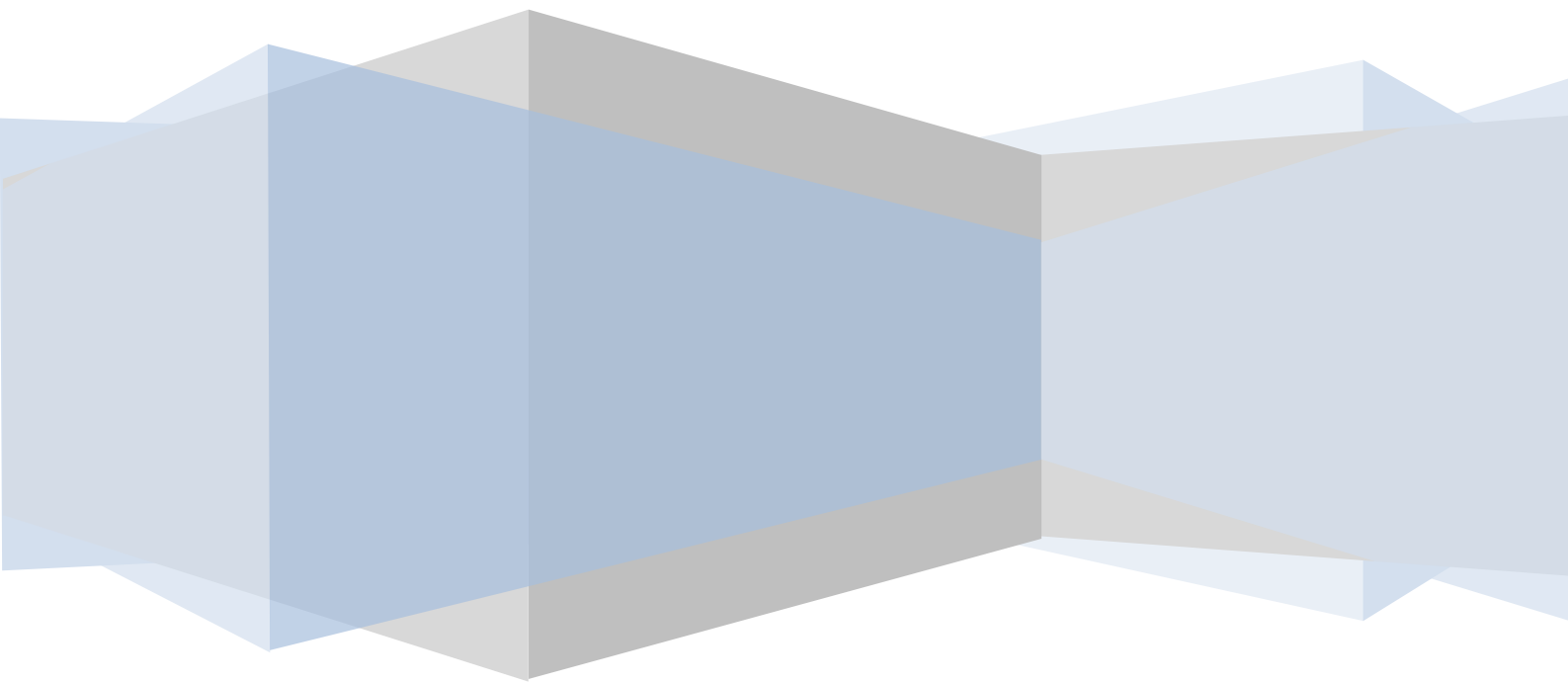


# **African Union Gender Policy**

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# **Table of Contents**

**Preface**

**Foreword**

**Acknowledgement**

**PART I - Historical Background to the Policy and AU Institutional Profile**

**PART II - The Context of the African Union Gender Policy**

**PART III - AU Gender Policy Commitments**

**PART IV – Institutional Framework for the Implementation of the Policy**

**Annexes**

- 1. Gender Action Plan (GAP)**
- 2. Glossary**
- 3. References**

## List of acronyms

AfDB	African Development Bank
ACHPR	Africa Charter on Human and Peoples' Rights
APRM	African Peer Review Mechanism
AU	African Union
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
COMESA	Community of East and Southern Africa
CS	Commonwealth Secretariat
CSO	Civil Society Organisation
DDR	Disarmament, Demobilisation and Reintegration
ECA	Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EGDC	ECOWAS Gender Development Centre
FWCW	Fourth World Conference on Women
FP	Focal Point
FGM	Female Genital Mutilation
GAD	Gender and Development
GBV	Gender Based Violence
GEM	Gender Empowerment Measure
GEWE	Gender Equality and Women Empowerment
GFP	Gender Focal Point
GMS	Gender Management System
GMT	Gender Management Team
HIV/AIDS	Human immunodeficiency virus/Acquired immunodeficiency syndrome
ICPD	International Conference on Population and Development
ICT	Information Communication Technology
ILO	International Labour Organisation
MDGs	Millennium Development Goals
NEPAD	New Partnership for Africa's Development
NGOs	Non- governmental Organisations
OAU	Organisation of African Unity
PFA	Plans for Action
PLWHA	People living with HIV/AIDS
RECs	Regional Economic Communities
SDGEA	Solemn Declaration on Gender Equality in Africa
SADC	Southern Africa Development Community
SWCF	Second World Conference on Women
TWCW	Third World Conference on Women
UEMOA	Economic and Monetary Union of West Africa
UN	United Nations
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNCTAD	United Nations Conference on Trade and Development
WAD	Women and Development
WID	Women in Development

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## **Preface**

On behalf of the Assembly of the Heads of State and Government of the African Union, it is my great honour and pleasure to record the Assembly's satisfaction on the development of the first ever African Union Gender Policy. This document encapsulates decisions and Declarations of this Assembly and other global commitments on gender and women's empowerment and demonstrated the continued leadership of the African Union in advancing gender equality in the continent. They include the adoption of Article 4 (L) of the Constitutive Act of the African Union which enshrined the Parity Principle, the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the Solemn Declaration on Gender Equality in Africa, among others

This Gender Policy provides a mandate for the operationalization of Assembly commitments and is accompanied by a comprehensive Action Plan, which will guide the implementation of these commitments by AU organs and will be reviewed periodically. It also compliments ongoing implementation of these commitments at the Member States level and in Regional Economic Communities (RECs).

Indeed, this policy could not have come at a better time as its adoption will facilitate the operationalization of Assembly Decision AU/Dec.134-164 (IIIV) on the Establishment of the African Women Trust Fund. Furthermore, its adoption coincides with the 15<sup>th</sup> Anniversary of the Beijing Conference and further, will pave way for implementation of the proposed African Women's Decade (2010-2020), thus providing a road map for the realization of the objectives for the decade.

**H.E. President Jakaya Kikwete**

**Chairperson**

**Assembly of African Union**

**President of United Republic of Tanzania**

## Foreword

I am extremely delighted to forward the first ever African Union Gender Policy , whose final development phase coincided with my assumption of the office of the Chairperson of the African Union Commission, making it one of my first policy documents to forward. The Women's Gender and Development Directorate which has developed this document is in my office, so it gives me double honour to carry out this noble and important task.

The development of the AU Gender Policy and its implementation plan has been inspired by the overwhelming political will and commitment demonstrated by African Union's Heads of States and Government who in the last few years have adopted important decisions including Article 4 (1) of the Constitutive Act of the African Union which has enshrined the Parity Principle, the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the Solemn Declaration on Gender Equality in Africa. The AU Heads of State and Government Summit continue to champion gender equality and empowerment through their subsequent decisions aimed at accelerating the implementation of their own commitments and, Millennium Development Goals in general and particular MDG 3 on Gender Equality and Women's Empowerment.

The AU Gender Policy could not have come at a better time. Its adoption coincides with phase two (2) of the review of the implementation of Horizon 2004-2007 in which the Gender Policy will both guide the Commissions revised implementation phase of all its programmes, but also will constitute the gender action Plan. The Commissions ambitious plan to establish gender management systems requires programmatic tools and mechanisms needed to raise standards for tracking and eliminating gender discrimination and other inequalities. It is for this reason that the Commission undertook a Gender Audit on the Commission and plans to carry out Gender Audits in other AU Organs and institutions. With these Gender Policy and Action Plan in place, the Commission, other AU Organs, RECs and Member States will be able to ensure equality, human dignity and peace for all and fulfil the vision of AU.

