The attached draft of Chapter VI of the 2000 Development Co-operation Report is circulated for COMMENT and INFORMATION. Comments should be sent to Ms Francesca Cook (see details below) no later than 18 October.

The draft of the entire report, including Chapter VI with any amendments, will be circulated later.

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**TABLE OF CONTENTS**

1. Introduction................................................................................................................. 3
2. Background: Beijing and the DAC Statement on Gender Equality ............................................. 4
3. Overview of progress on implementing the DAC gender equality goals ......................................... 9
4. How are Members implementing the goals?.................................................................................. 10
   The DAC Gender Equality Policy Marker ................................................................................. 14
5. A major policy objective: closing the gender gaps in education ....................................................... 15
6. Priorities for future action........................................................................................................... 15

**Boxes**

Box VI-1. In from the edge................................................................................................. 5
Box VI-2. Institutionalising gender equality: USAID ......................................................................... 7
Box VI-3. Progress towards gender equality in New Zealand Overseas Development Assistance........ 13
Box VI-4. Gender equality and institutions: Two challenges. A "tip sheet" from Sweden’s international development agency.................................................. 17
CHAPTER VI

PROGRESS TOWARDS GENDER EQUALITY IN THE PERSPECTIVE OF BEIJING +5

“We maintain efforts to integrate women in development, the gender equality objective recognises the vital necessity that women and men, in equal partnership, take the responsibility to define the development agenda, set the vision and goals, and develop strategies.”

Extract from the DAC Statement on Gender Equality (1995)

1. Introduction

6.1 The most ambitious OECD goal in Shaping the 21st Century: The Contribution of Development Co-operation is to reduce the proportion of people living in extreme poverty in developing countries by at least one-half by the year 2015. While it was once thought that poverty could be reduced by accelerated economic growth alone, it is now recognised that poverty reduction requires attention to economic, political, social, and legal dimensions. The goals of reducing poverty and realising gender equality are distinct but interrelated. Since gender inequalities intensify poverty, weaken women’s and girls’ ability to overcome it, and perpetuate poverty from one generation to another, gender analysis must be an essential element in the analysis of poverty and in the design of strategies for its reduction. There is no room for complacency about progress on poverty reduction or on gender equality.

6.2 The good news is that there is a large body of data and analysis now available demonstrating the efficacy of integrating gender aspects into policy development and programme implementation. There is a need to strengthen the understanding of gender equality as a factor in the work of the Members of the DAC to both reduce poverty and to achieve the other development goals. It is not always easy to include a full analysis of social and gender equality factors in development planning. But it is clear that better analysis and improved design based on that analysis reduce risks and make programming more effective and efficient.

1. All authors and contributors to the 2000 Development Co-operation Report will be listed in the Foreword of the published version of the report. Key contributors to the present chapter include: Francesca Cook, Administrator, DCD-SMDC; James Michel, Counselor, USAID and former DAC Chair; Diana Rivington, Chairperson of the DAC Working Party on Gender Equality; NZODA; and Sida.

2. The full report and the DAC Statement on Gender Equality as well as links to the UN site for the Beijing Platform for Action and other agency gender sites are available on the OECD DAC WP-GEN website: www.oecd.org/dac/gender.

2. **Background: Beijing and the DAC Statement on Gender Equality**

6.3 In May 1995, inspired by the process leading up to Beijing\(^4\), ministers and heads of development agencies endorsed the statement *Gender Equality: Moving Towards Sustainable, People-centred Development*. The statement affirmed the DAC’s commitment to gender equality as a vital goal for development and to gender mainstreaming as a strategy to improve development results, tackle gender disparities and uphold respect for women’s human rights. (See also Box VI-1 which discusses what donors are doing to bring gender issues away from the edge of development concerns to centre stage.)

6.4 For almost two decades, the collaborative work of DAC Members has provided an important impetus to the adoption of policies focusing on gender equality. DAC Members agree that inequality between men and women is a fundamental constraint to economic and social development, and that this challenge must be addressed if development is to flourish.

6.5 In preparation for the United Nations Special Session to review five years of progress on implementing the *Beijing Platform for Action*, and in order to assess DAC Members’ contributions to meeting the gender equality objectives, an assessment of their own progress was carried out.

