, and which entry points in the APRM process stakeholders can utilise to promote gender equality standards and practices.

Section
Two

2.0 APRM, GENDER EQUALITY AND BEST PRACTICES

2.1 Why is Gender Equality a priority for the APRM?

Gender equality is an overarching issue for the APRM because the African Union's principles, policies, instruments and practices recognise it as a priority and a cross-cutting issue. According to the APRM Base Document, the APRM's mandate is to ensure that the policies and practices of participating states conform to the agreed political, economic, and corporate governance values, codes and standards contained in the Declaration on Democracy, Political, Economic and Corporate Governance. The standards and codes in the Declaration include African Union instruments and policies on gender equality as well as those of the United Nations that African countries have committed to, as reiterated in the Additional Protocol to the African Charter of Human and Peoples' Rights on the Rights of Women in Africa (the Maputo Protocol). These are discussed further in the following section.

2.2 What are the APRM frameworks in place for Gender equality?

As part of the African Union ecosystem, the APRM is bound by the Constitutive Act of the African Union and its policies. Article 4 of the Constitutive Act requires the Union to adhere to the principle of promotion of gender equality. AU's Agenda 2063 and the AU Gender Strategy (2018-2027) promote the centrality of gender equality as a continental priority to guide AU institutions and organs when implementing programmes of the Union. Furthermore, Member States of the AU have signed on to fundamental instruments that promote the rights of women in Africa, including the progressive Maputo Protocol.

The Declaration on Democracy, Political, Economic and Corporate Governance recognises gender equality as a cross-cutting theme for addressing Africa's socio-economic development challenges. The Declaration cites successive OAU Summits decisions aimed at "… supporting human rights and upholding the rule of law and good governance." In this context, the Declaration recognises the particular significance of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Declaration.

The APRM Strategic Plan 2020-2023 highlights the importance of implementing a gender mainstreaming strategy to identify governance deficiencies and addresses these with Member States, thereby strengthening women's contributions to the APRM reviews and implementation processes.

All these frameworks and principles inform the processes and phases of the APRM when conducting peer reviews in country processes. The next section provides an overview of some of these key processes involved.

2.3 The APRM review processes

Countries undertake certain activities within the different stages of the Africa Peer Review processes. Almost all of these stages require a specific focus on gender equality norms and regulatory frameworks and provide important entry points for gender mainstreaming, as discussed in Section Five. Below are some of the important review processes taken at country and continental levels.

Country Support Missions and development of the Background Paper

The APRM Continental Secretariat personnel make formal visits to a Member State preparing for the review to offer technical assistance and support, once the country signals readiness. In this phase the country leadership will establish the APRM National Governing Council or APRM Commission, to give leadership to the country's self-assessment process. The composition of these governing bodies should reflect both men and women as representatives of the wider society.

Gender equality and women's leadership in governance   **APRM**

Algeria established a good practice in governance by observing strict gender parity on its National Governance Council's Executive Committee, headed by Fatma-Zohra Karadja.[5] A renowned African Feminist, she went on to become a member of the APRM Panel of Eminent Persons in 2017 and became the Chairperson of the APRM Panel of Eminent Persons in 2020.

At the country secretariat level, the APRM undertakes research on the country to be reviewed and develops a Background Paper. The Background Paper is primarily generated through desk research and comprises of available current and pertinent information on the country's situation as regards governance and development across the four APRM pillars. It serves to inform the experts and Eminent Panel Member in charge of the country to be reviewed on the priority governance issues. The Background Paper may include an analysis of gender equality norms and challenges in the country.

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[5] Boumghar M. The APRM in Algeria: A critical Assessment. July 2009 AfriMap 2009

Country Self-Assessment

The APRM Member State to be eventually reviewed undertakes an internal Self-Assessment process based on indicators provided in the APRM questionnaire. The APRM questionnaire has specific gender indicators across the pillars and requires countries to probe implementation of gender equality in the country. With the help of technical research institutes to backstop the data collection process, the APRM National Governance Council/Commission and APRM Focal Point provide leadership to the country internal review processes. This process involves broad participatory methodologies to collect data, including household surveys, consultations with different groups of citizens, civil society organisations and the private sector, as well as with government ministries, departments and agencies (MDAs). It is important for both men and women to be included in all the consultative processes.

Concurrently with the Self-Assessment process or upon its completion, the country also formulates a National Programme of Action (NPoA) building on existing policies, programmes, and projects. According to the APRM Guidelines for Countries to prepare for and to participate in the APRM,[6] the National Programme of Action should build on, incorporate and synergise with the relevant elements of existing programmes, policies and strategies that address the key APRM objectives. These may include Poverty Reduction Strategy Papers, Good Governance Programmes, Human Rights Action Plans, Gender Equity Strategies and National Development Plans, many of which usually include gender issues. The NPoA contains prioritised development objectives and interventions, identifies the relevant actors and indicators of success, outlines timeframes and resources required and establishes monitoring mechanisms.

Alongside the conducting of the Self-Assessment, the development of the NPoA should include consultations with trade unions, women, youth, civil society, private sector, rural communities and professional associations.[7]

Country Review Mission

Upon receipt of the Country Self-Assessment Report and the NPoA, the APRM Continental Secretariat prepares a paper synthesizing the key governance issues identified, which may include gender issues. The APRM then commissions a Country Review Team of individual African male and female experts to the APRM country to be reviewed. The Team must integrate gender expertise and representation given the centrality of gender equality as a cross-cutting issue. The experts of the Review Team carry out the widest possible range

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6 NEPAD/APRM/Panel3/guidelines/11–2003/Doc8

7 Memorandum of Understanding of the Africa Peer Review Mechanism NEPAD/HSGIC/APRM/MOU/09 March 2003

of consultations with male and female government officials, political party members, parliamentarians, civil society organisations (including women's groups and NGOs), the media, academia, trade unions, professional bodies, and the private sector business.

Experts of the Country Review Team hold special meetings to discuss women's rights and gender equality issues as a specific theme. They also hold key informant interviews and focus group discussions with male and female officials, experts and citizens, and receive written submissions from the public on the APRM thematic issues under consideration. The objective is to ascertain the viewpoints of specific population groups and individuals on key governance issues under review. They also consider the draft National Programme of Action and share ideas on any gaps identified. Gender equality considerations are factored into all the methodologies and phases of these consultative processes.

The Country Review team writes the draft report, which includes objectives on gender equality and women's rights. The draft report is considered by the country under review, which may append comments to the findings in the report and provide explanations and more data to clarify certain issues. This report is then submitted to the Heads of State and Government for Peer Review.

The Africa Peer Review Forum
The final Country Review Report containing the NPoA is submitted to the Africa Peer Review Forum of participating Heads of State and Government through the APRM Continental Secretariat. The Member of the Panel of Eminent Persons who led the country review process presents the report for consideration and recommendations on appropriate actions by the Peers. In response, the Heads of State and Government discuss issues of concern and interest, sharing their insights and recommendations. The Forum through constructive dialogue focuses on the overarching governance issues in the country, which may include gender equality.

Monitoring and Reporting Progress
Countries are required to submit annual progress reports on the implementation of the NPoA targets to the Africa Peer Review Forum through the APRM Secretariat. These targets may include gender equality goals and objectives. These reports are prepared at national level by the APRM National Governing Council/Commission. CSOs and the private sector are encouraged to implement key targets in partnership with government and monitor the implementation of the targets in the NPoA.

In many countries, APRM Member States implement the NPoAs together with CSOs and private sector entities to attain common objectives of good governance. A good practice adopted by some countries is to publish the annual APRM implementation progress reports widely for citizens to follow efforts made in the implementation of APRM. This allows

men and women from all governance sectors to receive timely information on emerging or established areas of best practices.

⚒ Tool: The stages of the African Peer Review Mechanism processes

There are five phases of the APRM process, some of which are contained in the above section. These phases and how to implement them are described in more detail in the APRM Base document, the APRM Guidelines for Countries to Prepare for and to Participate in the APRM, Supplementary Document to APRM Guidelines for Country Review, Memorandum of Understanding on the APRM, the Official Self-Assessment Questionnaire and Guidelines for Reporting Progress in the Implementation of National Programme of Action. The APRM also provides a questionnaire to guide countries as they prepare for Self-Assessment and the Country Review Mission phases. The structure of the questionnaire is explained in the APRM Questionnaire General Guidance note.

These documents are available online at https://www.aprmtoolkit.saiia.org.za/official-documents

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2.4 Understanding best practices in gender equality

As explained in Section One, the ARPM has a critical role to play in benchmarking the best practices of countries in the governance themes it reviews. In every Country Review Report, there are examples of best practices highlighted. Several of these identified practices include best practices in gender equality and gender mainstreaming.

Gender mainstreaming is a critical tool in attaining gender equality. It requires gender perspectives and analyses to be integrated into the analysis, design, implementation, monitoring and evaluation of all programmatic, policy and legislative measures in order to ensure that women and girls are accounted for in national and sub-national development processes.[8] In the AU Gender Strategy (2018-2028), gender mainstreaming is recognised as a priority issue to be incorporated into the work of the AU, the Regional Economic Communities (RECs) and Member States. Gender equality is reflected in Aspiration 3 of Agenda 2063 that envisions an Africa of good governance, democracy, respect for human

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[8] European Institute for Gender Equality 'What is gender mainstreaming'. Available at https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming

rights, justice and the rule of law, and that by 2063, Africa will have achieved these priorities, including gender equality.

There is no globally agreed definition of best practices, and many development practitioners use the terms 'good practice', or 'best practice' based on contextual realities. What is ordinary in one country may form part of an extraordinary success in another, given the overall socio-economic, political and cultural context in which men and women live. Various working descriptions and definitions have been utilised, based on subjective or objective judgements and criteria.

The box below contains some general definitions on best practices.

🔧 Tool: Some definitions of best practices in general

Best practice: A program, activity, or strategy that has the highest degree of proven effectiveness, supported by objective and comprehensive research and evaluation.[9]

Best practice: A particular method, or a whole program or intervention that is successful in accomplishing its goal: it is measurable, notably successful and replicable.[10]

Best practice: A technique or method that, through experience and research, has proven reliably to lead to the desired result.[11]

United Nations Fund for Population Activities defines a best practice as: 'Planning or operational practices that have proven successful in particular circumstances and which are 'used to demonstrate what works and what does not and to accumulate and apply knowledge about how and why they work in different situations and contexts.'[12]

Best practices can showcase the successful outcomes of actions and inputs relating to implementation programmes, regulatory frame works, monitoring, advocacy, education and training, resources, methodologies and management practices. Such practices can be undertaken by individuals, groups, communities, private and public institutions, civil

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[9] Thomas E. Backer 'Strengthening Non-profits: A Capacity Builder's Resource Library-Identifying and Promoting Effective Practices, PhD' 2000, Human Interaction Research Institute. Available at https://www.csun.edu/sites/default/files/hiri_capacity.pdf

[10] Community Toolbox ' Analyzing Community Problems and Designing and Adapting Community Interventions'   Center for Community Health and Development, University of Kansas. Available at https://ctb.ku.edu/en/table-of-contents/analyze/choose-and-adapt-community-interventions/using-best-practices/main

[11] Best practices. In: Bitpipe [website] Available at http://www.bitpipe.com/tlist/Best-Practices.html

[12] European Institute for Gender Equality 'Mainstreaming gender into the policies and the programmes of the institutions of the European Union and EU Member States' EIGI, 2012

society organisations and development agencies to achieve a desired result. The World Health Organisation (WHO) criteria for best practice are effectiveness, efficiency, relevance, ethical soundness, sustainability, possibility of duplication, partnership, community involvement, and political commitment. [13] WHO states that a best practice should meet at a minimum the criteria of effectiveness, efficiency and relevance, in addition to any other criteria, to qualify.

Best practices in gender equality

Best practices in gender equality draw from the idea of best practices in general. They refer to successful interventions, strategies, approaches and methods whose processes and outcomes intentionally derive from the principles of gender equality and gender mainstreaming.

A few descriptions of best practices can be seen below

Best practices in gender mainstreaming

The United Nations Economic Commission for Africa refers to the following components of best practices in gender mainstreaming:[14]

⇒ Gender-based approaches that are embedded in institutional systems, policies and programmes.
⇒ Gender-based analysis of issues at policy level
⇒ Programme interventions to narrow gender gaps by influencing national organisations, institutions, Ministries, aid agencies to be gender-aware at all levels of projects and programmes.

The European Institute for Gender Equality states that[15]

⇒ Best practices for gender equality refer to accumulation and application of knowledge about what works and what does not work in terms of promoting gender equality and non-discrimination against women in different situations and contexts.

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[13] WHO 'Guide for Documenting and Sharing "Best Practices" in Health Programmes" 2008, WHO Regional Office for Africa, Brazzaville? Available at https://www.afro.who.int/sites/default/files/2017-06/Guide_for_documenting_and_Sharing_Best_Practice_-_english_0.pdf

[14] UNECA 'Compendium of Emerging Good Practices in Gender Mainstreaming: Volume I' 2009, African Centre for Gender and Social Development Volume I, ECA

[15] EIGE 'Best practices for gender equality'. Available at https://eige.europa.eu/thesaurus/terms/1048

Gender mainstreaming strategies are effective and relevant when they form part of a wider policy environment and are not treated as one-off interventions. It is, therefore, important for policymakers and implementers of these strategies to strive to develop holistic frameworks for gender mainstreaming. Such approaches are important in ensuring that best practices in gender equality are not isolated successes but rather achieve impactful and sustainable outcomes.

How about good practices in gender mainstreaming?

The APRM reports on good practices as well as best practices in its Country Review Reports. The line between a good practice and a best practice can be very thin, given the same factors in different contexts. While there is no hard and fast rule as to what differentiates a best practice from a good practice, the more a practice progressively meets indicators and criteria of successful processes and outcomes, the more likely it is to be viewed as a best practice. Gender mainstreaming seeks to ultimately achieve transformative change.[16] In that sense, it could be argued that an initiative that displays significant, progressive and incremental gains in gender mainstreaming can be termed as a good practice.

It has also been posited that good practices in gender equality should relate to the 12 critical areas of the Beijing Declaration.[17] These are: Women and poverty, Education and training of women, Women and health, Violence against women, Women and armed conflict, Women and the economy, Women in power and decision-making, Institutional mechanisms for the advancement of women, Human rights of women, Women and the media, Women and the environment and the girl-child.

The UN identified indicative criteria for good practices in gender mainstreaming below.

🔧 Tool: What constitutes a good practice in gender mainstreaming

The Inter-Agency Committee on Women and Gender, coordinated by UNIFEM, compiled data contributed by 20 UN organisations on criteria for good practices in gender mainstreaming. A practice is identified as a good practice if it meets at least two out of the four criteria below:[18]

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[16] UN Women 'Gender mainstreaming; Good practice examples. Available at https://www.un.org/womenwatch/osagi/goodpraexamples.htm

[17] UNDP 'Good practices in Gender Mainstreaming: Case studies from India'

[18] United Nations Resources on Gender 'Guidelines and Criteria for Gender'. Available at https://www.un.org/womenwatch/resources/goodpractices/guideline.html

1. Led to an actual change: the practice may be inventive or progressive and should visibly and measurably change gender relations, gender balance, or women's options and opportunities.

2. Had an impact on the policy environment: the change creates a more favourable environment that promotes gender equality, and this may be traced through legislation, regulations or resource allocation. This also relates to the magnitude of the results, that is, scale.

3. Demonstrated an innovative and replicable approach: there should be an evidence basis of the successful aspects of the process or outcomes of the intervention, which others could use to recreate the same results.

4. Demonstrate sustainability: The stakeholders involved as initiators or implementers should remain dedicated to sustaining the results of the initiative.

Section
Three

3.0. Reviewing best practices in gender equality in APRM member states

This section samples a number of case studies reviewed by the APRM with a view to analysing the strategies used to advance gender mainstreaming for gender equality. The selection is based on the 12 critical action areas of the Beijing Declaration. The section builds on the APRM documented good and best practices to review the interventions, stakeholders, strategies, and outcomes. It provides updates on many of the case studies, given that some were conducted over a decade ago.