The Africa Region is committed to social economic development which takes into account the diversity in social, cultural, and traditional setting and is making effort to address cultures and practices which militate against enjoyment of freedom and rights by women and girls. The AU Gender Policy Commitments will be used to provide the basis and to eliminate barriers to gender equality in the continent. It will also guide gender equality actions for the continent in implementing other global commitments on gender including MDG 3 targets.

I am confident that the AU Gender Policy will serve as point of reference in Policy making and provide overarching leadership in Gender Equality to AU Organs, Member states and the Commission.

**H.E. Jean Ping**  
**Chairperson**

## **Acknowledgement**

The development of the African Union Gender Policy has come a long way. The process started in early 2006, and the possibility of presenting a completed policy to the African Union Summit was envisaged as early as January 2007. Although it has taken the Directorate longer than earlier projected, this milestone has finally been achieved, thanks to a team of dedicated experts consisting consultants, stakeholders, development partners, United Nations Agencies particularly UNFPA, ECA and UNIFEM, RECs, AU Organs and CSOs who participated in the 1<sup>st</sup> and 2<sup>nd</sup> Stakeholders Forum on the Gender Policy.

Special gratitude goes to the former Chairperson of the AUC for the indispensable role he played in championing the development of various policies in the commission, including the Gender Policy.

The AU wishes to express its profound gratitude to H.E Jean Ping the current Chairperson of the AUC, who has overwhelmingly supported the work of the Gender Directorate in general and this Gender Policy in particular, from the day he assumed the office of the Chairperson. The overall support from Deputy Chairperson H.E Erastus Mwencha and technical support from all Commissioners have gone a long way in making this policy document a reality.

Finally the AU wishes to thank Gender and Women Affairs Ministers, Experts from member states, AU staff who participated in the Inter-Directorate retreat, Members of PRC, the AUWC and representatives of AU Organs, for their inputs as well as the Director and staff members of the Women Gender and Development and Directorate of the African Union Commission, for their hard work during the entire process.



## PART I:

### Historical Background to the Policy and AU Institutional Profile

#### 1. Historical Background to the Policy

The AU's commitment to gender equality is rooted in the African Charter on Human and Peoples Rights. This commitment is reinforced by the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa, the Solemn Declaration on Gender Equality in Africa (SDGEA) and the Post Conflict Reconstruction and Development adopted by the Heads of State and Government in 2006.

Some of the landmark decisions which highlight AU's leadership in Gender Equality and Women's Empowerment include

(i) *The Declaration on promotion of gender equality as a major goal of the AU*- Article 4(L) of the Constitutive Act specifically provides that the African Union **"shall function in accordance with the promotion of gender equality"**, thereby making the promotion of gender equality one of the goals of the AU.

(ii) *Location of the gender machinery in the Office of the Chairperson of the Commission*- In order to ensure that the principle of promoting gender equality is adhered to, and to facilitate gender mainstreaming within the Commission itself and the AU as a whole, Article 12(3) of the Statutes of the AU Commission specifically provides that, because *"gender issues are cross-cutting through all the portfolios of the Commission, a special unit shall be established in the Office of the Chairperson to co-ordinate all activities and programmes of the Commission related to gender issues."* The Statutes thus locate the internal gender machinery of the AU in the highest political and administrative office of the Commission, that is, under the Chairperson of the Commission, **who has the ultimate responsibility for gender mainstreaming within the AU.**

(iii) *Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa*- The AU Assembly adopted the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa in July 2003 in Maputo Mozambique. The African Commission on Human and Peoples' Rights will monitor implementation of the Protocol through Member States' submission of periodic reports under the African Charter, with the African Court of Human and Peoples' Rights being responsible for matters of interpretation arising from application or implementation of the Protocol.

(iv) *The Solemn Declaration on Gender Equality in Africa (SDGEA)* was adopted by AU Heads of State and Government at their July 2004 Summit. In the SDGEA, the leaders reaffirmed their commitment to: the principle of gender equality as enshrined in Article 4 (L) of the Constitutive Act of the African Union, as well as other existing commitments, principles, goals and actions set out in the various regional, continental and international instruments on human and women's rights. They also committed themselves to continue, to expand and to accelerate efforts to promote gender equality at all levels, and the determination to build on the progress that have been achieved in addressing issues of major concern to the women of Africa.



The instruments above have enabled the RECs and Member States to advance their own legal, administrative and institutional frameworks to make progress on women's rights and gender equality.

In many respects, the AU's approach to the advancement of women's rights and gender equality has been informed by the **UN frameworks** and specific needs of the continent, in particular:

i) In the UN, the commitment to the achievement of gender can be traced to the 1948 United Nations Charter and the Universal Declaration on Human Rights which states that rights and freedoms will not be limited by a person's gender and establishes that "all human beings are born free and equal in dignity and rights". Since then the milestones that followed include UN instruments such as Convention the Elimination of All forms of Discrimination Against Women (CEDAW), Vienna Declaration on Human Rights, The Nairobi Forward Looking Strategies, BPA, the International Conference on Population and Development (ICPD), Palermo Protocol on Trafficking in Humans and the Millennium Declaration and Millennium Development Goals (MDGs). At institutional level the UN has put in place an elaborate institutional mechanism to support the advancement of women and gender equality.

ii) The 1948 United Nations Charter and the Universal Declaration on Human Rights States that rights and freedoms will not be limited by a person's sex and establishes that "all human beings are born free and equal in dignity and rights". In 1946, the United Nations created the Division for the Advancement of Women (DAW) to champion women's empowerment and gender equality to ensure that half of the world's population enjoys equal rights as well as lives in dignity as equal citizen everywhere.

iii) The United Nations through the DAW continued championing women's empowerment, rights and equality and in 1974, declared an International Year of Women, which was globally celebrated by women and ended in Mexico City, Mexico (1975).

iv) Resolution 1325 is a landmark step that politically legitimises women's role in peace, security in conflict and post conflict management. The resolution contains actions for gender mainstreaming in humanitarian operations and DDR. It also stresses the importance of inclusion and collaboration by UN organs, civil society and the Commission on Status of Women. Resolution 1325 (2000) has emerged as an all inclusive resolution to address gender perspectives and women's specific issues in terms of peace, conflict resolution and post conflict management(DDR) and has already become a powerful tool which has already been domesticated by the AU.

It was realised in Mexico City that one year was not enough to create the awareness on gender imbalances, address gender discrimination and lack of empowerment and so the United Nations declared Women's Decade at the Mexico City World Conference on Women. There after, successful Women's Decades and their mid-term reviews have been held with full participation of UN member states. Against this global background and informed by its civil society campaigns and advocacy on women's rights and gender equity, African Union Member states have been actively involved in these conferences and helped shape the debate on women's empowerment and gender equality for over the past 30 years starting with the First World Conference on Women (FWCW) held in Mexico City, Mexico (1975), followed by the Second World Conference on Women (SWCW) held in the Copenhagen, Denmark (1980), then the Third World Conference on Women (TWCW) held in Nairobi, Kenya (1985) and lastly the Fourth World Conference on Women held in Beijing, China in 1995.

While these conferences have contributed to progressive strengthening of the legal, economic, social and political dimensions of the role of women, the world is still far from achieving gender equality.

Furthermore, African member states are signatories to the UN General Assembly land mark Convention for the Elimination of all forms of Discrimination Against Women (CEDAW), which was adopted in 1979. Implementation challenges still exist around CEDAW on the continent. Although each of these global conferences gave birth to powerful recognition of the crucial role of women, both rural and urban, at family, community and national level, their specific contribution to development has not yet been recognised and evaluated.

While it is evident that women substantially contribute to economic, social and political development as well as in environmental management, they have not benefited from economic growth and development, continue to be outside the decision making sphere and barely enjoy any human rights. Progress must be made through fruitful dialogue between civil society and governments, backed by political will, reflecting in changing constitutional, legal and social platforms through which more women can exercise voice and accountability in decision-making that affects their well-being.<sup>i</sup> Nonetheless, women still face discrimination, exclusion, and marginalisation and do not share equally the benefits from production.

The creation of UNIFEM allowed institutional recognition to the need for a focused approach to women's empowerment at global and local levels. The contribution of Africa to global action has been immense and is reflected in the history .

