

THE IMPACT OF THE GOVERNANCE ON GENDER PUBLIC POLICIES

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Abstract

From the 1990s onwards, gender mainstreaming in public policies started to become an institutional concern under the impetus of the UNDP. It was during this period that the first gender mainstreaming initiatives were undertaken. This is how a process of gender mainstreaming in development policies and programmes began. The Algerian state has adopted a range of programmes and policies to address gender inequalities. These include broad measures at the macro and sectoral levels to address inequalities through the combined actions of policies and institutions. Algeria has engaged in this exercise with the National Human Development Reports.

Keywords: gender, public policies, governance.

JEL Classification Codes: J8

Résumé

A partir des années 1990, l'intégration du genre dans les politiques publiques a commencé à devenir une préoccupation institutionnelle sous l'impulsion du PNUD. C'est à cette période que les premières initiatives d'intégration du genre ont été entreprises. C'est ainsi qu'un processus d'intégration du genre dans les politiques et programmes de développement s'est engagé.

L'état algérien a adopté un éventail de programmes et de politiques pour lutter contre les inégalités entre les genres. Ceux-ci comportent de vastes mesures aux

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niveaux macro et sectoriel visant à remédier aux inégalités en ayant recours aux actions conjuguées des politiques et des institutions.

L'Algérie s'est engagée dans cet exercice avec les rapports nationaux sur le développement humain.

Mots clés: genre, politiques publiques, gouvernance

Code de classification Jel : J8

1- Introduction:

Since the 1990's, gender mainstreaming in public policies started to become an institutional concern under the leadership of the UNDP. It was at this period that the first gender mainstreaming initiatives were undertaken, and that's how a gender mainstreaming process in policies and programs has begun.

From the point of view of compliance with International Commitments, Algeria has ratified the three main instruments in favour of gender (CEDAW, the Beijing Declaration and Program and the MDGs).

In this regard, Algeria has adopted a range of programs and policies so as to tackle gender inequalities. This includes comprehensive measures at the macro and sectorial levels aiming at addressing inequalities by combined actions of policies and institutions.

However, public policies cannot be implemented without a mode of governance allowing them to be developed, implemented and evaluated. Therefore, Algeria has committed, for three decades, to mainstream gender in different sectoral public policies, in order to eliminate all forms of discrimination, however they cannot be carried out without an adequate mode of governance which enables to establish consensual rules that must be implemented but especially monitored and evaluated. In this analysis, we mean by good governance, the decision-making process which will have an impact on the elimination of discrimination between women and men. Furthermore, to define the criteria of "a good

governance”, the focus will be on indicators related to the expected results in terms of gender equality and social welfare.

What is real impact of these gender public policies on the socio-economic reality? Did the adopted mode of governance have the expected results?

To this end, we decline our intervention into three parts: the first one will concern the first initiatives of gender mainstreaming in public policies in Algeria, whereas the second one will present the different institutions which were involved in the conception and the implementation of gender public policies. The last one will be about human development indicators identified in the various fields and sectors which enable the evaluation of the won progress and the governance impact on the implemented public policies.

2- First initiatives of gender mainstreaming in the development in Algeria

Gender mainstreaming in the development started to become an international concern in Algeria, from the 1990s, under the leadership of the UNDP. It is at the level of the Ministry of Health and Population that the first attempts started, following the day after the International Conference on Population and Development held in Cairo (which stressed the importance of gender specific approach in all the implemented policies) and the Fourth World Conference on Women held in Beijing.

Algeria participated in the preparation of Beijing Conference by organizing a national seminar on women and development, organized in 1994 by the CRASC -the National Centre of Research in Social and Cultural Anthropology- on behalf of the Ministry of Foreign Affairs. The proceedings were published and presented at the conference. This seminar brought together academics, association representatives and particularly those of women, in addition to institutional representatives (men-women).

It was not until December 1999, that the first training workshop organized by the Ministry of Health and Population and the UNDP for the decision-makers (men-women) including heads of ministerial departments and other institutions. The workshop aimed at sensitizing the present decision makers (men-women) to gender and development

approach with the perspective that these decision makers(men-women) become resource people for the identification of gender focal points at the level of the sectors so as to enlarge the gender and development approach to all sectors.