3.1 Democracy and political governance

a) Rwanda: Gender Equality and Women's political Empowerment[19]

Promoting gender equality in Rwanda
Rwanda adopted a constitution in 2003 that is highly gender responsive, that is, stating equality between men and women and mandating the composition of women in Parliament to be at least 30%. Currently (2005), 48.8% of positions in Parliament are held by women. The Minister in the President's Office; Ministers of Justice; Gender and Family Promotion; Lands, Environment, Forestry, Water, and Mines are all women, and the Ministers of State in Charge of Land and Environment; Community Development and Social Affairs; Primary and Secondary Education; Agriculture; Economic Planning; and for Skills Development and Labour are also women. Some 36% of Cabinet Ministers are women. A woman heads the Judiciary, one of the three state organs. Half of the senators are women. These are some indications to show that Rwanda has done well to establish women in decision-making processes at the national level. Rwanda goes further to mainstream women's concerns through the various levels of decision-making by passing a law to establish women councils. These councils have decentralised structures from the national level to the village level and provide a forum for analysis and advocacy on issues affecting women.

19 Rwanda Country Review Report, June 2006

Rwanda has successfully managed to achieve an equal balance of girls and boys in primary schools. There are special initiatives to promote the advancement of girls in the field of Science. In this regard, the Minister of State for Education, who holds a PhD in Chemistry, serves as a role model for young girls.

Interventions designed to achieve gender equality.

In the early 1990s, women represented only 18% of parliamentarians in Rwanda, despite representing majority of the population.[20] The Government of Rwanda from 1993 prioritised governance reforms of which gender equality was a key tenet. One of the main interventions in this regard was to increase women's participation in decision making in public office from national level to local decentralisation level.

Increasing the number of women standing for public office in elective and appointive office is important. Women's significant numbers in governance and decision-making structures facilitates the intersectional perspectives of women, mainstreaming them into laws drafted by Parliament, decisions coming from the Judiciary and laws and policies passed by the Executive.

Strategies developed to achieve gender equality.

The Government of Rwanda, through the Ministry of Gender and Women in Development, went further in expanding the political space with the introduction of Women's Councils in 1998, which have since proved to be a platform to encourage women's participation in development processes.[21] To encourage the political participation of women and ensure their greater representation at the district level (at least 20%), the Government introduced triple balloting in March 2001.[22] Each ballot makes an allowance for a general candidate, a female candidate and a young person. As a result of this intervention, 27% of persons elected to office in 2001 were women.[23] In 2003, the Constitution of Rwanda was amended

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[20] United Nations Women, 2018, 'Revisiting Rwanda five years after record-breaking parliamentary elections,' Press Release, 13 Aug 2018, available online at https://www.unwomen.org/en/news/stories/2018/8/feature-rwanda-women-in-parliament.

[21] National Women's Council, 2020, 'About Us,' available at https://www.cnf.gov.rw/index.php?id=3.

[22] E. Powley, 2004, 'Strengthening Governance: The Role of Women in Rwanda's Transition', available online at http://www.un.org.proxy.library.cornell.edu/womenwatch/osagi/meetings/2004/EGMelectoral/EP5-Powley.PDF, pg. 10.

[23] Ibid.

to include a 30% quota for women in elected seats (Article 9). This had the direct effect of increasing women's participation in Rwanda's political sphere.

Changes that have occurred as a result of the intervention.

The September 2008 elections saw women occupy 56% of the seats in parliament,[24] a figure that increased to 64% after the 2013 elections, catapulting Rwanda to the world stage as the top country for women's representation in politics.[25] Rwanda has become the world leader for women in governance in elective positions. Not only does it have the highest number of women in Parliament but in appointed executives: women in cabinet positions stood at 51.9% in 2020.[26] In 2020, Rwanda ranked ninth across the world for closing 79.1% of its gender gap, and fourth for political empowerment.[27] The country has closed its Health / Survival and education gap, with Rwanda occupying the number one position in the world for girls' enrolment in primary and secondary school education.[28] Rwandese women's labour force participation rate stands at 86%, one of the highest in the world.[29] Rwanda has achieved gender parity in education at the primary and secondary school level, with 85% of girls and 84% of boys attending school.[30]

Lessons learned.

Institutionalising affirmative action through laws and policies at all levels is fundamental in promoting the rights of women to participate in governance and can influence gender equality processes in other spheres. The enabling environment caused by strong political will for gender equality furthers the objective of gender equality norms.

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[24] Inter-Parliamentary Union, 2008, 'Women in Parliament in 2008: The Year in Perspective,' available online at http://archive.ipu.org/pdf/publications/wmn08-e.pdf

[25] Inter-Parliamentary Union, 2013, 'Women in Parliament in 2013: The Year in Review,' available online at http://archive.ipu.org/pdf/publications/wip2013-e.pdft, pg. 2.

[26] World Economic Forum, 2020, 'Global Gender Gap Report: 2020

[27] ibid

[28] Ibid

[29] UNDP, 2019, 'Gender Equality Strategy: UNDP Rwanda,' available online at http://www3.weforum.org/docs/WEF_GGGR_2020.pdf, pg.5.

[30] ibid

b) Women's houses in Burkina Faso

Women's houses (Burkina Faso)

The region of the Mouhoun Loop, situated in the centre-west of the country, has 724 635 women out of a total population of 1 434 847 inhabitants. Called the food basket of Burkina Faso, this region experiences the highest incidence of poverty, which affects 60.4% of the population. Concerned about alleviating the effect of this situation on the women of the region, the authorities have built and furnished six women's houses (one per province) in the region. Each house comprises a sewing room equipped with five sewing machines, a weaving room for five trades, a conference room, an illiteracy-elimination room, a multipurpose training room and an exhibition hall. Although these houses constitute a meeting place for women, they are mostly places that enable women to learn a trade of their choice that, in the short and medium term, can generate an income for them.

The women's house in Dédougou, where the CRM held its forum and met with the authorities and the local population, has managed to train 40 women and girls in dressmaking, weaving and dyeing since 2004. This is a rather meagre result considering the needs of the women of the region. A representative of the Ministry for the promotion of the Woman, whom the CRM met at the time of the forum, acknowledged that lack of resources remains the major obstacle to increasing the number of houses, which are so salutary for the population. The country has 47 women's houses, 42 of which were built by the Ministry for the Promotion of the Woman.

Interventions designed to achieve gender equality.
This intervention was documented in 2008. To promote women's economic rights, Government adopted two significant approaches: women's empowerment and rights-based approaches to development. By providing inputs for skills building and trade, the government sought to equip the intended beneficiaries to progressively realise their rights. Furthermore, by focusing on women in disadvantaged regions, Government sought to equalise development efforts in that region and promote gender equity in entrepreneurship. This intervention is significant as the disadvantaged region was predominantly comprised of women in 2008.

Strategies developed to achieve gender equality.
The Government allocated resources towards developing economic empowerment inputs and factors of production targeting specifically disadvantaged women. The Women's houses were established in such a way that women could benefit from hands-on skilling

and mentorship and also interact with one another in order to improve peer learning. The objective of the exhibition hall was that after the training, these women would have a forum to market and showcase their wares. The conference hall also allowed for the conduct of business meetings and other strategic engagements.

Changes that occurred as a result of the intervention.
Supporting Burkinabe women with knowledge and skills in income generating activities had the propensity to improve the economic empowerment of the women, their families, and by extension, their communities.

Lessons learned.
Promoting women's economic rights and entrepreneurship requires adequate resources in order for programmes to have scale and impact.

3.2 Corporate Governance

a) All-Girls School in Garissa

Kenya: A Safaricom all-girls School in Garissa County[31]

Safaricom, a leading telecommunication company recognizes the challenges facing girls in attending school beyond the primary level and contributed to building an all-girls secondary school in Garissa County. This increased the enrolment and attendance of secondary school by girls in the county. Fafi District did not have a single girls' secondary school until Fafi Girls' Secondary was established. The new school is set to increase access to girl secondary education within the district and the entire North-Eastern region. Fafi District has the lowest school enrolment rates in Kenya with 9% for girls and 11% for boys. In 2008, out of the 14 girls who sat for the Kenya Certificate of Primary Education (KCPE), only four enrolled for secondary education. The poor enrolment is partly due to the community's nomadic culture and lack of education role models. Cultural practices such as Female Genital Mutilation (FGM), early marriages, and negative attitude towards education are the major challenges that hinder girl child education in the district. Still, the prejudice, which makes the community believe that girls should not mix with boys at adolescence, is also a major hindrance. Fafi Girls' Secondary School will, therefore, play a

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[31] APRM 'Kenya Second Country Review Report,' January 2017,

> major role in increasing the number of girls who complete secondary education, which has in the past, been compromised by poverty, forcing them to drop out of school. Fafi girls will act as role models for other girls in the district and will motivate them to finish their studies.

Interventions designed to achieve gender equality.

The intervention to promote a girls only school is significant as Fafi has had a history of low education rates overall.[32] The primary school net enrolment across Garissa is 23.5%, due to socio-cultural factors.[33] Garissa county noted a total enrolment of 6,580 students with 4,774 boys and 1,806 girls, indicating low education levels among girls.[34] The transition rate to secondary school is 58.3%, and the region has only 18 secondary schools, with Fafi Girls School being the first same-sex school.[35]

Strategies developed to achieve gender equality.

The establishment of a secondary school geared at educating the girl child alone alleviated concerns for girls' safety in schools among many parents. Safaricom partly funded classroom blocks and toilets for Fafi Girls School, a publicly owned school in Garissa (North eastern Kenya) to ensure that girls have access to adequate education as a basic right.[36]

Changes that have occurred as a result of the intervention.

The all-girls' school system increased the enrolment and attendance of secondary school by girls in the county. The school maintained good performance at the Kenya National Examinations Council and in the 2019 Kenya Certificate of Secondary Education, ranked among the best schools in the County.[37] Furthermore, students from the all-girls school

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[32] Action against Hunger, 2012, 'Dadaab and Fafi Districts, Host Community Assessment, Garissa County, North Eastern Province, Kenya,' available online at https://www.actionagainsthunger.org/sites/default/files/publications/Host_Community_Assessment_Dadaab_and_Fafi_Districts_Garissa_County_North_Eastern_Province_Kenya_08.2012.pdf, pg. 1.

[33] Garissa County Office, 'Goals, Objectives and Strategies', available at http://garissa.go.ke/education-pr/#1531348348822-02bdc762-3c9b.

[34] ibid

[35] Kenya Second Country Review Report, January 2017, Pg. 216.

[36] Otieno S 'First girls' secondary school for Fafi' The Standard, August 4th, 2010. Available at https://www.standardmedia.co.ke/the-standard/article/2000015288/first-girls-secondary-school-for-fafi

[37] Newshub' Fafi Girls Secondary School's KCSE Results, KNEC Code, Admissions, Location, Contacts, Fees, Students' Uniform, History, Directions and KCSE Overall School Grade Count Summary' March 10 20202 Available at https://educationnewshub.co.ke/fafi-girls-secondary-schools-kcse-results-

served as a role model for girls in the district, to motivate them to complete their studies as a means to fight poverty.[38]

Lessons learned.

The private sector is a key partner in the APRM framework. By investing in areas where gender equality gaps are evident in the education sector, the private sector can buttress the efforts of government to realise gender parity in education and to close gender gaps.

b) Safaricom Initiatives for Gender Equality

Safaricom initiatives for women and girls in Kenya[39]

Safaricom PLC is Kenya's leading telecommunications company. It was registered as a private limited liability company in 1997 and became a public company with limited liability on 16 May 2002. Through its Foundation, Safaricom has become an important collaborator in several initiatives of importance to gender equality in Kenya.

Interventions designed to achieve gender equality.

Safaricom has undertaken various corporate social responsibility projects to promote the rights of women and girls in critical areas of education, health, employment and entrepreneurship as part of its corporate social investments.

Strategies developed to achieve gender equality.

Education: Safaricom analyzed statistics by Procter and Gamble that indicated that 65% of women and girls in Kenya couldn't afford sanitary pads and 42 % of school going girls had never used sanitary pads.[40] Safaricom also learned that girls from disadvantaged families miss at least 20% of school days in a year due to lack of sanitary towels, which not only affects their academic participation but performance.[41] Safaricom Foundation's Huru Sanitary Pad project partnered with Huru International over the years to produce and

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knec-code-admissions-location-contacts-fees-students-uniform-history-directions-and-kcse-overall-school-grade-count-summary/

[38] Otieno S 'First girls' secondary school for Fafi' The Standard, August 4th, 2010.

[39] This case study was not showcased in the APRM Country Review Report of Kenya but was obtained through online research and interviews with Safaricom

[40] Safaricom Foundation 'Huru Sanitary Pad Project'. Available at https://www.safaricomfoundation.org/project/huru-sanitary-pad-project-2/

[41] Safaricom "Society'. Available at https://www.safaricom.co.ke/sustainabilityreport_2020/stakeholder-engagement/society/

distribute reusable sanitary pad kits to school girls nationwide.[42] Working with local manufacturers, Safaricom procured the pads and distributed them through the Ministry of Education.

Reproductive Health: Safaricom Foundation in partnership with PharmAccess Foundation prioritized improving health service delivery infrastructure. Its Afya-Uzazi Salama initiative resulted in 220 community health volunteers being re-trained on maternal and pregnancy care and family planning. In December 2020 the Foundation also undertook to create awareness among 10,000 adolescent boys on menstruation, sexual reproductive health and life skills and to enable 57 community-based mentors to support the adolescents.[43]

Skilling for Technology: Safaricom aims to nurture female learners and youth to innovate for next generation employment and entrepreneurship in STEM careers. Safaricom has a Women in Technology Academy 3-month internship program intended for female candidates to advance their careers 'from classroom to board room'. In 2020, girls from marginalised girls' schools in Uasin Gishu and Taita Taveta counties were targeted and overall, 60 out of 88 students were female.

Economic empowerment: The Safaricom procurement team critically analysed their procurement processes and opportunities granted to suppliers and realised the underrepresentation of women therein. This led to the establishment of the Women in Business programme in 2017, a forum that seeks to ensure that equitable procurement opportunities are allocated to women and which capacitates and economically empowers women through training, mentorship and coaching.[44] In 2019 Safaricom amended its procurement policy to increase women's participation as a special interest group and to grant special preference for women suppliers during evaluations, for those who meet the minimum threshold of capacity to deliver.

Changes that have occurred as a result of the intervention
Safaricom has established important platforms for women in business to collaborate with each other and interact with entrepreneurs. A number of young girls have been provided unique opportunities to intern and develop their interest in innovations; in 2019-2020 alone, about 1,720 high school students participated in technology related workshops, of whom 400 were from disadvantaged communities in Samburu. The provision of sanitary

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[42] Safaricom Foundation 'Huru Sanitary Pad Project'. Available at
https://www.safaricomfoundation.org/project/huru-sanitary-pad-project-2/

[43] https://www.safaricom.co.ke/about/media-center/publications/press-releases/release/1017

[44] Safaricom PLC 'Annual Report and Financial Statements 2020" 2020 Safaricom

towels to school going girls resulted in better retention of girls in school throughout the year.

Lessons learned

Evidence based gender analyses are critical in identifying priority action areas to promote women's rights. Businesses can play a critical role in reviewing processes, policies and priorities from a gender perspective in order to promote gender equality.

3.3 Economic Governance and Management

a) Gender Responsive Budgeting in Uganda[45]

Interventions designed to achieve gender equality

The Ministry of Finance, Planning and Economic Development (MoFPED), the Ministry of Gender, Labour and Social Development (MGLSD) and the Equal Opportunities Commission (EOC) have all championed Gender Responsive Budgeting (GRB) as a way to achieve the SDGs in Uganda. TGRB intervention is significant because it requires all Ministries, Departments and Agencies (MDAs), as well as Local Governments to plan and budget for programmes and interventions considering the needs and interests of Ugandan women and girls alongside men and boys.

Strategies developed to achieve gender equality

The National Gender Policy, developed in 1997 and revised in 2007, reinforced the commitment of the Government of Uganda to gender mainstreaming in the implementation of sectoral plans, programmes and budgets in order to respond to the needs of the most vulnerable and marginalised groups in Ugandan society.[46] An NGO named the Forum for Women in Democracy (FOWODE) first attempted in the 1990s to introduce gender budgeting in coordination with the Parliamentary Budget Office and budget officers.[47] In 2004, MoFPED issued a gender budget directive in the Budget Call Circular on GRB and subsequently, guidelines. In October 2013, MOFPED issued a Budget Call Circular requiring select sectors to address issues of gender and equity, HIV/AIDS and the environment in their sector investment plans and budgets.[48]

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[45] This case study is not based on any Country Review Report but is drawn from research
[46] Ibid, pg. 15.
[47] Budlender and Hewitt S, eds. 'Gender Budgets Make More Cents: Country Studies and Good Practice' 2002 (London: Commonwealth Secretariat).
[48] Ministry of Finance, Planning and Economic Development, 2013, 'First Budget Call Circular on Preparation of the Budget Framework Papers and Preliminary Detailed Budget Estimates for the FY 2013/14' Available online at https://budget.go.ug/sites/default/files/FY%202013-14%201ST%20BCC.pdf, pg. 9.

