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**PERIODIC MEETING OF MINISTERS FOR GENDER
AND WOMEN'S AFFAIRS
IN ECOWAS MEMBER STATES 2017**

**ECOWAS Member States' Priorities in the Implementation of the
Supplementary WME Act for Sustainable Development in the
ECOWAS Region in Relation to the SDGs and the African
Union's Agenda 2063**

ROADMAP OF SUPPLEMENTARY ACT

February 2017

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Introduction

1. In July 2015, ECOWAS ratified the Supplementary Act on Equal Rights between Women and Men in the ECOWAS Area. This document is now the definitive reference work for gender equality across all countries in the Community.
2. A long inclusive process of consultation has produced this Act: government agencies, stakeholders in civil society, and technical and financial partners have all come together to address the region's priorities on issues of gender equality.
3. In creating such an instrument for itself, ECOWAS is voicing its belief that gender equality is above all a question of principle dictated by a regard for justice, and also a key development issue for Member States. The struggle for equality between women and men is an aspect of the wider question of the promotion of human rights and sustainable development, to which the ECOWAS Member States attach the greatest importance.
4. This belief is shared by civil society stakeholders who have been at the forefront of petitioning for a single frame of reference for gender equality issues in West Africa, with the support of the ECOWAS Centre for Gender Development. Organisations concerned with the rights and citizenship of women, as well as numerous stakeholders and networks dedicated to promoting human rights in West Africa have rallied to encourage ECOWAS Member States to equip themselves with such an instrument that will henceforth translate their commitment to gender equality and equity into real actions with clear and measurable objectives and timescales.
5. The Supplementary Act also serves as a legal document that favours a more effective realisation of efforts to protect and promote women's rights in West Africa, by setting up ECOWAS Member States with the means to harmonise national legislation with regional and international instruments. Texts and policies already in force in several countries are now codified into a single document; time-sensitive planning procedures can now be worked out at national level; and progress towards implementing the Act can now be tracked and inspected in every ECOWAS Member Country.

I. A brief summary of the background to the creation of the Roadmap

6. The Roadmap has been designed for the implementation of the Supplementary EWM Act for Sustainable Development in the ECOWAS region in relation to the SDGs and the African Union's Agenda 2063. This Supplementary Act stems from an observation of glaring gender inequalities that contrast with international and regional commitments signed and ratified by ECOWAS Member States. It falls within the context of the implementation of the legal instruments for the promotion of gender and the protection of women. It complements and reinforces the significant headway already made through various international commitments such as the Nairobi Prospective Strategy of 1985; The 1994 Dakar Action Plan, the Beijing Declaration and its 1995 Action Plan, UNSC Resolution 1325 on Women, Peace and Security in 2000 and beyond, the ECOWAS Gender Policy 2004, the 2004 Declaration of Heads of State and Government on Gender Equality and the 2008 Gender Policy of the AU and Article 63 of the Revised ECOWAS Treaty, among others.
7. The Supplementary Act on Equal Rights between Women and Men for Sustainable Development comprises 14 chapters, divided into 54 Articles. It deals with the Guarantee of Individual Rights, Governance and Citizenship, Education and Training, Women's Access to Resources and Employment; Youth and Development; Gender-based violence; Health and HIV/AIDS; Conflict prevention and management, peace and security; Media, information and communication; Water Environment, Sanitation and Climate Change; Agriculture and sustainable development; Infrastructure, energy and mining and is reinforced by a few final provisions.
8. Also from this perspective, the Supplementary Act on Equal Rights between Men and Women for Sustainable Development in the ECOWAS Area, in conjunction with the SDGs and the AU 2063 Agenda, sets out the Common African Position (CAP) on the post-2015 development programme. This is founded on the hypothesis that in order to realise the vision of the 2063 Agenda, an overhaul of pan-African areas of priority is due so that they match the aspirations of the African people, and those of ECOWAS in particular.
9. The Common African Position is based therefore on the following six pillars: (i) Economic structural transformation and inclusive growth; (ii) Science, technology and innovation; (iii) People-focussed development; (iv) Environmental sustainability, management of natural resources and disaster risks; (v) Peace and security; (vi) Finances and partnerships.
10. The systematic addressing of issues of male/female inequality, allied to a community-based approach, produces positive outcomes. Projects that focus on redressing these inequalities in a way that allows women increased participation and involvement has the effect of giving them the chance to pinpoint initiatives for themselves that they

consider as priority. The problem of inequality between the sexes should be approached in such a way that women gain access in an equitable way to rights and opportunities, and that all issues generating inequality are handled henceforth at local, national and regional levels.

II. Purpose of the Roadmap

11. The main purpose of the Roadmap that is the Supplementary Act on Equal Rights between Men and Women for Sustainable Development in the ECOWAS Area is to promote the equality of rights and life-chances between men and women by means of the implementation of priority programmes in ECOWAS Member States. In practice this new instrument, which serves as a framework for the promotion of gender equality and sustainable development in the ECOWAS region, will not be able to produce tangible results unless rendered into compartmentalised actions and efforts with a highly positive social impact. The Act also has a role to play as ECOWAS strives for its 2020 vision for its peoples, and it should impart considerable momentum to some of the social changes that the women and the men of the region long for.

12. This entails, specifically:

- ✓ Initiating projects and research aimed at promoting legal equality between men and women;
- ✓ Developing income-generating and employability projects for teenage women and adolescent girls;
- ✓ Initiating or strengthening youth development programmes (sexual and reproductive health);
- ✓ Empowering adolescent girls and young women;
- ✓ Expanding the relevant database on gender-based violence in the various Member-Countries and sectors;
- ✓ Continuing to expand the legal and economic database on gender;
- ✓ Guaranteeing a minimum income for poor urban and rural households while promoting their incorporation into the labour market;
- ✓ Ensuring the livelihood and training of youths (young girls and boys) and women with practical skills in entrepreneurship, in sustainable everyday life and facilitating their access to decent productive employment

13. Finally, meaningful institutional reforms should be effectively implemented and enforced; information about court appeals and trust in the latter would be essential, even though Member Countries often have to grapple with problems of capacity.

14. These challenges lead to solutions drawn from best practices among Member Countries. Indeed, defending the legal rights of women will help to both redress the unequal power relations that have put them at a disadvantage in relation to men, and also to unleash their economic potential which would help move forward the two main objectives of the Supplementary Act, which are: putting an end to abject poverty and promoting shared prosperity. Reforms in this direction could also lead to a change in adverse social norms for women.

