Tracking Gender Equality Commitments in the East African Community:

A Monitoring and Evaluation Framework
# Contents

Abbreviations  
Foreword  
Acknowledgements  
About SID  
About EASSI  

## 1.0 Introduction  

1.1 Background on the East African Community (EAC) and its Gender Commitments  
1.2 Rationale for a Monitoring and Evaluation Framework of the EAC and its Member States  
1.3 Objectives of the Monitoring and Evaluation Framework  

## 2.0 Key Concepts  

2.1 Gender Equality  
2.2 Gender mainstreaming  
2.3 Monitoring  
2.4 Evaluation  

## 3.0 Gender Monitoring and Evaluation Tools  

3.1 Existing Monitoring and Evaluation Tools
3.1.1 The African Gender and Development Index (AGDI) 15
3.1.2 The African Gender Equality and Women’s Rights Monitor (AGM) 17
3.1.3 Gender Impact Analysis Tool by the Federation of Women Lawyers (Kenya). 17

3.2. Proposed Monitoring and Evaluation Tools for the EAC and its Member States 18
3.2.1 General Assessment of Gender Mainstreaming Environment 18
3.2.2 Score Card 21
3.2.3 Gains Reporting Sheet 23
3.2.4 Thematic Assessment 24

4.0 Implementation of the Proposed Gender Monitoring and Evaluation Tools 41

4.1 How to Use the Proposed Gender Monitoring and Evaluation Tools 41
4.1.1 Questions to Answer 41
4.1.2 Questions to Ask 42
4.1.3 Questions to Consider 42

4.2 Implementation Steps 46
4.2.1 Familiarisation 46
4.2.2 Pre-testing 46
4.3.3 Advocacy 47
4.2.4 Resource Centre 47
4.2.5 Linkages 47

4.3 Reporting 47

5. References 50
## Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>AGDI</td>
<td>African Gender and Development Index</td>
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<td>AGM</td>
<td>African Gender Equality and Women’s Rights Monitor</td>
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<td>AIDS</td>
<td>Acquired Immune Deficiency Syndrome</td>
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<tr>
<td>ARV</td>
<td>Anti-Retroviral</td>
</tr>
<tr>
<td>ART</td>
<td>Anti-Retroviral Therapy</td>
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<tr>
<td>AU</td>
<td>African Union</td>
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<td>AUC</td>
<td>African Union Commission</td>
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<td>BPfA</td>
<td>Beijing Platform for Action</td>
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<td>CEDAW</td>
<td>Convention on the Elimination of All Forms of Discrimination Against Women</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<tr>
<td>EASSI</td>
<td>Eastern African Sub-regional Support Initiative for the Advancement of Women</td>
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<td>EADGE</td>
<td>East African Declaration on Gender Equality</td>
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<td>EAC</td>
<td>East African Community</td>
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<tr>
<td>ECA</td>
<td>Economic Commission for Africa</td>
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<td>EFA</td>
<td>Education for All</td>
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<td>FGM</td>
<td>Female Genital Mutilation</td>
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<td>GBV</td>
<td>Gender Based Violence</td>
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<td>GDI</td>
<td>Gender-related Development Index</td>
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<td>GIMAC</td>
<td>Gender is My Agenda Campaign</td>
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<td>GEM</td>
<td>Gender Empowerment Measurement</td>
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<td>GSI</td>
<td>Gender Status Index</td>
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<td>HIV</td>
<td>Human Immunodeficiency Virus</td>
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<tr>
<td>ICESCR</td>
<td>International Covenant on Economic, Social and Cultural Rights</td>
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<tr>
<td>ICT</td>
<td>Information Communication Technology</td>
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<tr>
<td>IDEA</td>
<td>International Institute for Democratic and Electoral Assistance</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>NEPAD</td>
<td>New Partnership for Africa’s Development</td>
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<tr>
<td>SDGEA</td>
<td>Solemn Declaration on Gender Equality in Africa</td>
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<tr>
<td>SID</td>
<td>Society for International Development</td>
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<tr>
<td>SMT</td>
<td>Science, Mathematics and Technical</td>
</tr>
<tr>
<td>UN</td>
<td>United Nations</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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<tr>
<td>UNIFEM</td>
<td>United Nations Development Fund for Women</td>
</tr>
<tr>
<td>VAW</td>
<td>Violence Against Women</td>
</tr>
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Foreword

There are several commitments and outcomes to gender mainstreaming efforts in Africa. However, the implementation of these commitments has in many occasions been ignored, and in fact, not much is said to have changed. The need to assess the execution of gender equality instruments has therefore been identified in different forums and by various actors as important. For instance, the 7th African Regional Ministerial Conference on Women, held in Addis Ababa in October 2004, concluded that "African governments continue to commit to international instruments promoting and protecting women’s rights, but there has been a lack of effective implementation at the national level". A similar conclusion was reached at the Beijing+10 conference held in New York in March 2005 which reiterated that "the presence of protocols and conventions on women's rights would remain mere slogans and political pronouncements without deliberate efforts to hold governments accountable".

Among the fundamental principles of the East African Community, comprising of Burundi, Kenya, Rwanda, Tanzania and Uganda, is gender equality and equal opportunities. Article 5 (3e) commits the EAC to ensuring “the mainstreaming of gender in all its endeavours and the enhancement of the role of women in cultural, social, political, economic and technological development”. The Community has also established the Gender and Community Development Committee which compiled a framework of socio-economic indicators to guide future programmes and activities. However, recognizing the attitudes and approaches that have served to marginalize women’s issues and undermine the agenda of gender equity are well entrenched within individual attitudes and governance structures, the EAC risks to fail in its gender mainstreaming endeavour if these gender commitments are not executed.

The Society for International Development (SID) and the Eastern African Sub-regional Support Initiative for the Advancement of Women (EASSI) undertook to develop a regional monitoring and evaluation mechanism for Civil Society Organizations (CSOs) to ensure that the EAC is accountable for the gender-related commitments entered into. This initiative emanated from a project undertaken by EASSI entitled ‘Towards an East African Declaration on Gender Equality (EADGE) which embarked on the development of a Gender Protocol for the region and a campaign for its adoption by EAC’s partner states.

The primary objective of a regional monitoring and evaluation (M&E) framework is to have indicators that help civil society groups assess the EAC on issues of: gender parity (equal representation and participation of women and men); equality (equal access, control, opportunities, rewards, and benefits for women and men); equity (the ratio of participation, access, opportunities, rewards, and benefits according to needs/concerns of women and men, women’s empowerment and transformation of gender relations); empowerment (cognitive, behavioral, and affective changes to increase levels of equality and empowerment of women in relation to men); and transformation (transforming the gender order; changing existing distribution of resources and responsibilities to create balanced gender relations).
By developing a monitoring and evaluation framework and by building capacity of regional CSOs to effectively use the M&E framework, SID and EASSI hopes that: first, CSO's in the region will have an organized way in which to gauge the progress/level of gender mainstreaming in national programmes and within the EAC institutions; second, CSO’s in the region will have the ability to enumerate actual gender equity outcomes and evaluate gender impact of national programmes and those of the EAC institutions; and third, CSO’s in the region will establish a way of ranking the performance of all EAC countries on issues of gender. It is envisaged that this process will enhance the realization of gender equity within the EAC.

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Acknowledgements

Society for International Development (SID) and the Eastern African Sub-regional Support Initiative for the Advancement of Women (EASSI) are grateful to all the individuals directly involved in this publication. Special mention goes to Katindi Sivi-Njonjo (SID, Programme Director) and Christine Nankubuge (EASSI, Programme Director) for their institutional leadership and management of the project. Many thanks to Leonard Wanyama; Nivatiti Nandujja; Assumpta Muweera, Stefano Prato, Aidan Eyakuze and Jackson Kitololo for the different roles played in the completion of this publication.

SID and EASSI would also like to thank Dr. Consolata Kabonesa, Mrs. Ronah Serwadda Dr. Josephine Ahikire, Ms. Jane Mpangi, Ms. Beatrice Nyamoya, Mr. Eric Tumwesigye, Ms. Mary Muyonga, Ms. Valerie Msoka, and Ms. Ritah Achiro for attending the peer review meeting held on 1st March 2012 and for making invaluable comments that went into improving and finalizing the book. The support of Diakonia in funding the project is also gratefully acknowledged.
About SID

The Society for International Development (SID) is an international network of individuals and organizations founded in 1957 to promote social justice and foster democratic participation in the development process. Through locally-driven programmes and activities, SID strengthens collective empowerment, facilitates dialogue and knowledge-sharing on people-centered development strategies, and promotes policy change towards inclusiveness, equity and sustainability. SID has over 30 chapters and 3,000 members in more than 50 countries. While headquartered in Rome, Italy, its main operational offices are located in Nairobi, Kenya, and Dar-es-Salaam, Tanzania.