In the 1990s the international community built a momentum and commitments to gender equality and empowerment of women (GAD), drawing from the powerful synergies of the women movement which fuelled the drive towards gender equality for sustainable development to replace the integration of Women in Development Approach (WID) of the 1980s. The United Nations (UN) World Conference on Human Rights in Vienna in 1993 emphasised the importance of gender equality in all areas of social and economic development, as did the International Conference on Population and Development in Cairo – ICPD (1994), which emphasised the quality of life of the present and future generations as well as empowerment of women and gender equality. Through Agenda 21, Women's role was stressed in the Rio commitment which centrally placed women's contribution in environment management, while at the same time acknowledging their suffering due to environmental depletion which now has taken alarming dimensions in the context of climate change and also intensified pollution driven by wasteful consumption, unprecedented growth in human numbers, persistent poverty, and social and economic inequalities. Gender perspectives were taken into account by governments and civil society.

The success of the Fourth World Conference on Women, held in Beijing (1995) was the result of fundamental interests that were presented during the preparatory meeting held in Dakar. This meeting had dynamically stimulated networking and solidarity through a synergy of actions which led to an intergenerational transfer of knowledge and values in the women movements on gender issues and through institutional formations in Africa.

More recently the adoption of the UN Millennium Development Goals in particular MDG3 on Gender Equality and women empowerment, has become an effective way to bridge the gender gap in education, combat feminised poverty, and improve health

and HIV/AIDS, and stimulate other sectors to meet the millennium goals development by the year 2015. In addition, the Paris Declaration on Aid Effectiveness in 2005 agreed on principles which if engendered could accelerate development in general and advance gender equality. Engendering of the Paris Declaration would go along way in implementing Article 3 & 4 of the Constitutive Act of the Union the Protocol to the African Charter on Human and People's Rights related to the Rights of Women in Africa and also Article 2 of the Solemn Declaration on Gender Equality in Africa (SDGEA).

This Gender policy takes into account the AU Policy on Migration, the AU Nutrition Strategy, the African Position on the family, the African Social Policy Framework, the Maputo Plan of Action on Sexual and Reproductive Health, the African youth charter, the outcome of the African Development Forum on Gender , Empowerment and ending Violence Against Women, the Comprehensive Africa Agricultural Programme (CAADP) and other key AU Decisions, Declarations and instruments having a bearing on the advancement of women and gender equality,

### **1. A. AU Institutional Profile**

The AU has engaged unprecedented political, social and economic transformation reflections leading the continent to a renaissance that engages all in an intense process of reflection and actions leading eventually to a Union Government of Africa. This strategic action creates an opportunity for AU to perfect its mandate, which is primarily to advance political, and socio economic integration, leading to higher living standards and enhancement of its efforts to play a rightful role in globalisation. AU is also leading in conflict resolution and peace building in several countries. The nature and power of the AU constitutive Act, AU Organs (9), the RECs (7) and 53 Member States, its vision and mission and its strategic plan, the new structure, excellent human resource base, (based on the Maputo Declarations 2003) as well as key programmes of NEPAD and APRM reflect the African leadership committed to ensure a bright future and better life for its people-women, men and children. AU's Partnership and Cooperation with the United Nations (such as ECA, UNFPA, UNIFEM, ILO), Bilaterals and Multilaterals in sharing visions and mutual beneficial relations are all strategic and enhance Africa's inclusion in important global meetings and agreements. The AU is aware that gender and women perspectives cut across all these issues.

AU has a strong political will for ensuring gender equality and has demonstrated this by adopting a policy of support and making efforts to institutionalise gender mainstreaming and establish a working Gender Management System (GMS). The Gender mainstreaming work of the AU Commission is led by the Women and Gender Development Directorate.

Consultative representation of civil society will continue to be a necessity and will allow pan-African and regional organisations with expertise and insight to help inform the AU institutional processes.

### **2. B. The AU Commission Level**

The Women and Gender Development Directorate--WGDD was created in 2000 under the Office of the Chairperson of the Commission. It has overall mandate of ensuring that capacity is built for all AU Organs, RECs and Member States to understand gender, develop skills for achieving gender mainstreaming targets and practices in all policy and programme processes and actions by 2020, in order to close

the existing gender gaps and deliver the promise of equality for all African men, women, boys and girls.<sup>ii</sup>

### **3. C. The AU Organs**

The AU Organs including, The Assembly of the Union, The Executive Council, The Pan African Union, The Court of Justice, The Commission, The Permanent Representative Committee, The Specialised Technical Committee, The Economic, Social and Cultural Council, The Financial Institutions have political will to promote gender equality demonstrated in the provisions of various international and regional Conventions, Treaties, Charters, Protocols and Declarations adopted over the years. The Constitutive Act of the Africa Union Article 4 (L) stipulates that the Union will function in accordance with the principle of gender equality..." By this principle, it is hoped that all AU Organs address gender equality in policies and programme."

### **4. D. The RECs Level**

1. The majority of Regional Economic Commissions RECs including, Arab Maghreb Union (AMU) Common Market for East & Southern Africa (COMESA) Community of Sahel-Saharan States (CEN-SAD), Economic Community of West African States ECOWAS) Inter-Governmental Authority for Development (IGAD), Southern Africa Development Community (SADC) have Gender Units.
2. The RECs and their Member States have elaborated Gender Policies, and adopted Gender Declarations, Action Plans and Frameworks, strategic plans, gender audits and gender analysis tools which guide gender mainstreaming, programming and budgeting. They have also developed Training Tools and Resources and have action Plans. The RECs have limited core funds for gender mainstreaming and funds for special women empowerment activities from partners.

### **5. E. The Member States Level**

Up to date, 70% of member states currently have gender policies and yet few of them have been implemented. Although they are in the process of implementing declarations and have developed action plans, and strategic plans to implement their commitments. A few of them have established Gender Management Systems (GMS). Member states acknowledge gender mainstreaming as a global, regional and national strategy in the implementation of the Beijing Platform for Action and the MDG 3 Gender Equality. While many of them are committed to implement global commitments, they face challenges of weak Gender/Women machineries and inadequate resources in the context of unfulfilled bilateral and multilateral pledges, in general under ODA, with serious budgetary cuts in some sectors resulting in negative gender impacts. At the regional level, AU Member States adopted SDGEA and the Protocol, which encompass core critical issues in the Beijing and Dakar Platforms and in the MDGs. Progress on Member States implementation of SDGEA and the protocol is submitted every year at the January Summit of Heads of State and Government

Member states vary in their involvement and consultation mechanisms with National Women's organisations. Some have a young civil society while others have fully developed organisations. Experience should be shared through the implementation of this policy using an examination of best practice for involving National Women's Organisations.

ECOSOCC provides an opportunity for an evaluation of the essential presence of women, and men's groups on gender issues to have voice and presence at the pan African level and regional level. A valid contribution is solicited for policy, practice, experience and knowledge that can better inform our AU processes.

## **6. F. AU Governing Principles and Values**

The African Charter on Human and People's Rights (ACHPR adopted in 1981 OAU Assembly of Heads of State and Government) indicated the principles and values stated in articles 2, 3, 5, and 18 as rights for individual freedom, equal before the law, entitlement for protection of the law, entitlement to respect for life and integrity of persons, and prohibition of slavery, torture, cruel inhuman and degrading punishment. The Abuja Treaty establishing the African Economic Community (1991) in its Article 3 (g) (h) recognises the principles and objectives of the OAU Charter regarding human rights and re-affirmed the recognition, promotion and protection of human rights and people's rights as well laid out principles and values of freedom in the establishment of its legal structure and political framework. This is stipulated in Articles 2, 3, 5, 18. In Article 75, the Treaty called on Member States to put in place mechanisms for the development and value of the African Woman through improvements to her social, economic legal and cultural conditions and ensure full participation of women in the development and activities of African Economic Community.

## **7. AU Vision**

**The Vision of African Union is that of an Africa Integrated, Prosperous and Peaceful; an Africa Driven by its Own Citizens; and an Africa which is a dynamic Force in the Global Arena.**

*AU ensures a just and peaceful environment where men and women live dignified harmonious lives to benefit equally from socio - economic development.*

## **8. G. AU Mission Statements Include**

1. Building capacities for integration
2. Ensuring over-all coherence of the programmes aimed at speeding up integration process through actions undertaken in two directions (Harmonisation and rationalising the Regional Economic Communities (RECs), integration)
3. Organise brainstorming and institute strategic watch tower on key issues affecting the future of the continent includes equality between men and women, boys and girls.
4. Assuming dynamic information and advocacy role for Africa vis-à-vis the World
5. Play a leadership role for promotion of peace, human security and good governance on the continent
6. Stimulate economic, social and cultural development on the continent. .
7. Establish a standing follow up evaluation mechanism.