Chapter 1: Priority focus areas for intervention

15. On the basis of the foregoing, this Roadmap defines five priority programme focus areas and three cross-cutting approaches which deal with communication, monitoring and assessment, and the financing and partnerships for the various interventions specified in the Roadmap.

16. Programme focus areas:

- a. ORGANISATIONAL AND INSTITUTIONAL STRENGTHENING OF GENDER-AWARE PROCEDURES AT NATIONAL LEVEL AND OF CIVIL SOCIETY GROUPS
- b. GENDER AND ECONOMIC EMPOWERMENT
- c. GENDER AND INTEGRATED MANAGEMENT OF NATURAL RESOURCES
- d. GOOD GOVERNANCE, WOMEN, PEACE, SECURITY AND CITIZEN PARTICIPATION
- e. GENDER, POPULATION AND MIGRATION

17. Cross-cutting approaches:

- a. COMMUNICATION STRATEGY
- b. MONITORING AND EVALUATION
- c. FINANCING AND PARTNERSHIPS

1.1. Priority programme focus areas

18. For the next five years, five major focus areas have been decreed by the ECOWAS Commission, in the light of their relevance to gender equality and also their importance to ECOWAS Member Countries.

1.1.1. Institutional and organisational capacity-building to support national gender-aware procedures and civil society groups

19. West Africa faces enormous challenges in embedding gender awareness in institutional procedures. However, the challenges can be overcome if appropriate measures are taken and put into practice at both national and regional levels.

1.1.1.1. Context analysis and rationale

20. Empowerment for women and girls is achieved nowadays by training for public and private institutions and civil society stakeholders in techniques to integrate gender into policies and programmes. It has now been widely demonstrated that gender equality is a major development issue for our countries, and that empowering women and diversifying their opportunities and life-choices exerts a good influence on the well-being of households and the community, but equally on the development of the country. In other words, development is nowadays closely connected with gender-aware public policy.

21. Through various policies and interventions, ECOWAS invests its energies largely in strengthening institutional procedures in its Member Countries that will assist them in embedding gender-awareness and in undertaking activities with a resounding social impact, particularly for women and girls. In this context the ECOWAS Centre for Gender Development Centre (GDC) carries out activities to train, raise awareness and lobby on behalf of the ECOWAS Parliament, the ECOWAS Commission and GDC gender Focus Points based in the Ministries for gender in its Member Countries.

22. The Ministries for gender in the ECOWAS Member Countries have benefitted from the institutional and organisational capacity-building training materials that GDC has developed in order to assist those Ministries to drive the implementation of gender strategies in their countries.

23. However, in spite of all these efforts it still has not been possible to remove all obstacles to putting gender policies into effect in the ECOWAS countries. Embedding gender-awareness in sectoral Ministries has presented difficulties, likewise integrating gender into their programmes. This situation is partly due to the absence of strongly anchored

institutions and the lack of personnel skilled in gender integration who can translate policies into concrete programmes. Even so, it is worth adding that even where that expertise exists, it is quickly lost when that expert changes post or leaves the organisation. Lack of institutional continuity of this kind causes wastage in gender equality objectives and gains made in gender-awareness.

24. As regards stakeholders in civil society, the pressing imperative to play devil's advocate in order to make governments accountable for their commitments and to ensure that the State's choices and priorities reflect the needs of their electors needs no explanation. However, this work cannot be achieved without ongoing capacity-strengthening and fundraising support.

1.1.1.2. Priority actions

25.

- Strengthen national gender procedures in the ECOWAS countries
- Strengthen civil society organisations to enable them to fulfil the function of citizen control of public action
- Embed gender in sectoral policies
- Translate and communicate laws promoting gender equality
- Update the mapping of structures and civil society organisations working on gender issues in ECOWAS Member Countries
- Strengthen the fundraising capacity of civil society stakeholders working on gender
- Support budgeting process showing sensitivity to gender, for the benefit of Ministries and the ECOWAS Commission

1.1.2. Gender and economic empowerment

1.1.2.1. Context analysis and rationale

26. **Women's access to work and social security:** Employment is a determining factor in economic development. It is essential to people's well-being but also to the improvement of productivity and social cohesion. Today salary differentials between men and women hinder the progress that countries are making towards inclusive and sustainable development. They are estimated at 23% in the world while women work an average of three months longer than men for the same salary.

27. Social security could have been a factor to palpably drive down women's poverty but instead remains it unformalised in the countries of West Africa. Besides the unpaid care work that society gives them, most women progress through the informal sector which itself is not subject to formal social security mechanisms. Women must be prepared to depend instead on traditional solidarity in order to survive the precariousness of the informal sector and current economic upheavals.
28. Women working in the sector of formal employment find themselves having to reach a tricky accommodation between family demands and professional aspirations, above all when they want to devote themselves to a career, improve their productivity or accumulate assets.
29. **Women's access to opportunities:** Social and economic emancipation for women and the promotion of gender parity are two conditions which are essential to the emergence of sustainable development. By setting women on an equal footing with men in terms of ease of access to provision in human capital, rights and economic opportunities, and by recognising the equality of rights between men and women, society will see a better economic performance and improved results in development. If women can benefit from equality of opportunities they become full-time economic and social stakeholders, a phenomenon which also drives the adoption of more inclusive policies. Improving conditions for women also implies greater investment in their health, in education for their children, and in their general well-being.
30. **Women's access to rights:** A country's legislative and legal framework determines the paradigm for women's participation in multiple spheres. The social norms that it reflects is also susceptible to being shaped by legal reform. In most countries, legal differences between men and women are still enshrined in official texts that restrain the ability of women to work, gain access to property ownership or financial services, obtain health care or make fully independent decisions that are important in their lives. Equality before the law is not only a human rights question, it is also an economic issue.
31. It is imperative therefore to take into consideration the socio-economic environment and its trend towards economic globalisation, to improve the transition from school to the jobs market and to upgrade the employability and income of women and men. Young women as well as boys should receive training as builders, electricians, heavy machinery operators, carpenters and hoteliers. It is just as important to stress the development of attitudes which will enable young women to become aware of their people skills and improve their self-confidence.
32. **Gender, Agriculture and Rural Development:** Agriculture is the main source of income and employment for 70 per cent of the world's poor population living in rural areas. However, the depletion and degradation of land and water resources pose serious

threats to the production of sufficient food and other agricultural commodities to sustain the livelihoods of rural populations and meet the needs of populations living in urban areas.