6.6 “Progress towards gender equality in the perspective of Beijing + 5” (the “Beijing + 5 Review”)\(^5\) offers insight into advances towards the DAC gender equality priority goals\(^6\) and identifies successful strategies and remaining challenges. Integrating gender considerations in the education sector was specifically assessed because education for girls and women is such an important vehicle for their empowerment. The DAC chose this goal - specifically, closing the gender gap in primary and secondary education by the year 2005 - as a proxy equality indicator in its 1996 policy statement *Shaping the 21st Century Strategy: The Role of Development Co-operation*.

6.7 The assessment clearly demonstrates that donors have made substantial progress in identifying gender inequalities. But it also leaves no doubt as to the need for continued and increased efforts to further develop gender mainstreaming strategies so that the gender equality goals set in 1995 are achieved. Aid agencies’ and developing countries’ experiences of the last five years provide clear evidence of this.

6.8 As the development community strengthens its efforts to focus development activities more closely on poverty alleviation, ensuring that the needs and priorities of both women and men are addressed equitably is even more critical. This is equally vital in order to address effectively important emerging issues in development co-operation, such as governance, human rights, and conflict prevention.

6.9 With the development of more sophisticated indicators, there is evidence that poverty affects women and girls disproportionately. Indeed, during the period since the 1995 Beijing Conference, there has been greater recognition by partners of the gender dimensions of poverty, since significant efforts have been made to refocus poverty reduction policies and programmes to address the specific needs and concerns of women in poverty as well as men. However, more and better research is needed to identify innovative and sustainable responses to the gender aspects of poverty.

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5. Endorsed by the ministers and heads of aid agencies at the DAC High Level Meeting, 11-12 May 2000.

6. These are outlined in the DAC Statement “Gender Equality: Moving Towards Sustainable, People-centred Development” (1995). See also Section 4 below.
Box VI-1. In from the edge

The importance of promoting gender equality cannot be underestimated. While all seven development goals laid out in this box are intertwined to a very large extent, a few of them, like reducing poverty, improving education and lowering maternal mortality, would have little hope of being achieved without a simultaneous empowerment of women and progress towards a more even rapport de force between the sexes. Inequality keeps women poor, illiterate and unhealthy in several countries; it undermines the lives of children; in short, it places a dead hand on economic potential. The question is how to reduce it, if not remove it altogether.

Gender mainstreaming is one way of bringing about the transformation people want to see. The aim is to reinforce processes that will empower women by, first, addressing discrimination through programmes and strategies so that they increase the abilities of women (or men, if they are at a disadvantage) and their opportunities, as well as fostering a better understanding of their rights through information dissemination, training and education. The emphasis has to be on those initiatives that help women (and men) to become the agents of their own development and empowerment. For example, an irrigated rice project in Northern Cameroon failed to attract farmer interest and approximately a third of the area remained uncultivated. The project designers had not used any gender analysis and failed to understand the intra-household conflicts over labour allocation and compensation. Women were not assigned land, but were expected to work in their husbands’ rice fields. According to traditional practices, women were entitled to a cash payment from their husbands in return for work in their rice fields. Many women felt the payment they would receive was really insufficient and therefore they reduced their time devoted to rice cultivation. The good and potentially productive land remained unused.*

Experience shows that development strategies are more successful at addressing women’s and men’s differing needs and opportunities when they are based on a prior analysis of the possible effects of a development initiative. This means that an analysis has been made of the needs, desires and skills of the people concerned. Based on this, a projection has been applied to estimate the ways in which opportunities, skills, knowledge, income or well-being may be increased or decreased because of a development activity, project or programme. The same activity may be positive for one sub-group of people in a community and negative for another. A dilemma is then apparent around which decisions must be made, or the activity must be adjusted so as to impact more equally on the various groups. One obvious sub-group division is men and women. To ensure women and men benefit more or less equitably also means making gender equality and gender analysis a routine concern in government communications, policy formation, legislation, resource allocation, and so on.

Several countries, like the Philippines, Jamaica, and South Africa, have gender mainstreaming policies in place and they seem to be bearing fruit. Literacy rates are up, if slightly, and more women are to be found working in civil services and in top business. These may be exceptions, but they are a start.