In February 2002, a national seminar is organized with the support of the FAO and the UNDP in order to develop a gender and development integration strategy. The seminar brought together representatives (men-women) of thirteen ministries, public institutions such as: “The Social Development Agency” (ADS), representatives of Wilayas and about ten associations. Thereby, a first strategic document is developed (UNDP, Algiers,2002). In the same year, a report titled “strategy to strengthen social, economic and political status of women in the development process” was published by the UNDP and the Ministry of Foreign Affairs.

For its part, the Delegation of the European Commission in Algeria has embarked on projects at four ministries, in partnership with the Algerian government. These projects, without being directly related to issues of gender relations, have tried to take into account gender dimension in each project.

In January/February 2001, the delegation has organized two workshops on gender approach, for representatives of ministries, including four that were in a partnership project, institutions and associations. One of the objectives of these workshops was the assessment of the impact of the four projects on gender relations at the level of each Ministry. The attitude of representatives of those Ministries were very different depending on the sensitivity to the gender issue they each had.

This first period of the attempt of the gender and development approach implementation was not very successful. It seems to us that the confusion which existed between gender approach and women approach is one of the apparent reasons of these results. In fact, as gender approach was not known, the approach in the projects consisted first in working for women not on relations between women and men. Furthermore, gender and development approach requires for its success a number of conditions that were not combined.

The impetus of gender and development approach in Algeria falls mainly under international bodies and particularly the UN agencies.

3- Institutions in charge of gender mainstreaming policy and their interventions

3-1. The United Nations agencies and gender mainstreaming in development projects.

If it was the UN system which had promoted the institutionalization of gender in Algeria, it is the UNDP-United Nations Development Program- that is the main initiator and which continues to lead the action, and is currently fully-engaged in achieving the Millennium Development Goals including the OMD 3, promote *gender equality and women empowerment*. However, many other agencies have intervened on the question at different levels, and UN-Women - a newly created agency for gender which has now an office in Algiers that has just opened in 2009- should be at the middle of this action. Recently, the UN system has launched a common program for gender equality and women empowerment.

3-2. The other UN agencies

The other UN agencies had also to intervene in actions in favor of gender, we mention some of them.

The UNFPA -The United Nations Population Fund- has initiated a number of actions in favor of gender including “*the gender and development frameworkproject*” (GED) in 2001-2002 as part of a regional initiative which concerned three countries: Algeria, Morocco and Palestine. Furthermore, the UNFPA has supported a number of women’s associations actions in favor of equality.

The UNFPA and the UNICEF-the United Nations children’s fund- have participated in this program and were partners in the UNIFEM and the Algerian government project of 2002-2006 about the strategy to combat violence against women.

The UNAIDS, the ILO-the International Labor Office- and the UNDP have launched an action in partnership with an association for women infected with HIV, in support of income generating activities creation.

3-3. The Ministry Delegate for the Family and Women Condition (MDCFCF)

The MDCFCF has launched many actions and in various fields. It has embarked, with regard to the improvement of women's conditions and contributing to the reduction of inequalities, an innovative approach aiming at having a better knowledge of the realities so as to have a more consistent intervention.

As, it has launched a series of studies including those related to the socio-economic integration of women, a prevalence survey of violence against women and the changes in family structure. In addition, there is an action that seems to us relevant from a gender perspective and constitute a good practice in favor of gender; it is the Strategy for Combating Violence against Women.

3-4. The National Council for Women and the Family

The National Council for Women and the Family was created on November 22, 2006 by executive decree N°62-41 with the MDCFCF and was officially installed on March 7, 2007 by the head of government. It is an advisory body responsible for "*providing advice, ensuring the consultation, the dialogue, the coordination and the evaluation of actions concerning the family and the women.*". It has been set up with the aim of enhancing the MDCFCF's actions.

It is supposed, inter alia, to work on the collection and processing of qualitative and quantitative information related to fields of the family and women, contribute and/or undertake studies and research, make recommendations as to all the measures aiming at family and women promotion; give advice on the draft texts, organize meetings, issue publications, and to draw up periodic reports on family and woman's situation.

It is composed of Ministries representatives (numbering 18), national bodies and institutions (9), academics (4), researchers (men-women), the associative movement (10). These numbers are fixed in the decree of creation.