About EASSI

The Eastern African Sub-Regional Support Initiative for the Advancement of Women (EASSI) is a sub-regional women’s rights organization working to advance the status of women in Eastern Africa, Great Lakes and the Horn. EASSI works to monitor implementation of women’s rights instruments including the African and Beijing Platforms for Action, the Convention on the Elimination of All forms of Discrimination against Women and UN Security Council Resolution 1325 on women’s participation in peace and security issues, as a means of holding governments accountable.
Introduction

1.1 Background on the East African Community (EAC) and its Gender Commitments

EAC is an intergovernmental organization bringing together Burundi, Kenya, Rwanda, Tanzania and Uganda. The origin of the EAC can be traced to 1960 when the Chief Minister of Tanganyika, Julius Nyerere, proposed that the independence of Tanganyika be delayed until Kenya and Uganda were also independent so that the three countries could form a federation. This call was not heeded and Tanganyika and Zanzibar (which later became the Republic of Tanzania), gained independence first. On June 5, 1963, however, the leaders of the three states met and declared an intention to form an East African Federation before the end of 1964. Four years later, the East African Community was born in 1967. Unfortunately, the EAC only lasted for ten years before it collapsed in 1977 largely due to ideological differences among Presidents Jomo Kenyatta of Kenya, Julius Nyerere of Tanzania and Idi Amin of Uganda.

At a meeting of African heads of state in Zimbabwe in 1991, the idea of reviving the cooperation was mooted and accepted. Subsequent meetings of the then three heads of state led to the signing of an agreement for the establishment of the Permanent Tripartite Commission for East African Co-operation on November 30, 1993. At the second summit in Arusha on April 29, 1997, the heads of state directed the commission to elevate the agreement into a treaty. The treaty establishing the EAC was signed on November 30, 1999 by the original member states (Kenya,

The EAC is governed by the Summit of Heads of State, the Council of Ministers, the Coordination Committee, Sectoral Committees, the East African Court of Justice, the East African Legislative Assembly and the secretariat.

The over-riding objective of the EAC is to “develop policies and programmes aimed at widening and deepening cooperation among the partner states in political, economic, social and cultural fields, research and technology, defence, security and legal and judicial affairs, for their mutual benefit” (EAC, 2002:12). Technically, the EAC is a precursor to the East African Federation. Steps towards the formation of an East African federation include the launch of the East African Common Market in 2010, proposals for a common currency, and intended political federation in 2015.

Among the fundamental principles of the EAC is “good governance including adherence to the principles of democracy, the rule of law, accountability, transparency, social justice, equal opportunities, gender equality, as well as the recognition, promotion and protection of human and people's rights in accordance with the provisions of the African Charter on Human and People's Rights” (Ibid:14). Article 5 (3e) commits the EAC to ensuring “the mainstreaming of gender in all its endeavours and the enhancement of the role of women in cultural, social, political, economic and technological development” (Ibid: 13). Article 121 of Chapter 22 of the treaty, which is dedicated to the role of women in socio-economic development, requires the partner states to:

- a. promote the empowerment and effective integration and participation of women at all levels of socio-economic development especially in decision making;
- b. abolish legislation and discourage customs that are discriminatory against women;
- c. promote effective education awareness programmes aimed at changing negative attitudes towards women;
- d. create or adopt technologies which will ensure the stability of employment and professional progress for women workers; and
- e. take other such measures that shall eliminate prejudices against women and promote the equality of the female gender with that of the male gender in every aspect.

Article 122 of the same chapter states that the partners will:
- a. increase the participation of women in business at the policy formulation and implementation levels;
- b. promote special programmes for women in small, medium and large scale enterprises;
- c. eliminate all laws, regulations and practices that hinder women's access to financial assistance;
d. initiate changes in educational and training strategies to enable women to improve their technical and industrial employment levels through the acquisition of transferable skills offered by various forms of vocational and on-the-job training schemes;

e. and recognize and support the national and regional associations of women in business established to promote the effective participation of women in the trade and development activities of the Community.

In March 2000, the Community established the Gender and Community Development Committee which compiled a framework of socio-economic indicators to guide future programmes and activities.

1.2 Rationale for a Monitoring and Evaluation Framework of the EAC and its Member States

The need to assess commitment to and implementation of gender equality instruments in Africa has been identified in various forums and by various actors. For instance, the 7th African Regional Ministerial Conference on Women, held in Addis Ababa in October 2004, concluded that "African governments continue to commit to international instruments promoting and protecting women’s rights, but there has been a lack of effective implementation at the national level" (Westhuizen, 2005:15). A similar conclusion was reached at the Beijing+10 conference held in New York in March 2005. As aptly identified by Mhlanga, “the presence of protocols and conventions on women’s rights would remain mere slogans and political pronouncements without deliberate efforts to hold governments accountable” (Mhlanga, n.d: 5).

Gender mainstreaming efforts in Africa and their impact

Indeed there are several commitments to, and outcomes of, gender mainstreaming in Africa. In 1998, for instance, the then Secretary General of the African Union (AU), Dr Salim Ahmed Salim, formed the African Women’s Committee on Peace and Development to advise him on issues pertaining to gender equality. The Committee provided a semi-formal structure through which women could engage with African political principles and advocate for greater political commitment to gender equality. In 2002, the AU adopted the gender equity principle in its first summit. The Constitutive Act of the AU promotes gender equality as one of its founding principles with the rider that one in five members of the Pan-African Parliament has to be a woman. It has since maintained the principle in the election of commissioners. Other key developments include the:


f. Development and publication of the African Gender and Development Index (2004) to assess the extent to which African countries are meeting their commitments at policy and legal levels.

g. Election of Ellen Sirleaf Johnson as President of Liberia in 2006, becoming the first elected female president in Africa.


j. Ascension to power of Joyce Banda as President of Malawi in 2012 becoming the second female head of state in Africa.

k. Election of the first female Chairperson of the AU Commission, Dr. Dlamini Zuma (2012).

Of significance is the Solemn Declaration on Gender Equality in Africa (SDGEA), adopted by African heads of state in July 2004, which committed African states to achieving concrete progress on the status of women. The heads of state agreed to:

a. Accelerate the implementation of gender specific economic, social and legal measures aimed at combating the HIV/AIDS pandemic and effectively implement the Abuja and Maputo declarations on malaria, HIV/AIDS, tuberculosis and related infectious diseases.

b. Ensure the full and effective participation and representation of women in peace processes including the prevention, resolution and management of conflicts and post-conflict reconstruction in Africa as stipulated in UN Resolution 1325 (2000) and to appoint women as special envoys and special representatives of the AU.

c. Launch, within the next year, a campaign for systematic prohibition of the recruitment of child soldiers and abuse of girl children as wives and sex slaves in violation of their rights as enshrined in the African Charter on the Rights of the Child.

d. Initiate, launch and engage, within two years, sustained public campaigns against gender based violence (GBV) as well as the problem of trafficking in women and girls; and reinforce legal mechanisms that will protect women at the national level and end impunity for crimes committed against women in a manner that will positively alter the attitude and behaviour of African society.
e. Expand and promote the gender parity principle adopted regarding the African Union Commission (AUC) to all organs of the AU including its New Partnership for Africa’s Development (NEPAD) programme, to the Regional Economic Communities, and the national and local levels in collaboration with political parties and national parliaments.

f. Ensure the active promotion and protection of all human rights for women and girls including the right to development by raising public awareness or by creating legislation where necessary.

g. Actively promote the implementation of legislation to guarantee women’s land, property and inheritance rights including their rights to housing.

h. Take specific measures to ensure the education of girls and literacy of women, especially in the rural areas, to achieve the goal of the World Declaration on Education for All (EFA).

i. Undertake to sign and ratify the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa by the end of 2004 and to support the launching of public campaigns aimed at ensuring its entry into force by 2005 and usher in an era of domesticating and implementing the protocol as well as other national, regional and international instruments on gender equality by all states.

j. Establish AIDS Watch Africa as a unit within the Office of the Chairperson of the Commission to: render annual reports on HIV/AIDS situation in the continent during annual summits; and promote the local production of anti-retroviral (ARV) drugs.

k. Establish an African Trust Fund for Women for the purpose of building the capacity of African women and further request the AUC to work out the modalities for the operationalisation of the fund with special focus on women in both urban and rural areas.

l. Commit to report annually on progress made in terms of gender mainstreaming and to champion all issues raised in this declaration both at the national and regional levels, and regularly provide each other with updates on progress made.

m. Request the chairperson of the AUC to submit, for consideration, an annual report, during ordinary sessions, on measures taken to implement the principle of gender equality and gender mainstreaming, and all issues raised in the declaration both at the national and regional levels.