Despite the efforts of the Finance Ministry, sectors did not comply adequately with the requirement to reflect gender budgeting in their Budget Framework Papers. The 2014/15 Budget Call Circular re-emphasized the need to submit specific actions on gender equality by the sectors and data collection disaggregated by sex, age, disability and geographic location.[49] The passage of the 2015 Public Finance Management Act finally entrenched GRB in Uganda.

The Government of Uganda removed GRB from being a discretionary activity of MDAs to a legal requirement and prerequisite for budgets being approved. For all budget framework papers, policy papers and budgets, the Minister in consultation with the Equal Opportunities Commission is required to issue a certificate of Gender and Equity Compliance as a means of realising GRB. Each ministry must obtain a minimum score of 50% to obtain the certificate. By law, oversight over GRB is provided by Parliament, the Equal Opportunities Commission, the Ministry of Finance and Economic Development.[50] The National Taskforce on Gender and Equity, which is headed by MoFPED, is tasked with overseeing these initiatives.

Changes that occurred as a result of the intervention

The Government of Uganda has registered success in GRB. For example, Uganda's Budget Framework Paper (20l9 /20 – 2023/24) had an overall compliance of 61% on meeting Gender and Equity requirements and in 2018 out of 18 Sector Budgets Framework Papers assessed, 16 passed the threshold of 50%.[51] GRB compliance by Local Government rose from 48% for 2019/2020 to 58% for 2020/2021.[52] Compliance with GRB requirements in 19 sectors rose from 57% in 2016/2 017 to 68.9% in 2019/2020.[53]

Partnerships with civil society organisations that champion GRB, notably the Forum for Women in Democracy and the Civil Society Budget Advocacy Group (CSBAG), have

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[49] Susanne S, Gubitzer L, Kabonesa C, and Klatzer, R. *"The Budget Process in Uganda: Entry Points for Gender and Gender Responsive Budgeting in the Budget Process in Uganda,"* 2014 Working Paper, Austrian Development Cooperation.

[50] Advocates Coalition for Development and Environment (ACODE), 'Gender Analysis and Monitoring of District Budgets', 2019, available online at https://www.acode-u.org/uploadedFiles/TrainingManual.pdf, Pg. 2.

[51] National Budget Framework Paper, 2019/20, https://budget.go.ug/sites/default/files/EOC%20Assessment%20NBFP%202019-20%20-%202023-24.pdf

[52] Equal Opportunities Commission 'Annual Report on the State of Equal opportunities in Uganda FY 2019/2020'

[53] ibid

increased oversight and accountability in this area, and help to capacitate officials through trainings and workshops.

Lessons learned

Entrenching GRB through laws, policies and institutions has a higher likelihood of ensuring that MDAs mainstream gender in their policy statements, workplans and budgets. Equipping officials with tools and skills for gender analyses improves the chances of compliance with GRB and can help to build a culture of adherence to GRB.

b) Tax reforms for menstrual hygiene management in Africa

Tax reforms for menstrual hygiene management in Africa

Fiscal policies and tax administration have come under increased scrutiny in regard to women's rights, in particular the gendered impact of discriminatory tax regimes. The phenomenon of African women and girls not affording hygienic sanitary products is referred to as 'period poverty'.[54] Lack of access to these products constrains women's free participation in the economic and education sector in particular. This in turn affects several related rights, including the right to health education and employment. The application of taxes to sanitary products for women and girls' disadvantages and marginalizes them further as it drives up the costs of production. Whereas these products are viewed as essential for women, taxes imposed on them end up being 'regressive and discriminatory.'[55] Several countries have relied on exemptions and waivers of taxes to promote women's access to sanitary products for menstrual hygiene.

Intervention to achieve gender equality

Some countries, including APRM member states, have undertaken reviews and reforms of tax laws on menstrual hygiene products. These interventions are important in lowering the costs of producing or importing products that are essential for women as a result of their biological functions.

Strategies to achieve gender equality

Over the years, African countries have adopted various measures to lower the costs of menstrual health products as a strategy to improve uptake of safe and adequate sanitary

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[54] **Adepoju P' African activists seek universal access to sanitary products' 15 July 2019, Devex. Available at** https://www.devex.com/news/african-activists-seek-universal-access-to-sanitary-products-95248

[55] **OXFAM 'Examples of tax and gender work March 2019. Available at** https://oxfamilibrary.openrepository.com/bitstream/handle/10546/620629/cs-tax-gender-equality-2-vat-sanitary-products-070319-en.pdf?sequence=11

products. Kenya has been an influencer as the first country globally to remove its Value Added Tax (VAT) on sanitary pads in 2004.[56] The Government also abolished import duty on menstrual products in 2011.[57] In 2010, the Kenyan Government committed to providing free sanitary towels in public schools, launching the National Sanitary Towels Programme under the Ministry of Education to procure and distribute free sanitary towels to "keep girls in school".[58] Despite the removal of Kenya's VAT and import duty on menstrual pads, a 2015 study found that 65% of women and girls in the country still could not afford sanitary products.[59] In 2017, the Government passed into law the Basic Education (Amendment) Act, which requires the Cabinet Secretary to provide "free, sufficient and quality sanitary towels to every girl child registered and enrolled in a public basic education institution who has reached puberty and provide a safe and environmentally sound mechanism for disposal of the sanitary towels."[60]

The East African Legislative Assembly on 21st August 2013 passed a resolution urging Member States to emulate the Kenyan example and increase access to painkillers for all pupils and girls who may need them.[61] The Ministry of Gender and Family Promotion in Rwanda removed the 18% Value Added Tax (VAT) on sanitary pads in 2019,[62] and Rwanda also eliminated sales taxes.[63] Other African countries that have targeted tax reforms on this issue include Nigeria, Mauritania and Ethiopia.[64] Nigeria exempted taxes

[56] Vicky Hallett, 'What Kenya Can Teach The U.S. About Menstrual Pads,' NPR – May 20, 2016, available online at https://www.npr.org/sections/goatsandsoda/2016/05/10/476741805/what-kenya-can-teach-the-u-s-about-menstrual-pads. Also see Bryn Welham, 2020, 'Taxes and duties for sanitary products in Africa,' available online at https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/891903/Query-50-Ethiopia-taxation-sanitary-products.pdf, pg.5 (Table 1).

[57] Welham B. 'Taxes and duties for sanitary products in Africa 'WOW Helpdesk Query 50 May 2020 UK AID

[58] UNESCO, 2014, 'Good Policy and Practice in Health Education, Booklet 9: Puberty Education and Menstrual Hygiene Management,' available online at https://unesdoc.unesco.org/ark:/48223/pf0000226792/PDF/226792eng.pdf.multi, pg. 39. Also see Ministry of Public Service and Gender: State Department for Gender, 'Background', available online at https://gender.go.ke/sanitary-towels-program/.

[59] USAID, 2015, 'African Trust: Empowering Women and Girls through Affordable Sanitary Pads. Strengthening Health Outcomes through the Private Sector,' available online at https://www.shopsplusproject.org/sites/default/files/resources/Afri-Can%20Trust%20-%20Empowering%20Women%20and%20Girls%20through%20Affordable%20Sanitary%20Pads_0.pdf.

[60] Kenya Gazette Supplement No. 97 (Act No. 17), 'Basic Education (Amendment) Act' 2017.
[61] East African Legislative Assembly, 2013, 'Motion for a Resolution of the Assembly to Provide Sanitary Facilities and Protection for Girls in the East African Community Region,' EALA/RES/3/10/2013.
[62] Africa news, 2019, 'Like South Africa, Rwanda scraps tax on sanitary pads,' available online at https://www.africanews.com/2019/12/11/like-south-africa-rwanda-scraps-tax-on-sanitary-pads//#:~:text=In%20October%202018%2C%20South%20Africa's,provides%20sanitary%20pads%20for%20schoolgirls.

[63] Welham B. 'Taxes and duties for sanitary products in Africa ' WOW Helpdesk Query 50 May 2020 UK AID.
[64] Ibid.

on locally manufactured sanitary products while Ethiopia lowered taxes and Tanzania announced a 5% reduction in corporate tax from 30% for domestic investors manufacturing sanitary products domestically.[65] South Africa removed the 15% VAT on sanitary pads in 2019.[66]

Changes that have occurred as a result of the intervention
No definitive research has yet been done to illustrate whether removal of taxes increased women's access to menstrual health management products in various countries. However, the uptick in countries embracing the removal of these barriers to women's menstrual hygiene products indicates a recognition of tax policies that inadvertently or not discrimination against women. By scrutinising and reforming gender discriminatory tax laws, policies and practices, countries are addressing systemic barriers to gender equality.

Lessons learned
Conducting gender analyses of gender blind or neutral macroeconomic policies can reveal embedded forms of gender-based discrimination and influence countries to adopt gender responsive strategies.

3.4 Socio-economic Development

a) Algeria: Girls' Education

Girls' education in Algeria

The right to education is guaranteed by the Constitution. Moreover, all children have the right to nine years of free and compulsory education once they have reached 6 years of age. In addition, Algeria ratified the International Convention on the Elimination of All Forms of Discrimination Against Women in January 1996 and subscribed to the Beijing Declaration and Platform for Action. This made it possible for the Algerian Government to introduce significant changes with regard to gender equality and the empowerment of women. At the same time, Algerian families are well aware of the benefits to be gained from the education of girls.

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[65]Berya S. 'Tanzania reinstates controversial sanitary pad tax' 29 June 2019. Global Voices. Available at https://globalvoices.org/2019/06/29/tanzania-reinstates-controversial-sanitary-pad-tax/.
[66] South Africa Revenue Service, 2019, 'Binding General Ruling (VAT) 49,' 15 March 2019, available online at https://www.sars.gov.za/AllDocs/LegalDoclib/Rulings/LAPD-IntR-R-BGR-2019-01%20-%20BGR49%20The%20supply%20and%20importation%20of%20sanitary%20towels%20(pads).pdf.

Statistics show that in 2004/2005, the number of learners in the school system stood at 7 800 000, with girls accounting for 47% of the total number in junior primary education, 48.75% in senior primary and junior secondary school, and 57.54% in senior secondary school. The average enrolment rate among girls is 91.24%.

Compared with boys, the education of girls is weaker in primary school education but improves thereafter. The rate was 89 girls for every 100 boys in 2003–2004, against 81 per 100 in 1990–1991, and 88 per 100 in 1999–2000. These figures place Algeria in the above-average bracket among developing countries which, according to United Nations standards, was 87 girls for every 100 boys in 2000. In secondary school education (the first cycle or junior primary), there are 95 girls for every 100 boys, against 92 girls per 100 boys in 1999–2000 and 71 girls per 100 boys in 1990–1991.

It is in higher secondary education that girls start to dominate numerically, and they continue to do so in the higher levels. Indeed, from 87 girls for every 100 boys in 1990–1991, the rate increased to 126 girls per 100 boys in 1999–2000 and 134 girls per 100 boys in 2003–2004. This represents spectacular progress in girls' education. If this predominance can largely be explained by the change in attitude of the Algerian society towards the education of girls, especially their pursuit of further study, it is also explained by their low drop-out rate and the level of their school results, as compared with those of boys, who are increasingly affected by exclusion and failure at the O-level and A-level examinations.

These high education rates illustrate the efforts of the state to establish an encouraging environment for girls' education, on the one hand, and the firm commitment of parents to fulfil their obligation to provide education for their children without discriminating because of gender, on the other hand.

Interventions designed to achieve gender equality

Algeria set out to attain the MDG on education for girls with a high degree of success. Education in Algeria was historically reserved for boys and men, as a privilege.[67] On the eve of independence, colonial authorities initiated a mass enrolment campaign for all children, regardless of gender.[68] Subsequent governments adopted this approach and prioritized the development of the education sector, where demand continues to rise every year.

Strategies developed to achieve gender equality

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[67] Ouadah-Bedidi Zahia, 2018, 'Gender Inequity in Education in Algeria: When Inequalities are Reversed,' Journal of Education & Social Policy Vol. 5, No. 2, June 2018, available at https://jespnet.com/journals/Vol_5_No_2_June_2018/10.pdf.

[68] Ibid.

The Government of Algeria, through the Ministry of Education (Ministère de l'Education Nationale, MEN) has achieved this progress by prioritizing the enhancement of education practice, the training and capacity building of teachers, capacitating and reforming the Ministry of Higher Education and Scientific Research (Ministère de l'Enseignement Supérieur et de la Recherche Scientifique, MESRS), as well as strengthening existing institutions to increase the enrolment of girls and women in Algeria.[69] The Government has also made enrolment for school going age children mandatory, up to 16 years, and encourages foreign and private investors to participate in the development and enhancement of tertiary institutions.[70] Furthermore, Algeria provided professional residential training for the youth as well as apprenticeship training, and also relied on distance education and evening classes.

The Government continues to bolster its education sector to meet the rising demand for education in Algeria.[71] According to the Draft 2019 Finance Law, Algeria's Ministry of Education received the largest allocation of the national budget after the military, estimated at AD709.6bn (€5.2bn).[72] This capacitates MEN to continue its campaign to increase access to education for the girl child, and achieve its 2030 Strategic Framework to bolster the quality of public education in Algeria, which is currently below average for emerging economies.[73]

Changes that occurred as a result of the intervention
Investments in the education sector to provide free and universal education proved to be very successful, with more girls taking advantage of their education than boys.[74] In 2018, girls made up 48% of children enrolled in primary school.[75] The rate of persistence to the last grade of primary school for girls was 91.9% in 2018, and enrolment in primary school

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[69] Oxford Business Group, 2021, 'Reforms to Algeria's education system to expand capacity and modernise curricula,' available online at https://oxfordbusinessgroup.com/overview/contemporary-tutelage-transforming-education-system-expand-capacity-and-prepare-students-modern-age.

[70] Ibid.

[71] Oxford Business Group, 2021, 'Reforms to Algeria's education system to expand capacity and modernise curricula,' available online at https://oxfordbusinessgroup.com/overview/contemporary-tutelage-transforming-education-system-expand-capacity-and-prepare-students-modern-age.

[72] Oxford Business Group, 2021, 'Reforms to Algeria's education system to expand capacity and modernise curricula,' available online at https://oxfordbusinessgroup.com/overview/contemporary-tutelage-transforming-education-system-expand-capacity-and-prepare-students-modern-age.

[73] Ibid.

[74] Ibid.

[75] Education Policy and Data Center, 2018, 'Algeria: National Education Profile, 2018 Update', available online at https://www.epdc.org/sites/default/files/documents/EPDC_NEP_2018_Algeria.pdf.

rose from 57.1% in 1971 (shortly after independence) to a peak of 116.3% in 2013.[76] In 2019, this figure remained high, at 104.9%, higher than the global average of 100.6%.[77] The graduation rate for women from tertiary education institutions exceeds that of men. In 2018, 64.5% of graduates from tertiary education were women.[78] The literacy rate of adult females (aged 15 and above) was 75.3% as of 2018, compared to 87.4% for men.[79] In 2020, Algeria ranked highest (alongside other countries, including Botswana, Namibia, South Africa, and Lesotho) for eliminating its gender gap in women's enrolment in tertiary education.[80]

Lessons learned

Making education compulsory and free of charge for all children and making significant investments in the education sector, including systems and institutional reforms as well as capacity building can reduce gender inequality in access to education.[81]

b) The National Council for the Advancement of Women (CNAM) of Mozambique

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The National Council for the Advancement of Women

The CNAM consists of twelve women and four men. It meets every three months and holds extraordinary meetings, when necessary, to discuss a full range of issues at the highest level. Replicas of the CNAM exist at district level, which is intended to encourage women at the lowest levels to discuss issues that affect them. It is through this coordination mechanism that gender activities are implemented. Members of civil society and religious groups are also part of the process.

Interventions designed to achieve gender equality

The Government of Mozambique established a country wide gender mechanism to advance gender equality for women from all walks of life. By the end of 2014, 128 District

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[76] World Bank, 2020, 'School enrolment, primary, female (% gross) – Algeria,' available online at https://data.worldbank.org/indicator/SE.PRM.ENRR.FE?locations=DZ.

[77] Ibid.

[78] Trading Economics, 2020, 'Algeria: Algeria – Percentage Of Graduates From Tertiary Education Who Are Female,' available at https://tradingeconomics.com/algeria/percentage-of-graduates-from-tertiary-education-who-are-female-percent-wb-data.html.

[79] World Bank, 2020, 'School Enrollment, Primary, Female (% gross)' – Algeria.

[80] World Economic Forum, 2020, 'Global Gender Gap Report,' available online at http://www3.weforum.org/docs/WEF_GGGR_2020.pdf.