3-5. Gender focal points of Ministries

The need for each ministry to have resource people was felt too soon at the level of the initiators of gender and development institutionalization. In order to raise the awareness of other ministries about gender approach, they tried to organize meetings of various departments likely to adopt the approach and integrate it into their sector. The lack of interest given to the issue at that time, made that the available people who were responsible for representing the ministry, regardless of their interest or uninterest for the gender issue. This had several disadvantages, and the most important one was the permanent change of people in these meetings and therefore the impossibility of having sensitized and sufficiently trained people so as to try to modify the approach in the sector in which they are.

The difficulty is felt in periods where Algeria was required to produce reports to be submitted as part of its international commitments and it was difficult to have data according to gender at the level of different sectors, especially as there were no national authority dedicated to women/gender at that time.

We discovered that the ministries were devoid of gender resources peoples. The idea of a gender focal point in each ministry is born. Each institution had to emerge a person responsible for representing it in all that related to gender. From referent, we gradually started to talk in terms of gender focal point. These focal points were supposed to stimulate the gender approach in their sector.

The creation of the MDCFCF has somehow slowed down the process of building of these focal points: the gender issue is the matter of the MDCFCF now that it exists, obviously it is not the case of the ministries which had already embarked on the gender approach and which were generally provided with persons sufficiently engaged on the issue.

The institutional support project of the MDCFCF led by the Belgian Technical Cooperation, had put this issue of gender focal point back to the center of the gender institutionalization in Algeria.

The project aims to strengthen the MDCFCF's team capacity so it can play its role of catalyst in supporting focal points, their development and the coordination for information and good practice exchange. In fact,

persistent sectoral approaches do not allow to have a comprehensive vision and approach to gender. A series of actions have been planned in this regard, particularly training, meetings, workshops etc., around the establishment of sectoral coordination mechanism at the national level.

In order to make the coordination of gender focal points sustainable, it must be perceived in the framework of a partnership for the implementation of a strategy which is the coordination of the gender mainstreaming in the national policies. This requires support mechanisms at all operational levels.

This mechanism concerns all procedures and tools for the implementation of coordination modalities which ensure the effectiveness of the action but also facilitate the appropriation by multiple actors and partners of all the implemented program/ project.

3-6. The other institutions working on the issue of women and/or gender

3-6-1. The Ministry of Health, Population and the Hospital Reform:

This sector is charged with ensuring the well-being of populations based on the principles of equality and equity of access to health services.

Many national programs are in favor of women, including maternal and newborn health, reproductive health, family planning, etc.

It is this Ministry which initiated the institutionalization of gender approach in Algeria in the early 1999's with the UNDP support. Gender approach constitutes an important action in this institution. There was a pool of resources, trained in gender and development, who made great efforts, backed by external support in order to strengthen gender approach.

In 1996, the population sector had set up an advisory body, the National Population Committee which brought together heads from different sectors and the civil society. In 2002, this body was divided into 48 committees of wilayas.

3-6-2. The Ministry of Agriculture and Rural Development :

This Ministry, characterized by particular sensitivity to the gender dimension, has tried to integrate the gender approach in its sector.

In 1998, it carried out the project “integration of rural women in development” with the FAO assistance, on two pilot wilayas TiziOuzou and Jijel. It has been implemented with the Chambers of Agriculture. the overall aim of the project was the inclusion of rural women in the policy and programs development.

Moreover, these experiences allowed the ministry to begin to initiate the integration process of gender dimension in the agricultural sector since the 2000s and develop a strategy for the sector “gender mainstreaming strategy in the rural development and proposal of an action plan for its implementation.”

The ministry could, due to the advantages it has, play an important role in the issue of gender mainstreaming. In addition to the experiments which it conducted and the adhesion of the sector’s officials, the ministry has a structure, the Conservation of forests, which benefits from a potential to carry out this work: its staff has been trained in the participatory approach that they practice in their professional activity, and show sensitivity to gender issue which is explained by several factors related to the policy of the ministry.

This one has adopted very early the issue of women’s employment as an important objective in the rural development programs for populations.

3-6-3. Other institutions :

Being transversal, gender mainstreaming in public policies should concern almost all institutions.

Several ministries and other institutions had to get involved in one way or another to certain points. the common program for gender equality and women empowerment was an opportunity to relaunch the involvement of some institutions.