Gender perspective is considered as a transversal theme at the level of AU Mission statements.

## **Part II**

### **The Context of the African Union Gender Policy**

#### **9. Introduction**

In an international globalised context where cultural, geographic, economic and social boundaries are dissolved, the respect for human rights and their indivisibility constitute a fundamental principle for all humanity. Moreover, new concepts and development approaches have materialized to ensure increased equity and equality between men and women.

The growing recognition of the leadership role of women in all spheres of development including their participation in decision – making at the international, regional and national level are reflected in the creation of platforms of action related to gender. It is in this context that the AU developed a gender policy that focuses on closing the equality gap between men and women in general and particularly addressing gender inequalities which have resulted in women's disempowerments and feminisation of poverty, in order to have a better understanding of the contribution of women in development.

This policy provides a framework which will to accelerate the realization of gender equality, fairness between men and women, non-discrimination and fundamental rights in Africa. In a more general manner, this policy is conceived as a tool to facilitate the advancement of Africa's political and social economic integration, guarantee that gender issues are included in the African agenda, accelerate gender mainstreaming, contribute to higher living standards and enhance the efforts exerted by African peoples to play a rightful role in a globalising world.

Furthermore, there is an increase in awareness of the crucial role of women in conflict, post conflict situations and in consolidation of peace, reconstruction and reconciliation. There is also a consensus in addressing gender issues in the peacekeeping sector, consequently gender mainstreaming is gaining prominence in the UN and also within the African continent.

The desired effect and impact of this policy is to offer opportunities for empowerment of women, guarantee their protection against violence and rape, as well as their participation in public and economic life. To achieve this, a paradigm shift is inevitable. The policy underpins the requisite need for identifying ways and means to foster interventions focused on gender such as the creation of the African Women's Trust Fund, reorientations of existing institutions and to pay better attention to gender equality.

This Policy document constitutes four parts namely Part I which presents the historical background to gender issues in Africa, Part II which presents the policy goals, objectives, principles, values and targets, Part III which presents the gender policy commitments and Part IV which constitutes. Institutional framework for the imple-

mentation of the policy. The Gender Policy Action Plan to implement the policy commitments is an important Annex to this policy.

### **The Mandate of the Gender Policy**

The mandate for GEWE policy derives from three main factors:

- a) The strong AU commitment to gender equality as established in the various AU basic documents, namely the AU Constitutive Act (Art. 4); the Protocol on the Rights of Women, SDGEA, NEPAD framework, etc. Collectively, these instruments form a normative framework that confers a number of commitments and corresponding responsibilities for the promotion of gender equality in Africa
- b) The aspirations and achievements of the African women's movement have influenced the acceleration of promoting gender equality and women empowerment.
- c) The empirical necessity to consolidate the positive experience that took place in Africa following the ratification of the principles of gender equality, as well as ensuring progress in terms of developing gender equality policies and creating mechanisms for promoting the empowerment of all peoples of Africa.

### **10. The Purpose of the Gender Policy**

The main purpose of gender policy is to establish a clear vision and make commitments to guide the process of gender mainstreaming and women empowerment to influence policies, procedures and practices which will accelerate achievement of gender equality, gender justice, non discrimination and fundamental human rights in Africa.

### **Policy Values and Principles**

This gender policy will be guided by the values and principles stipulated in the AU's Constitutive Act as well as the commitments of its Organs, Member States and Regional Economic Communities (RECs). These include:

1. The promotion of good governance and the rule of law, which guarantees human rights and rights of women through democratic and transparent institutions;
2. Adherence to the principle of gender equality between men and women, boys and girls in enjoying their rights, sharing of opportunities, benefits and contributions;
3. Strict observance of the principle of gender equity which guarantees fairness and equal treatment for all;
4. Strict adherence to the Parity Principle as enshrined in the Constitutive Act of the African Union;
5. The promotion of the principle of shared responsibility, accountability and ownership of the commitments made by the AU;
6. The promotion of regional integration as a vehicle for the advancement of the African continent and its peoples;
7. The application of the principle of subsidiarity to ensure the efficient and effective implementation of the policy at all levels.

## **Vision of the AU Gender Policy**

The vision of the African Union Gender Policy is to achieve an African society founded on democracy, gender equality, human rights and dignity and recognizes the equal status of women and men, girls and boys, with both sexes thriving together harmoniously, in a peaceful and secure environment characterized by equal partnership in decision-making in the development of the Continent.

## **Goals of the AU Gender Policy**

The overall goal of this policy is to adopt a rights based approach to development through evidence-based decision –making and the use of gender-disaggregated data and performance indicators for the achievement of gender equality and women’s empowerment in Africa. It seeks to promote a gender responsive environment and practices and to undertake commitments linked to the realisation of gender equality and women’s empowerment in Member States at the international, continental, regional and national level.

More specifically, the policy offers a framework to:

1. Accelerate gender mainstreaming in institutional, strategic and political cadres, and programmes and plans at decision – making level;
2. Establishment of an institutional framework for implementing the diverse commitments related to gender equality and empowerment of women;
3. Development of guidelines and enforcement of standards favouring the creation of a gender responsive environment with a view to ensure empowerment of women;
4. Establish standards and criteria required to monitor, evaluate and ensure the follow up of progress realised in mainstreaming gender equality and empowerment of women in a regular manner; and
5. Promote equitable access for both women and men to resources, knowledge, information and services including basic needs; and facilitate the implementation of corrective measures to address existing inequalities with regard to access to and control over resources as well as other empowerment opportunities.

## **Objectives of the Policy**

1 To advocate for the promotion of a gender responsive environment and practices as well as the enforcement of human rights, gender equality and women’s empower-



ment commitments made at international, continental, regional and Member states level;

2. To initiate and accelerate gender mainstreaming in institutions, legal frameworks, policies, programmes, strategic frameworks and plans, Human Resources (HR) and performance management systems, resource allocation and decision making processes at all levels;
3. To promote the development of guidelines and enforcement of standards against sexual and gender-based violence, gender insensitive language and actions in the workplace (this includes the AU Commission and other organs, the RECs and Member States);
4. To develop a Gender Management System (GMS) within the AU and promote its adoption within other AU organs, the RECs and member states;
5. To address gender-based barriers to the free movement of persons and goods across borders throughout the continent;
6. To promote equitable access for both women and men to and control over resources, knowledge, information, land and business ownership, and services such as education and training, healthcare, credit, and legal rights; and
7. To facilitate the implementation of remedial measures to address existing inequalities in access to and control over factors of production including land.

In line with operative paragraph 12 of the SDGEA, Member States of the AU have undertaken to report annually on progress made in gender mainstreaming. In the same vein, operative paragraph 13 enjoins the AU Chairperson to report annually to the Summit. Since 2005, synthesis of reports from Member States and those of the Chairperson have been submitted for the consideration of the Summit.

The AU Gender Policy Commitments will be used to provide the basis to eliminate barriers to gender equality in the continent. It will also guide gender equality actions for the continent in implementing other global commitments on gender, including all MDG targets with a priority on goals set out in MDG3.