[81] Kamel Kateb, 2003, 'The expansion of access to education and the demography of Algeria,' available online at https://unesdoc.unesco.org/ark:/48223/pf0000146791.

Councils for the Advancement of Women were established to monitor government policies and programmes on women and gender. At the time of Mozambique's second review in 2019, 22 District Councils for the Advancement of Women were fully operational to strengthen rural women's participation in the development process.[82]

CNAM was established to serve as an autonomous institutional mechanism for the promotion of gender mainstreaming in various sectoral plans and budgets for the political, social and economic empowerment of women.[83]

Strategies developed to achieve gender equality
CNAM is comprised of members from other line ministries, as well as representatives from non-governmental organisations working to promote women's rights and of the religious community; one trade union representative, and one private sector representative.[84]

As a coordinating gender mechanism, CNAM encourages a unified government approach to development across a wide scope. The Council meets once every three months to advise on the implementation of national plans to reduce gender inequities in access to food, adequate shelter, quality education, healthcare, and meaningful participation in public life, as well as address the multiple and intersecting forms of gender-based violence and harmful practices that women are exposed to on a daily basis.

CNAM is presided over by the Minister for Women and Social Action, providing high level leadership to the advancement of gender development objectives in the country. CNAM, itself an autonomous institution, convenes a multi-faceted group of experts and officials to promote high-level dialogue on women's issues in an inclusive way. In addition, structures of CNAM have been established at the provincial and district levels to promote the inclusion and participation of all women in national decision-making processes on issues that affect them.[85]

An important strategy alongside the operations of CNAM is the National Plan for the Advancement of Women 2018-2024 which consolidates priority gender objectives that CNAM is pursuing.

Changes that occurred as a result of the intervention

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[82] APRM 'Mozambique Second Country Review Report' 2019.

[83] Ibid.

[84] Ibid.

[85] Republic of Mozambique 'Beijing 25 Mozambique Report On The Implementation Of Beijing Declaration And Platform For Action'2019.

The Council has become a key stakeholder in dialogue on the promotion of women's rights, for example, GRB,[86] led by the Ministry of Women and Coordination for Social Action and development partners,[87] thereby ensuring women's inclusion and representation in national development processes. One example is the efforts in Beira to enhance women's capacity to engage in income-generating activities, where the provincial CNAM lobbied for women's organisations to benefit from the fund of 7 million meticais, in addition to raising awareness among women's groups on women's rights.[88]

CNAM continues to facilitate the integration of the concerns and priorities of women and girls in national planning and monitoring processes.[89]

Lessons learned
Implementing the National Action Plan for the Advancement of Women is best achieved by an inclusive and multifaceted institutional effort. Including women from all walks of life and at all levels of governance ensures the integration of intersectional gender priorities.

c) Gender Based Violence Recovery Centres in major public hospitals[90]

Gender Violence Recovery Centres in major Kenyan public hospitals

While the concept of Gender Based Violence Recovery Centres was started as an initiative of Nairobi Women's Hospital, a private hospital, the Ministry of Health working through public private partnerships since 2007 has replicated this model in public hospitals regionally. Nairobi, Mombasa, Nyeri and Kisumu referral hospitals have these centres. The centres are servicing the regions around them and provide one stop services to SGBV survivors including medical care services, psychosocial support and safe spaces, HIV Testing, post-exposure prophylaxis and referrals to legal services as well as aiding in court preparations

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[86] United Nations Development Fund for Women (UNIFEM), 2009, 'Violence against Women in Mozambique,' available online at https://www.un.org/ruleoflaw/files/violence_against_women_mozambique%5B1%5D.pdf, pg. 4.

[87] Maria Madalena Joaquim Lino, 2005, 'Mozambique Gender Profile,' March 2005, available online at https://www.jica.go.jp/english/our_work/thematic_issues/gender/background/pdf/e04moz.pdf, Pg. 15. See also UNDP, 2021, 'Mozambique: Our Partners,' available online at https://www.mz.undp.org/content/mozambique/en/home/ourwork/partners.html..

[88] APRM ' Republic of Mozambique Country Review Report No. 11 of 2011'. 2011.

[89] Republic of Mozambique 'Beijing 25 Mozambique Report on The Implementation Of Beijing Declaration And Platform For Action'2019.

[90] Information provided by Government of Kenya

and watching briefs. Women who cannot afford treatment utilise these services from trained health care workers, with continuous care being provided in some instances.

Interventions designed to achieve gender equality

The main purpose of GVRCs is to bring back meaning to the lives and families of survivors of sexual and gender-based violence by providing free medical treatment and psychosocial support. Since their inception in 2001, GVRCs in Kenya have provided comprehensive medical care and psychosocial support to over 44 000 survivors of sexual and physical violence at its centres.

Counties have reached out to the Council of Governors seeking support, particularly in offering psycho-social support to survivors. GVRCs are present in 27 out of 47 counties in Kenya.

Strategies developed to achieve gender equality.

The Ministry of Health has ensured that the GVRC has a potent primary prevention arm aimed at creating awareness, facilitating behaviour change, equipping diverse stakeholders with skills, knowledge and sharing best practices on Gender-Based Violence Prevention and Child Protection. Capacity enhancement programs are directed at Teachers, Parents-Teachers Associations (PTAs), Health care workers, Police officers, County Based GBV stakeholder mechanisms, Community Outreach Programs and School Outreaches.

The County Government of Kwale launched a Gender-Based Violence Recovery Centre (GBVRC) at Kwale Referral Hospital and a toll-free hotline number (0800720503) to aid in reporting of the GBV cases. The 24-hour toll-free helpline is operated by a trained tele-counsellor who is responsible for providing psycho-social support to survivors.

GVRC has also trained police officers country wide to manage gender friendly desks at their assigned police stations. Through the trainings done in East Africa, there has been a representative from the police working under child protection and GBV.

Changes that occurred as a result of the intervention

Courtesy of a well-developed information management system, GVRC has helped preserved evidence and information crucial to bringing those responsible for the violent acts to justice. GVRC and partners through the evidence advocacy approach realized the repeal of section 38 of the Sexual Offences Act (that decriminalizes the section on false

allegations made by victims of sexual assaults) and the gazetting of the revised Post Rape Care Form, thus, making management and legislation for survivors effective.

GVRC in partnership with stakeholders was able to influence the inclusion of protocols of medical and psychosocial management of survivors of GBV in 14 universities under the Bachelor of Science in Nursing Degree and 56 medical colleges offering diplomas in nursing. These will turn out an approximate of 6,000 graduates each year with holistic health care skills including management of sexual and domestic violence.

Stakeholder forums have been established as platform where key partners engage in intense discussions with GVRC staff and offer insight into new GBV trends, change in industry practices and strategic feedback. Such forums target the Judiciary, Community Awareness Initiatives among other stakeholders. The GRVC centres are working closely with the various stakeholders e.g. Police, Judiciary and all other legal services. GVRC has worked with corporate institutions in development of GBV related policies and prevention of GBV at the workplace. Furthermore, the Centre lobbied for the inclusion of a 45-hour module on protocols of GBV management into the Bachelor of Science Nursing curriculum. GVRC doctors have attended to 416 cases in various courts in the country and given expert testimonies that have been part of the evidence in bringing perpetrators to book.

Section
Four

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4.0 INNOVATIONS FOR BEST PRACTICES IN GENDER EQUALITY: LESSONS LEARNED

An analysis of the strategies and interventions used by APRM countries to achieve gender mainstreaming, gender justice and progression towards gender equality reveals that countries are using a combination of strategies.

Strategies and interventions to promote gender equality used by APRM Member States

 Representation, Affirmative Action, Gender mainstreaming, Gender equality Institutions, Gender specific Programming, Gender responsive legislation, policy and regulatory frameworks, Resource allocations, Monitoring and Strategic partnerships

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This section draws from the cases studies in Section Three to provide further analyses on trends and patterns in best practices of APRM Member States and AU Member states. Drawing from these and other development practitioners in other regions, tools and information on the key elements of best practices under each thematic area are provided.

4.1 Standards and codes: Gender responsive policy and legislation

Policies are often required to elaborate on the implementation of laws and may be adopted before or after a law is passed. Policies on gender equality are important in providing principles to guide implementers on the appropriate approaches and standards. Gender-responsive legislation is important in ensuring that women can claim their legal rights as a specific population and can be achieved through mainstreaming gender issues across all relevant laws or having stand-alone laws. Stand-alone laws on women's rights or laws that are inclusive of men and women's interests both have the propensity to improve women's standing. The example below provides insights into how South Africa is mainstreaming women's rights through several inclusive laws and stand-alone laws on women's rights.[91]

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[91] APRM 'Country Review Report Republic of South Africa' APRM Country Review Report No. 4 of 2008 and Republic of South Africa 'Beijing +25 and South Africa's Report on the Progress made on the Implementation of the Beijing Platform tor Action 2014–2019' Department of Women (undated).

📚 Tool: Examples from South Africa's efforts in mainstreaming gender issues in laws and policies	
⇒ The Basic Conditions of Employment Act No. 27 of 1996 ⇒ Broad-based Black Economic Empowerment Act No. 53 of 2003 ⇒ The Domestic Violence Act No 116 0f 1998 ⇒ Maintenance Act N 99 of 1998 ⇒ Recognition of Customary Marriages Act No 120 of 1998 ⇒ Choice of Termination of Pregnancy Act Promotion of Equality and Prevention of Unfair Discrimination Act No 4 of 2000. ⇒ Labour Relations Amendment Act, No. 127 of 1998 ⇒ Land Restitution and Reform Law Amendment Act, No. 63 of 1997 & 18 of 1999	⇒ Employment Equity Act No. 55 of 1998 ⇒ Citizenship Amendment Act 17 of 2010 ⇒ Labour Relations Act 66 of 1995 ⇒ Promotion of Equality and Prevention of Unfair Discrimination Act No 4 of 2000 ⇒ The National Education Policy Act No 27 of 1996 ⇒ Extension of Security of Tenure Act, No. 62 of 1997 ⇒ Skills Development Act, No. 97 of 1998 ⇒ Further Education and Training Act, No. 98 of 1998 ⇒ Preferential Procurement Policy Framework Ac No. 5 of 2000 ⇒ Promotion of Equality and Prevention of Unfair Discrimination Act, No. 4 of 2000;

It is essential for all national laws to avoid any aspects of discrimination or disadvantages that

erode the rights of women. In many countries, colonial laws and outdated laws that are largely gender blind, neutral or insensitive require legislative reviews and reforms to align those laws with international and regional standards of gender equality. Sometimes, cultural and religious laws contradict the spirit of national laws. Several countries are reforming their legal and policy frameworks to reflect good practices in women's rights and gender equality. For example, in the wake of their APRM reviews, States such as Uganda, Mozambique, Zambia, Kenya and Ghana passed anti-SGBV laws with significant protections to guarantee women's rights to freedom from violence.[92]

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[92] UNECA 'Gender Equality and the APRM' UNECA 2016.

It is important to reform laws and customs where they conflict with women's human rights, and this standard is recognised in international and regional instruments.

Tool: Mandates for reforming laws to ensure gender equality 4.2

Maputo Protocol Article 8 on Access to Justice and Equal Protection before the Law calls for 'reform of existing discriminatory laws and practices in order to promote and protect the rights of women'.

CEDAW Article 2(f) requires States parties 'To take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women'.

The Beijing Platform for Action[93] encourages governments to: 'Review all laws and legal practices to ensure the implementation of the principles and procedures of all relevant international human rights instruments by means of national legislation (para. 124-d, e); and to " Revoke any laws that discriminate on the basis of sex and remove gender bias in the administration of justice; (para. 232-d)'.

The United Nations Updated Model Strategies and Practical Measures on the Elimination of Violence against Women in the Field of Crime Prevention and Criminal Justice[94] urge Member States to 'Review, and, where appropriate, revise, amend or abolish any laws, regulations, policies, practices and customs that discriminate against women or have a discriminatory impact on women, and to ensure that provisions of multiple legal systems, where they exist, comply with international human rights obligations, commitments and principles, in particular the principle of non-discrimination (para. 14-e).

Affirmative action for women

Affirmative action or special measures for women are programmatic, legal and policy initiatives that can catalyse the attainment of gender equality by addressing gaps in the status of women and men in critical areas. Article 9 of the Maputo Protocol calls on countries to promote women's participative governance and equal participation of women in political life through affirmative action, enabling national legislation and other measures.

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[93] Fourth World Conference on Women, Beijing Declaration and Platform for Action A/CONF.177/20 (1995

[94] ECOSOC resolution 2010/15 adopted on 22 July 2010. A/RES/65/228

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) has broader provisions than political participation: Article 4(1) urges states to adopt temporary special measures aimed at accelerating de facto equality between men and women so that women can enjoy the entire range of human rights. These special measures include affirmative action for gender equality. Uganda's Constitution of 1995 has a specific article on women's rights and another on affirmative actions and categories in which women are included as a category of those meant to benefit from affirmative action.

Affirmative or special measures for women's political participation can be achieved through laws or policies on quotas, voluntary political party quotas, waiver of fees for female candidates in elections and electoral colleges. Rwanda, Uganda and South Africa have used legislative measures to adopt a gender-responsive Constitution and more countries are using political and administrative measures to increase women's participation in political elective and appointive office. Gender quotas in parliament have been used successfully to increase women's representation significantly in parliament in several APRM countries, including Rwanda (61.3%), South Africa (46.4%), Senegal (43.0%), Namibia (42.7%), Mozambique (41.2%), Ethiopia (38.8%) and Tanzania (36.9%).[95] In Djibouti, owing to quotas the proportion of women in parliament increased from 10.8% to 26.2%, representing a significant leap.[96] Uganda, Rwanda and Namibia established women's quotas that run to the local government level to ensure representation at the sub-national and lower local administrative levels.

Even in countries without specific laws for electoral quotas, voluntary political party quotas have been adopted to increase women's participation in some countries. By 2009, 19 countries in Africa had voluntary party quotas.[97] APRM countries with voluntary political party quotas include Kenya, Ethiopia, South Africa, Namibia and Sierra Leone, Zimbabwe, Botswana, Mozambique and Mali.[98] South Africa's African National Congress stands out for having adopted a 50% gender quota in local and national elections.[99] Voluntary or legislated quotas are not enough in themselves to increase women's participation, often other strategies are required to promote women's participation in furtherance of affirmative

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[95] Inter-Parliamentary Union 'Women in parliament: 1995–2020' IPU.

[96] Ibid.

[97] Ace Project ' Consolidated Response on Gender Quotas in African Countries'. Available at https://aceproject.org/electoral-advice/archive/questions/replies/165671188'.

[98] IDEA 'Gender quotas database'. Available at https://www.idea.int/data-tools/data/gender-quotas/country-view/284/35.

[99] IDEA 'South Africa'. Available at https://www.idea.int/data-tools/data/gender-quotas/country-view/310/35.

action measures. Mentorship, training, resourcing, inclusive party policies and substantive leadership positions for women may be needed to overcome decades of systemic disadvantages that women in Africa have to overcome, to obtain equality with men.

Outside of political representation, countries have developed laws and policies to increase women's participation in other sectors. Uganda has an affirmative action policy for higher education, while Tanzania and Kenya have also taken affirmative actions and measures to improve access to education for girls.[100] South Africa's Affirmative Action policy is embodied in the Employment Equity Act of 1998, the Black Economic Empowerment Act of 1999 and legislative framework specifically to respond to the challenges faced by vulnerable groups including women.[101]

4.3 National Women Machineries

The Beijing Declaration and Platform for Action 1995 touched expansively on the role of national women machineries, recognising their centrality in the mainstreaming of gender in all government programmes, to 'promote the implementation of, execute, monitor, evaluate, advocate and mobilize support for policies that promote the advancement of women'. The Beijing Declaration notes the diversity in the make-up of national gender machineries and offers no prescriptive advice on their composition. In fact, the UNECA opined that 'national machineries could either be one or a set of bodies involved in gender mainstreaming, functioning at different levels.'[102] Usually established as part of executive institutions, in some countries they can include independent bodies like an Equal Opportunities Commission[103] or even Parliamentary committees.[104]

Women machineries can exist as single themed establishments rather than overarching bodies covering the entire array of women's rights. The APRM highlighted the best practice example of Algeria's Observatory focusing on women in employment in the Ministry of

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[100] Onsongo, Jane 'Affirmative action, gender equity and university admissions – Kenya, Uganda and Tanzania (2009)'. London Review of Education.

[101] Republic of South Africa 'Second Report on the Implementation of South Africa's APRM Programme of Action' 2010, South Africa Government.