The ‘Gender is My Campaign’ (GIMAC) Network carried out an evaluation of the implementation of the SDG EA in 2011. The evaluation which was based on 31 reports submitted by AU member states found that the reporting obligation had been consistently ignored, and that not much had changed.
1.3 Objectives of the Monitoring and Evaluation Framework

In essence, the aim of the framework is to promote dialogue on performance regarding gender equality commitments within the EAC and among its member countries and identify what can be improved to attain even greater achievements. The purpose of this M&E framework is to provide Civil Society Organizations (CSOs) with an instrument to:

- Establish the level of a country's commitment to gender equality and equity.
- Gauge the level of gender mainstreaming in national programmes and processes.
- Assess the gender impact of national programmes and processes.
- Establish the progress of implementation of the gender commitments.
- Enumerate actual gender equity outcomes.
- Compare the performance of all EAC countries.
2.1 Gender Equality
This is the similarity of treatment of women and men. This derives from human rights provisions (all born equal) as enshrined in the Universal Declaration of Human Rights (1948) and Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (1979). It means that women and men have equal conditions for realising their full human rights and potential to contribute to political, economic, social and cultural development and benefit equally from the results. There are two types of equality. First is equality of opportunity, which means access for girls and boys, women and men e.g. enrolment in school. This is also called “competitive equality”. Second is equality of outcome or result, which means proximate results for women and men, girls and boys e.g. completion rates for girls and boys in primary school and their levels of performance. This is also called substantive equality.

Equality of opportunity on its own does not give a true picture of gender equality because it does not capture the historical and systemic causes of gender disparities.

2.2 Gender Mainstreaming
This is a strategy for ensuring that women’s and men’s concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that women and men benefit equally and inequality is not perpetuated. The term came into widespread use with the adoption of the Beijing Platform for Action (BPfA) at the 1995 UN International Conference on Women. Successful gender mainstreaming depends on adherence to basic principles which are listed below.
a. Existence of policy frameworks at national and sectoral levels to obligate and guide gender mainstreaming in practice.

b. Diagnosis of gender differences through research and analysis that produce gender disaggregated data and information.

c. Establishment of institutional steps, mechanisms and processes to systematize mainstreaming e.g. gender focal points and working groups.

d. System-wide responsibility and accountability to ensure that everyone contributes to gender mainstreaming.

e. Gender balance at all levels in the public and private sectors.

f. Existence and manifestation of political will at the highest level to spur and sustain mainstreaming in implementation at lower levels.

g. Allocation of adequate resources (human, financial, material and non-tangible) to ensure that planned activities are implemented effectively.

h. Capacity building to impart knowledge, skills and attitudes necessary for mainstreaming.

i. Setting of targets and indicators for tracking progress in mainstreaming.

j. Use of targeted and gender-specific policies and programmes that address problems unique to both genders where necessary.

k. Collaboration between and among government, civil society, development partners, private sector and communities.

l. Availability of gender expertise internally and externally to an organization or establishment.

m. Networking for information and experience sharing.

n. Monitoring, evaluation and reporting on achievements, shortcomings and lessons.

2.3 Monitoring
This is the systematic gathering and analysis of information about the progress of an intervention over time to enable decision making to improve its quality. It is a continuous check on implementation in the context of a plan.

2.4 Evaluation
This is the process of identifying the broader positive and negative outcomes of an intervention so as to reach a conclusion as to its overall value/worth and whether the objectives have been met.

Baltiwala (2011:2-3) states that M&E should be “a fundamental expression of our accountability to our cause and our constituencies, and a critical means of advancing our individual and collective learning”. She notes that “even when we have extremely strong M&E systems, our learning from them tends to remain at the organisational level or, at best, is shared with our donors” and that “this falls short of
the most important goal of all - building and advancing a shared knowledge base on what works and what doesn’t - so that together, we strengthen our collective capacity for advancing gender equality and women’s rights” (ibid).
Gender Monitoring and Evaluation Tools

3.1 Existing Monitoring and Evaluation Tools
There are a number of tools that have been developed to monitor and evaluate gender mainstreaming efforts around the world. A User’s Guide to Measuring Gender-Sensitive Basic Service Delivery (UNDP/Unifem: 2009) is a survey of several tools for measuring gender inequality that presents the tools, their areas of focus and exemplar indicators. Some of these tools / instruments include:

3.1.1 The African Gender and Development Index (AGDI)
One of the most comprehensive gender equality M & E tools is the African Gender and Development Index (AGDI) developed by the Economic Commission for Africa (ECA). It can be used to measure the performance of all governments in addressing gender equality, women’s empowerment and the advancement of women. In addition the tool can be used to streamline reporting on various instruments such as the Beijing Platform for Action (BPfA) and Millennium Development Goals (MDGs). AGDI takes into account African instruments, focuses on selected power blocks and relies on available national statistics. Based on the Gender-related Development Index (GDI) and Gender Empowerment Measurement (GEM) developed by the United Nations Development Programme (UNDP) in the 1990s, it allows a comparison of gender gaps and government performance among African countries rather than with non-African countries.
The AGDI consists of two parts. First is the Gender Status Index (GSI) which provides quantitative data related to social (education, health), economic and political power. An index close to zero means that discrimination against women is very high while an index of 1 means no discrimination. Second is the African Women's Progress Scoreboard which tracks government progress in ratifying relevant conventions and implementing their provisions. It highlights what government has and has not done in relation to women's agency (the ability of women to influence processes and decisions as integral rather than subordinate actors) and captures factors that cannot be strictly quantified e.g. women's rights. It rates specific actions (not general interventions) that promote gender equality, gives prominence to African conventions, charters or policy documents and includes some relevant international conventions. For each document, a selection of the most salient issues is made. The scorecard has two axes. The vertical axis presents the four variables to be measured namely: women's rights, social power, economic power and political power. The horizontal axis presents the units of measurement. The score is against:

- Ratification without reservation.
- Reporting.
- Existence of laws at national level.
- Commitment expressed to implement a policy.
- Existence of a plan with measurable objectives and targets.
- Existence of institutional mechanisms to implement the plan.
- Whether there is a sufficient budget allocated to the plan.
- Whether there are sufficiently qualified human resources to implement the plan.
- Whether government has commissioned research on relevant issues.
- Whether government involved civil society in its programmes.
- Whether monitoring, evaluation and dissemination have been done.

The scores are rated as follows:

- 0 = No performance on the particular variable e.g. law, policy or budget.
- 1 = Poor or fair performance on the variable.
- 2 = Good to excellent performance on the variable e.g. law passed, adequate budget allocated etc.
- X = Not possible to score or not applicable.

The AGDI has been piloted in Uganda, Tanzania, Benin, Burkina Faso, Ghana, Cameroon, South Africa, Mozambique, Egypt, Tunisia, Ethiopia and Madagascar.
3.1.2 The African Gender Equality and Women’s Rights Monitor (AGM)

This is an initiative that was established in 2006 by gender activists in Africa to “contribute to the full realization of women’s emancipation and eradication of all forms of discrimination, oppression and abuse so as to uplift women’s rights as human rights” (Mhlanga: 5). The initiative aimed to produce data on the successes and failures of governments to place women’s participation at the centre of national development. Its objectives were to:

a. Monitor the domestication and implementation of international women’s human rights instruments.

b. Monitor the ratification, domestication and implementation of the Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa and the SDGEA.

c. Research and document good practices on the implementation of instruments on gender equality.

d. Support and partner with existing national and regional CSOs and networks on promotion of gender equality and women's rights to fulfill their mandate.

e. Support AU gender machinery in addressing issues such as gender, family, youth and people with disabilities through research, training and capacity building.

It does not appear, however, that AGM made any progress beyond the publication of its plan in 2007.