The Ministry of Justice is the guarantor of the equality before the law, the application of the law and the popularization of the legislation; it is therefore the nerve center of the production of norms related to gender. In 2007, it carried out a project in partnership with the UNDP titled:”

Women and access to legal information in Algeria” aiming at supporting national efforts in terms of informing and raising women’s awareness of their rights. It had organized in 2006-2007, prior to the project with the UNDP, information and awareness meetings on the content of the family code.

The Ministry of Education: Gender equality in education is guaranteed by the national legislation which enriches the right to education and guarantees free access to all children without discrimination. Education is a fundamental requirement for women’s empowerment and the deconstruction of gender stereotypes as well, knowing the importance of the school and school books for children and youth.

As for gender stereotypes in education, in 2007, the sector officials had affirmed that all school books were undergoing a systematic and rigorous evaluation and their distribution in schools is subject to the approval of a committee of experts (men-women) in discriminatory stereotyping.

The Ministry of Training and Professional Education

This ministry is sensitive to the issue of women integration into the economic field, as it has taken several initiatives to promote equal opportunities for girls and boys in access to training. It has carried out, in a framework of a program with Germany, support activities for the training of disadvantaged girls and women.

There is currently a clear willingness for gender, however, concrete measures are lagging behind.

The Ministry of Labor, Employment and Social Security

This ministry is by far one of the main actors involved in gender mainstreaming. It oversees the essence of employment mechanisms creation where positive discrimination should occur to attract more women and girls to business creation projects. It seems to us that this Ministry will have to play a major role in the coming years.

The Ministry of National Solidarity

This ministry should be the closest to the actions of the MDCFCF because it has not only its guardianship but it previously brings together solidarity and family.

The day after the Beijing Conference, this Ministry had even engaged in the action with women's associations for family code amendments, a workshop had been held in 1996 and adopted a draft amendment to the family code with all provisions except for inheritance, were equal, which was a progress especially when compared to the 2005 reform.

Furthermore, its duties would bring it closer to MDCFCF, especially in relation to the ANGEM.

Other Ministries would also have an important role to play, such as the Ministry of Tourism and Handcrafts etc.

3-7. The associative movement in favor of gender

the State and the international development bodies do not have the monopoly on public action. It is no longer necessary to demonstrate that the international women's movement and the NGO have played and continue to play a leading role in the orientation for equality in the United Nations policies and the assessment of their implementation.

At the national level, the social movement must exert political pressure on decision making centers for the compliance with international agreements ratified by the State, the lifting of the CEDAW reservations, the removal of discriminatory laws and the application of gender measures issued in public policies.

The collective action is at the center of the social transformation.

3-8. Some good practices of gender mainstreaming

The observatory on women's employment within SONATRACH

The observatory on women's employment within SONATRACH was established in February 2002 by decision N° 43/DG of the chief executive officer.

On March 5,2002 the CEO of SONATRACH at the time set up the women's employment observatory. he gives a speech in which he

develops and affirms principles of respect for women's rights and equality which included the following: "Women of SONATRACH expect a lot from their company in terms of career development, professional fulfilment or even simply respect for their rights and fair treatment. Your observatory could bring a lot in this context... SONATRACH expects a lot from its women. It intends to make better use of their knowledge, take greater advantages of their skills and benefit more from their contribution in the achievement of the group's expected performance."

Regarding sexual harassment, a circular N°13/IG on women's harassment in the workplace has been draw up and issued in November 21, 2006. In February 2009, a procedure guide for the prevention and the handling of harassment cases and suffering at work was established.

The directive also addresses a very important subject related to prohibited night work for women which hinders the development of women's career -engineer and technician. Decision-makers are requested to think more about the issue so as to find a solution.

4- Human Development Indicators by gender

4-1. Human Development Index (HDI)

The HDI is a summary measure for assessing long term progress in three key dimensions of human development: life expectancy, the average duration of schooling and the expected duration of schooling.

The HDI of Algeria has increased between 1995 and 2014 by almost 27% (0,600 to 0,761).

The evolution in the HDI and its components show that life expectancy at birth index was the factor that has pulled the HDI up the most, an observation that has always been corroborated in prior national human development reports.