[102] United Nations Division for the Advancement of Women (DAW) Economic Commission for Latin America and the Caribbean 'National Machineries for gender Equality Expert Group Meeting Santiago, Chile 31 August – 4 September Report, 1998. Available at https://www.un.org/womenwatch/daw/news/natlmach.htm

[103] ibid

[104] Fatma Khafagy 'National Women Machineries' UN Women Egypt Country Office, April 2012. Available at http://bit.do/eBmYM

Energy and Mines and several state enterprises.[105] Such an approach is effective in focusing on gaps in gender equality in specific sectors. It has been observed that created gender mechanisms to focus on single issue could in some instances be more effective than channeling these through a Ministry that covers all issues.[106]

Having women machineries that are interconnected to other government offices is also effective. The National Women Machinery in South Africa has been lauded as a best practice in the degree of structured integration and relationship within the different components of the national government.[107] The appointment of high-level gender focal points further aids in influence gender responsive policy decision making at cabinet, national parliament, and provincial levels.[108]

In the best practice case study of the Mozambican National Council for the Advancement of Women, government mandated the Council to promote and monitor the implementation of the government's gender policies at all levels. The APRM Country Review Report for Mozambique notes that 'there is a juridical, political and institutional structure in Mozambique that is favourable to the promotion of gender issues and the empowerment of women.' Thus, the Council is recognised as a key part of the national gender machinery of Mozambique alongside the Ministry for Women and Social Action which is the main entity for the national gender machinery.[109]

Gender machineries that establish mechanisms or processes for decentralized planning, implementation and monitoring with grassroots involvement are also recommended in the Beijing Declaration, pointing to the viability of the Mozambique Council's deconcentrated structures (described in Section 3.4 (b). Another key aspect in the Mozambique case study is the importance of national women machineries working consistently with a wide array of women from various backgrounds in civil society, the private sector and communities as this has the potential to integrate women's lived realities and perspectives more comprehensively in national development programmes.

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[105] APRM 'Republic of Algeria Country Review Report No 4 of 2007' APRM

[106] McBride, Dorothy, and Amy Mazur 2011 'World Development Report 2012 'Gender Equality and Development: Gender machineries Worldwide' Background paper

[107] Fatma Khafagy 'National Women Machineries' UN Women Egypt Country Office, April 2012.

[108] ibid

[109] UN Human Rights Office of the High Commission 'Committee on the Elimination of Discrimination against Women examines reports of Mozambique'. Available at https://www.ohchr.org/en/NewsEvents/Pages/DisplayNews.aspx?NewsID=24790&LangID=E

Overall, the substance of the mandate, leadership and operation of the National women machinery is important to achieving the goals of gender equality, whatever form it takes. The core components of the women machineries are described below.

Tool: Components of an effective National Women Machinery

Nairobi Forward Looking Strategies for the Advancement of Women Basic strategies (Paragraph 57) states that

"Appropriate governmental machinery for monitoring and improving the status of women should be established where it is lacking. To be effective, this machinery should be established at a high level of government and should be ensured adequate resources, commitment and authority to advise on the impact on women of all government policies. Such machinery can play a vital role in enhancing the status of women, inter alia, through collaborative action with various ministries and other government agencies and with non-governmental organisations and indigenous women's societies and groups".

Beijing Declaration recommends that National machineries should:
⇒ have clearly defined mandates and authority;
⇒ have adequate resources;
⇒ have the ability and competence to influence policy;
⇒ formulate and review legislation;
⇒ perform policy analysis;
⇒ undertake advocacy communication and coordination;
monitor implementation.

4.4 Social protection for gender equality and women's empowerment

Women as a specific category in Africa tend to be poorer than men, less literate and have less access to land due to socio-cultural, economic, and political factors that exacerbate these structural variances. UN Women has identified gender equality and women's empowerment as playing a pivotal role in the attainment of all other SDGs, [110] making the case that social protection systems which neglect to address gender inequalities risk

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[110] UN Women 'SDG 5: Achieve gender equality and empower all women and girls' Available at https://www.unwomen.org/en/news/in-focus/women-and-the-sdgs/sdg-5-gender-equality

'exacerbating the multiple and intersecting forms of discrimination women and girls face.'[111] When vulnerability factors intersect, their impact on the personal circumstances of marginalised and disadvantaged women such as widows, disabled women, chronically poor women, women living with HIV, older women, displaced and refugee women, female minorities and young girls can be exponential.

Without appropriate intervention from government, such women can fall into multidimensional poverty. In 2018, sub-Saharan Africa had the largest gender poverty gap in the world.[112] SDG 1 on ending all poverty in Target 1.3 recommends that governments implement social protection systems for the poor and vulnerable groups including women. Economic and social investments in women to address inequalities is a form of social protection and women's empowerment, recognising that women's ability to be productive can be limited by external factors and influences, such as systematic discrimination. Empowering women can be achieved through social protection interventions that boost their capacity to access and influence institutional responses.

Social protection from a gender perspective can improve women's independent access to services and economic opportunities and improve agency from a life cycle perspective[113], thereby reducing the poverty incidence in their lives.[114] The best practice from Burkina Faso (in Section 3.1 (b)) is a good example of a gender-responsive poverty reduction initiative that seeks to economically empower women from disadvantaged areas by providing them with productive assets and skills. Similar efforts have been seen in Rwanda, where the Government in 2001 introduced a "Cows of Peace" small-scale livestock asset programme to support vulnerable groups, mostly women, with increased incomes and livelihoods.[115]

[111] Social Agency Inter Cooperation Board 'Social Protection to Promote Gender Equality and Women's and Girls' Empowerment' SPIAC

[112] Sánchez-Páramoana C and Boudet M M. No, 70% of the world's poor aren't women, but that doesn't mean poverty isn't sexist' March 08, 2018.

[113] ODI 'Social protection, women's and girls' empowerment and gender equality December 2018 to September 2020.' Available at https://www.odi.org/projects/2929-social-protection-women-s-and-girls-empowerment-and-gender-equality.

[114] UN Women 'Making social protection gender-responsive: Lessons from UN Women's work in the Eastern Caribbean.' Available at https://www.unwomen.org/en/digital-library/publications/2017/2/making-social-protection-gender-responsive.

[115] Mutamba, John, and Jeanne Izabiliza 'The Role of Women in Reconciliation and Peace Building in Rwanda: Ten Years After Genocide' 2005 Kigali, Rwanda National Unity and Reconciliation Commission (NURC).

Countries with social protection systems in Africa include Ghana, Malawi, Ethiopia, Kenya, Lesotho, Mozambique, Rwanda, Uganda and Namibia. Social protection measures in these countries take the form of in-kind benefits or cash transfers, public works, food systems, healthcare and grants for vulnerable children, men and women and girls.[116] When these measures are linked to other public services like health, education and law and order services, women stand a better chance of asserting their autonomy and improving their livelihoods.

It has been argued that social protection schemes can only succeed in catalysing women's economic empowerment when they integrate gender equality objectives, women's participation and gender-sensitive interventions and services.[117] Africa has a high prevalence of female-headed households; nearly one in four households is female headed.118 When gender perspectives of women are incorporated into social protection programmes, such equitable measures can have positive effects on empowering women, their families and communities.

🔧 Tool: Examples of gender responsive social protection programmes

The UN Commission on the Status of Women in 2019 in advocating for gender responsive Social protection systems and access to public services for gender equality and the empowerment of women and girls urged governments to[119]

⇒ Provide rural women with access to land
⇒ Support women's cooperatives and agricultural programmes
⇒ Provide cash transfers
⇒ Implement multisectoral programmes to ensure access to health care, education, housing and employment for all women and girls living with, at risk of or affected by HIV and AIDS
⇒ Undertake programmes and services for victims and survivors of violence including access to psychosocial support and rehabilitation, affordable housing and employment

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[116] Babatunde Omilola and Sheshangai Kaniki 'Social Protection in Africa: A Review of Potential Contribution and Impact on Poverty Reduction' March 2014, UNDP.

[117] FAO 'Empowering rural women through social protection' Rural Transformations – Technical Papers Series #2.

[118] Dominique Van De Walle 'Poverty is falling faster for female-headed households in Africa' December 30, 2015. Available at https://blogs.worldbank.org/africacan/poverty-is-falling-faster-for-female-headed-households-in-africa#:~:text=Nearly%20one%20in%20four%20households,be%20headed%20by%20a%20woman.

[119] UN Economic and Social Council –Commission on the Status of Women 'Social protection systems, access to public services and sustainable infrastructure for gender equality and the empowerment of women and girls' Sixty-third session, 11–22 March 2019 E/CN.6/2019/L.3

> ⇒ Inclusive services for women and girls with disabilities that integrate adequate housing, inclusive and accommodative transport systems
> ⇒ Avail timely and affordable credit, loans, savings, insurance and remittance transfer schemes
> ⇒ Establish national safety nets and programmes such as food and cash-for-work, cash transfer and voucher programmes, school feeding programmes and mother-and-child nutrition programmes,

4.5 Integrated services to address Gender Based Violence

As illustrated in the case studies in Section Three, gender mainstreaming involves integrating consideration for women and men's needs and concerns. Nonetheless, it is often important for to focus on women's exclusive programmes in order to cater for women's specific needs, interests and concerns. Issues of maternal and reproductive health and rights relate to the physiological differences between women and men and for these it is important to adopt a specific women's rights lens. The phenomenon and prevalence of violence against women highlights the need for women specific treatment, given that violence is a manifestation of unequal powers between men and women that result in high victimisation of women.

The Kampala Declaration on ending impunity for ending SGBV, 2011 is adhered to by 8 out of 12 APRM Member States in the Great Lakes Region.[120] This Declaration is the only one of its kind to call for states parties to fast track the establishment and scale up of recovery centres for GBV survivors that provide comprehensive services such as free medical, psychosocial, forensic, judicial and prosecution services and for the centres to be user friendly for women. The Gender Violence Recovery Centres of Kenya shows how these centres comprehensively serve women who have faced sexual and gender-based violence, including physical, emotional and sexual violence. Other countries have adopted similar approaches, displaying best practices examples despite challenges faced in meeting the needs of all victims.

The government of Rwanda established Isange (meaning welcome) one stop centres to provide psychosocial support, legal assistance and short-term accommodation for

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[120] Angola, Republic of Congo, Kenya, Uganda, Rwanda, Sudan, Tanzania, and Zambia.

survivors of GBV. The Rwanda National Police in 2009 first operated a single one-Stop centre at Kacyiru which provided free medical, legal and psychosocial services to survivors of GBV.[121] By 2015, Isange one stop centres existed in 17 out of 30 districts with plans to roll them out and include forensic laboratories in all district hospitals by 2017.[122] In 2019 there were 44 centres established and each district hospital equipped to provide services to survivors of sexual and gender based violence.[123] Isange one stop centres are implemented by the Ministry of Gender and Family Promotion and the Ministry of Health, Rwanda National Police, the Ministry of Justice.[124]

In 2006 Zambia established a one stop recovery centre operated by Lusaka's University Teaching Hospital (Chomba). This is a one-stop centre provides legal, medical and psychosocial services for sexually-abused children in Lusaka and Livingstone.[125] In Burundi, an NGO established the Centre Seruka one stop recovery centre in Bujumbura to serve a number provinces in the country.[126] Centre Seruka is part of a GBV referral pathway that utilises community-level GBV first response and referral systems to help survivors.[127] In Zanzibar, a one stop centre was established at Mnazi Moja Hospital in 2011 through a coalition of actors including Tanzanian Government ministries, the police force, the Directorate of public prosecution, the Zanzibar Female Lawyers Association, the Legal Service Centre and development agencies.[128]

Often, victims and survivors of GBV are frustrated by various barriers when seeking justice and remedies for their injuries. These include law enforcement officers who trivialize violence against women, long distances to institutions, costs of travel and user fees and

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[121] Nyirinkindi L, Twesiime Kirya 'Towards an Anti-Sexual and Gender-Based Violence Norm in the Great Lakes Region of Africa: A civil society review of the implementation of the 2011 ICGLR Kampala Declaration' women's cross cultural centre, 2011

[122] ibid

[123] UN Rwanda 'Rwanda's Holistic Approach to Tackling the Different Faces of Gender-Based Violence (GBV)' 30 August 2019. Available at https://rwanda.un.org/en/15872-rwandas-holistic-approach-tackling-different-faces-gender-based-violence-gbv

[124] Republic of Rwanda 'National scale Up of Isange One Stop Center (IOSC) Joint Program' Ministry of Gender and Family Promotion. Available at http://197.243.22.137/migeprof/index.php?id=169

[125] Jill Queensbury, W. Onyango-Ouma, Chi-Chi Undie, Catherine Maternowska, Frederick Mugisha, Emmy Kangha, Ian Askew "A Review and Evaluation of Multi-Sectoral Response Services ("One-Stop Centers") for Gender-Based Violence In Kenya and Zambia" UNICEF, Population Council 2012

[126] Nyirinkindi L, Twesiime Kirya' Improving Access to Justice and Ending Impunity for SGBV in the ICGLR Member States' ICGLR 2015

[127] USAID 'USAID/Burundi Gender Analysis Final Report 2017'. Available at https://banyanglobal.com/wp-content/uploads/2017/07/USAID-Burundi-Gender-Analysis-Final-Report-2017.pdf

[128] UNFPA ' One Stop Centre for Survivors of Violence Opens in Zanzibar' 27 May 2011. Available at https://www.unfpa.org/news/one-stop-centre-survivors-violence-opens-zanzibar

complicated institutional procedures. Linking the recovery centres to a number of critical services that are free, such as medical, legal and psychosocial services cut down on the transactional time and costs of seeking legal and judicial remedies by survivors. It also increases women's capacity to seek access to justice when they can more readily contact legal service providers.

🔧 **Tool: Examples of services offered at one stop Centres in Kenya and Rwanda**	
Free services offered at the Jaramogi Oginga Odinga Teaching and Referral Hospital's GBVRC[129] ⇒ HIV testing and counselling ⇒ Post-exposure prophylaxis ⇒ Medical evaluation and treatment, ⇒ Laboratory services, ⇒ Emergency contraceptives ⇒ Sexually transmitted infections screening and treatment ⇒ Forensic analyses ⇒ Trauma counseling ⇒ Psycho-social support ⇒ Short-term safe rooms and paralegal services. Children's play room	Free services offered at Isange one stop centre[130] ⇒ Toll Free line ⇒ Follow up for reintegration to the community ⇒ Provides 24/7 multi-disciplinary free services ⇒ Investigation department provides evidence to courts of law ⇒ Medical services ⇒ Social workers provide support ⇒ Psychosocial services ⇒ Legal support ⇒ Linked to the Police Gender Desk ⇒ Referrals to the Judiciary

4.6 Special programmes for women's reproductive health

Women's specific needs and functions require specific interventions, including in the area of reproductive health. Article 33 (3) of the Constitution of Uganda for example undertakes the state to consider 'women's unique status and natural maternal functions in society to

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[129] Caroline Kambona & Julie Mwabe 'New One-Stop Recovery Center in Kenya finds children are seeking post-rape care more frequently than adults' October 1, 2014 Together for Girls'. Available at https://www.togetherforgirls.org/new-one-stop-recovery-center/

[130] Rwanda National Police 'Isange One stop Centre Model' Available at https://darpg.gov.in/sites/default/files/Rwanda.pdf

protect women's rights.' The Maputo Protocol requires States Parties to ensure that the right to health of women, including sexual and reproductive health is respected and promoted. In Article 14 on Health and reproductive rights, the Protocol touches on the right of women to control their fertility; decide whether to have children and when to have children and their number; to choose any method of contraception; to seek protection from sexually transmitted infections, the right to be informed on one's HIV status, the right to abortion and to family planning education.

The Maputo Protocol urges Member States to provide adequate, affordable and accessible health services, including information, education and communication programmes to women, especially those in rural areas. Furthermore, the Protocol urges countries to establish and strengthen existing pre-natal, delivery and post-natal health and nutritional services for women during pregnancy and while breast-feeding. Strong systems and institutions for women's health care are an important part of women's access to adequate health care services. The African Commission on Human and People's Rights has emphasised the need for available and quality services for women's sexual and reproductive health care that are financially and geographically accessible, by ensuring the availability of supplies through procurement systems that function properly.[131]

The Campaign on Accelerated Reduction on Maternal Mortality in Africa (CARMMA) of the African Union was launched in 2009 with the theme 'Africa cares: No woman should die while giving life'. [132] CARMMA was designed to implement the 2005 AU Policy Framework for the Promotion of Sexual and Reproductive Health and Rights in Africa and the Maputo Plan of Action (2006). Forty Six (46) African countries launched CARMMA at national level to guide national maternal health care policies and systems implement the Millennium Development Goal on maternal health, now the SDGs.[133] CARMMA provides indicators for assessing the appropriate measures to reduce maternal mortality in Africa.