3.1.3 Gender Impact Analysis Tool

This tool was developed by the Federation of Women Lawyers (Kenya) to measure government compliance with CEDAW and the International Covenant on Economic, Social and Cultural Rights (ICESCRs). It focuses on population, health, violence against women, household, marital status and fertility, education, work and income, women in power and decision making, and land and inheritance laws. The Gender Impact Analysis tool has eight indicators on compliance and changes in women’s circumstances. These indicators are highlighted below.

a. Availability of up to date data on the current situation of women and men.

b. The extent to which gender is recognized in national policies.

c. Enactment of enabling gender sensitive legislation.

d. Development of strategies and action plans to facilitate the implementation of legislation and policies.

e. Allocation of resources devoted to gender equality work.

f. Provision and delivery of necessary services which have been identified as being of highest priority in reducing the burdens on women and reducing gender gaps in health, education, income, law, power and decision making.
g. Monitoring and evaluation processes which integrate gender indicators into policy and programme reviews of gender equality work.

h. Regular reporting to parliament, line ministries and treaty bodies (as well as other relevant stakeholders).

Other tools include: Gender Equality Index by Social Watch; Gender Info by UN Statistics Division; Gender Statistics by UN Economic Commission for Latin America and the Caribbean; Gender Statistics by UN Economic and Social Council for Asia/Europe; Genderstats by the World Bank; Global Database of Quotas for Women by the International Institute for Democratic and Electoral Assistance (IDEA) and Stockholm University; Global Gender Gap Index by the World Economic Forum; and Women in Parliaments by the Inter-parliamentary Union.

Most of the tools measure specific variables plotted against relevant indicators.

### 3.2. Proposed Monitoring and Evaluation Tools for the EAC and its Member States

This section contains four proposed monitoring and evaluation tools. These tools have adopted elements from existing tools guided by the conviction that “no single tool or method can respond to all our learning needs, since each has been designed to track or capture specific dimensions of change or operational effectiveness” (Baltiwala, 2011:5). Each tool is described below.

#### 3.2.1 General Assessment of Gender Mainstreaming Environment

This is a list of questions that seeks to assess the general gender mainstreaming environment of the country and the status of gender equality based on common measures.
<table>
<thead>
<tr>
<th>Measure</th>
<th>Analytical Questions</th>
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| 1 Commitment to international and regional equality instruments. | - What international and regional gender equality instruments has the country committed to (signed, ratified)?  
- What provisions for domestication of the international and regional instruments are provided for?  
- What action plans and strategies are there to implement the instruments committed to?  
- To what extent have the plans been implemented?  
- What reporting mechanisms are there against each instrument committed to?  
- To what extent has the country adhered to the reporting requirements?  
- What key issues have been raised with regard to government reports on compliance with gender equality instruments by treaty bodies? |
| 2 National constitution and legislation. | - What are the national constitutional provisions for gender equality and non-discrimination?  
- What laws have been developed to implement the constitution, promote gender equality and protect women’s rights?  
- What are the key provisions of the laws? |
| 3 Gender policy. | - Is there a national gender policy? If so, what does it provide for?  
- What sectoral gender policies are there to implement the national gender policy?  
- Are there gender action plans to implement the national and sectoral gender policies?  
- To what extent is gender equality articulated in all other policy documents?  
- Do the gender equality action plans contain measurable results?  
- What penalties are applied to institutions that do not adhere to the national gender policy? |
<table>
<thead>
<tr>
<th>Measure</th>
<th>Analytical Questions</th>
</tr>
</thead>
</table>
| 4 Gender mainstreaming mechanisms. | • What national machinery has been established to promote gender equality and protect women’s rights?  
• To what extent are gender mainstreaming mechanisms established and operational in all government institutions?  
• What is the stature of the gender mainstreaming machinery relative to comparative structures?  
• Where is the machinery located within the government system? To what extent is this location strategic?  
• What mandate and authority does the gender machinery have to coordinate other government structures and ensure meaningful gender mainstreaming in the whole government system?  
• What is the proportion of resources allocated to the machinery in relation to other structures? How adequate are the resources to enable meaningful gender mainstreaming?  
• To what extent is the staff of the gender machinery equipped with the requisite knowledge and skills to carry out the expected work? |
| 5 Gender responsive budgeting. | • To what extent is gender responsive budgeting mandated and applied by the government?  
• What specific gender responsive budgeting initiatives have been put in place?  
• What policy framework is there to ensure that gender responsive budgeting is carried out?  
• What mechanisms have been put in place to ensure that the government carries out gender responsive budgeting?  
• To what extent have government officers been equipped with the knowledge and skills to carry out gender responsive budgeting?  
• How adequate are the resources allocated for sectors that have high potential for reducing gender inequalities and addressing women’s rights?  
• What improvements have been brought about by carrying out gender responsive budgeting?  
• What challenges are faced in applying gender responsive budgeting? |
<table>
<thead>
<tr>
<th>Measure</th>
<th>Analytical Questions</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>Gender analysis and disaggregated data.</td>
</tr>
<tr>
<td></td>
<td>• To what extent is gender analysis mandated and conducted to inform government programmes?</td>
</tr>
<tr>
<td></td>
<td>• Is there an obligation to disaggregate all data by gender?</td>
</tr>
<tr>
<td></td>
<td>• What data are available on the status of women and men nationally and per sector?</td>
</tr>
<tr>
<td></td>
<td>• What gender disparities do these data portray?</td>
</tr>
<tr>
<td></td>
<td>• To what extent are the data used to plan national development in order to address gender disparities?</td>
</tr>
<tr>
<td>7</td>
<td>Overall gender equality status.</td>
</tr>
<tr>
<td></td>
<td>• What is the overall state of gender equality in the country?</td>
</tr>
<tr>
<td></td>
<td>• What are the main challenges to realising gender equality in the country?</td>
</tr>
</tbody>
</table>

3.2.2 Score Card

This is an assessment of a country’s implementation of its gender commitments. The instrument has two broad components: the instruments that a country has committed to; and the major implementation steps taken. Under commitment, the scorecard looks at whether the country has signed, ratified and domesticated the instrument. Under implementation, the scorecard focuses on national action plan(s), policy framework(s), implementing institution(s), budgetary allocation(s), achievements from implementation and the reporting record. The proposed rating scale for each variable is:

0 = No action.  
1 = Little action.  
2 = Satisfactory action.  
3 = Excellent action.

The total possible score on each instrument is 24. A score of 17-24 indicates that the country’s performance is excellent; 13-16 indicates a satisfactory performance; 7-12 indicates fair performance; and 0-6 indicates serious commitment and implementation gaps. The below table is an example of a score card. It captures only those instruments that are enforceable i.e. conventions or treaties but it can be expanded to incorporate new gender commitments that countries commit to.
<table>
<thead>
<tr>
<th>Country</th>
<th>Commitment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Convention against Discrimination in Education (1960).</td>
</tr>
</tbody>
</table>
3.2.3 Gains Reporting Sheet

This is a three point reporting sheet which provides the evaluator with an opportunity to capture key events and variables in the country and indicate positive developments, reversals or defence of the status quo with regard to gender equality. Gains are major steps taken towards gender equality and improvements in women's lives as a result of the steps taken during the period of assessment e.g. passage of new law promoting women's rights. Defence refers to progressive interventions that have been retained against regressive forces e.g. retention of affirmative policies beneficial to women and girls against opposition to the same. Lastly, reversals are negative changes brought about by the interventions, regressive forces and changing circumstances e.g. amendment of legislation to dilute women's gains, court rulings against progressive gender equality provisions, failure to implement existing laws and policies and dilution of the mandates of gender machinery.

The rationale for including reversals and defence is that there is often resistance to women's advancement and it is unrealistic to expect only positive results. In fact, the negative reactions can also indicate positive impact because they show that the intervention has received attention. For example, opposition to a requirement for mandatory gender balance in elective and appointive offices opens up space for debate on the issue hence clarification on how it should be implemented. Defence of existing gains is important to ensure that progress already made is not lost e.g. good laws are not repealed or diluted. Key variables to consider are listed in the table below for illustration only.