Thus, we note an index level life expectancy at birth significantly higher than the HDI and to the other two-dimensional index: education and income. Regarding the latter, there is an overlap of their curves, but with incremental values below the overall HDI (see table below).

however, we note differentiated rhythms of the HDI evolution over time: the period of 1995-2000, in which Algeria has experienced a multifaceted crisis that has negatively affected the social and economic assets of citizens and saw the very slow evolution of the HDI with an average annual rate of +1,0%. Whereas, the period of 2000-2005 marked the beginning of a new much faster rhythm of progress (+1,5) as Algeria return to its traditions of investment program in the economic and social spheres (1,5%). Finally, as of 2008 we record a longer average rate of progress (+1,3%) nevertheless higher than the period of 1995-200; a phenomenon that would be related to the requirement by achievement of performance level which is qualitatively even higher such as the countries with a very high level of development.

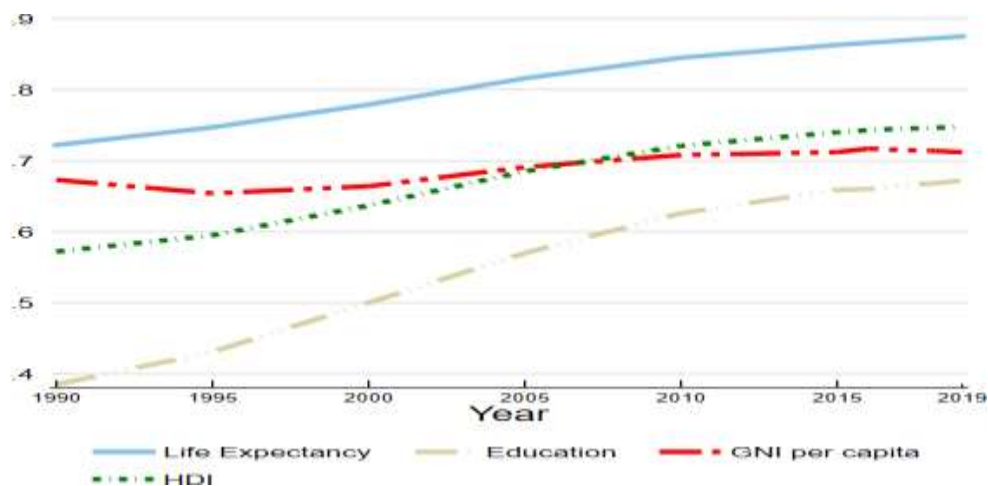
However, the fact remains that since 2000 the HDI has continued to progress until it has reached the value of 0,748 in 2019, an increase of 30,8% placing Algeria in the 91st position among 189 countries.

Table 1: Evolution of Algeria's HDI

	Life expectancy at birth	Expected duration of schooling	Average duration of schooling	GNI per capita	HDI value
1990	66.9	9.6	3.6	8.597	0.572
1995	68.5	9.8	4.7	7.567	0.595
2000	70.6	10.9	5.9	8.110	0.637
2005	73.1	12.3	6.9	9.692	0.685
2010	74.9	14.0	7.1	10.824	0.721
2015	76.1	14.2	7.9	11.151	0.740
2016	76.3	14.2	7.9	11.554	0.743
2017	76.5	14.4	8.0	11.372	0.745
2018	76.7	14.5	8.0	11.302	0.746
2019	76.9	14.6	8.0	11.174	0.748

Source: human development of report 2020

Figure 1: Evolution of the HDI and its components



Source: human development of report 2020

The values of the indicators for the year of 2008 are the following:

- Life expectancy: 76,9
- Mean years of schooling: 8
- Expected duration of schooling: 14,6
- GNI/capita PPA: 11,174

4-2. Evolution of gender inequalities index GII and its components

The GII enables to measure gender inequalities. In this sense, it is calculated from three dimensions:

- Health, represented by two indicators:
 - The maternal mortality rate
 - Adolescent fertility rate
- The empowerment represented also by two indicators:
 - The proposition of parliamentary seats held by women and men

- The number of women and men having reached at least the secondary education level
- The labor market with the rate indicator of women and men's participation in the labor force.

The GII allows monitoring gender policies and the efforts made. A high value indicates a great inequality between men and women. In 2019, the GII stood at 0,429 thus occupying the 103rd place out of 162 countries.