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[131] African Commission on Human and Peoples Rights 'General Comment No. 2 on Article 14.1 (a), (b), (c) and (f) and Article 14. 2 (a) and (c) of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa

[132] Campaign On Accelerated Reduction Of Maternal, Newborn and Child Mortality in Africa. Available at http://www.carmma.org/

[133] ibid

> **🔧 Tool: Indicators for reduction of maternal and child mortality in Africa.**
>
> ⇒ CARMMA measures the following parameters/indicators
> ⇒ Neonatal mortality rate
> ⇒ Maternal mortality
> ⇒ Proportion of births attended by skilled health personnel
> ⇒ Number of health workers per 10,000 population
> ⇒ Contraceptive prevalence rate
> ⇒ Antenatal care coverage
> ⇒ Unmet need for family planning
> ⇒ General government expenditure on health

The best practice of the women's waiting homes in Tanzania illustrates the importance of investments in emergency obstetrics services closer to expectant mother's homes.[134] Maternity waiting homes provide temporary shelter to health facilities women from remote areas who would otherwise be constrained by transport costs access to closer: this curtails unwarranted delays in case of emergencies in child delivery. The model has been subscribed to in countries including Zambia, Malawi, Republic of Congo, Liberia, Ethiopia, Lesotho and Zimbabwe. In Lesotho, the maternity waiting homes are part of a comprehensive care strategy for antenatal and post-natal care as well as labor and delivery, alongside trained health care professionals [135]

In 2018 the UN estimated that three quarters of preventable maternal deaths in Africa arose from unsafe abortions, severe bleeding, infections and high blood pressure during pregnancy.[136] Drivers include demand side constraints in female users such as limited information, geographical accessibility, low institutional coverage, affordability and costs of access. Women pay more to travel further for all the services outlined under Article 14 of the Maputo Protocol. Most countries face challenges in terms of low numbers of skilled health professionals and birth attendants to provide obstetrics services. Even in Tanzania,

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[134] The White Ribbon Alliance 'Tanzania Efforts Result in 50% Budget Increase for Maternal & Newborn Health

Dec 7, 2017. Available at https://www.whiteribbonalliance.org/2017/12/07/wra-tanzania-efforts-result-in-50-budget-increase-for-maternal-newborn-health/

[135] Partners in Health ' PIH Reports, Volume 1, Issue 1, September 2013

[136] United Nations Human Rights Office of the High Commission for Human Rights 'Your Health, Your Choice, Your Rights: International and Regional Obligations on Sexual and Reproductive Health and Rights' 2018, IPAS, Africa Alliance, Health Access Rights

the services provided to expectant mothers in Homes were curtailed due to supply side constraints; only 16% health centres provided emergency maternity services at the time.[137] These challenges are evidenced in many sub Saharan countries. Overcoming access barriers by users will require governments to invest in developing their health infrastructure as well as human resources and deconcentrating services closer to the users.

Some countries are reducing the gaps in users in maternal health care. Benin, Congo, Gabon, Malawi, Namibia, Rwanda and Zimbabwe have over 80% utilisation on delivering health facility delivery, skilled assistance in delivery, access to modern contraceptives and upwards of four antenatal visits.[138] However the rich are more prone to using reproductive health services in Sub Saran Africa than the poor, indicating inequities in accessibility.[139]

A best practice in Mozambique relates to health institutions providing Prevention-of-Mother-to-Child-Transmission services for pregnant women. These services were availed in around 800 health centres with about 35% of pregnant women receiving antenatal care at a health facility.[140]

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[137] Ibid

[138] Abekah-Nkrumah 'Trends in utilisation and inequality in the use of reproductive health services in Sub Saharan Africa (2019) BMC Public Health

[139] ibid

[140] APRM 'Country Review Report No 11 of the Republic of Mozambique' APRM

📚 **Examples of good practices in Sexual and Reproductive Health Rights in West Africa**
In 2018, the West African Health Organization, ECOWAS's institutionalised entity, identified a number of good practices in sexual and reproductive health in the region as follows[141] ⇒ Eight (8) pregnancy schools for women in Ghana established at sub district level deepened interactions between healthcare providers, pregnant women and their families. Friendly, skilled maternity services resulted in the uptake of skilled delivery care and increased sensitization about the initiative improved community awareness and utilization. ⇒ In Cameroon, Medicines for Humanity boosted the capacity of faith-based organisations (30-70% of which are responsible for healthcare delivery in Africa) through training, mentoring, supervision, and economic strengthening for delivery practices and neonatal health, which increased access to healthcare. ⇒ In 2007, the Government of Nigeria launched tax-funded free maternal and child healthcare programmes. Health facility committees, acting as social accountability mechanisms, monitored the implementation of the programme. They provided feedback to service providers and users and ensured that drugs were available through the drug revolving funds they monitored. The committees' work increased women's utilization of free healthcare. ⇒ In Senegal, an itinerant midwives project was initiated and implemented within the community from February 2015 to 2017 in two regions of Senegal. Fifty (50) midwives were relegated to health posts that lacked a midwife, to conduct outreach activities and provide services to remote communities. This resulted in increased contraceptive prevalence rates, assisted delivery covered by qualified personnel and an increase in HIV testing for pregnant women

The roles of men in the reproductive health arena, which traditionally is seen as women's preserve, are being promoted. The Government of Niger collaborated with UNFPA to establish a School for Husbands in 2007 (Ecole des Maris). A key priority is to encourage

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[141] The West African Health Organization '3rd ECOWAS Forum on Best Health Practices' Accra-Ghana, 23–25 October 2018

men to champion women's access to prenatal care and embrace gender equality behavioural change in partnership with NGOs, health centres and religious and traditional leaders.[142] The results have been significant; women's antenatal visits increased from 28.62% in 2006 to 87.30% in 2010 in one community (Bande) and postnatal consultations in the Bande community increased from 13% in the first trimester of 2009 to 40% in 2011. In another village (Maiki) in the first nine months of 2013, 1,700 women sought prenatal consultations, representing a 94.8% increase since 2012.[143] NGOs have advocated for working with men to promote positive reproductive health practices. The MenEngage Global Alliance that covers 22 African countries promotes messaging for men to challenge gender norms that leave sexual and reproductive health concerns to mostly women.[144]

4.7 Gender responsive budgeting

Gender Responsive Budgeting (GRB) is an important gender mainstreaming tool in economic frameworks. The earliest countries in the world to embrace gender budgeting were from the Sub-Saharan region.[145] Gender responsive budgeting is a means of seeking equity in Africa so that resources are not allocated to only mainstream groups of men but also consider women, particularly the poor, vulnerable and marginalised. When macroeconomic policies are gender neutral, they neither match the lived realities women who have different roles, concerns and needs from men, nor address the systemic inequalities that bar women from economic empowerment. The income tax code of South Africa raised concerns of embedded bias against single-adult headed households, mostly affecting women.[146] Macroeconomic policies that omit market valuations of unpaid women's work, labour and contributions risk undervaluing women's productivity.[147] A key example is women's unpaid work in the domestic arena, or their maternal functions in child nurturing.

Gender Responsive budgeting is key to ensuring women's economic rights and this is captured in a number of global and regional frameworks.

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[142] UNFPA 'Schools for Husbands gaining ground in rural Niger' Available at
https://www.unfpa.org/news/schools-husbands-gaining-ground-rural-niger 12 June 2014.

[143] Ibid.

[144] MenEngage ' Reproductive Health and Rights' Available at
https://menengage.unfpa.org/en/reproductive-health-and-rights.

[145] Stotsky, J.G. Gender budgeting in sub-Saharan Africa ECPDM May 2017 GREAT Insights Magazine, Volume 6, Issue 2. May/June 2017.

[146] Stotsky, J.G., Kolovich L, Kebhaj. S 'Sub-Saharan Africa: A Survey of Gender Budgeting Effortsj' IMF Working Paper, 2016

[147] UN Women 'Why Macroeconomic Policy Matters for Gender Equality' Policy Brief No 4

The Maputo Protocol requires governments to 'take the necessary measures to reduce military expenditure significantly in favour of spending on social development in general, and the promotion of women in particular' (Article 10(3)). In Article 26 (2), it urges States to 'Adopt all necessary measures and in particular shall provide budgetary and other resources for the full and effective implementation of the rights herein recognized'.

The Beijing Platform for Action calls for "... the integration of a gender perspective in budgetary decisions on policies and programmes, as well as the adequate financing of specific programmes for securing equality between women and men" (Paragraph 345). In Paragraph 346, it calls for "…. efforts to systematically review how women benefit from public sector expenditures; adjust budgets to ensure equality of access to public sector expenditures, both for enhancing productive capacity and meeting social needs."

SDG 5 aspires to : Achieve gender equality and empower all women and girls. Target 5.4 requires governments to value unpaid care through the provision of public services, infrastructure and social protection policies

SDG 8 on Decent Work and Economic Growth urges governments to
Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

Revised Southern Africa Development Community (SADC) Gender and Development Protocol, Article 15 urges governments to' Ensure gender sensitive and responsive budgeting at the micro and macro levels, including tracking, monitoring and evaluation'

Analysts have observed that gender inequalities at the micro and meso levels affect the macro level and vice versa and that macro-economic policies impact men and women disparately.[148] It is important for analyses of the underlying assumptions of budgets and policy statements to be conducted through the lens of Gender-Responsive budgeting (GRB).[149] The gendered differences between men and women's access to employment as well as social and gender inequalities should inform specific budgetary considerations in key sectors in order to promote equity and equality. GRB is an important gender

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[148] Diop Ngone 'Gender Budgeting For African Development', 2006, CODESRIA. Available at https://www.codesria.org/IMG/pdf/ngone_diop.pdf.

[149] UNDP 'Scrutinising Legislation from a Gender Perspective: A practical toolkit' March 26, 2017. Available at https://www.pacific.undp.org/content/pacific/en/home/library/eg/scrutinising-legislation-from-a-gender-perspective.html.

mainstreaming strategy that requires a closer look at how macro-economic policies and tools reflect women and men's priorities and how they impact men and women.

Working with the civil society has been critical for monitoring compliance with GRB. In South Africa, the Women in Budget initiative of Parliament on GRB was a collaborative effort between parliamentarians and NGOs (Institute for Democracy in South Africa (Idasa) and the Community Agency for Social Enquiry (CASE).)[150] While Tanzania's Feminist Activism Coalition (FEMACT) was commissioned in 2000 by the Finance Ministry to provide technical assistance in analysing key sectors of the national budget.[151] In Uganda, Forum for Women in Democracy (FOWODE) has been instrumental in GRB lobbying, advocacy, research and monitoring with the Equal Opportunities Commission and in Parliament.

Few countries have legislated for GRB but this has not stopped implementing countries from using executive directives and policies to implement GRB. In Uganda, GRB is provided for under the Public Finance Management Act, 2015 and in Rwanda, Organic Law No. 12 of 2013.[152] Institutional mechanisms for GRB are located in Finance Ministries, Women Ministries and Gender mechanisms, Parliament, Equal Opportunities Commissions and other autonomous entities. GRB has become an invaluable tool in enabling planners and budgeting offices to mainstream gender perspectives into sectoral work plans and budgets, as illustrated in the case of Uganda. Successful, sustainable and replicable outcomes are being evidenced more and more in countries that are committed to GRB.

Successful strategies in gender responsive planning and budgeting in Uganda

The Uganda case study has several elements that have helped the country to Institutionalise gender responsive planning and budgeting.
⇒ Integrating GRB into laws, policies and directives
⇒ Mandating all sectors, ministries, departments and agencies as well as local governments to comply with GRPB

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[150] Debbie Budlender 'The Fifth Women's Budget' Available at http://internationalbudget.org/wp-content/uploads/Introduction-to-the-Fifth-Womens-Budget-Initiative.pdf.

[151] Michael Fleshman 'Gender budgets' seek more equity' April 2002, Africa Renewal. Available at https://www.un.org/africarenewal/magazine/april-2002-gender-budgets-seek-more-equity.

[152] Gender Monitoring Office. Available at https://gmo.gov.rw/index.php?id=570.

- ⇒ Mandating a constitutional body (the Equal Opportunities Commission) to have oversight over GRP together with the Ministry of Finance and Economic Development
- ⇒ Establishing oversight mechanisms in Parliament for the Public Accounts Committee and the Committee on Equal Opportunities
- ⇒ Issuance of an Annual Report on the State of Equal Opportunities by the Equal Opportunities Commission
- ⇒ Disseminating Gender mainstreaming guidelines to all Ministries, Departments and Agencies on GRB
- ⇒ Developing Gender Compacts for sectors by the Equal Opportunities Commission for sectors to guide planning and target setting for GRB
- ⇒ Mandating the issuance of a Gender and Equity Compliance Certificate for Ministries, Departments and Agencies as a precondition for Parliamentary approval of budgets under the Public Finance Management Act
- ⇒ Civil society vigilance and monitoring of the implementation of the GRBP
- ⇒ Training of Village Budget Clubs by FOWODE in Gender Budgeting, Gender-Sensitive Budget Monitoring and Service Delivery Tracking: in response, actual monitoring by citizens at local government level.

4.8 Private sector for gender equality

The APRM has a tripartite focus on governments, civil society and the private sector. Overall, in Africa, less engagement has been evidenced by the private sector in gender and governance programing. Private companies have a role to play in not violating the rights of citizens through labour interactions and the environment among others and also in positively promoting human rights. Even though they are non-human entities, businesses in the private sector can exacerbate gender inequalities and condone and perpetuate human rights violations through their actions or inaction. As a result, there has been increased focus on their roles in governance as illustrated below.

📚 **Tool: Business and Human Rights from a gender perspective.**

The UN Guiding Principles on Business and Human Rights of 2011[153] provide guidelines on the Corporate Responsibility to Respect Human Rights.

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[153] Available at https://www.ohchr.org/documents/publications/guidingprinciplesbusinesshr_en.pdf

The Guidelines call for due diligence in 'the process of identifying and addressing the human rights impacts of a business enterprise across its operations and products, and throughout its supplier and business partner networks.' These include assessments of internal procedures and systems and external engagement with groups potentially affected by its operations. The Guidelines also require businesses to adopt a policy commitment to meet their responsibility to respect human rights. The Guidelines require businesses to pay special attention to human rights impacts on individuals from groups or populations that may be at heightened risk of vulnerability or marginalization, and bear in mind the different risks that may be faced by women and men.

In 2017, **the United Nations Gender Dimensions of the Guiding Principles on Business and Human Rights**[154] elaborated each principle of the UN Guiding Principles on Business and Human rights with gender guidance and illustrative actions.[155] The Guidelines aim for better integration of a gender perspective in the business and human rights field by all relevant stakeholders. They require business enterprises to respect women's human rights and to contribute to achieving substantive gender equality as a normative principle, although there may also be a business case for doing so. The Guidelines further state that in order to embed their responsibility to respect human rights, business enterprises should express their commitment to meet this responsibility through a statement of policy.

a) Public Private partnerships and gender equality

Public Private Partnerships (PPPs) offer benefits to the public and can be useful in promoting gender equality measures when private companies are committed to working with states to promote inclusive investments. SDG Goal 17 target 17 recommends that countries encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.[156] There is evidence to indicate that in the education sector in Africa, PPPs of civil society, government and private philanthropists have contributed to narrowing gender gaps

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[154]Available at https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/gender-dimensions-guiding-principles-on-business-n-human-rights.html

[155] UNDP 'Gender Dimensions of the Guiding Principles on Business and Human Rights' UN 2011

Nov 22, 2019'. Available at https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/gender-dimensions-guiding-principles-on-business-n-human-rights.html

[156] https://www.globalgoals.org/17-partnerships-for-the-goals.

through collectively pooling resources for girl's enrolment.[157] Several African countries working with private contracting firms in large capital infrastructure projects are embedding safeguard contractual clauses on prevention of GBV and gender-aware labour practices. This has led contracted firms to carry out education, sensitisation and prevention safeguards in their work on GBV and to conduct social impact assessments that integrate gender.