The key thing is that mainstreaming programmes can work, simply because they ensure that the perspectives of women and men become a normal part of the decision-making processes, from design to implementation and monitoring.
But while mainstreaming might have the makings of a silver bullet for resolving gender inequality, it is not that easy to put in place. In practice, a number of criteria are needed for it to work. One is the explicit commitment of leaders (development ministers and heads of agencies, ministers within developing countries) to a clearly articulated and effectively communicated policy. The establishment of women’s ministries, laws governing the use of gender analysis in policy formulation (South Africa), pro-active election statutes (India), laws for equal rights for women in labour and employment (Philippines) – all these help to institutionalise mainstreaming. They are especially constructive when accompanied by information campaigns to demonstrate the positive effects to the economy and to livelihoods of greater equality.

To make progress, it helps to have a network of concerned individuals in place who can share knowledge, information, experience and best practice, using practical instruments, such as the internet and electronic gateways. These networks do not grow out of thin air, but it can be surprising how quickly in the civil society arena groups of interested bodies can come together as a partnership – government, business, NGOs – once the initial efforts are made.

Such groups have to know what they want and how to achieve them. Policy makers can take a lead, such as by equipping their public servants with the skills needed to identify issues and design actions. They can encourage the private sector to do the same. There have to be reporting processes, evaluation and monitoring on a continued and transparent basis. Naturally, for all this to work, financial resources have to be committed. This may be the hard part (and donors can no doubt help), but the returns, in terms of improving the condition of women and of society, reducing poverty and stimulating whole areas of the economy, make it worth while.


6.10 The Beijing +5 Review acknowledges the efforts made to develop and use participatory approaches, and notes that programmes and projects will only be fully effective and sustainable when more women are fully involved in decision-making at all levels. The development community therefore needs to increase efforts to identify the barriers to women’s participation and adopt measures to overcome these barriers. Without women’s active participation, there is a danger that the gender equality goal will become marginalised.

6.11 Most DAC Members have taken the first crucial steps towards ensuring that gender is mainstreamed throughout organisations and programmes. Most have adopted gender equality as a core strategic objective, and have developed policies accordingly. Many have also developed clear action plans for implementing their policies. However, policy statements, action plans and gender training, while fundamental, are not enough in themselves. What is clear from the Beijing +5 Review is that they are only first steps towards the creation of an enabling policy environment. Very often, the concept of gender mainstreaming is more clearly perceived at the theoretical level rather than in practice. So understanding gender equality does not necessarily translate into gender equality in practice.
Box VI-2. Institutionalising gender equality: USAID*

Experience with the theme of institutionalising gender equality in the U.S. Agency for International Development (USAID) and in the OECD Development Assistance Committee reveals many parallels. Through the 1980s, both in USAID and in the broader donor community, it appeared that the focus remained largely on incorporating WID expertise, projects and activities into development programs of donors. It would be an unfair oversimplification to say that the challenge was seen in terms of the inclusion of women in traditional donor programs. But there was too often a sense that gender was being added on rather than being built into programs. And there was too often a sense that gender was more a concern of the donors than an issue for the developing countries’ own policies and strategies.

The 1990s saw a real shift toward emphasizing gender equality as a shared development objective and international support for local efforts to mainstream gender analysis and gender-aware policies in the strategies of developing countries. This basic shift in approach was recognized in the Fourth World Conference on Women in Beijing. It is an important component of continuing international trends toward a comprehensive view of development, the encouragement of results-oriented partnerships and an emphasis on poverty reduction as a leading international goal.

Within the DAC, important steps in recent years included the following:

- The adoption in 1995 of a strong policy statement on gender equality as a strategic development goal.
- The issuance in 1997 of revised guidelines on gender equality and women’s empowerment.
- The agreement in 1998 with the United Nations, World Bank, International Monetary Fund and many developing countries on a core set of indicators of progress towards the international development goals and incorporating the principle of gender-disaggregated data.
- The reconfirmation in 2000 of gender equality as a goal and identification of key priorities for the future.

Women have disproportionate representation among the poor. The DAC’s current work on guidelines for poverty reduction acknowledges the differing roles and challenges of women and men, and gender issues have great importance in the strategies outlined. In this regard, a major USAID contribution to the DAC’s poverty work has been to make available gender expertise to inform the deliberations and the resulting guidelines.