### **Rationale for AU Gender Policy**

The actualisation of human dignity, development and prosperity for entire Africa people underpins the AU struggle for socio-economic and political development anchored on a vision of “an integrated prosperous and peaceful Africa ... driven and managed by its own citizens... and representing a dynamic force in the international arena”. Both women and men have worked for the liberation of the continent, and for the economic emancipation, solidarity and cohesion necessary for its integration and unity. Therefore, they should participate and benefit equally in development processes. Thus, the quest for gender equality and women’s empowerment should be mainstreamed into all the institutional arrangements at policy and programming levels, for all AU organs, RECs and Member States to address the key issues of:

1. economic independence and equal access to resources
2. equal participation and access to economic opportunities in a globalizing world
3. equal participation in peace and security matters
4. equal representation in decision making and good governance and politics
5. equal access to education, livelihood and decent work opportunities

6. equal access to prevention, care, home based support and treatment of HIV/AIDS
7. equal access to ICT infrastructure and Applications, global alliance for IT development and building a sustainable e-future
8. eradication of all forms of gender based violence
9. Improved women's health and reduction of maternal mortality
10. elimination of gender stereotypes, sexism and all forms of discrimination
11. engendering policies, programmes, budgets and accountability frameworks underpinning AU Organs, RECs and Member States
12. participation of the media
13. food security and nutrition

Consideration of the African societal context is critical in determining how gender equality should be promoted. The roles that women, girls, men and boys perform are relative to their status, relationship among one another and power- relations in private and public spheres. Concepts, and the historic background such as patriarchy that has shaped the relationship between women and men and boys and girls, are context specific and based on very different value systems and structures in different countries and must be established for gender equality to be achieved. Development is about creating the supporting processes through which human beings/women and men are able to realise their full potential. Gender stereotypes, especially unequal power relations, often block this process for men as much as for women. These elements must be considered in AU's gender equality work and contextualised in the regional and universal human rights and women's rights instruments.

Women's empowerment and gender equality should form the basis of Gender Mainstreaming in the AU, AU organs and Member States, while men and women should be the socio- economic-political glue for the integration of the African continent.

The aspiration for equality between men and women largely reflects on good governance in Africa. The AU adopted a number of commitments in the domain of democracy and good governance, namely the Durban Declaration on Elections, Governance and Democracy; NEPAD Declaration on Democracy, Political, Economic and Enterprises Governance; Convention on the Fight against Corruption; Protocol to the African Charter on Human and People's Rights related to the Rights of Women in Africa. The Continent also witnessed synergies between the activities of civil society and pressures by women's organizations in favour of gender equality and empowerment of women so that international institutions may extend required support and to reinforce the capacity to elaborate policies, action plans and guidelines in order to accelerate activities targeting women's empowerment and mainstreaming the gender perspective. Despite this high level commitment and interest raised by this issue, mainstreaming the gender dimension has not yet reached the parity required at all levels in society. Institutionalisation efforts to integrate the principle of equality between men and women in the AU, RECS and Member States are very slow.

Analysing the situation across the Continent indicates the existence of disparities between men and women in numerous development domains and important sectors, namely decision – making, policies and distribution of power, economy, trade, agriculture, rural economy, domestic energy, health and peace negotiations. At the same

time, it is more and more evident that Africa's capacity to attain sustained economic growth and reduce the endemic levels of poverty obliges us to consecrate all efforts to women and girls.

Despite progressive constitutions across the Continent, only a limited number of development plans contain strong elements in terms of gender equality. Furthermore, numerous national action plans in this domain have hardly or no relation to national development strategies or even with accounts/budgets. Weak representation of women in diverse ministerial positions in many states and even in Parliament as well as in the judicial system is a major concern and challenge that demands prompt attention. This policy will provide the necessary framework that could overcome this disparity and accelerate mainstreaming the gender issue in all sectors of society.

The AU Gender Policy will be used to accelerate the execution of gender perspectives of mandates of AU Organs to promote the social, economic, political and cultural development of the African Continent and to ensure that women issues are included equally. It will move forward the implementation of the 2004 Solemn Declaration on Gender Equality in Africa by African Heads of State and Government which articulates the African gender issues among others. It offers a framework for the enhancement of gender equality stated in the policy commitments and principles for the AU Organs, RECs and Member States.

## Part III

### AU Gender Policy Commitments

#### 11. Policy Commitments:

The policy commitments are based on AU and international gender equality instruments including the Constitutive Act of the African Union, MDGs, SDGEA, Protocol to the African Charter on Human and People's Rights related to the Rights of Women in Africa, BPFA, UN Resolution 1325 (2000) on Peace and Security emphasising gender mainstreaming as core in the promotion of culture of peace, promotion of democracy, economic and social development and, human rights. The policy commitments are overarching and anchored on the pillars of AU Organs, RECs and Member States institutional policy statements, strategic plans, roadmaps and action plans for achieving gender equality and women empowerment targets in **eight** areas as follows

1. Creating an enabling and stable political environment
2. Legal Protection Actions against Discrimination for ensuring gender equality
3. Mobilisation of different players for Gender Equality in African
4. Rationalisation and harmonisation of Regional Economic Communities Gender Policies and Programmes; and
5. Resource Mobilisation
6. Capacity Building for Gender Mainstreaming
7. Gender Mainstreaming in all sectors.
8. Maintaining peace, security, settlement of conflicts and reconstruction.

#### **COMMITMENT 1: CREATING AN ENABLING AND STABLE ENVIRONMENT**

The AU Parity Principle represents the most advanced global commitment to equal representation between men and women in decision making. Adopted at the Inaugural Summit of Heads of States and Governments of the African Union held in Durban, South Africa in 2002, its adoption demonstrated the commitment of the newly transformed African Union to address persistent gender inequalities in the continent. Cultivating political will is, therefore, necessary for sustaining an environment that enables the enforcement of the AU 50/50 Gender Parity Principle and the achievement of gender equality in Africa

**A commitment that reaffirmed political will and enabling environment exists for AU Organs, RECs and Member States to achieve MDG Goal 3 Gender Equality by 2015**

#### **AU Organs including, RECs and Member States will**

1. Ensure that all political declarations and decisions are geared towards the elimination of persisting barriers that militate against gender equality and women's empowerment.
2. Understand implications of non-compliance in monetary and programmatic terms to gender mainstreaming policies and programmes as evidenced in international/UN socio economic indicators, standards and targets and make declarations to correct the situation

3. Enforce AU 50/50 Gender Parity and representation in all structures, operational policies and practices and ensure gender parity targets are met and gender perspectives incorporated within strategic thinking- vision and mission of the AU
4. Ensure that all develop and enforce explicit gender policies (aligned to the UN and AU Gender Policies) emphasising gender justice, gender accountability and transparency principles reforms emphasising elimination of all forms of discrimination and violence against women, gender mainstreaming, and recognise differences in responsibilities between men and women at all levels by 2011
5. Ensure that all AU Assembly Decisions to the SDGEA Implementation are enforced by AU Organs, RECs and Members States, including the establishment, operationalisation and sustainability of a Trust Fund for African Women as a flagship response to economic empowerment for African women within PRSP Framework by 2011
6. Ensure that competent, *gender experts* are available and utilised. Develop policies that support gender mainstreaming and support capacity building in gender mainstreaming 2015
7. Provide political leadership and support for the launching of the African Women's Decade (2010-2020) and hosting of the Decade's Secretariat to guide the implementation of the Decade's activities outlined in the road map and mobilize resources for the advancement of Gender equality.
8. Facilitate High Level Policy Dialogues, consultations, ***think tank reviews*** and technical reviews on aspects of gender equality, gender justice and upliftment for African women; encourage and support annual or bi-annual *African Women/Men Support Conferences on thematic issues for the next 3 years*

## **COMMITMENT 2: LEGISLATION AND LEGAL PROTECTION ACTIONS AGAINST DISCRIMINATION FOR ENSURING GENDER EQUALITY**

Legal Framework is key in implementing protocols and instruments adopted by the AU to protect women's rights. Whilst significant progress has been made in strengthening women's legal and human rights at continental, regional and national levels, a lot still needs to be done. Dual legal systems create contradictions on the rights of women by according women some rights through general law and withholding others on the basis of traditional, customary and some religious beliefs and practices, denying women their fundamental rights. Weak Legal frameworks, institutional infrastructure and non compliance to adopt rights-based legislation continue to hinder progress, and empowerment of women in some countries in the continent, resulting in failure to attain required gender justice and human development targets. Legal education and knowledge, affirmative action laws for gender equality are necessary to deal with discrimination and marginalisation of women. SDGEA, Women's Rights laws reiterate the need to accelerate awareness of legislation and in-depth legal education, passing, popularizing and enforcing legislation for ensuring the elimination of all forms of gender-based discrimination, abuse and harmful practices;

**A commitment that the AU Commission, other AU Organs, RECs and Member States will uphold the rule of law and comply with AU Treaty obligations to ensure the elimination of gender inequalities and abuse at all levels. *AU Organs, RECs and Member States will:***