33. The extension of real-estate rights to women constitutes an important aspect of gender activities. The right to own property is a fundamental one for women as it affords them security and capital whilst also boosting their independence and increasing the chances that they give themselves to improve their well-being. Property title rights mean that women have control over the foundations of their prosperity.
34. The granting of real-estate title deeds to women implies that if they do not become the title-holders by due process, their investment in land may prove risky. Ghana is addressing this question and the World Bank has succeeded in putting women in touch with teams in Accra and Kigali so that they can hold fruitful discussions as to the benefits of title-deed assignment and issues around enforcing the title deeds.
35. The need for ready-made models that are quick to deploy, financially accessible and scalable in order to resolve the problems of real-estate property in Africa give an indication of the strength of demand. This cooperation between Rwanda and Ghana is a good example of a South-South exchange of learning with a strong focus on the struggle against inequality between men and women.
36. **Document the situation with gender-based poverty in West Africa:** The feminisation of poverty should compel the ECOWAS Member Countries to activate a programme of poverty monitoring, in cooperation with national institutions, development agencies and civil society organisations. They should regularly carry out analyses to assess the scope and causes of poverty and inequalities, to examine the impact of growth and public policy, and to study the data arising from the surveys of households and measurement methodologies. The data should include poverty and inequality indicators originating from the analysis findings, national poverty monitoring programmes and those research institutes producing estimates that allow for comparisons between countries.
37. **Individual Rights Guaranteed: Health, HIV/AIDS, decent housing:** Poor people lack the means of getting out of poverty. Increasing productivity by investing in education and health is often the best way to improve their welfare. The public sector is the main provider of health care services in developing countries. To reduce inequality, many countries are focusing on primary health care, including immunisation, sanitation facilities, access to safe drinking water and safe motherhood initiatives.

38. **Economic transformation and wealth creation:** In addition to the agricultural sector, particularly the food sector, where women play the leading roles, women are now engaged in entrepreneurship and setting up new businesses. They are carrying more responsibilities in governments. The woman has therefore become a pillar in the ongoing emergence process. Women have become political stakeholders.
39. **Trade:** Trade can play a key role in the fight against poverty and the achievement of SDGs through the expansion of a Member developing country's access to markets and support for the establishment of a predictable and regulated trading system. Women have always played a predominant role in sub-regional trade. South-South cooperation through the promotion of certain products should be sustained.
40. **Science, technology and innovation:** Technological innovation, often stimulated by public authorities, is the engine of industrial growth and helps to improve life on all levels, hence the necessity to encourage partnerships with research centres and universities.
41. **Education, training and human capital:** Education, the mother of all rights, is one of the most powerful instruments that exist for reducing poverty and inequalities, and setting the foundations for sustained economic growth.
42. **Access to ICT:** Information and communication technology has become a powerful tool for social change and therefore gender equality. It can radically challenge stereotypes and the social functions expected of women in a way that opens doors to empowerment.
43. This is why the United Nations stresses the necessity to strive from now on to narrow the digital gap between men and women, as 200 million fewer women are connected to the internet than men and 90% of future jobs will require a minimum of ICT skills. However, women must be the agents of this process of change in order for it to be empowerment in a sustainable form.

1.1.2.2. Priority actions

44. It is vital to make it easier for women to gain access to resources and employment. The following actions should be carried out to this end:
- ✓ Pursuing activities undertaken under the Knowledge Platform on Employment, in partnership with the institutions responsible for this sector;
 - ✓ Mobilising resources and partnerships to increase the flow of capital invested in job creation in order to narrow the gap between men and women;

- ✓ Promoting and encouraging the development of multi-sectoral employment strategies at country level;
- ✓ Pursuing analytical exercises, in cooperation with national governments and the private sector, to identify and invest in the job creation potential in specific industrial sectors, and to invest in these from a gender equality perspective;
- ✓ Conducting and disseminating impact assessments regarding the employment of women in West Africa;
- ✓ Supporting data collection and analysis to improve comparative labour market assessments and analyses, and strengthen national information systems and survey tools;
- ✓ Developing and disseminating operational manuals on potential employment projects that could be all-embracing;
- ✓ Working to bridge the digital gender divide in order to improve the employability of women and girls;
- ✓ Establishing a regional fund for women's entrepreneurship.

1.1.3. Gender and integrated management of natural resources

45. Environmental concerns are perceived by many as a luxury of rich countries. However, this is not the case. Environmental resources and the human-made environment, such as drinking water, clean air, forests, pastures, marine resources and agro-ecosystems, biodiversity, contribute to social and economic development, and constitute the basics. For this reason the World Bank as one of the main promoters and financial partners in environmental regeneration in the sphere of development generates data relating to forests, biodiversity, greenhouse gas emissions and pollution. Other indicators relevant to the environment are also available on the pages relative to agriculture and rural development, energy and mines, infrastructure and urban development.
46. As a stakeholder in these policies on an international scale, ECOWAS also works to reduce the negative impact of climate change. It sees women as part of the solution, which is why it calls for targeted actions to be carried out that will reverse the trend in West Africa.

1.1.3.1. Analysis of context and rationale

47. Today the world is severely affected by climate change. Amongst others, its effects are temperature rise, changes in rainfall patterns, sea-level rises, increase in the frequency of meteorological disasters: all effects which threaten agriculture, and supplies of food

and water. Also at stake are recent advances in the struggle against poverty, hunger and illness, as well as the lives and livelihoods of billions of people.

48. West Africa is one of the regions that is the most vulnerable to climate change, and so the consequences in terms of cyclical upheavals with spells of drought have conspired to cause uncertainty in people's lives. For a long time, livelihoods have depended on farming activity in the region. Today, the degradation of the environment combined with slow modernisation of yield systems and a rapid rise in the population in West Africa have caused large scale attempts to migrate to greener pastures. Given the central role that women play in the domestic economy, they have been hit the hardest by the increasing squeeze on agriculture, animal rearing and fishing. The majority of home-produce is affected by the poverty and salinisation of the soil, which often will not allow an alternative livelihood such as market-gardening. Formulating a response to climate change will inevitably have a bearing on the feminisation of poverty, the health of households and emigration, as well as taking some of the pressure off natural resources.