<table>
<thead>
<tr>
<th>Gains</th>
<th>Burundi</th>
<th>Kenya</th>
<th>Rwanda</th>
<th>Tanzania</th>
<th>Uganda</th>
<th>Comparative Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constitution</td>
<td></td>
<td></td>
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<td></td>
<td></td>
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<tr>
<td>Legislation</td>
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<tr>
<td>Policy</td>
<td></td>
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<tr>
<td>Elections</td>
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<td></td>
</tr>
<tr>
<td>Appointments</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gender mainstreaming structures &amp; mechanisms</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gender responsive budgeting</td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Gender management information system</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Defence</td>
<td>Constitution</td>
<td>Legislation</td>
<td>Policy</td>
<td>Elections</td>
<td>Appointments</td>
<td>Gender mainstreaming structures &amp; mechanisms</td>
</tr>
<tr>
<td>----------------------------</td>
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<td>------------------------------------------------</td>
</tr>
<tr>
<td>Reversals</td>
<td>Constitution</td>
<td>Legislation</td>
<td>Policy</td>
<td>Elections</td>
<td>Appointments</td>
<td>Gender mainstreaming structures &amp; mechanisms</td>
</tr>
</tbody>
</table>

### 3.2.4 Thematic Assessment

This is a thematic tool that looks at specific areas of concern with regard to gender equality and women’s empowerment. It lists questions under each theme and proposes some indicators to
monitor the prevailing status. These indicators can be expanded or modified as need be. From data generated, it should be possible to provide a general summary of the status of gender equality in the country in each area of concern. The information can then be updated from time to time.

**Theme One: Women in Politics and Decision-Making**

<table>
<thead>
<tr>
<th>Serial Number</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 1             | a. How does the national constitution address gender equality in leadership and decision making?  
b. To what extent have the constitutional provisions been implemented?  
c. What improvements have been realized as a result of implementing the constitutional provisions? | • Percentage of women occupying leadership and decision making positions per sector. | • Explicit constitutional provisions on gender equality in leadership and decision making positions.  
• Measures taken to ensure that women occupy leadership and decision making positions in all sectors. |
| 2             | a. What legislation is there to promote gender equality in political leadership and decision making?  
b. To what extent has the legislation been implemented?  
c. What improvements have been realized as a result of the legislation? | • Number of laws enacted to promote gender equality in political leadership and decision making. | • Compliance of laws with international gender equality standards.  
• Themes and content of legislation. |
<table>
<thead>
<tr>
<th>Serial Number</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| **3**         | a. In what ways are political parties obliged and committed to gender equality and equity?  
               a. To what level have political parties complied with the obligations?  
               a. How has the participation of women in politics changed as a result of action by political parties?  
|               |           | • Proportion of women to men in party membership, leadership and nominations at all levels. | • Explicit gender equality provisions in manifestoes of political parties.  
               • Affirmative action provisions in political party constitutions and manifestoes.  
               • Mechanisms in place to guarantee women’s participation in political parties and occupation of top party leadership positions.  
               • Gender equality provisions in registration criteria for and public funding of political parties.  
               • Existence of accountability mechanisms to ensure compliance by political parties.  
               • Penalties against political parties for non compliance with gender equality requirements. |
| **4**         | a. What measures are in place to ensure gender balance in the legislature, executive and judiciary?  
               b. To what extent have the measures been implemented?  
               c. How has the implementation of the measures changed the ratio and positions of women to men in the three arms of government?  
|               |           | • Proportion and hierarchy of women to men in the executive, legislature and judiciary. | • Explicit provisions for gender balance in recruitment and appointments.  
               • Affirmative action provisions for recruitment in the public and private sector.  
               • Electoral measures in place to ensure gender balance in the distribution of decision making and political positions.  
               • Penalties for flouting the law on gender balance.  
               • Reforms to make institutional environments equally responsive to women’s and men’s needs. |
<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 1  | a. What constitutional, legal and policy measures are there to ensure gender equality and equity in education with regard to access, retention, performance and transition?  
b. How have the measures been translated into action?  
c. What improvements have been registered as a result of implementing the measures? | • Number and geographical distribution of schools.  
• Average distances to schools.  
• School enrolment rates by sex at all levels.  
• School attendance by sex.  
• Dropout rates by sex.  
• Completion rates by sex and cycle of education.  
• Relative levels of female participation in different fields of study.  
• Number and percentage of females benefiting from affirmative measures. | • Existence of laws on compulsory basic education for all children.  
• Free education policies.  
• Measures to ensure that education is affordable.  
• Affirmative measures to bridge gender gap in education at all levels. |
| 2  | a. What budgetary measures are in place to ensure that males and females benefit equally and equitably from education?  
b. How have females benefited from the budgetary provisions? | • Proportion of education budget benefiting females.  
• Percentage of eligible females benefiting from the budgetary provisions.  
• Proportion and hierarchy of educational staff that is female. | • Existence of affirmative budgetary programmes for females e.g. bursary schemes and scholarship for females. |
| 3  | a. What measures are in place to ensure that biological factors do not disadvantage and constrain female participation in education?  
b. To what extent have the measures been implemented?  
c. What results have been achieved? | • Percentage of female students with access to sanitary wear.  
• Percentage of female students with access to sanitation facilities in educational institutions.  
• Percentage of girls who become pregnant that are re-admitted to school annually. | • Re-admission policies for female students who get pregnant.  
• Penalties against perpetrators of school girl pregnancy. |
<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td>a. What measures are in place to promote and sustain female participation in science, mathematics, technical (SMT) and professional subjects?</td>
<td>• Number of educational institutions dedicated to ensuring that females pursue SMT subjects.</td>
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<tr>
<td></td>
<td></td>
<td>• Number of female SMT teachers at all levels.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>b. What improvements have been registered in the enrolment and performance of females in SMT and professional subjects?</td>
<td>• Number of female students pursuing SMT subjects at all levels.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Number of female students benefiting from SMT bursaries and scholarships at different levels.</td>
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<td></td>
<td></td>
<td>• Percentage of female students excelling in SMT subjects at all levels.</td>
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<tr>
<td></td>
<td></td>
<td>• Structure of the curriculum at all levels.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Affirmative initiatives to promote female participation in SMT subjects e.g. bursaries and scholarships for females in SMT subjects.</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>a. What measures are in place to ensure that school environments are conducive for females?</td>
<td>• Proportion of educational institutions with implementing policies on GBV.</td>
<td></td>
</tr>
<tr>
<td></td>
<td>b. How have the measures improved female participation in education at all levels?</td>
<td>• Percentage reduction in GBV in educational institutions.</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>• Percentage of educational staff taken through gender sensitisation.</td>
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<tr>
<td></td>
<td></td>
<td>• Measures to prevent and respond to GBV in educational institutions.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Availability of adequate physical facilities for females.</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>• Changes in organizational culture to make it more gender responsive.</td>
<td></td>
</tr>
</tbody>
</table>
### Theme Three: Women’s Economic Empowerment

<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 1  | a. What measures are in place for gender balanced recruitment in the private and public sector?  
   b. To what extent have the measures been implemented?  
   c. What effect has implementation of the measures created in the conditions and positions of women in the public and private sectors? | • Ratio of women to men in formal and informal employment by sector.  
• Ratio of skilled (professional, technical) and unskilled female to male workers.  
• Unemployment rates by sex. | • Laws guaranteeing non-discrimination in recruitment on the basis of gender.  
• Transparent and fair recruitment procedures devoid of gender bias and sexual harassment.  
• Gender-based affirmative recruitment measures. |
| 2  | a. What legislation and policies are there on equal pay for work of equal value?  
   b. What is the level of compliance with the laws and policies in public and private sectors?  
   c. What improvements have been registered on gender equality in incomes? | • Women’s annual per capita income relative to men’s annual per capita income in formal and informal employment. | • Laws outlawing discrimination in employment and payment.  
• Standardized salary scales regardless of gender. |
<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>a. What measures are in place to make the work place and culture more gender responsive? b. What changes have been realized as a result of implementing the measures?</td>
<td>• Number of hours worked in public and private sector by women compared to men. • Proportion of women to men benefiting from specific employee benefits. • Number and spread of public, private and civil society institutions with gender responsive policies and facilities e.g. baby care rooms.</td>
<td>• Legislation against gender based discrimination in recruitment, promotion, career progression and allocation of opportunities. • Conditions of work for women in all sectors. • Similarities and differences in insurance schemes for female and male workers. • Gender-specific medical conditions covered by insurance. • Provisions for maternity and paternity leave. • Gender responsiveness of other types of leave e.g. compassionate leave.</td>
</tr>
<tr>
<td>4</td>
<td>a. What measures are in place to ensure that women have equal rights with men to ownership of property? b. To what extent have women's rights to property been protected and enforced? c. What are the results of enforcing women's right to property?</td>
<td>• Percentage of women with titles to property. • Percentage of women having security of tenure with regard to different types of property. • Reduction in number and percentage of women, especially widows and spinsters, dispossessed or disinherited or exposed to other forms of dispossession.</td>
<td>• Laws guaranteeing females the right to inherit and acquire property in own names. • Superiority of statutory over customary law on matters of personal law. • Women's freedom to dispose of own income and property. • Women's security of land and tenure. • Women's independence to enter into contracts and enterprise.</td>
</tr>
<tr>
<td>SN</td>
<td>Questions</td>
<td>Quantitative Indicators</td>
<td>Qualitative Indicators</td>
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<tr>
<td>----</td>
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<td>------------------------</td>
</tr>
</tbody>
</table>
| 5  | a. What specific measures are in place to address women’s poverty, investment, entrepreneurship and finance?  
     a. How have the measures changed women’s level of poverty, investment, entrepreneurship and access to finance? | • Levels of poverty by sex of household head.  
• Percentage of women with bank accounts.  
• Percentage of women with access to bank loans and credit facilities. | • Special initiatives to enhance women’s access to economic empowerment opportunities e.g. low interest loans, tax holidays, cash transfer schemes, women’s enterprise funds etc.  
• Measures to scale up women’s enterprises into mainstream economic activities. |
| 6  | a. What taxation measures are in place to cushion women from economic adversity?  
     b. How have the existing taxation measures affected women positively or negatively? | • Number and types of basic items used by women that are zero rated e.g. sanitary towels.  
• Percentage of women heads of households who can afford basic needs.  
• Percentage of women’s income spent on basic needs: shelter, food, clothing, fuel, medical care and transport. | • Measures to control the rise in prices of basic commodities. |
### Theme Four: Women’s Health