1. Ensure future treaties, declarations, protocols and decisions, are gender responsive.
2. Draft instruments that are gender sensitive and recommend enforcement measures for non-compliance by 2011
3. Be encouraged that once a human rights treaty has been approved, signed and adopted, to ratify the treaty, including the Protocol on the Rights of Women in Africa
4. Ensure Member States implement the Treaties, Conventions and Decisions immediately after ratification
5. Encourage the early domestication and implementation of AU and International human rights instruments into national legislation once they enter into force

### **COMMITMENT 3: MOBILIZING STAKEHOLDERS FOR IMPLEMENTING THE AU GENDER POLICY**

The implementation of the AU Gender Policy and ten year Action Plan will require a broad spectrum of actors, partners and advocates. Facilitating strategic partnerships among different stakeholders promoting gender equality in Africa including governments civil society, women organizations, development partners , international organizations, other interest groups, the informal sector, the private sector, faith-based groups, etc. to foster dialogue and joint action;

**A commitment that AU organs, RECs and Member States create policy environments that enable civil society organisations, women organisations and interest groupings dialogue and build bridges for addressing gender equality perspectives**

#### ***AU Organs, RECs and Member States will:***

1. Implement Advocacy and Awareness campaigns and foster engagement and dialogue on gender equality and women's empowerment among Africa's societies and citizens.
2. Strengthen the inputs of civil society in the drafting of instruments proposed for adoption
3. Establish all inclusive, High Level Gender Advisory Group of qualified experienced gender experts from AU Organs, RECs, member states and Diaspora as a ***Steering Committee or Think Tank / Council of Female Elders (to serve as a Quick Response Group on Gender and African Women Empowerment Matters)*** on the continental gender policy, programmes, donor financing and partnership for gender equality and women empowerment in Africa. The committee will be given a mandate and **voice** to speak authoritatively on African Women Issues.
4. Re dynamise the **African Women's Movement**, within the context of the African Women Decade and building on existing experience to deal with old, new and emerging gender issues on the continent.
5. Create regular platforms for civil society engagement, especially among women organisations, for dialogue, consultations and harnessing women's indigenous knowledge to achieve sustainable gender equality.
6. Develop a communication and popularisation strategy to disseminate information on international and AU human rights instruments

#### **COMMITMENT 4: MOVING TOWARDS INTEGRATION THROUGH THE HARMONIZATION WITH RECS**

The African Union calls for serious investment into the notion of Regional integration. The Constitutive Act of the African Union recognizes Regional Economic Communities as building blocs of the African Union. Without integration, scarce resources will continue to be wasted through duplication of efforts, resources and interventions. Promoting best practice in the continent by facilitating the alignment, harmonisation, and effective implementation of RECs and Member States' gender policies;

**A commitment that AU Organs, RECs, other sub - regional organisations (to consult the judicial counsellor) and Member states will work more closely - together politically, programmatically and share financial and technical expertise. They will forge partnerships for enforcing gender mainstreaming in policies and programmes.**

##### ***AU Organs, RECs and Member States will***

1. Harmonise and align sub regional and Member States gender policies to the AU Gender Policy by 2011, where appropriate.
2. Develop capacity to establish effective Gender Management Systems (GMS) by 2020
3. Build requisite capacity in Member States and collaborate with civil society and other interest groups for gender mainstreaming and women empowerment while creating forums on gender related thematic issues in the regions.

#### **COMMITMENT 5: MOBILIZING RESOURCES FOR IMPLEMENTING THE AU GENDER POLICY**

Mobilising and allocating financial and non-financial resources to implement this policy and the ten year Action Plan is critical and will among others include the establishment of the African Women Trust Fund as one mechanism to ensure the policy implementation as well as the effective mainstreaming of gender in policies, institutions and programmes at regional, national and local levels.

**A commitment to direct organisational resources towards the gender policy and project actions that reduce gender inequality and increase equal participation of men and women**

##### ***AU Organs, RECs and Member States will***

1. Include *gender budgeting principles* in annual budgetary processes for effective implementation of the gender policy by 2015.
2. Accelerate the implementation of commitments to gender equality and women's empowerment through increased resource allocation by 2015 for capacity development in gender mainstreaming, policies, strategies and action plans.
3. Develop an inter agency mechanism for ensuring accountability in the use of funds earmarked for promoting gender equality by 2011
4. Strengthen partnerships with international financial agencies/institutions to increase technical expertise and financial support for the implementation of the gender policy .

5. Establish, operationalise and resource the African Women Trust Fund

## **COMMITMENT 6 : BUILDING CAPACITY FOR GENDER INTEGRATION**

The aim of this commitment is to build the capacities of the Organs of the AU, RECs and Members States with a view to implementing efforts aimed at mainstreaming gender equality. These efforts must also be based on African values and experiences which promote gender equality in order to institutionalise and implement commitments relating to gender integration and the putting in place of structures, systems, procedures and programmes in the domains concerned.

**Capacity building for effective gender mainstreaming, through the development of practical tools and training programmes targeting all institutional and strategic stake holders is indispensable.**

The commitment that the AU, Organs of the AU, RECs will institutionalise a Pan-African approach to equality between men and women and gender integration.

*The Organs of the AU, RECs and Member States shall:*

1. Create organisational structures which are gender sensitive
2. Creating systems and procedures
3. Ensure staff capacity building
4. Ensure strategic planning, monitoring and evaluation and resource mobilisation system
5. Establish strategic planning, M&E and resource mobilisation

## **COMMITMENT 7 : IMPLEMENT GENDER MAINSTREAMING IN ALL SECTORS**

The aim of this commitment is to mainstream gender in all key issues-sectors of development and to adopt regional approaches for lasting solutions with a view to achieving gender equality and women empowerment .Achieving gender equality and women empowerment in all the organs of the AU and RECs and Member States require the implementation of a well-planned gender integration strategy. The implementation of this gender policy and its action plan over ten years is based on the outcome of the AU gender mainstreaming. In order to implement one of the key sine qua non conditions for integration, a multi-sectoral approach is necessary.

**To promoting a multi-sectoral approach in gender mainstreaming within all AU Organs, RECs and Members States as well as all AU sectors,**

The commitment that the Organs of the AU, RECs and Members States will implement this commitment across sectors and that the AU Commission will mainstream gender in:

1. Chairperson's Bureau and Directorates under the portfolio



2. Deputy Chairperson's Bureau and Directorates under the portfolio
3. Peace and Security
4. Political Affairs
5. Social affairs
6. Human Resources, Science and Technology
7. Economic Affairs
8. Trade and Industry
9. Infrastructure and Energy
10. Rural economy, Agriculture and food safety/Environment

**COMMITMENT 8 : PROMOTING THE EFFECTIVE PARTICIPATION OF WOMEN IN PEACEKEEPING AND SECURITY INCLUDING EFFORTS AIMED AT RECONCILIATION IN POST CONFLICT RECONSTRUCTION AND DEVELOPMENT.**

This commitment seeks to enhance the role of women in creating an enabling, stable and peaceful environment for the pursuit of Africa's development agenda. This involves enhancing and increasing the participation of women in the entire spectrum of peace building activities such as conflict prevention, conflict management in particular peace support operations, conflict resolution, post conflict reconstruction and development, in line with the various AU and international commitments such as the AU Protocol on Peace and Security, the PRCD Policy and the UNSC Resolution 1325.

**In order to promote effective participation of Women in peacekeeping, Peace building, and security including reconciliation in post conflict reconciliation and development,**

The commitment that the Organs of the AU, RECs and Members States will:

- 1 Integrate gender in policies, programmes and activities on conflicts and peace, by using the frameworks of Resolutions 1325 and 1820 of the UN.
- 2 Create regional consultative platforms on peace for the exchange of knowledge and information and harmonization of strategies for outcomes.
- 3 Use the Paris Principles and guidelines associated with armed forces or armed groups for planned interventions in Africa.
- 4 Mobilize and include female leaders in mediation process and reflection groups, as well as post-conflict actions by working with the competent networks on the continent.
- 5 Work jointly with competent UN bodies and other AU Organs in order to create and manage Truth and Reconciliation Structures with a view to bringing to the fore, violations against women and young girls during conflict periods, and accelerating the admission of violation of human rights and find lasting solutions, including the provision of psychological support.
- 6 Guarantee that country Review and Reports on conflict situations presented to ambassadors underscore the problems affecting women and children, and that

they are incorporated into the mandates of humanitarian intervention and peace-keeping missions.