1.1.3.2. Priority actions

49. To face up to the challenges of climate change, ECOWAS should undertake herculean efforts to extend cooperation beyond its borders to the rest of the international community. The organisation needs to adapt its approach in accordance with specific needs. These are:
- ✓ Publicise the issues of COP22 facing ECOWAS Member-Countries, from a gender perspective
 - ✓ Support training in integrated and sustainable management of natural resources for the benefit of women and young people in the ECOWAS Area
 - ✓ Support fundraising in order to finance projects touching on the sustainable management of natural resources
 - ✓ Support the promotion of non-wood based forestry products in the ECOWAS Member Countries
 - ✓ Support women's up-take of renewable energies
 - ✓ Create a reference framework for gender and climate change in the ECOWAS Member Countries
 - ✓ Document best practices regarding gender and climate change.

1.1.4. Good governance, women, peace, security and citizen participation

50. Good governance is a principle that requires that rules of transparency in the management of public resources be applied, and that the surrender of accounts to citizen

scrutiny be beyond question and founded in republican values. The barometer of good governance is therefore to extent to which citizen participation is embedded in the culture of public institutions and the management of public affairs, the strengthening of human resources, the level of functioning of state institutions and above all the degree of freedom of action and the level of implementation of policies to reduce inequality and gender-based violence.

1.1.4.1. Context analysis and rationale

51. In West Africa, the pace of institutional reform as well as the sectors affected may suggest that if good governance is not totally a reality, the concept is at least alive and well in the collective conscience and has become one of the main rallying cries for civil society and stakeholders that are economic, socio-political and cultural, all of whom increasingly demand social justice in order to combat discrimination of any kind.
52. The winds of decentralisation that have blown throughout the region have allowed a certain presence – albeit discrete – of women in local management, have brought electorates and their candidates one step closer together and have also strengthened the economic visibility of local collectives combatting poverty.
53. On that subject, it is worth mentioning the anti-corruption and anti-embezzlement procedures that are now in place, thanks in part to GIABA, which nowadays allow action to be taken for the equitable distribution of resources between male and female citizens.
54. Regarding specific issues of gender equality, enormous progress has been noted in the implementation of policies and programmes that are gender-aware. The role played by sectoral Ministries, civil society stakeholders and technical and financial partners in embedding gender awareness in public life is well-documented. These efforts have led to a positive perception of gender equality and equity at all levels: Parliaments, Ministries, local collectives, opinion-formers and the media.
55. Certain ECOWAS Member Countries are to be commended for their commitment to pushing back the limits of power for the benefit of women and girls by voting in laws establishing gender quotas or parity, granting women access the their husbands' nationality and visa versa in countries like Senegal, and opening the doors to women for recruitment into the army, police, gendarmerie and paramilitary services.
56. It is still worth noting, however, that in terms of governance and decision-making in West Africa, women and girls are still under-represented in most organisations, administrations and national structures: namely a total of 11% of female ministers, 10% of female MPs and less than 1% of mayors. Inspiration needs to be drawn from the

effects of introducing quotas and parity in order to raise the level of female participation in policy formulation and decision-making in ECOWAS countries.

57. **Regarding conflict prevention and management:** The ECOWAS Area is still threatened by insecurity on the roads and at the borders due to the presence of fundamentalist movements in the region, which has a negative impact on the rights of women and children. The increasing immersion of women and young girls in transnational economic criminality has also been observed.
58. In any case, ECOWAS is pressing ahead with the Action Plan 2017-20 for the Women, Peace and Security Component of its conflict-prevention framework. The implementation of this document into education programmes on gender and conflicts in Africa highlights the importance of making women central to questions of peace and security, as well as the urgency to find solutions to structural factors which determine their exclusion from such processes. The document also provide an opportunity to define the procedures to put into effect in order to support ECOWAS Member Countries in measures to educate and raise awareness about radicalisation and violent extremism.
59. This important mechanism is founded on Resolution 1325 of the UN Security Council which stresses the presence and active participation of women in missions to prevent and settle conflicts as well as peace-keeping which reduces the disproportionate impact of conflicts on women; Resolution 1820 which denounces sexual violence as a strategy of war; Resolution 1889 which calls for indicators to be put into place to measure the progress of Resolution 1325; Resolution 2106 which demands that Member States join the fight against impunity by bringing to justice the perpetrators of sexual violence committed during periods of armed conflicts; Resolution 2242 which invites the states to bear in mind the priorities of women in the peace and security process and to incorporate considerations of gender-parity into all humanitarian programmes; Resolution 2250 which emphasises the need to increase inclusive representation of young people in decision-making bodies concerned with conflict prevention and settlement and resistance to violent extremism at all levels: local, national, regional and international.
60. Overall, an analysis of powers according to gender reveals that progress has undeniably been made. However, certain challenges persist in both the extent of political engagement to expedite change, in male and female citizen participation, in the independence of the executive, the legislative and the judiciary but also in terms of access to information and press freedom. The vexed question of how protection and security for citizens against all forms of violence (physical, psychological, moral, economic), particularly in conflict scenarios, likewise constitutes a major challenge to the ECOWAS Community's calculations of well-being.

1.1.4.2. Priority actions

61.

- ✓ Strengthen the capacity of civil society organisations (women's organisations, media, research institutes, leaders of opinion etc) to exercise the role of citizen control from a gender perspective
- ✓ Fund women's initiatives for citizen action
- ✓ Support the creation for women mediator's platforms in each Member State
- ✓ Put into effect the Gender and Elections Action Plan in ECOWAS Member States
- ✓ Put into effect the Action Plan 2017-20 for the Women, Peace and Security Component of the Conflict Prevention Framework
- ✓ Support the development and implementation of measures deriving from Resolution 1325 and subsequent
- ✓ Put in place systems of legal assistance for women and girls who have been victims of violence
- ✓ Produce an annual report on the implementation of States' commitments regarding the Supplementary Act

1.1.5. Gender, Population and Migration

1.1.5.1. Context analysis and rationale

62. **Gender, Economy and Growth:** The growth of the economy plays an essential role in economic development. The growth of national revenue benefits the population. Although there is no 'formula' to stimulate economic growth, the availability of data can help policy-makers better understand the economic situation of their country and guide projects undertaken to improve it.