In the case of the Gender Violence Recovery Centres in Kenya, the Ministry of Health has received support from private development funders and contributors alongside development funding to provide health care to survivors of SGBV at the Coast Provincial General Hospital.[158] The private sector support enables health care facilities to protect survivors of SGBV together with related stakeholders in the referral pathway. The Mombasa model of the Gender Violence Recovery Centre avails services from paralegals, law enforcement, the judiciary and local leaders, as well as wider community support. Such an integrated approach provides healthcare facilities with the much needed support to protect survivors of SGBV and ease service provision for stakeholders in the referral pathway.

b) Businesses and women entrepreneurship

The private sector has a role to play in the attainment of the SDGs. SDG 8 aspires to realise full and productive employment and decent work for all women and men as well as equal pay for work of equal value. Measures to promote decent work tie into the targets of promoting safe labour practices and work environments for women and men. The private sector can have more equitable and gender responsive business environments if businesses put in place services and products to increase the participation of women entrepreneurs. There is evidence of movement towards such gender-sensitive initiatives in some businesses.

In the banking sector, innovations around gender responsive products are increasing women's opportunities. In Uganda, DFCU Bank has developed products and initiatives for women in business to upskill them in areas such as customer service, record keeping and

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[157] Ramachandran, V. (2003) Snakes and Ladders: Factors Influencing Successful Primary School Completion for Children in Poverty Contexts, South Asia Human Development Report, No. 6 (New Delhi: Oxford University Press).

[158] Temmerman M, Ogbe E, Manguro G, Khandwalla I, Thiongo M, Mandaliya KN, et al. (2019) The gender-based violence and recovery centre at Coast Provincial General Hospital, Mombasa, Kenya: An integrated care model for survivors of sexual violence. Available at https://doi.org/10.1371/journal.pmed.1002886.

business growth.[159] The Bank's Women in Business programme seeks to empower female entrepreneurs and small and medium enterprises in particular.160 Similarly, Zambia's Stanbic Anakazi Banking supports female-led businesses, provides capacity-building programmes and connections to other female entrepreneurs alongside access to finance.[161] Anakazi Banking, provides training, mentorship and networking events to boost business management, access to markets and assistance in business formalization for women.[162] Equity Banks in various African countries are rolling out related programmes, e.g. in Rwanda under Igire, an Equity initiative for women-led enterprises.[163] Nigeria's Access Bank provides women-led enterprises with various initiatives for financing and capacity building.[164] These are important advancements in promoting gender equality in a usually male preserve and quite significant, given banks' traditional reticence in lending to women, who are viewed as a risky category because they lack meaningful collateral.

⚒ Tool: Improving women entrepreneurship in the private sector

The Africa Development Bank recommends that for gender equity and equality to be attained in private sector development, the following factors should be facilitated[165]
improved access to small business development services
access to business start-up advisory services
policy and regulatory reforms developed to improve small business start-up
increased access to micro finance, lines of credit and savings mobilization
equal female representation in the boards of investment companies

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[159]DFCU Bank. Available at https://www.dfcugroup.com/faqs/what-benefits-do-dfcu-women-in-business-customer-enjoy/.

[160] DFCU Bank. Available at https://www.dfcugroup.com/dfcu-services/dfcu-women-in-business/.

[161] Stanbic Anakazi Banking continues to support Female-Led Business in times of uncertainty 30 July 2020. Available at https://www.stanbicbank.co.zm/zambia/personal/about-us/news/-stanbic-anakazi-banking-continues-to-support-female%E2%80%93led-business-in-times-of-uncertainty.

[162] ibid.

[163] Ange Iliza 'Rwanda: Equity Bank Commits to Supporting Female Entrepreneurs' All Africa 11 March 2020. Available at https://allafrica.com/stories/202003110882.html.

[164] Access Bank Excites Female SMEs across Africa with Womenpreneur Pitch-A-Ton Second Edition. Available at https://www.accessbankplc.com/pages/Media/access-news/Access-Bank-Excites-Female-SMEs-across-Africa-with.aspx.

[165] Africa Development Bank 'Gender Equality and Women's Empowerment: an Updated Gender Plan of Action (UGPOA) 2009 – 2011'. Available at https://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/Gender%20Equality%20and%20Women%E2%80%99s%20Empowerment%20an%20Updated%20Gender%20Plan%20Of%20Action%20(UGPOA)%202009-2011%20EN.pdf

c) Gender responsive corporate social responsibility

One of the more common forms of the private sector's engagement in governance is through giving back to communities as an act of good citizenship. Corporate Social Responsibility (CSR) programmes of private sector companies exist, and in some sectors like natural resources, are often mandated by law as a responsibility of companies. However, what is less common is a specific focus on gender equality objectives being embedded within many CSR programmes.

In 2016, Safaricom became the first Kenyan company to link its growth strategy to the Sustainable Development Goals, integrating 9 of them, with a focus on women's rights as a cross cutting issue.[166] The initiatives of Safaricom Foundation through its Keeping Girls in School (M-PESA foundation) have been essential in furthering gender equality in education initiatives in Kenya. One of the strong points of Safaricom's efforts is that it relies on gender analyses to fill critical gaps in women's rights, as shown in its reliance on data disaggregated statistics from the 2016 report by FSG, a global consulting firm, and on Proctor and Gamble statistics (discussed in Section 3.2(a).[167]

4.9 Private sector, women's participation and employment

Most corporations reveal gender asymmetry in Africa in terms of composition of boards and senior management, with few women at these levels. The Africa Gender Index Report for Africa 2019 reveals a 22.9% gap in top managers in firms.[168] This makes the gender parity orientation of Safaricom in Kenya quite remarkable. Apart from its programmatic gender focus, Safaricom boasts an overall workforce of 50% female, and increased its senior female management personnel from 1% to 35%, some of whom champion gender equality.

It could be argued that a link exists between gender sensitive personnel, programming and women's rights champions in top management who promote gender responsive policies and approaches. The Chief Customer Care (female) officer of Safaricom in 2019 was a Vice Chair of the UN Women Unstereotype Alliance, while the Chief Enterprise Business

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[166] Safaricom PLC 'Annual Report and Financial Statements 2020" 2020 Safaricom

[167] Ibid

[168] United Nations Economic Commission for Africa 'Africa Gender Index Report for Africa 2019, March 2020'

(female) officer, who has a stated passion for empowering women and children was on the team leading the Women in Leadership and Women in Technology programmes and the Maternal and Child Health focus area in Safaricom Foundation.[169] By focusing on the company's internal procurement policies, Safaricom was able to identify the gaps in female entrepreneurship and to develop initiatives to expand profitable and productive relationships with them (discussed in further detail Section 3.2(a).

Companies and businesses can voluntarily undertake to adhere to the body of soft law and norms on human rights and gender equality that the UN has developed.

🔧 Tool: Women's Empowerment Principles in business

The UN Women's Empowerment Principles[170] on gender equality in business provide guidelines for women in business. They encourage businesses to
- Establish high-level corporate leadership for gender equality.
- Implement enterprise development, supply chain and marketing practices that empower women
- Promote equality through community initiatives and advocacy.
- Affirm high-level support and direct top-level policies for gender equality and human rights.
- Expand business relationships with women-owned enterprises, including small businesses, and women entrepreneurs.
- Support gender-sensitive solutions to credit and lending barriers.
- Use philanthropy and grants programmes to support company commitment to inclusion, equality, and human rights.

4.10 Gender parity in Education

The majority of countries in Africa experience gender variances in education, whereby boys are enrolled and retained at higher prevalence rates than girls throughout the education cycle and levels. In 2020, it was observed that seven African countries had yet to close more than 20% of their gender gaps: in tertiary enrolment, gaps of up to 81% in Chad, and over 50% in Ethiopia, Burundi, Benin, Guinea, Mali and Sierra Leone have been

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[169] Safaricom PLC 'Annual Report and Financial Statements 2020" 2020 Safaricom

[170] UN Women 'Women's Empowerment Principles-Equality Means Business. Available at https://www.unwomen.org/en/digital-library/publications/2011/10/women-s-empowerment-principles-equality-means-business

evidenced.[171] Low enrolment levels and high dropout rates of girls in educational institutions, especially in the rural areas, have grave implications for girls' literacy/numeracy levels and their ability to progress later on in life. Lower education levels in women are related to early and unwanted pregnancies and marriages, child labour, maternal mortality and limited employment opportunities in the formal sector. Thus, governments, faith-based and private sector educationalists have remained committed to eliminating gender disparities in education.

African countries introduced free universal primary education in pursuance of Millennium Development Goal 2, with some countries making it compulsory for all primary school going age children. By 2018, all countries except Somalia, Sudan, Angola, Gabon, Côte d'Ivoire and Cameroon had attained free primary education.[172] Algeria, Tunisia, Nigeria, Namibia, Cape Verde, Sierra Leone, Ghana, Egypt and Kenya are other examples of countries with free and compulsory education. Waiving fees is a significant strategy as school fees can serve as a barrier to education in general, often leading to the education of the boy child over the girl child. By making education free and compulsory, parents who would traditionally opt for the boy's education over that of the girl child are mandated to send children of both sexes to school.

The effectiveness of universal primary education in increasing girls' enrolment is visible, particularly where it is compulsory. In Ethiopia, through universal primary education, the gross enrolment rate of girls increased from 52.2% in 2001/02 to 83.9% in 2005/06.[173] Lesotho introduced universal primary education in 1999 and by 2010, enrolment for girls generally had exceeded that of boys at all levels, and at the primary level gender parity had been reached.[174] In Mauritius where education is free and compulsory up to the age of 16, the proportion of girls at the three levels of education exceeded that of boys at the time of the peer review in 2010.[175] In 2020, enrolment of females in Mauritius remained higher than that of males at the primary and tertiary level and equal at the secondary level.

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[171] The seven countries are Togo (77.8%); Angola (75.9%); Mali (75.7%); Benin (73.3%); Guinea (68.0%); Congo, Democratic Rep. (65.8%); Chad (58.9%). See World Economic Forum 'Global Gender Gap Report 2020' World Economic Forum.

[172] Making Compulsory Education free: a challenge for African governments February 1, 2019. Available at woloafric.com/2019/02/01/free-compulsory-education-challenge/.

[173] Country Review Report of the Republic of Ethiopia.

[174] APRM 'Country Review Report No.12 of the Kingdom of Lesotho' June 2020.

[175] APRM 'Country Review Report No. 13 of the Republic of Mauritius' July 2010.

At secondary level in STEM subjects, Mauritius was close to attaining gender parity at 29.41 (females):30.51 (males).[176]

Overall, there is need to ensure that gender equality standards and principles are embedded in education systems, policies and programmes and in the human resources administering education. While these can mean resource heavy investments, it is widely recognised that economic and social rights are to be achieved progressively, but without discrimination. Educationalists note that even small improvements by the government to increase access to water, sanitation and hygiene facilities (WASH) and female teachers can make inroads into barriers that promote gender disparity. Some of the initiatives used to close gender gaps in education include affirmative action in primary and tertiary education. Countries like Malawi, Uganda, Tanzania and Kenya have put in place affirmative action policies and measures to increase the enrolment and retention of girls at various levels.[177] These take the form of scholarships, scholastic materials, extra points, preferential quotas and remedial programmes for girls. In some countries, significant measures have been taken to involve more girls in traditionally male education settings.

🔧 Tool: Examples of affirmative action measures in Tanzania to increase girls in vocational schools[178]

⇒ Training more female teachers.
⇒ Sensitising all staff on gender equality.
⇒ Counselling available for secondary school girls to encourage them to undertake non-traditional trades.
⇒ Revision of the curriculum to encourage girls' enrolment in areas usually dominated by males.
⇒ Improvement of workshops and use of gadgets for easier, friendly learning for girls.
⇒ Shorter courses to attract more female students.

Other good practices to improve gender parity in education extend to the development of gender-responsive curricula and training of teachers to be more gender responsive. Capacitating female teachers in their work is also important as they can serve as role models for girl children. This is especially so in conservative or religious societies where female-male interaction would serve to discourage parents from taking their girl children to school. Gender-sensitive training for both male and female teachers, and affirmative

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[176] World Economic Forum 'Global Gender Gap Report 2020' World Economic Forum.

[177] Global Partnership for Education 'Achieving Gender Equality in and through Education,' 2019.

[178] N Swainson, S Bendera, R Gordon, E Kadzamira 'Promoting girls' education in Africa –The design and implementation of policy interventions – Education' 1998' Research Paper No. 25, 1998, 141

action measures to promote higher male to female teacher ratios also serve to improve parity and retention of girls in educational institutions.

Strategies for gender equality in the education sector

Experts recommend that for gender equality in education to be realised, there is need to focus on
⇒ Laws, policies and strategies for increased enrolment, retention and learning for both genders
⇒ Affirmative action measures for girls
⇒ Curricular that is gender responsive to boys and girls learning interests and needs
⇒ Parent-teacher associations for advocacy on girl child education
⇒ Investments in WASH facilities and sanitary products for girls
⇒ Increasing recruitments of female teachers and administrators
⇒ In conservative societies, adopting girls only schools and recruiting female teachers
⇒ Inter-ministerial cooperation for gender equality in education, including gender focal points

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4.11. Gender equality peace and security sector reforms

The Maputo Protocol is the only instrument to articulate women's right to peace, under Article 10. Security forces play a key role in maintaining law, order and security in times of peace, providing policing services to the public. In times of peace, women may be exposed to crime, including violence and sexual assaults, requiring gender-sensitive policing responses. When women are under-represented in the forces, it can result in low redress-seeking behaviour in female victims and survivors. Women are likely to shun the pursuit of remedies in security institutions that are male dominated, particularly victims of SGBV. Defence and security services become even more critical with outbreaks of armed conflict. Women face immense hardships as a specific population group during times of conflict, as primary care givers, single heads of households, internally displaced persons, refugees or as targets of GBV.

Gender-responsive security measures are critical in mitigating women's suffering and promoting their right to peace that unlocks many other rights. The efforts of the Government of Benin in systematically and proactively integrating women into its national

defence forces are a good example of gender-responsive defence strategies and were showcased in the Country Review Report in 2008.[179] To encourage the women to join the defence forces, the Government of Benin in 2000 established a military secondary school for young girls, which provides general education and military instruction. The Government recruits the best and brightest students who have successfully completed their studies and sat for an entrance examination. These girls are recruited into the navy, air force and police and in other paramilitary entities. These actions are important in presenting the women in the armed forces as competent, qualified and eligible for recruitment on the same basis as men.

Recruiting trained women in the security sector has multidimensional value. First, women obtain employment and can earn a livelihood. Recruiting women in the security sector in administration and combat forces promotes gender perspectives in their strategies and responses. Women's involvement in policing and peacekeeping can have positive impacts on curbing impunity for GBV in times of war. Their participation may bring an alternative narrative to hyper or toxic masculinities that are sometimes to blame for violence against women by armed forces. Furthermore, having female members of the corps promoted to senior positions in significant numbers is essential for providing gender-sensitive decision making.

Personal limitations such as low literacy, family obligations and motherhood often limit women's recruitment and effective participation in the security sector. Institutional barriers and attitudes reinforce gender discrimination and stereotypes that construe the security sector as male terrain, which leads to low interest by women and low female recruitments. In 2017, South Africa had the highest number of women in the defence forces in the Southern Africa region at 30% in the army and 35% in the police force and it was one of 5 countries with sex disaggregated data on women in the defence forces in that region.[180] However, the majority of African countries' security and defence forces are characterised by women in low proportions of single digits and do not disseminate gender disaggregated data.

Few women climb up the higher ranks and even fewer women are appointed as executive heads of such male-dominated forces. Countries are attempting to remedy these gender gaps. In 2020, the Government of Central African Republic compiled a directory of female competencies within the defence and security forces to lobby for more women to be

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[179] APRM 'Country Review Report No 6 of 2008' APRM.

[180] Genderlinks 'Barometer Report on Gender and Development' 2017. Available at https://genderlinks.org.za/wp-content/uploads/2016/01/Baro-2017-Ch8-Peace-building-and-conflict-resolution.pdf.

appointed in leadership roles at the decision-making level.[181] Namibia in 2017 had the highest number of women in the police in the southern Africa region at 38%, and 23% in its defence forces.[182] However, the Namibian National Action Plan (NAP) on Peace and Security noted that at management level, female representation was at only 14% in the Defence Force and 21% in the Police Force. The Police Force through the NAP committed to initiating security sector reviews and issuing directives that are gender responsive and inclusive, in order to eliminate systemic and attitudinal barriers for women. In Uganda, the defence forces are guaranteed ten seats in Parliament as an interest group and under affirmative action measures, three seats are automatically set aside for female officers.