<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 1  | a. What measures are in place to address women’s and girls’ sexual and reproductive health rights?                                     | • Reduction in distances to health and maternity facilities.  
• Percentage of women and girls accessing sexual and reproductive health services.  
• Percentage of women in reproductive age that are using contraceptives.  
• Percentage of women receiving or accessing pre-natal and ante natal care services.  
• Life expectancy by sex.  
• Percentage of births attended by professional health workers.  
• Reduction in maternal mortality rates.  
• Under-five mortality rates by sex.                                                                                     | • Stipulation of the right to health in the constitution and legislation.  
• Freedom for women to make decisions about their reproductive health without interference by culture, tradition, religion and other factors.  
• Legislation outlawing harmful traditional practices.  
• Level of women's and girls' awareness of reproductive health services and information.  
• Public support for contraception and other safe motherhood initiatives.                                                      |
|    | b. What is the level of women's access to safe motherhood facilities and services?                                                         |                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                             |
|    | c. How have the measures affected the sexual and reproductive health of women and girls positively or negatively?                     |                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                             |
|    | d. What improvements have been registered on safe motherhood?                                                                             |                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                             |
| 2  | a. What resources are allocated to maternal health, sexual and reproductive health and other areas of primary benefit to women and girls? | • Proportion of budget allocated to health and particularly areas that directly affect women and girls.  
• Percentage of women and girls who can access health services locally.                                                                                                           | • Types and distribution of facilities addressing maternal, sexual and reproductive health.                                                                                                                                                                                                         |
<p>|    | b. What improvements in the health of girls and women can be attributed to resource allocation measures?                                |                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                             |
|    |                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                             |</p>
<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 3  | a. What measures are in place to ensure that health services (preventive and curative) are affordable to women and girls?  
    b. How have the measures affected the health of women and girls? | • Average cost of health services in public and private health facilities.  
    • Percentage of women who can afford health services in private and public facilities.  
    • Number and types of health services for women and girls provided free by the government.  
    • Percentage of women benefiting from national health insurance schemes. | • Types of gender specific needs and conditions covered by national health insurance e.g. maternity, gynaecological conditions etc. |
| 4  | a. What measures are in place to reduce women’s infection by HIV and mother-to-child transmission?  
    b. How have the measures improved women’s and infants’ health? | • Percentage of women in reproductive age aware of HIV transmission methods.  
    • Percentage of women able to afford post-exposure prophylaxis against HIV.  
    • Percentage of expectant women screened and placed on anti-retroviral (ARV) medication.  
    • Proportion of women infected by HIV receiving free anti-retroviral therapy (ART) and ARV drugs. | • Availability of HIV/AIDS counselling services in reproductive health facilities.  
    • Laws criminalizing deliberate transmission of HIV.  
    • Availability of free ARV and ART in public health facilities. |
| 5  | a. What measures are in place to prevent and respond to GBV?  
    b. To what extent have the measures been implemented?  
    c. What levels of success have been realized in prevention and response to GBV? | • Number and distribution of health facilities handling GBV cases.  
    • Distance to medical, security, administrative, psycho-social and community based support for survivors of GBV.  
    • Percentage of public and private sector institutions with GBV policies. | • Existence of national strategy and plan of action on GBV.  
    • Laws on sexual crimes.  
    • Types of services offered by medical, security, administrative, psycho-social and community based support provided for survivors of GBV. |
<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>a. What is the level of women's access to potable water?</td>
<td>• Percentage of households with access to potable water.</td>
<td>• Types of water sources for domestic use.</td>
</tr>
<tr>
<td></td>
<td>b. What is the effect of the access or lack of access to potable water on</td>
<td>• Distances travelled by women to access potable water.</td>
<td>• Budgetary measures to ensure access to potable water.</td>
</tr>
<tr>
<td></td>
<td>women's workload, health and general welfare?</td>
<td>• Number of hours spent by women to access water.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Percentage reduction in prevalence of water-borne diseases.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Types of water sources for domestic use.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Budgetary measures to ensure access to potable water.</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>a. What is women's level of access to clean and affordable energy?</td>
<td>• Percentage of households with access to clean energy.</td>
<td>• Types of energy available to women.</td>
</tr>
<tr>
<td></td>
<td>b. What affect has access to clean energy created on women’s health and</td>
<td>• Percentage of households using clean energy.</td>
<td>• Budgetary measures to ensure access to clean energy.</td>
</tr>
<tr>
<td></td>
<td>workload?</td>
<td>• Percentage of female heads of households who can afford clean domestic energy.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Reduction in upper respiratory tract infections resulting from use of unhealthy energy</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>sources.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Reduction in women's workload in search of domestic energy.</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>a. What is the level of women’s access to and ownership of decent and</td>
<td>• Percentage of women living in decent and adequate housing.</td>
<td>• Types of housing available.</td>
</tr>
<tr>
<td></td>
<td>adequate housing?</td>
<td>• Percentage of women with titles to own houses.</td>
<td>• Budgetary measures to ensure women's access to and ownership of decent housing.</td>
</tr>
<tr>
<td></td>
<td>b. How has ownership of decent and adequate housing improved women's</td>
<td>• Percentage of women accessing mortgage facilities.</td>
<td>• Changes in social status for women owning decent and adequate housing.</td>
</tr>
<tr>
<td></td>
<td>conditions and positions in the society?</td>
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</table>
### Theme Six: Women, Ethics and Accountability

<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 1  | a. What national laws are in place to combat corruption and promote accountability?  
   b. To what extent have the laws been enforced? | • Number and types of anti-corruption laws.  
   • Number and stature of individuals held accountable for corruption and economic crimes. | • Ethics and anti-corruption laws enacted.  
   • Public realization of the right to public information. |
| 2  | a. What institutional measures are in place to combat corruption and promote accountability?  
   b. How have the measures impacted on protection of national wealth and resources? | • Number and stature of individuals being held accountable for corruption and economic crimes.  
   • Percentage of women satisfied with anti-corruption measures. | • Mechanisms in place to combat corruption.  
   • Publication of government budgets.  
   • Publication of bribery index.  
   • Requirement for public officials to take responsibility for corruption, economic crimes and acts of omission and commission. |
| 3  | a. What is the level of women’s participation in anti-corruption initiatives?  
   b. How has women’s participation in anti-corruption initiatives impacted on institutional culture and protection of national wealth and resources? | • Ratio and hierarchy of women to men in anti-corruption mechanisms.  
   • Percentage of women satisfied with ethics and anti-corruption measures e.g. measures taken to punish officials who abuse their positions, are corrupt, misuse public resources, manipulate elections etc.  
   • Percentage of women who have confidence in the executive, judiciary, legislature, media and other institutions. | • Involvement of women in budgeting processes and policy formulation.  
   • Women’s participation in public discourse e.g. social audits, debates with leaders, receipt of reports from local councils etc.  
   • Differences in integrity of institutions led by women compared to those led by men. |
## Theme Seven: Women's Rights and Access to Justice