63. For this reason, a decent analysis of manpower in relation to social security is necessary. The active population is supplied by the available manpower to produce goods and services within an economy. It includes those currently employed and those unemployed but are looking for work as well as the first job seekers. However, not all persons working are included. Indeed, unpaid workers, family workers and students are often omitted and some countries do not include members of the armed forces. Labour and employment data are compiled by the International Labour Organization (ILO) and are derived from active population surveys, censuses, workforce surveys and administrative registers such as employment agency registers and employment insurance plans.

64. To make the most of the female demographic dividend in West Africa, the following are necessary: social and economic policies (particularly business-friendly), job markets that are gender-aware and flexible, and investments in human capital, including education and public health for women and young people above all.

1.1.5.2. Priority actions

65.

- ✓ Establish the status for reference purposes of gender and migration in the ECOWAS countries (causes, manifestations, impacts)
- ✓ Update statistical data from the countries on manpower
- ✓ Support the holding of awareness-raising sessions at community level on the nefarious consequences of migration in Member-States
- ✓ Organise a forum for North-South dialogue for the sake of improving the development mobility of women and girls
- ✓ Put into effect the ECOWAS Gender and Migration action plan

1.2. Cross-cutting focus areas

66. As their names would suggest, these approaches cut across all priority programmes identified by the Roadmap and they facilitate their implementation.

1.2.1. Communication strategy

67. Debates on parity on the ‘Relooking’ broadcasts through encounters between young people will be organised in the media. Media professionals will also be involved. In this regard, it seems difficult these days to analyse objects without questioning the social gender relations that condition them. Whether one is interested in practices, procedures, representations or discourses in the media, it is not adequate to perceive gender as a new subject for research, but rather to consider it as a perspective in its own right.

68. The work that has been based election campaigns in the last few years for example has revealed the heuristic character of the communication process when seen through the prism of gender. How can gender committees understand the media coverage of certain political duels or the communication strategies of women politicians without taking into consideration the staging of the masculinity and femininity of the personalities concerned? Above all, can one ignore the norms of power dynamics that such staging adheres to,

and the phenomena that they produce to disadvantage women? How to get the media on-side to assist with strengthening the presentation of female leadership?

69. The private sector, particularly the businesses and emerging research which stand for gender promotion, should be acknowledged. Consular chambers, service clubs, civil society organisations will all be called on to play a role. Equality between men and women is an integral part of development and not 'either/or'.
70. The full participation of men and women in actions for development communication is the major pre-condition to change being embraced. Male gender equality champions could be identified in the country and primed to assist with helping populations to embrace gender approaches.
71. Men and women inform themselves, inform others and communicate differently, depending on the specifics of their roles and responsibilities and the idiosyncrasies of their needs. Communication for development, peace or security is a major pre-condition for the embrace of the change.
72. Communicating gender for a rural development audience for example concerns development communication, which in order to contribute to an economic and social change that is sustainable and egalitarian, must include a gender perspective in its methodology, contents and formats. It is worthwhile recognising that: (a) the success of development efforts depend, in part, on the quality of dialogue built up with the populations concerned and the presentation of gender issues to them as part of this, and (b) communication for development and the question of gender are both cross-cutting in development actions. Furthermore, it is very common in rural settings that the processes (methodology, content, format) are not very participative and tend to be addressed to everyone in general terms. They overlook the fact that the local population is responsible for its own development and that it is heterogeneous, and rich in its diversity, needs and expectations.
73. Lastly, issues of gender are again too frequently discussed out of context, stopping at the point of giving justifications for them rather than turning them into concrete applications. This observation gives rise to the need to deal jointly with the thematic of development communication and gender communication, so that together their synergy can minimise the existing restraints and maximise the potential. It is a necessity underlined by the fact that these two thematics, although well accepted in terms of their principles, are often poorly understood. Sociocultural barriers make the effect of progress more tenuous; in order to break them down and build a society of peace, gender

equality and non-discrimination, it is necessary to devise a new communication strategy geared towards all strata of society.

1.2.2. Monitoring and Evaluation

74. Monitoring and evaluation require questioning the intervention. If the intervention is underway, it is important to take those opportunities to adjust the approaches for improved gender mainstreaming. If an ex-post evaluation, you stand an opportunity to draw lessons from experience. On one hand, there is need to observe the factors that make or mar gender mainstreaming on one hand, and verify whether and how gender mainstreaming has improved the attainment of the intervention objectives.
75. Monitoring and evaluation mechanisms mainstreaming gender relations reinstate traditional criteria, namely effectiveness, efficiency, relevance, viability and impact. A more recent but more common criterion is definitely relevant in a gender-sensitive evaluation: the concerned populations' degree of participation. Gender mainstreaming requires reinterpreting such criteria based on an analysis less centred on action per se, but more on people and ongoing processes. In fact, it is interesting to consider the implications of such reinterpretation for each criterion under gender lenses.
76. The first sociocultural factor to be reviewed under gender lenses regards the concept of household with its supposed structure and behaviours. Gender relations analysis emphasizes the versatility and flexibility of those structures, with hardly discernible limits. The evaluation thus focuses on the following question: Have the needs and responsibilities of men and women within the household been adequately reflected in all the project phases?
77. Gender is also significant in the analysis of the "community" entity. Many development interventions are aimed at implementing a community development plan. Many examples are seemingly expressive of a "lack of interest" or "lack of technical capacity" among part of beneficiaries, especially women.
78. Gender sensitive analysis shows that these observations often leave out latent conflicts of interests among beneficiaries. An evaluation considering gender relations is likely to also "uncover" other types of conflict, in particular intra-household conflicts. In fact, access to intervention resources and the resulting control of benefits may lead to significant tension within a couple. If the evaluation reveals conflicts within or outside the household, there is need to identify whether the project adequately addresses the problem, for example by providing for conflict management mechanisms (participatory tools, meetings and group discussions, mediator interventions, among others).