Gender-responsive security sector governance is essential in building resilient institutions. A key part of this is adopting defence policies through inclusive processes that incorporate the concerns of civilian men and women. The APRM Study of 2020 on Governance, Gender and Peacebuilding noted that some APRM states have taken up action on participatory security sector reforms in their NPoAs. Between 1994 and 1998, South Africa developed security policies that involved participatory methods and included grassroots women and men and women's organisations. Additionally, women from the South Africa defence forces meet annually with women from civil society in structured dialogues to chart out mutual objectives and priorities.[183] The African Women's Peace Table was created in 2007 as a platform for South African female soldiers and civil society to discourse on peacebuilding and agenda setting for Africa.[184]

The APRM Study of 2020 on Governance, Gender and Peacebuilding noted that some APRM states had taken up action on participatory security sector reforms in their NPoAs. Twenty-four African countries have developed National Action Plans (NAPs) to implement UN Security Council Resolution 1325 on the Women Peace and Security agenda.[185] An important component of these plans is sector security reforms to implement UN Security Council Resolution 2151. The development of NAPs in most countries is led by ministries

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[181] UN Peace Keeping 'A Directory of female competencies within Defence and Security Forces to boost women leadership' 11 March 2020. Available at https://peacekeeping.un.org/en/directory-of-female-competencies-within-defense-and-security-forces-to-boost-women-leadership.

[182] Republic of Namibia 'Namibia National Action Plan on Women Peace and Security'.

[183] Hendricks C and Hutton L 'Defence Reform and Gender' 2008 Democratic Control of Armed Forces (DCAF), Geneva.

[184] Peace Women. Available at http://www.peacewomen.org/content/south-african-women-dialogue-forum-has-initiated-dialogue-between-sout.

[185] Desmidt S and Davis L 'Rhetoric and real progress on the Women, Peace and Security agenda in Africa' Discussion Paper no 243, ECDPM, March 2019. The said countries are Mali, Côte D'Ivoire, Togo, Uganda, Liberia, Democratic Republic of the Congo, Nigeria, Sierra Leone, Kenya, Rwanda, Guinea-Bissau, Cameroon, Guinea, Burundi, Senegal, Burkina Faso, Angola, Gambia, Central African Republic, South Sudan, Niger, Namibia, Ghana and Mozambique.

in charge of women's affairs and underscores the need to consult women's organisations as key stakeholders in peacebuilding. The development of NAPs has carved out a role for civil society organisations, which are required to implement and monitor the plans alongside government institutions, as required by UNSCR 1325. In Sierra Leone and Uganda, civil society organisations have made efforts to sensitise local authorities and traditional leaders, and there are District Action Plans on the NAP to implement the national NAP.[186] Initiatives to promote information sharing on UN Security Council Resolution 1325 between diverse civil society organisations exist, such as the Uganda 1325 coalition and the East African Community 1325.[187]

🔧 Key issues around sector security reforms for gender equality

These recommendations build on the APRM Study on Governance, Gender and Peacebuilding to identify strategies for gender-responsive security sector reforms. Countries are urged to:

⇒ conduct gender analyses on recruitment and deployment of women in security and defence forces and ensure enabling environments for male and female police officers;

⇒ increase women's numbers in the security sector, including appointments to high-level decision-making structures;

⇒ adopt National Action Plans on UN Resolution 1325 Women, Peace and Security Agenda that include security sector reform priorities;

⇒ integrate principles of gender equality and non-discrimination in security sector governance programmes and policy frameworks;

⇒ target women-led CSOs to participate in security sector dialogues and analyses as well as policy development;

⇒ train security sector male and female personnel on UNSCR 1325 to improve gender responsiveness and the responsibility to protect women in conflict situations;

⇒ implement gender sensitivity and balance in the recruitment, promotion and entitlements of armed forces and security personnel;

⇒ apply Resolution 2151 recommendations to adopt sector-wide initiatives on strategic governance, management and oversight aspects in the security sector.

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[186] Global Network of Women Peacebuilders 'Implementing Locally, Inspiring Globally: Localizing UNSCR 1325 in Colombia, Nepal, the Philippines, Sierra Leone, and Uganda' October 2013, GNWP.

[187] ibid.

Section
Five

5.0 ACTORS PROMOTING BEST PRACTICES IN GENDER EQUALITY

This section provides a stakeholder analysis of the actors that have a role to play in initiating and implementing best practices. These stakeholders are drawn from Section Two, which discusses the review processes and the actors involved. The APRM reviews emphasise the widest possible consultations and participation of government officials, citizens, civil society organisations and the private sector.

5.1 Government

The government comprises of the executive, judiciary and legislative organs with implementing ministries, agencies and institutions. Countries also have autonomous constitutional and statutory bodies that are endowed with powers to develop laws and policies and to implement and monitor programmes, including in the area of gender equality. Governments have at their disposal law- making powers, human and financial resources and capacities to implement programmes that can build up to best practices. Government entities charged with sectoral and thematic mandates can implement gender equality as a cross-cutting issue as is commonly done as part of a gender mainstreaming strategy.

National women machineries and MDAs handling women's rights, gender focal points and constitutional bodies overseeing gender issues can be key stakeholders in propagating and advocating for best practices. Local and decentralised governments working with communities can implement best practices in keeping with national, regional and international commitments. When a government is committed to gender equality, the relevant departments should identify best practices on gender equality and adopt them domestically. Examples of country trends such as women's quotas for political participation, gender-responsive budgeting and universal primary education show that member states can have common approaches and objectives towards adopting best practices.

At the broader policy-setting level, member states learn from one another and adopt best practices through the leadership of the AU and the Africa Peer Review Forum. For example, the adoption of the progressive Maputo Protocol was a big achievement of the Heads of State and Government of the AU. The CARMMA initiative has been widely

adopted, and the AU Campaign to End Child Marriage has had an uptick in the number of African countries launching related strategic plans.[188] Various other campaigns on gender equality have been undertaken by AU Member States at the continental level and through RECs. Several RECs have frameworks, strategies and action plans on women's rights and gender equality and member states are implementing programmes at the national level to realise their regional commitments. These common regional standards build on best practices and help to diffuse their acceptance and implementation nationally. For example, the one stop centres for GBV survivors were recommended in the Kampala Declaration on Ending Impunity for SGBV, which was adopted in 2011 by the Heads of State and Government of 12 countries of the international Conference of the Great Lakes.

Governments can also share and implement best practices in collaboration with the United Nations specialised agencies and from collaborating with civil society organisations and the private sector. The annual AU Pre-Summit Consultative meetings on Gender Mainstreaming in the AU are an important space for civil society to interface with Ministers of Gender and Women's Affairs and RECs at the regional level on gender mainstreaming.

Furthermore, many APRM countries have implemented best practices with the participation of civil society organisations. At the domestic level, most National Action Plans on UN Resolution 1325 have been developed by governments with the involvement of the civil society.

5.2 Civil society

The civil society in any given country comprises of individuals who may act independently or in association through groups and movements. Like-minded individuals with common objectives can also form organisations as part of civil society. Individuals and organisations promoting gender equality are often lobbying and advocating for the adoption of standards and codes for gender equality. Civil society actors and civil society organisations can and have played a critical role in Africa in conducting research, gender analyses, data collection, lobbying, advocacy and implementing programmes and documenting lessons learned in gender equality for women and girls. In the process, they have generated good and best practices in gender equality, many of which have been appreciated and supported by governments. Often, CSOs work together in networks and coalitions of NGOs and individuals, sharing experiences, disseminating information and analysing trends. In this way, many good and best practices are learned, shared, analysed and even adopted by like-minded organisations when the practices are replicable.

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[188] African Union 'African Union Campaign to End Child Marriage'. Available at https://au.int/en/sa/cecm.

In some APRM countries, governments have structures in their sectoral frameworks to incorporate CSOs formally as institutional strategic partners. In these frameworks, CSOs and governments can exchange ideas on best practices and jointly implement and monitor programmes. The APRM encourages these and other forms of collaborative partnerships as a good practice in implementing the National Programme of Action (NPoA).

5.3 Private sector

The private sector is a legitimate partner of the APRM and has a role to play in fostering best practices towards gender equality. The private sector encompasses businesses whose primary objective is to make profit. The businesses that they operate develop goods, services and ideas for the general public, employ men and women and they also integrate them on their boards by law. Several big businesses have adopted programmes for the public as a way of showing appreciation or building goodwill towards their audiences. For some of these initiatives, good practices based on promoting gender equality can be generated, as discussed in this manual in Sections Three and Four. Some private sector entities partner with NGOs and other governance or human rights champions to promote worthy causes. These causes can sometimes generate or further best practices in gender equality as seen in Kenya in the case of Safaricom.

Furthermore, businesses can practice gender equality best practices internally through their labour, procurement, employment and community engagement policies. They can also support in kind or through financial contributions from government and civil society programmes that promote gender equality.

5.4 Development Partners

Development partners are intergovernmental or bilateral entities that have a core focus on promoting development work, including best practices. There are many development agencies with a direct mandate on promoting gender equality, including the African Union Commission's Gender Directorate, the African Commission on Human and People's Rights, Gender Directorates of Regional Economic Communities and UN Women. These organisations have a specific interest in promoting discourse, research, implementation, and documentation of best practices in gender equality. Furthermore, some western countries have a strong focus on gender equality as part of their foreign development aid policy such as SIDA. They partner with African governments, like-minded development

partners and local and international NGOs to promote the goals of gender equality, often promoting research and learning on best practices.

Checklist: Stakeholders for promoting best practices in gender equality	
Civil society and CSOs • Women led organisations • Women's groups • Youth groups • Minority groups • Human Rights Groups • Disabled Peoples' organisations • NGOs working on human rights issues • Community based organisations • Charity based foundations • Labour / workers' unions • Politicians and political parties • Political parties • Individual activists • Academia • Media activists/journalists • Religious leaders • Traditional/cultural leaders	**Private sector** • Companies/corporations, (especially those practicing social corporate responsibility) • Firms • Media companies • Businesses in the informal private sector • Associations of business owners • Private foundations
Government/Public bodies • Ministries, departments, and agencies • National APRM Focal Points • APRM National Governing Councils/Commissions • Ministerial Gender Focal Points • Human Rights Commissions • Gender machineries • Constitutional Commissions • Parliament • Judiciary • Elected/appointed n local government officials • Chiefs/traditional institutions	**Development partners at country level** • African Union Representatives • Africa Development Bank Representatives United Nations Agencies • United Nations Agencies • Embassies/ Countries' development agencies

Section
Six

6.0 ENTRY POINTS IN THE APRM SYSTEM TO INCORPORATE BEST PRACTICES IN GENDER EQUALITY

6.1 Self-Assessment Phase

The country self-assessment review process has been described in Section Two. Because it is a phase for government, citizens, civil society and the private sector to share knowledge and information, it is a highly participatory process. In that period, countries use various data collection methods to source and showcase progress and even best practices. Stakeholders can use the consultative platforms to share detailed information on best practices in written or oral form. It is important for the technical research institutes conducting fact finding to explore existing best practices on gender equality for inclusion in the country self-assessment report.

6.2 Country Review Mission

During this phase, CSOs, governments and the private sector are invited to share information, perspectives, challenges, and recommendations with the APRM reviewers in public hearings and field visits. This extends to include civil society organisations, which are always encouraged to participate and share information. As explained in Section Two, stakeholders are also invited to share written submissions on any governance issue under review. This is an opportunity to highlight best practices for inclusion in the Country Review Report and in fact, it is an important avenue for experts to learn about country best practices. The Country Review Reports are an important strategy of documenting best practices of countries, which can be read and discussed and disseminated with other African countries through their leaders in the Africa Peer Review Forum. This will increase the opportunities to learn about and replicate best practices.

## 6.3 National Programme of Action

The National Programme of Action (NPoA) distils the review findings and recommendations into an action plan for how to implement national development objectives. It involves identifying the priority interventions required to achieve certain overarching governance issues. In this phase, all APRM stakeholders including government, CSOs and the private sector are encouraged to collectively identify and recommend governance issues informed by best practices that they have learned through their own work or from other APRM Member States and AU Member States. The strategies can cover various action points that are appropriate to address governance challenges.

The United Nations in 2010 identified the following initiatives as possible components of good practice at both policy and implementation level:[189]

International treaties, legislation (at the national, subnational and local levels), regulations, policies, strategies, institutional frameworks, planning and coordination procedures, international cooperation policies, programmes, projects, campaigns, subsidies, financing mechanisms, tariff structures, operators' contracts, complaints procedures and judicial and quasi-judicial decisions.

During the implementation of NPoA, APRM Member States can develop strategies and indicators, including gender equality indicators, to incorporate best practices into identified interventions. It is also important at this stage to collect gender and sex disaggregated data in order to monitor and evaluate whether positive changes are occurring in terms of gender equality. CSOs assigned responsibilities within the NPoA and the private sector as well can draw on lessons learned from best practices to improve programme implementation in their tasks. It is also important for all stakeholders implementing the NPoA to work harmoniously and share information on process and results, in order to promote continuous learning. Without pursuing common objectives in a unified manner, NPoA results may not be attained in the manner and timeframe envisaged.

Figure 1: Pros and Cons of APRM stakeholders working together

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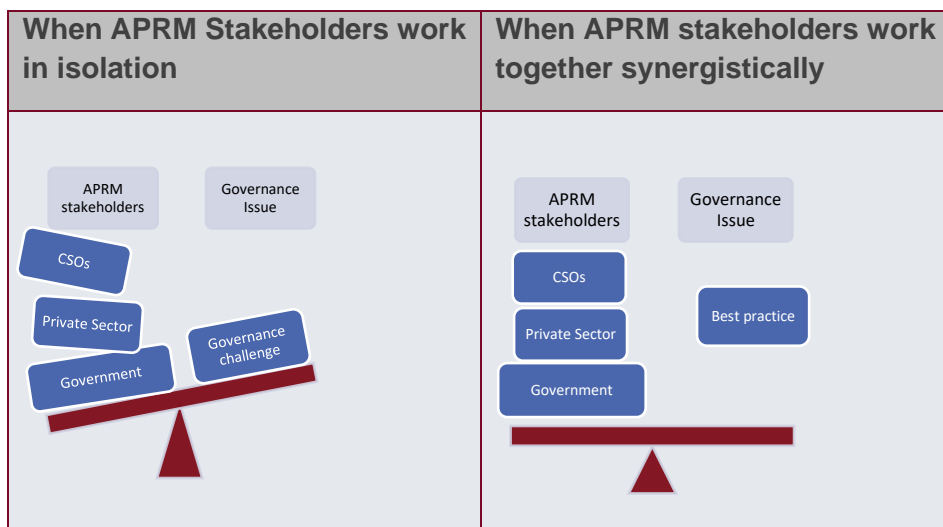
[189] UN Human Rights Council 'Report of the independent expert on the issue of human rights obligations related to access to safe drinking water and sanitation', Catarina de Albuquerque Addendum Progress report on the compilation of good practices A/HRC/15/31/Add.1.

6.4 Monitoring and Reporting

All APRM stakeholders have a role to play in monitoring the implementation of the NPoA. The Government has the main duty of compiling a report annually to the APRM continental secretariat on progress made in achieving the targets set out in the NPoA. Within this phase, Government can monitor jointly with CSOs and the private sector along designated responsibilities and report on emerging or established areas of good practices on gender equality targets and objectives.

☰ Checklist for documenting a best practice

In seeking to document the components of a best practice, the following tool can be a guide.

1. What was the objective of the gender equality intervention designed?
   - o What problem or challenge is being addressed?
   - o What is the change that the intervention seeks to attain?

2. Who were the stakeholders involved in the intervention at different levels?
   - o Who are the implementers? (e.g. government, community members, religious or traditional leaders, men, children, NGOs, private sector, etc.)
   - o Who are the intended beneficiaries? (The target population for whom the intervention was intended).

3. What strategy was developed to integrate gender equality in any of the following
   - o Law, policy or action plan
   - o Programmes, systems and institutions established or strengthened
   - o Approach or method (e.g women's empowerment, partnerships, inclusiveness, affirmative action, women only programmes etc)
   - o Influencing practice or behaviour change
   - o Resource allocations (e.g., budgets, grants or subsidies, cash transfers etc)
   - o Implementation structures (e.g organisations, departments, governmental or cultural institutions, communities, religious institutions etc)
   - o Human Resources (e.g., personnel, staff, codes of conduct, training)
   - o Gender disaggregated data collection and gender analyses

o Monitoring and evaluation of gender indicators

4. What positive and sustainable changes have occurred as a result of the intervention?
    o What was successful, sustainable, special and replicable about this?
    o Which category of women and/or girls have benefitted (e.g schoolgirls, pregnant women, elder women, the poor, women with HIV, women in business etc)?
    o How have women's and/or girl's lives changed for the better?
    o Can the benefits which the women and/or girls have received remain long after the intervention commenced and/or completed?

5. What lessons can be learned in attaining gender equality in the identified intervention?
    o What are the challenges?
    o What was unique or transformative about the intervention?
    o Are the results sustainable?
    o Are there conditions for replication?