<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 1  | a. Which women's civil, political, economic, social and cultural rights are protected by the country's constitution?  
b. What measures are in place to enforce women's civil, political, economic, social and cultural rights?  
c. What improvements have been registered in the realization of women's civil, political, economic, social and cultural rights? | • Number of laws directly focusing on women's rights.  
• Percentage of women issued with identity cards, marriage certificates, title deeds, licences etc. | • Specific women's rights protected by the constitution e.g. citizenship, nationality, suffrage, marital equality, property, domicile etc.  
• Content of laws directly focusing on women's rights.  
• Legislation outlawing gender based discrimination. |
| 2  | a. What measures are in place to protect women and girls from GBV?  
b. To what extent are these measures being implemented?  
c. What results have been registered as a result of implementing the measures? | • Reduction in percentage of women experiencing GBV.  
• Percentage of women satisfied with security services.  
• Percentage of female GBV survivors able to access shelters.  
• Distance to services for survivors of GBV.  
• Number of services for GBV survivors that have qualified personnel. | • Women's perception of their personal security.  
• Institutional measures to protect women from all forms of GBV.  
• Laws criminalizing GBV.  
• Initiatives by public, private and civil society organizations to prevent and respond to GBV.  
• Friendliness of services to survivors of GBV.  
• Availability of professionally trained service providers handling GBV cases. |
<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
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</thead>
<tbody>
<tr>
<td>3</td>
<td>a. What measures are in place to protect women from discriminatory and harmful traditional practices, cultures and customs e.g. female genital mutilation (FGM), forced and arranged marriages, widow inheritance etc? b. What improvements have been realized with regard to protection of women and girls from harmful traditional practices?</td>
<td>• Percentage of women exposed to harmful traditional practices.</td>
<td>• Laws criminalizing harmful traditional practices. • Initiatives to discontinue harmful traditional practices. • Attitude change towards harmful traditional practices.</td>
</tr>
<tr>
<td>4</td>
<td>a. What measures are in place to ensure that the judiciary, police stations and local administration are accessible to women and responsive to their needs? b. What improvements have been realized in terms of the responsiveness of the judiciary, police stations and local administration to women’s needs?</td>
<td>• Percentage of women aware of their legal rights. • Percentage of women seeking judicial services who can afford them. • Percentage of women in need of legal counsels who can afford them. • Distances covered by women to legal, security and local administrative services.</td>
<td>• Availability of information on women’s rights in media and languages accessible to women. • Confidentiality of reporting systems. • Simplicity of security, judicial and administrative processes.</td>
</tr>
<tr>
<td>5</td>
<td>a. What measures are in place to ensure that women are represented in security and judicial agencies? b. What impact has the increased presence of women in judicial and security services created in enhancing the realization of women’s rights?</td>
<td>• Ratio and positions of women to men in security and judicial organs.</td>
<td>• Changes in the institutional culture of security and judicial organs to accommodate more women. • New laws, policies and procedures in security and judicial services that are beneficial to women.</td>
</tr>
<tr>
<td>SN</td>
<td>Questions</td>
<td>Quantitative Indicators</td>
<td>Qualitative Indicators</td>
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</table>
| 6  | a. What measures are in place to ensure that penal custodial institutions and facilities are safe for women and responsive to their needs?  
    b. To what extent have the measures been implemented?  
    c. What results have been realized from implementing the measures? | • Number and capacity of separate penal institutions for female and male offenders.  
• Number of prisoners by sex and type of crime.  
• Number of penal institutions with physical facilities that are responsive to women’s biological needs.  
• Number of penal institutions with maternity and child care services for expectant and nursing female offenders.  
• Percentage and rank of female officers in penal institutions for females.  
• Percentage of penal officers handling female offenders that have gone through gender training. | • Measures to prevent GBV in penal institutions.  
• Institutional changes to ensure the safety and comfort of female inmates.  
• Levels of awareness by penal officers of the rights of female and male inmates. |

**Theme Eight: Women, Conflict and Emergency Situations**

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<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 1  | a. What measures has the government taken to implement UN Resolution 1325?  
    b. What are the results of the measures taken? | • Increase in percentage of women in security and peace operations at different levels. | • Existence of national plan on Resolution 1325.  
• Specific activities implemented from the plan.  
• Visibility of women in security and peace operations. |
<table>
<thead>
<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
</table>
| 2  | a. What measures are in place to protect women from conflicts and their consequences?  
    b. How have the measures ensured women’s protection and justice for female victims? | • Percentage of women needing medical, psycho-social and legal services in conflict and emergency situations who can access them.  
• Number and stature of perpetrators of violence against women in conflict situations held accountable.  
• Percentage of women satisfied with protective measures in conflict and emergency situations. | • National conflict prevention measures.  
• Rapid response mechanisms to minimize effects of conflict and disaster on women.  
• Laws against perpetrators of violence against women in conflict and emergency situations. |
| 3  | a. To what extent are women represented in conflict prevention and peace building initiatives?  
    b. How has women's participation enhanced security for and protection of women? | • Ratio and positions of women in conflict prevention and peace building initiatives. | • Reflection of women's concerns in conflict prevention and peace building initiatives. |
<table>
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<tr>
<th>SN</th>
<th>Questions</th>
<th>Quantitative Indicators</th>
<th>Qualitative Indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>a. What measures are in place to enable women access and disseminate information?</td>
<td>• Number and diversity of mass media channels.</td>
<td>• Laws guaranteeing freedom of the mass media, expression and access to information.</td>
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<tr>
<td></td>
<td>b. How have the measures enhanced women’s access to, and use of, the media?</td>
<td>• Percentage of women who can afford newspapers, radio, television and internet services.</td>
<td>• Laws and policies requiring balanced recruitment in the media and Information Communication Technology (ICT) sectors.</td>
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<td></td>
<td></td>
<td>• Ratio and hierarchy of women to men working in media organizations.</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>a. What measures are in place to ensure that the mass media and ICT sectors are gender responsive?</td>
<td>• Number of media houses and ICT institutions with gender policies.</td>
<td>• Laws and policies compelling gender responsiveness in media houses and ICT sector.</td>
</tr>
<tr>
<td></td>
<td>b. How have the measures changed the culture of media and ICT institutions?</td>
<td>• Ratio of women to men enrolled in ICT courses.</td>
<td>• Attitude of media personnel to gender equality.</td>
</tr>
<tr>
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<td></td>
<td>• Ratio of female ICT experts.</td>
<td>• User-friendliness of media products to rural women.</td>
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<td></td>
<td></td>
<td>• Percentage of media space dedicated to gender issues.</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>a. What measures are in place to ensure that women have access to ICT?</td>
<td>• Number of institutions providing ICT courses.</td>
<td>• Attitude of women to ICT courses.</td>
</tr>
<tr>
<td></td>
<td>b. How have the measures changed the ICT sector?</td>
<td>• Ratio of women to men enrolled in ICT courses.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Ratio of female to male ICT experts.</td>
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</table>
Implementation of the Proposed Gender Monitoring and Evaluation Tools

4.1 How to Use the Proposed Gender Monitoring and Evaluation Tools

4.1.1 Questions to Answer
Every monitoring and evaluation system seeks to answer questions related to the following:

a. **Objectives:** What was the intervention designed to do?

b. **Effectiveness:** Did the intervention do what it was designed to do?

c. **Relevance:** Was the intervention appropriate to the needs of the target population?

d. **Efficiency:** To what extent was the intervention cost-effective (achieve greatest impact at minimum cost)?

e. **Results:** What has the intervention achieved in the immediate term (outputs), intermediate term/period (outcomes) and long (impact) term?

f. **Divergence:** Has there been a remarkable deviation of actual performance from what was planned? What could be the causes of such divergence?

g. **Indicators:** How do we measure the difference created?

h. **Attribution:** How can the difference created be linked with the intervention?

i. **Lessons:** What worked, what did not work and why? What are the alternatives? What are best practices?
4.1.2 Questions to Ask
The actual process of monitoring and evaluation is guided by the following questions.

a. What kind of information is needed from the exercise?
b. How much information should be gathered?
c. Where will the information come from?
d. What instruments will be used to gather the information?
e. How will the information be analyzed?
f. How will the information be presented to different audiences?