79. Institutional aspects: They cover the institutional framework comprised of the State on one hand, and the framework constituted by the development body implementing or supporting the intervention on the other hand. Concerning the State, legal, economic and political measures may constantly determine to what extent women control their own lives. The State has obvious influence over birth control programs, voting and property rights, abortion laws, marriage and divorce. More subtly, the State influences gender relations by promoting a specific form of family, especially the regulation of salaries, taxes, social security benefits (where they exist).
80. More recent studies endeavour to identify the influence of other intervention areas having a less obvious impact on gender relations, such as sector policies, state budget allocation, etc. All those aspects influence women's lives and consequently change the evaluated intervention framework. Presumably, gender sensitive project evaluations may also incorporate or refer to an institutional analysis of the development body, but this particular evaluation area is still uncommon.
81. In addition, viability is strongly influenced by financial and economic conditions of interventions, including those aimed at increasing income. During the evaluation, there is therefore need to ascertain whether those specific conditions for women were adequately considered by the intervention and if they contribute in specifically reducing inequalities in revenue increase at the expense of women.
82. Environmental and ecological factors: Gender analysis looks into people's interests and opportunities relating to their natural environment, namely the distribution of access to and control over natural resources. Those are considered as living, interactive and interdependent aspects that are also subject to change. The assessor will have to determine how those factors influence the smooth operation of the intervention as well as the intervention's resilience to possible changes in those environmental and ecologically factors.
83. Technological factors: multiple interventions aim at introducing new technologies. However, those field examples show that asking who the "progress" beneficiaries are, and which people or groups of people are negatively impacted, either directly or indirectly, is absolutely legitimate. Women's productive capacity and productivity may be reduced following a development intervention either because they are not identified as users due to the specific technology not being designed for them (as it requires some physical strength, etc.) or else because the project has not endeavoured to develop specific technical training tailored to their constraints and needs.
84. Impact: An intervention impact evaluation focuses on positive and negative effects, either anticipated or unanticipated. This aspect somehow incorporates the effectiveness criterion, which obviously covers the anticipated positive effects by measuring how far the intervention objectives are reached. In addition, in the impact analysis, the evaluator particularly emphasises unanticipated (positive and negative) effects as well as the

negative effects anticipated at the beginning of the intervention. For the latter, the evaluator especially questions the success of strategies aimed at minimising or balancing those inevitable effects.

85. In a gender standpoint, the evaluator especially looks into the effects of the intervention on relations between men and women. At the end of the day, development interventions are always geared to changing or improving certain human life aspects and to this end, evaluating how the intervention impacts rights, obligations, opportunities and daily activities is always legitimate, as such are largely determined by their male or female identity. Therefore, the close relation and interdependencies between men and women's rights and responsibilities, respectively, is prioritised, as changes in those areas for the ones may indirectly impact the others, which may result in unanticipated or even adverse effects.
86. In other words, a gender sensitive evaluation needs to verify whether the intervention has not caused negative effects on women's position both in absolute terms (by worsening their position) and relative terms (by improving men's position without improving women's, which increases gender inequality).
87. The impact of development interventions obviously regards the central concept of empowerment, of which it is important to adopt a dynamic vision. It should not be considered as a status to reach, but rather as a process that can assume various forms and in which women acquire or extend their say, social recognition and agency. Therefore the point is to verify whether the intervention has contributed in meeting the necessary conditions for women to dialogue and pool their problems and needs.
88. It is also possible to determine the impact of interventions on men, because women empowerment may also be perceived through men's attitude vis-a-vis women, among others. Men's attitudinal and behavioural change may indeed represent highly significant indirect empowerment indicators. The central problem of impact analysis, be it gender sensitive or not, is difficulty evidencing that the changes observed really result from the intervention. It is obvious that women empowerment developments often result from multiple influences: It is particularly difficult to isolate the effect of a development intervention. Nonetheless, making related assumptions is absolutely legitimate.
89. Participation quality: The last interesting criterion is the quality of women's participation, an indispensable aspect for any gender sensitive assessment. It consists in identifying at which stage women are positioned based on the following classification (i) passive assistance recipients, without any participation in distribution, control or pursuance of the action (ii) implementers of activities ordered by others (for example, providing the workforce, either remunerated or not); (iii) ; participants consulted about their problems and needs, but not necessarily regarding the context, analysis or

alternatives; (iv) participants who are encouraged to get organised to address their own needs, plan solutions for their problems and assume responsibilities in development processes.

90. Based on which stage they have reached, women benefit from the intervention at various degrees: There may be non-beneficiaries, relatively passive beneficiaries, and active beneficiaries, who are real 'development actors'. For the latter, the intervention not only addresses practical needs, but also strategic needs with long-term effects on the structural change in their status.
91. The evaluation is not only time to verify the quality of women's participation at various stages of the intervention, but it also should, per se, increase participation. In other words, it gives opportunity to somehow confer a say on women by enabling them to speak out on their preferences, fears, criticism and suggestions on complex topics. Such participation quality can be realised using collective exercises (focus group discussions) supported by 'toolboxes' or, to a lesser extent, semi-structured interviews, which are effective if appropriately conducted. Attention should be paid to the following aspects: the way the interview is introduced, the respondent's availability, the context of the meeting, the interviewer's gender and language, etc. In addition, the evaluator must ensure that the concerned women's opinions and visions are adequately reflected.

1.2.3. Finances and partnership

92. **Public/Private Partnership:** With regard to the **Public Sector**, efficient Governments improve the living conditions of the inhabitants by ensuring that they have access to essential services such as health care, education, water and sanitation, electricity and transport, and have the opportunity to live and work in a peaceful and safe environment.
93. **With regard to the Private Sector**, private markets are the driving force of economic growth, using the spirit of initiative and investment to create productive employment and increase incomes. Trade also stimulates economic growth by ensuring the integration of developing countries into the global economy and generating benefits for their people.
94. **Aid Effectiveness** is the impact of aid on reducing poverty and inequality, increasing growth, building capacity and fast-tracking the attainment of the MDGs.
95. **Financial Sector:** The development of the capital markets of an economy is closely linked to its overall development. Well-functioning financial systems provide quality

information that is easy to access. This information reduces costs, which in turn improves resource allocations and stimulates economic growth. Banking systems and stock markets contribute to growth, which is the main factor in reducing poverty. The indicators classified under this heading include the size and liquidity of the stock markets and the accessibility, stability and efficiency of financial systems. Migration and remittances are also included under this item. Migration of people across international borders has implications for the growth and social well-being of people both in the countries of origin and in the host countries.