Gender inequalities review in the different components of this index remains influenced by the participation rate of women:

✓ **Reproductive health:** it is this dimension which contributes

		Y e a r s		2010	2011	2012	2013	2014	2019
Dimens ions	heath	Maternal mortality rate (for 100.000 N, V)	wo m	76,9	73,9	70,3	69,9	60,3	112
		Adolescent fertility rate (for 1000 women 15-19 years)	wo m	10,2	10,7	11,8	12,4	13,5	10,1
	Empowe rment	Parliamentary representations in national assemblies %	wo m	6,5	6,5	33,3	33,3	33,3	21,5
			ma n	93,5	93,5	66,7	66,7	66,7	
		Level attained in secondary and higher education in % (25 years and +)	wo m	24,8	26,0	27,3	27,7	29,3	39,1
			ma n	29,1	30	30,4	30,3	30,9	38,9
	Labor market	Activity rate in %	wo m	14,0	14,2	15,8	16,6	14,9	14,6
			ma n	68,9	65,3	67,8	69,5	66,2	67,4
GII				0,504	0,498	0,404	0,403	0,405	0,429

the most to gender inequalities in the world. In Algeria,

maternal mortality rate is estimated at 60,3 deaths per 100,000 live births in 2014. The adolescent fertility rate remains low with 13,5 per thousand in 2014, however, it is constantly evolving since 2010 with a slight decline in 2019, which deserves a deeper reading so as to pin down the contents of this trend.

- ✓ **Women's empowerment:** the indicator related to education shows little inequalities between men and women in the sense that the female population, having secondary level, represents 39,1% slightly higher than the male population (38,9%). However, this almost equal access to education between men and women is not reflected in terms of equal participation in decision-making so that the new political dispositions that have been made establish the quota rule.
- ✓ **Labor market:** the national statistics show a low women's labor force participation and significantly lower than that of men in the sense that women represent only 14,6% of the labor force in 2019.

Table 2: Evolution gender inequalities index (GII)

Source :human development of report

5- Good governance impact on public policies:

Algeria has gradually -but still insufficiently- developed its own legislation: family and nationality code to electoral code, through the ratification of the various conventions and interpretation protocols. The diverse institutional actors or not in action in Algeria: Ministries, public agencies, Civil Society organizations, international and bilateral agencies constitute a complex mix whose actions have resulted in more or less rapid and definitive advances.

The common program for gender equality and women empowerment established between 7 UN agencies, a dozen of ministries and the Algerian public institutions is a particularly interesting example where there are various actions of actors with various aims, but whose

convergence is ensured by setting an unambiguous objective: Women empowerment.

We highlight that the efforts related to the constitution of statistical databases for the purpose of developing a synthetic indicator, is one of the essential conditions for progress towards gender equality and women empowerment and to the setting and monitoring of public policies, which set to itself such objectives.

Algeria has embarked on this path through the preparation of national reports on human development and reports on the achievement of the MDG.

This double effort, joins to the report that the country must regularly go and appear before the CEDAW, has played a significant role in gathering and criticism of national statistics and eventually in the training and the education of public opinions on gender issues. Thereby, we could raise public and decision-makers awareness of the importance that should be assigned to gender issues so as to make it a national priority.

These elements are criteria of a “good governance” which allow us to suggest that the implemented public policies have relatively achieved their objectives, starting from social change that happened at the level of the society.

Nonetheless, despite renewed efforts, the ONS employment surveys reveal a female activity rate above 20% threshold, a rate that is among the lowest in the world. It is difficult to accept, in the light of particularly extensive international definitions, that the cultural reasons are enough to explain this phenomenon. The underestimation of women’s employment has consequences on the interpretation of levels and employment developments in Algeria.

The restriction of female employment, predominantly employee and public, and the importance of the women’s unemployment rate, in particularly of the graduates, should inspire employment generating policies which are less neutral or we could say less blind -regarding gender, in order to take into account specificities which if left uncorrected could worsen distortion which are gender inequalities.

6- Conclusion:

Indicators and statistic data represent instruments, although simplifying but essential to guide public policies, especially those aiming at reducing gender inequalities and determine whether their actions are subject to “good governance”. Algeria has engaged in this exercise with national reports on human development.

Admittedly, it is not always pleasant to see that the place of Algeria in an international ranking is not as rewarding as could be wished.

However, taking note of the willingness and the means that affect the country to advance its rank are the drivers of public policies improvement and the future progress.

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