4.1.3 Questions to Consider
The user of the framework should consider the following questions.

a. **Why Monitor and Evaluate:** The basic idea is to hold member states accountable for gender equality commitments. The M&E should generate objective data on commitments, status of implementation and progress towards achieving the commitments. This will help states see themselves individually and in comparison with other states. It will, therefore, act as a peer review catalyst for good practices and improvement where gaps exist.

b. **What to Monitor and Evaluate (Indicators):** This refers to the specific measures of achievement around which to collect quantifiable data and qualitative information. These indicators include gender parity (equal representation and participation of women and men), equality (equal access, control, opportunities, rewards and benefits for women and men), equity (the ratio of participation, access, opportunities, rewards and benefits according to needs/concerns of women and men, women’s empowerment and transformation of gender relations), empowerment (cognitive, behavioural and affective changes to increase levels of equality and empowerment of women in relation to men), and transformation (changing the gender order and existing distribution of resources and responsibilities to create balanced gender relations). Ideally, the user/evaluator should structure the data collection instruments around variables provided in each gender equality instrument and themes. Below is a list of key instruments to consider at national, regional and global levels.

---

**Some Key Gender Equality Instruments to Monitor and Evaluate**

**National Instruments**
- Constitution.
- Legislation.
- Policies.

**Regional Instruments**
• Dakar Platform for Action (1994).
• Constitutive Act of the African Union (2000, Articles 3 and 4).
• Abuja Declaration on HIV and AIDS, Tuberculosis and Other Related Infectious Diseases (2001).
• African Union Solemn Declaration on Gender Equality in Africa (2004).
• Inter-Governmental Authority on Development Gender Policy (2004).

Global Instruments

Women’s Human Rights

• UN Convention on the Political Rights of Women (1952).
• Convention on the Nationality of Married Women (1957).
• Convention on the Elimination of All Forms of Discrimination against Women (1979)
• Nairobi Forward Looking Strategies (1985).
• UN Declaration on Violence Against Women (1993).
• UN Security Council Resolution 1325 (2000).
**Human Rights**
- International Covenant on Civil and Political Rights (1966).

**Slavery and Slavery-Like Practices**

**Torture, Ill-Treatment and Disappearance**
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984).

**Rights of the Child**

**Freedom of Association**

**Employment and Forced Labour**
- Equal Remuneration Convention (1951).
- Employment Policy Convention (1964).
c. **When (Frequency of Monitoring and Evaluation).** At the minimum, there should be annual monitoring which leads to annual reports and updates. This requires the monitors/evaluators to continuously gather information on each country of focus by following key events as they happen in order to make the process of compilation relatively easy at the end of the year.

d. **Where (Information Sources).** The required information will be available mainly from secondary sources. However, there will be need to analyze and interpret the information using primary data and information generated through consultation with relevant stakeholders. Some key sources of information will be: World Bank reports, UN reports, country reports to various international and regional treaty bodies, national MDGs reports, national gender machineries, national bureaus of statistics, censuses, the African Union, the East African Community secretariat, Inter-parliamentary Union, national legislatures and CSOs. The success of this framework will depend to a large extent on the availability of updated and authentic data. It is therefore critical to get the data from the most current and credible sources. Because data collection is a sensitive issue, there is need to adhere to protocols in each country hence the importance of working closely with national bureaus of statistics and gender machineries to collect and verify the data and information collected.
Helpful tips when monitoring and evaluating gender mainstreaming

Baltiwala (2011a) identifies a number of helpful tips when monitoring and evaluating gender mainstreaming. These are:

a. Balance quantitative and qualitative data and avoid over-emphasizing one at the expense of the other.

b. Emphasize methods that acknowledge the contribution of other actors towards change.

c. Do not go for more information than can be analyzed as it is not the quantity but quality of information that matters.

d. Use multiple frameworks adapted to different contexts and data requirements.

e. Use participatory approaches that trace change through the eyes of the target population, in this case, women.

f. Conduct baseline surveys in the first year of work and update them periodically.

g. Track not only positive results but also reversals (negative changes) of existing positive situations such as the repealing of a progressive law.

The framework is a broad guideline on themes and variables to assess. Users are therefore advised to consider it as a basket of tools from which to choose, pull out, amplify and adapt to their unique mandates and interests. For example, if a CSO’s main focus is on women and politics, it may choose to select components of the various tools that address political issues.

The aggregation of the various reports should lead to status of the region report on gender equality commitments in the EAC. A generic reporting format is provided in the last section of this framework.

4.2 Implementation Steps

The following actions are recommended to assist in the effective implementation of this framework.

4.2.1 Familiarization

Users of this framework should undergo training and orientation on how the framework is designed and how best to adopt it to different circumstances. This training should cover at least basic concepts on monitoring and evaluation, women’s rights instruments and gender mainstreaming.

4.2.2 Pre-testing

The framework should be pre-tested (piloted) to enable intended users get a practical feel of what it will entail to use the tools and to fine tune the tools.
4.3.3 Advocacy
This tool is basically meant to lead to advocacy for implementation of gender equality commitments. In this regard, the M&E reports should be translated into different advocacy products such as: statistical fact sheets, “Did You Know?” challenge questions, graphs and tables of significant data, illustrative case studies, fliers and digests. Practical evidence based advocacy strategies should also be developed on how to present and share the data generated, with the EAC secretariat, individual member countries and other duty bearers who can influence them positively.

4.2.4 Resource Centre
In the long run, there should be a comprehensive repository of information on the status of implementation of various gender equality instruments in the region. This repository will essentially be a one-stop resource centre updated annually. The resources can be used to develop subsidiary reports on specific themes of interest to member countries, academics, activists, NGOs, policy makers, governments and UN organizations.

4.2.5 Linkages
The users of this framework will require strategic linkages with governments and treaty bodies to enable collection of credible and reliable data as well as to disseminate the findings. Such linkages could be fostered through rapport with expected providers of information, granting of observer status to the CSOs, regular access to the EAC secretariat and government statistical offices, regular de-briefing with various actors, sharing of reports on women’s rights, and joint planning and implementation of M&E activities.

4.3 Reporting
For purposes of comparison, a uniform reporting format is recommended. To this end, a standard format is proposed below modeled on common formats used in reporting to treaty bodies. The format has also been adopted to reflect the information gathered from each tool proposed.

In this format, the Introduction should summarize the findings. The information is then to be presented sequentially under the chapter on findings. The information should be presented using narrative, tables, graphs and case studies to illustrate achievements, challenges and determinant factors. The chapter Discussion of Findings then analyzes the findings in terms of the country's performance or in comparison with other countries. This gives way to the conclusions and recommendations, which should be built around the framework objectives. The proposed reporting format is in the box below.
1.0 Introduction

1.1 Context
- Objectives
- Country Profile: size; demographics; system of government; historical landmarks
- Period Assessed and Major Gender-related Events

1.2 Methodology
- Approaches and Instruments Used to Gather Data
- Challenges Faced and How They were Overcome
- Limitations of the Findings

2.0 Findings

2.1 Findings on Gender Mainstreaming Environment
- Current Status of Gender Equality in the Country
- National Gender Mainstreaming Environment
- Gender Equality Instruments Assessed
- What Government has done in Regard to its Commitments

2.2 Findings from Scorecard
- Commitments.
- Implementation.

2.3 Findings on Gains, Reversals and Defence
- Constitution
- Legislation
- Policy
- Elections
- Appointments
- Gender Mainstreaming Structures and Mechanisms
- Gender Responsive Budgeting
- Gender Information Management System
2.4 Findings on Thematic Assessment

- Theme One: Women in Politics and Decision-Making
- Theme Two: Women in Education
- Theme Three: Women’s Economic Empowerment
- Theme Four: Women’s Health
- Theme Five: Women’s Access to Water, Energy and Housing
- Theme Six: Women, Ethics and Accountability
- Theme Seven: Women’s Rights and Access to Justice
- Theme Eight: Women, Conflict and Emergency Situations
- Theme Nine: Women, Media and Information Technology

3.0 Discussion of Findings

- Analysis of Achievements, Challenges and Determinants
- Comparison of Member Countries by Performance

4.0 Conclusion

- Lessons Learnt
- Recommendations

Annexes

- Data Collection Schedule
- Instruments Used to Gather Data
- List of Respondents
- Any relevant texts that add value but would be intrusive in the main text or which help to understand the findings better e.g. laws enacted or repealed, new policies and statistics

Bibliography

- Major texts and other sources of information used to generate the report
References


Further Reading


Internet