7. **HARDP** will facilitate sensitization in the domain of gender and training of peace-keeping forces and civil humanitarian agents, paying adequate attention to problems of violence against women and children

## **Policy Targets**

1. **Parity Targets:** Put in place policy, institutional mechanisms and processes by 2010 and strive to achieve parity in AU Organs, Member States and RECs by the year 2015 and
2. **Protocol on the Rights of Women in Africa Targets:** Endeavour to achieve (full enforcement/ratification) of the Protocol to the African Charter on the Human and Peoples' Rights on the Rights of Women in Africa by 2015 and domestication by 2020.
3. **SDGEA Targets:** We need to achieve various commitments set out in the Solemn Declaration on Gender Equality in Africa.

Articles 1. In line with targets set in the Abuja and Maputo Declarations

Articles 2. Achieve 30% results by 2015 and 50% by 2020 of UN Resolution 1325

Articles 3. Report compliance to Assembly in January in 2012

Articles 4. Report compliance to Assembly in January in 2013

Articles 5. Report compliance to Assembly in January in 2014

Articles 6. Report on implementation to Assembly in January in 2015

Articles 7. Report on implementation to Assembly in January in 2016

Articles 8. In line with Gender targets set in the EFA report on implementation

Articles 9. In line with PHPRRWA targets, report to Assembly in January 2017

Articles 10. Report on implementation to Assembly in January in 2016

Articles 11. Launch and operationalise the African Women Trust Fund by Dec. 2009

Articles 12. Report annually to the January Assembly

## **PART IV**

# **INSTITUTIONAL FRAMEWORK FOR THE IMPLEMENTATION OF THE POLICY**

## **12. Institutional Framework**

Gender Mainstreaming is accomplished through the establishment of a Gender Management System (GMS) that puts in place structures, mechanisms and processes. Much emphasis is placed on the establishment of appropriate institutional structures as well as frameworks for gender analysis, gender training, monitoring and evaluation. The GMS is intended to advance gender equity and equality through political will, forging partnerships with stakeholders, including governments, development partners, private sector, and civil society, building capacity and sharing good practices. AU Organs, RECs and Member States will consider establishing GMS along the following broad guidelines with these enabling structures:

- The Executive Management Level (Political will)
  - Gender Management Team (GMT)
  - Gender Directorate/Division (the Lead Agency)
  - Departmental/sector Focal Points
  - Satellite Gender Focal Points in partner institutions, Centres of higher learning, Universities, Public and private sector Institutions
  - Gender Commission/Expert committees/Technical working groups/Gender Task forces
  - Media

## **13. Roles and Responsibilities for AU Organs, RECs and Member States**

AU Organs, RECs and Member States will share the coordination role, especially relating to donor relations, use of infrastructure and logistics, resource mobilisation, expertise, programme financial and technical support as required to implement the AU gender policy. All AU Organs, RECs and member States will establish a GMS in their establishments. The AU WGDD Director will establish a mechanism to track implementation of the GMS and Gender Policy using a set of benchmarks.

### **AU Organs will**

1. Implement the AU Gender Policy and Action Plan by allocating a minimum of 10%, of their budget to Women empowerment and gender equality programme goals, especially measures to enhance women's participation and empowerment in programmes.
2. Adopt action plan to promote implementation of decisions on AU as well as SDGEA and protocol based on CEDAW, BPFA and MDGs

3. Create work friendly environments that enable women and men to balance work in the workplace, taking into consideration the basic gender differences in their biological roles and needs
4. Participate and support the implementation of the African Women's Decade and provide resources
5. Institutionalise continental gender training and find resources to support it;
6. The AUC will provide the necessary coordination and leadership role in *kick starting* the implementation of the Gender Policy and focus on organising, consultative meetings, fund raising, technical briefings, popularising the policy among interest groups, reporting on progress and review plans;
7. Facilitate High Level Advocacy Platforms to speak to The Heads of State and Government Ordinary Session of the AU and make them reaffirm their commitments to accelerate actions to achieve gender equality by 2015 especially in the areas of taking women out of poverty, increase women's participation in politics, removing socio cultural and legal barriers to gender as in SDGEA;
8. Establish measures to hold managers accountable for policy implementation and establish sanctions for non compliance to implementing AU Gender Policy
9. Together with others, WGDD establish a mechanism for *celebrating African Women and Men Achievers in realising Gender Equality (details to be developed)*
10. Develop joint programmes to introduce parliamentary debates on Gender and Social policy, Women's Care work in Africa and linkages to gender equality issues
11. Ensure that together with the Office of Legal Counsel, African Court of Justice, Pan African Parliament, and other legal networks in civil society, links are forged to develop legal, legislative mechanisms/instruments, procedures to implement the Protocol, SDGEA and Art 4L of Constitutive Act

### **The Commission will**

1. Review organisational structures to determine their capacity for implementing gender concerns of programs and/or projects and re-design them appropriately
2. Ensure that all administrative systems and procedures are to be reviewed to ensure they are gender sensitive,
3. Implement the AU 50/50 Gender Parity and representation in all structures, operational policies and practices and ensure gender is mainstreamed within strategic thinking- vision and mission by 2010
4. Make gender training a central feature of staff development programme to include awareness-raising to incorporate gender analysis, gender audit and gender planning skills.
5. Ensure that women's empowerment and gender equality goals are **mainstreamed** in departmental policies, strategic plans, programs, projects and annual plans and all work processes.
6. Establish M&E systems to yield sex disaggregated data, to facilitate analysis of program / project impacts on women and men.

#### **14. Regional Economic Communities will:**

1. synchronise and harmonise their gender policies with the AU Gender Policy and ensure that the policy content is included in their sub - regional policies;
2. develop capacity for their member states government machineries and civil society in areas of identified needs in order to harmonise national policies with Regional and AU level Gender Policies and GMS;
3. initiate innovative and regional *flagship best practice projects* and programmes in the sub regions especially advocacy and campaigns on acceleration of women's equal participation in development and in regional integration and a strategy for leadership development and mentoring of young women;
4. develop capacity for staff and member states in gender mainstreaming, gender analysis, gender planning, gender budgeting and track gender equality issues in policy, programming processes and actions; and
5. work with gender tools developed by member states and development partners

**15.**

#### **16. Member States will:**

1. Align/harmonise their gender mainstreaming policies, goals, objectives and programs with those adopted at the REC level and AU Gender Policy Commitments focusing on policy actions on government's compliance to domestication and implementation of international instruments;
2. Adopt and domesticate those policies agreed and adopted by the AU and RECs where gender mainstreaming policies, goals, objectives and programs do not exist; and
3. Set up Gender Policy Working Groups and enable them to harmonise national gender policies with those agreed and adopted by the AU and the RECs, through heads of the national machineries responsible for women and gender and development affairs; and
4. Through National Gender Machineries, work with relevant national structures

**17.**

#### **18. Roles and Responsibilities of Civil Society**

Civil Society Constituencies will work with the ECOSOCC, NEPAD initiative APRM and other AU structures on gender mainstreaming actions in AU Organs, RECs and Member States.

#### **Roles and Responsibilities of the Media:**

The media will be encouraged to:

1. Be a platform for dialogue on gender relations and mindset change,
2. Be partners to eliminate sexist languages and stereotypic representation of women,
3. Act as a lobby group to further the gender agenda,
4. Be an effective communication channel, for dissemination and sensitisation at the grass root level.
5. Promote gender sensitive media coverage and reporting
6. Develop codes of conduct and ethics for equal representation in the media and in decision-making; and
7. Support media coverage on women's issues.

### **Roles of African Diaspora**

The African Diaspora will:

1. Be engaged as an important strategic partner for the attainment of women's empowerment and gender equality
2. Provide a lobby platform to advance the goals and objectives of the AU Gender Policy and mobilize resources

### **Roles of Development Partners**

19. Development Partners will provide;

1. technical assistance and resources to facilitate the implementation of the Gender Policy
2. assist in facilitating the exchange of best practices instruments and guidelines between and amongst Member States

20.

## **Key Concepts**

### **a) Gender**

Social and cultural differences between men and women, boys and girls offers them a value, unequal opportunities and chances in life (Kabeer, 2003). The inequality rests also on masculine and feminine characteristics as well as aptitudes and perspectives concerning the comportment of women and men in society. However, these characteristics are variable and according to a well defined timetable.