Chapter 2: Roadmap Implementation Plan: The Key Approach

2.1. Methodology

96. The Additional Act roadmap should use a detailed participatory methodology supported by an action plan indicating the positive effects of extensive presence of women and girls for regional development. This is a key step forward enabling women to exercise their right to be involved in decision-making. Each member country should gear their finance mobilisation actions to directly or indirectly supporting progress toward gender equality, including with a legislation and exercise of equitable justice.

97. The following methods may be used:

- ✓ Action research;
- ✓ Visits or study trips;
- ✓ Collective project initiatives;
- ✓ Research into the economic benefits proceeding from discriminatory laws reforms through workshops and advocacy campaigns;
- ✓ Various participate approaches to enhance the capacities of legal departments in each member country;
- ✓ Involving financial and development partners in financing initiatives often providing women with free advice and court representation through more traditional regional legal assistance centres.

2.2. Tools

- ✓ Strategic surveillance and gender directories;
- ✓ Gender databases,
- ✓ Gender desk reviews (implemented project assessment reports, monitoring and evaluation, research theses, among others);
- ✓ Advocacy,
- ✓ Workshops and forums;
- ✓ National development plans, which are the tools par excellence for implementing health, education and employment programs among populations.

2.3. Implementing Stakeholders

- ✓ ECOWAS gender focal points;
- ✓ Civil society organisations;
- ✓ Target audience;
- ✓ Female senior officers: leaders, heads of departments, managers, senior executives
- ✓ Female ministers and political leaders;
- ✓ Female business managers;
- ✓ Female educational staff;
- ✓ Household staff;
- ✓ Rural and urban women;
- ✓ Women and youth associations;
- ✓ Opinion leaders;
- ✓ Boarding schools;
- ✓ Public and university institutions;
- ✓ Police and gendarmerie (paramilitary);
- ✓ Headmasters and principles;
- ✓ Teachers;
- ✓ Etc.

Conclusion: Way forward for the GDC

98. The existence of discriminatory laws is a crucial obstacle to the participation of women in economic life. They hinder development and keep millions of people in poverty. Such laws cover multiple areas. The latest IFC report on *Women, Enterprise and Law* (2014) indicates that 128 out of 143 countries for which data are available have made at least a legal distinction between men and women; In 54 economies, these distinctions were at least five, and in half of them, there were ten or more.
99. This latest edition adds legislation on domestic violence and sexual harassment to its body of knowledge. It examines 100 countries whose progress has been followed by the 50-year database of women's rights; 76 of them have explicitly legislated on domestic violence, 32 have adopted provisions on sexual harassment in schools and only 8 have enacted laws on sexual harassment in the public arena. In addition, only 39 countries have criminalised conjugal rape.
100. However, the report also notes that the pace of reforms has improved significantly. Since 2011, 44 economies have instituted 40 legal changes that make it easier for women to become entrepreneurs or employees, with the most significant improvement having been recorded in sub-Saharan Africa, Latin America and the Caribbean. Nevertheless, much remains to be done to achieve equality of conditions between men and women.

101. The GDC's mandate is based on partnerships with public authorities, civil society organizations, non-governmental organizations and donors, among others. The GDC is therefore ideally positioned to address legal inequalities in the ECOWAS region through its networks and gender focal points, its mobilizing power and in-depth knowledge of the disadvantages suffered by women and their economic impact.

102. Its training modules, which outline the priority areas, are all fruitful data, while its database monitors progress in Member States. Coupled with this knowledge are the economic statistics of the database, which make it possible to produce rapid and standardized analytical reports, including international comparisons on the active population. These are the sources of knowledge and empirical data which each ECOWAS Member country should explore in order to outline its strategic thrusts. It should in future:

- ✓ Step up working sessions with legislators and use empirical evidence to defend equal access to economic assets (property, loans and labour);
- ✓ Pool knowledge and facilitate South-South learning on measures designed to improve women's legal status (such as land conveyance initiatives);
- ✓ Find "entry points" to cooperate with Member countries on experience sharing;
- ✓ Exchange with regions where the pace of legal reforms are improving, particularly in sub-Saharan Africa and Latin America and the Caribbean;
- ✓ Identify measures to help countries build their capacity to enforce the law, which inspires citizens' confidence;
- ✓ Provide legal advice or representation for the most vulnerable in court, free of charge or at preferential rates;
- ✓ Build on the scope of mainstreaming gender inequality and gender-sensitive projects to identify areas of persistent inequality of rights and submit them for consideration at both domestic and regional levels.

Appendix 1: Draft Work Plan for the First Year of Implementation

Priority Areas	Activities	Implementation Period												Responsibility	Financing	
		Jan	Feb	Mar	Apr	May	June	Jul	Aug	Sep	Oct	Nov	Dec		Amount	Source
*INSTITUTIONAL AND ORGANIZATIONAL CAPACITY BUILDING	Publishing the Supplementary Act in the Official Gazette of Member States													Official bodies in charge of government communication for ECOWAS states		
	Popularizing (Awareness raising and advocacy for the implementation of the Supplementary Act) and translating Supplementary Act into national languages	X	x	X	x	x	x	x	x	x	x	x	x	Language Research Center Universities		
	Establishing a multi-sectoral coordinating, monitoring and evaluation mechanism for the Act					x								Gender Observatory, Ministries of Gender		

Developing the capacity of relevant stakeholders involved the gender issues	X	x	X	x	x	x	x	x	x	x	x	x	EGDC Specialized Training Offices		
Meanstreaming gender in sectoral policies	X	x	X	x	x	x	x	x	x	x	x	x	Ministries of gender		
Translation and dissemination of laws in favor of gender equality, including land tenure laws	X	x	X	x	x	x	x	x	x	x	x	x	Ministry of Gender Ministry of Justice Parliament		
Supporting awareness raising and capacity building of stakeholders	X	x	X	x	x	x	x	x	x	x	x	x	Ministries of Gender, Religious and Traditional Authorities, Youth, Women, etc.) on land legislation in favor of women		
Promoting women's participation in the formulation, review and / or implementation of land tenure laws	X	x	X	x	x	x	x	x	x	x			Ministry of Gender, Agriculture and Rural Development, Ngos active in women's rights,		