### **b) Gender equality**

Absence of discrimination based on gender in the allocation of resources, benefits and access to services.

### **c) Gender Equity**

Means the just and fair distribution of benefits, rewards and opportunities between women, men, girls and boys.

### **c) Empowerment**

The range of options that create opportunities and reinforce individual and collective capacities to exercise control over the life of individuals and offers them more choices. Empowerment of women is linked to having awareness of themselves, of knowledge, of their skills, their attitude and aptitude to have a voice.

### **d) Mainstreaming gender**

The process for evaluating the consequences of a certain action planned for women and men such as legislation, policies or programmes in all domains and at all levels. It is a strategy aimed at giving an integrated dimension to the extent of the issue to the concerns and experiences of women and men, as well as implementation of monitoring and evaluation of policies and programmes in all political, economic and social fields allowing women and men to equally enjoy benefits and ensuring that inequalities are not maintained. The final objective is to realise gender equality (UN ECOSOC, July 1997).

## **GLOSSARY OF TERMS**

**Gender mainstreaming requires in-depth analysis, the development of tools for gender integration, capacity building of technical teams, the training and sensitization of organs, institutions and beneficiary sectors and skills for monitoring and evaluation, as well as the drafting of reports. Technical terms used to describe this process are defined herebelow:-**

Assessment	Often used as a synonym for evaluation, and sometimes recommended for approaches that report measurement, without making judgements on the measurements.
Baseline data	The set of conditions that exist at the onset of a programme/project Results are measured or assessed against baseline data and frequently related to the performance indicators
CEDAW	The Convention on Elimination of All forms of Discrimination against women (CEDAW) provides the basis for realising equality between men and women through ensuring women's access to, and equal opportunities in, political and public life; and state parties have agreed to take appropriate measures including legislation and temporary special measures so that women can enjoy human rights and fundamental freedoms
Development	A process with economic and social dimensions that entails quantitative changes in aggregates such as Gross National Product, as well as changes in institutional, social and administrative structures (Todaro, 1989), with the objective of effecting the material and social advancement of the population. It is also regarded as liberating people (Sen, in Saam, 2002).
Empowerment	The process of generating and building capacities to exercise control over one's life through expanded choices. Empowerment is linked with inherent self-confidence, knowledge, skills, attitudes and voice. It is a function of the individual's initiative that is backed up by institutional change
Evaluation	A time bound exercise that aims to assess systematically and objectively the relevance, performance and success of on going and completed programmes and projects.
Gender	The socially and culturally constructed differences between men and women, boys and girls, which give them unequal value, opportunities and life chances (Kabeer, 2003). It also refers to typically masculine and feminine characteristics, abilities and expectations about how women and men should behave in society. These characters are time bound and changeable.
Gender Analysis	Qualitative and quantitative assessments to determine the differential impacts of development activities on women and men and the effect that gender roles and responsibilities have on development efforts and to trace the historical, political, economic, social and cultural explanations for these differentials (McGregor and Basso, 2001)
Gender Awareness	The recognition of the differences in the interests, needs and roles of women and men in society and how they result in differences in power, status and privilege. It also means the ability to identify problems arising from gender inequity and discrimination.
Gender Blind	The situation where potentially differential policy impacts on men and women are ignored
Gender Budget	A budgeting method that analyses the incidence of budgets on men and women and girls and boys. Gender budgeting entails analyses of revenue and expenditure impacts so as to avoid or correct gender imbalances.



Gender discrimination	Differential treatment to individuals on the grounds of gender
Gender division of labour	Different work roles assigned by society to men and women. For example, women tend to be engaged in unpaid domestic work, low pay, low status and informal sector jobs, while men tend to be employed in higher paid and formal sector work.
Gender equality	The absence of discrimination on the basis of one's sex in the allocation of resources or benefits or in access to services
Gender equity	Fairness and justice in the distribution of benefits and responsibilities between men and women
Gender Gap	A difference in any aspect of the socio economic status of women and men, arising from the different social roles ascribed by society for women and men
Gender Issues/Concerns	A gender issue/concern arises when there is a discrepancy, discrimination and injustice
Gender Indicator	An indicator that captures gender-related changes in society over time and in relation to a norm (Beck, in Taylor, 1999)
Gender Mainstreaming	The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all the areas and at all levels. It is a strategy for making women's and men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality (ECOSOC, July 1997)
Gender Neutral	The assumption that policies, programmes and project interventions do not have a gender dimension and therefore affect men and women in the same way. In practice, policies intended to be gender neutral can be gender blind
Gender Policy	An organisation's policy that integrates gender in the mainstream of its programme activities, where the policy also designates institutional arrangements, responsibilities, management functions and tools/guidelines for mainstreaming
Gender Relations	Relations between men and women in terms of access to resources and decision-making and the relative positions of men and women in the division of resources, responsibilities, benefits, rights, power and privileges.
Gender sensitivity	A mind set where people recognise or are aware of gender based discrimination which hinders enjoyment of human rights. It is an understanding and routine consideration of the social, cultural and economic factors underlying discrimination based on sex
Gender stereotyping	Constant portrayal in the media, the press or in the education system, of women and men occupying certain roles according to the socially constructed gender division of labour and expectations in behaviour (African Development Bank, <i>The Gender Policy</i> )
Gender Systems	Systems which define attributes, ways of relating, hierarchies, privileges, sanctions and space in which men and women are organised. In most communities in Africa, women are dominated by men via patriarchal power, that has been a traditional and indeed a historical privilege for men
Gender training	The provision of formal learning experiences and skills in order to increase gender analysis and awareness skills, which serve to recognise and address gender issues in the programming process. Training can include the three dimensions of political: introducing gender concepts and analysis, the professional: providing staff with "how-to" skills and the personal: challenging an individual's gender attitudes and stereotypes

Practical Needs	Needs related to the roles, such as reproduction, production and community, that men and women currently have and which do not necessarily change their relative position in society
Productive work	Work carried out for the production of goods and services intended for the market.
Sex	The biological state of being a male or female. Sex is not equal to gender.
Strategic Interests	<p>Those that help society achieve gender equity and equality. The satisfaction of strategic gender needs improves women's status in relation to the men</p> <p>Women's Empowerment: Address discrimination and oppression against women by devising programmes and strategies that increase women's capacities, opportunities, access and understanding of their human rights, create conditions for them to become agents of their own development and be able to find sustainable solutions for change at personal, family and civil society levels. Women can then contribute to reduction of poverty, improve nutrition and seek health care, monitor child survival, prevent HIV/AIDS, stop harmful cultural practices and go to school freely without coercion.</p>

21.

<sup>i</sup> For example, despite the fact that human rights of women as inalienable, integral and indivisible part of human rights, violence against women continues as an intolerable violation to their rights, in addition to lack of basic needs including food, water, shelter, clothing, education and access to health services in general and reproductive health services in particular. Fundamentally, basic services are essential for women's empowerment and pre-condition for the enjoyment of their rights, personal empowerment and to access equal opportunity. Even though women have made significant advances in many countries in Africa their concerns are still given second priority in development.

<sup>ii</sup> Since its inception WGDD has achieved useful targets and milestones including (1) Enforcement of Articles 3 and 4 Constitutive Act of the union, the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the Solemn Declaration on Gender Equality in Africa (SDGEA). (2) Conducting Gender Audit in all the Sectors of the Union. The AU Gender Audit undertaken in 2006 revealed that limited progress has been made towards the implementation of these commitments at all levels of the Union. Lack of capacity and the willingness to mainstream gender and ensure women's empowerment were identified as central to the slow implementation of these commitments. (3) Developed a Gender Mainstreaming Strategic Plan for the African Union covering the period 2008 to 2011 (GMS-PAU), which is now being aligned to the AU Gender Policy. The plan aims at operationalising the commitments of the African Union to gender equality, equity and women's empowerment in the next five years. (4) The core responsibilities of the Directorate are gender mainstreaming, coordination, advocacy monitoring and evaluation, capacity building through training and research and women empowerment programming. (5) The Directorate also coordinates activities with internal and external partners such as Sector Departments, and Civil society **voices** through ECOSOC, all AU Organs especially Pan African Parliament, Court of Justice and Financial institutions and mainstreaming gender in all activities are also being coordinated with ECA, UNIFEM, UNFPA, ILO, EU, ADB and Bilateral agencies.