	Organize training and capacity building sessions for staff of these structures.													Gender Ministries, Development Partners, United Nations System.		
	Develop the search for funding capacities to procure materials and equipment based on suitable partnerships for structures in need.													Development Partners, United Nations System.		
	Proffer accompanying measures and assist structures responsible for gender and women's affairs in defending their defend gender budget lines.													Ministries of Finance and Planning, Ministries of Gender, Development Partners , United Nations System.		
ECONOMIC EMPOWERMENT	Support studies on the causes of women's financial dependency in member countries,													Research institutes, Universities, Center for and economic and social studies.		
	Support the organization of entrepreneurship training for women in each Member State													Ministries of technical and vocational training,		

													Ministries of gender, Development partners, United Nations system.		
	Support, in each Member State, the Organization of training sessions in project management and cooperative Cooperative corporations for women (wealth creation programs for women, youth and vulnerable people)												Ministries of technical education and vocational training,ministries in charge of Gender. Ministry of Agriculture and Rural Development, Development Partners, United Nations System.		
	Creating gender management assistant positions and strengthening their gender project management capacities in search of funding to be made available to their structures in charge of women to effectively conduct their advisory and monitoring-evaluation mission (funding,credits, donations												Primer Minister Office, Ministries of Gender and Women, UN system, AfDB, World Bank ...,		

	of materials, public-private partnership (PPP), etc.)															
	Support the mapping of actions to strengthen women's economic power and promote women's entrepreneurship in each Member State	X	x	X	x	x	x	x	x	x	x	x	x	Ministries of Gender and Women, UN system, AfDB, World Bank ...,		
	Support the development of strategies on female entrepreneurship and on the economic empowerment of women	x	x	X	x	x	x	x	x	x	x	x	x	Ministries in of Gender and Women, UN system, AfDB, World Bank ...,		
	Support the implementation of existing strategies and their integration into the emerging plans of countries	X	x	X	x	x	x	x	x	x	x	x	x	Prime Minister Office, Ministry in charge of Planning and Development, UNDP, AfDB		
	Put in place a Regional Female Entrepreneurship Support Fund													ECOWAS, Ministry of Gender and Women, Ministry of Planning and Development, UNDP, ADB, International		

													Ministries of Sustainable Development of Member States		
Seek funding for projects related to the preservation of natural resources and improving the working conditions of women engaged in domestic chores													ECOWAS Research institutions Ministries of Sustainable Development of Member States		
Support the promotion of non-timber forest products in Member States	X	x	x	x	x	x	x	x	x	x	x	x	ECOWAS Authorized research institutes		
Support the use of and strengthen the role of women in promoting renewable energy in Member States	X	x	x	x	x	x	x	x	x	x	x	x	ECOWAS Research institutions Ministries of Sustainable Development of Member States		

	Support the organization of training sessions in integrated management of natural resources for women	x	x	x	x	x	x	x	x	x	x	x	ECOWAS Authorized research institutes		
GOOD GOVERNANCE, WOMEN, PEACE, SECURITY AND CITIZEN PARTICIPATION	Support the development and implementation of National Action Plans under Resolution 1325 and subsequent and their integration within the emergence plans (issues of social resilience)	X	x	x	x	x	x	x	x	x	x	x	ECOWAS, United Nations System, AfDB		
	Implement the 2017-2020 Action Plan for the Women, Peace and Security Component of the ECOWAS Conflict Prevention Framework												ECOWAS RESPFECO Ministry for Gender and Women, Ministry of Planning and Development, UNDP, AfDB,		
	Support the integration of themes on conflict management and citizenship in training curricula in Member States	X	x	x	x	x	x	x	x	x	x	x	ECOWAS RSPSFECO		

	Plaider pour que les femmes jouent un rôle plus important dans le processus de bonne gouvernance, dans chaque Etat membre													ECOWAS		
	Advocate for women to play a more prominent role in the good governance process in each Member country.													ECOWAS		
	Finance women's initiatives for citizen action in Member States.													ECOWAS REPSFECO CSO member state UN WOMEN UNOWAS		
GENDER, POPULATION AND MIGRATION	Supporting studies on gender issues and the causes of migration in each Member State													ECOWAS REPSFECO Research institutes, CSOs member state UN WOMEN		

Security caravans for an extension of the strong messages in the neighborhoods of Member States													Education, Technical and Vocational Training in ECOWAS Member States,		
Support the creation of Gender, Peace and Security clubs in schools, professional and academic institutions in Member States.													ECOWAS, Ministries of Education, Technical and Vocational Training in ECOWAS Member States,		
Support the creation of Gender caucus in Parliaments; Senates, Women Leaders and Gender sensitive men networks in Member States													ECOWAS, Ministries in charge of the Institutions of the Republic in ECOWAS Member States		
Support the organization of art competition in secondary schools and academic institutions on Gender, Peace and Security.													ECOWAS, Public / Private Partnership, United Nations System, AfDB		
Support the organization of public lectures on Gender in Business schools, training institutions (police, gendarmerie, etc.) from the theme of the Supplementary Act in Member States.													ECOWAS, Public / Private Partnership, United Nations System, AfDB		

	Support the training of Peer Gender Educators in schools and neighborhoods in Member States.												ECOWAS, Ministries in charge of Education, Technical and Vocational Education of Member States,		
	Enlist the strategic commitment of the media (radio, TV, etc.) on gender equality issues: programmes, adverts, documentaries, etc.												ECOWAS, Ministry in charge of Communication in Member States, Public / Private Partnership		
	Support the implementation of awareness-raising and training programmes												ECOWAS, Public / Private Partnership, United Nations System, AfDB.		
	Support the development and publication of magazines, newsletters, articles, documents in Member States (including through websites)												ECOWAS, Public / Private Partnership		
	Promote the use of social networks in Member States to share												ECOWAS, Public / Private Partnership		

	experiences and information on gender equality																
MONITORING- EVALUATION	Establish a monitoring/evaluation mechanism for the implementation of the Supplementary Act					X										ECOWAS	
	Establish a Steering Committee to monitor and supervise priority projects					X										ECOWAS	
	Organize assessment missions in the branches of State Departments throughout the Country															ECOWAS	
	Support the Organization of gender self-assessments within enforcement agencies police; gendarmerie, prison guards, municipal guards, etc. in Member States															ECOWAS	Institutes and Schools of Statistics in Member States
	Support the production of gender sensitive statistics															ECOWAS	Institutes and Schools of Statistics in Member States

Publish, disseminate the results of impact studies													ECOWAS		
													Ministry of gender in Member states		