The work undertaken in the DAC was intended, in part, to encourage donors to implement the policies to which they had expressed agreement. Many of these measures are directly relevant to continuing efforts in USAID and many other DAC Members. They include:

- The explicit commitment by leaders (development ministers and aid agency heads) to a clearly articulated and effectively communicated policy.
- A network of concerned individuals and practical instruments for sharing knowledge, information, experience and best practices.
- Training that will help the entire staff to have better skills and an enhanced capacity to identify issues and frame actions in response to available information.
- Processes for continuous reporting, monitoring and evaluation – especially through peer reviews and high-level oversight.

It is most important that gender is increasingly built into the Agency’s strategic framework and its goals for human capacity development; population, health and nutrition; economic growth; and democracy and gover
This framework is the basis for supporting bureau and mission strategies. It is also the basis for this year’s award-winning report by USAID, under the Government Performance and Results Act.

There are many examples of thoughtful initiatives to advance gender equality showing up in USAID mission and bureau programs. In India, for example, the Mission decided to build its democracy program primarily with a view to increasing women’s decision-making power. In the Ukraine, an innovative program for women who may be vulnerable to the trafficking schemes of criminal organisations is literally saving lives. The Latin America and Caribbean Bureau of USAID is working to help give practical effect to the commitment to gender equality expressed in the declaration of the 1998 Summit of the Americas. The Africa Bureau is doing important work to strengthen human and institutional capacities of women in Africa. The Bureau for Europe and Eurasia adopted a new overall strategy in 1999, which notes that gender considerations are being integrated into USAID programs “to ensure that the United States is promoting equal access and opportunities, equal rights and equal protection in its assistance programs.”

The parallels between USAID experience and that of the broader donor community offer guidance for the future. As in the DAC, the consolidation of gender equality in USAID will require a combination of:

- Demonstrated high level commitment to a clear policy (and it has been encouraging to hear USAID Administrator J. Brady Anderson speak so forcefully on the theme of gender equality).
- Information sharing, especially of best practices.
- Training to enhance skills on how to put available information to best use.
- Reporting, monitoring and evaluation.

Clearly, all development organisations still have a long way to go in advancing gender equality as a worthy goal in its own right and also as an essential factor for development. We face challenges of resource limitations, of societal attitudes and bureaucratic scepticism and inertia. It is still too hard to assure that gender gets factored adequately into economic analysis, scaling up from the project to the program level. More generally, we need to generate greater public and political confidence in and support for the overall goals of development.

However, the practicalities of working for sustainable partnerships and poverty reduction will provide an environment conducive to further progress for mainstreaming gender equality as a key agent and a key objective of development. With continued collaboration among DAC Members, and with developing countries, multilateral organisations, NGOs and other partners, I believe we are well positioned to demonstrate impressive results in the coming years.

* This text is an excerpt from a speech that James Michel, Counselor for the United States Agency for International Development (USAID) and former Chair of the DAC, delivered at a Public Meeting of the U.S. Advisory Committee on Voluntary Foreign Aid on 10 May 2000.

** The policy document DAC Guidelines on Gender Equality and Women’s Empowerment in Development Co-operation (1998) has given weight and direction to Members’ internal advocacy efforts. The references throughout the text to the Beijing Declaration and Platform for Action, DAC High Level Meeting Statement and the DAC Strategy for the 21st Century are a step to mainstreaming because they link and highlight international commitments with a gender perspective. The Guidelines are accompanied by a Source Book on Concepts and Approaches Linked to Gender Equality (translated into German, Japanese, Portuguese and Spanish).
6.12 It will be difficult to make real progress in ensuring that gender issues are fully and effectively mainstreamed within development co-operation efforts without sufficient management, strong political will and financial commitment world-wide to gender equality, through “engendered” policy dialogue with partners, strategically placed gender units, constant monitoring of donor and partner country efforts, and increased commitment,

6.13 These findings are also largely mirrored in the United Nations’ review of implementation of the twelve critical areas of concern from the 1995 Beijing Platform for Action. That review was carried out by the United Nations based on national reports from member States and UN agencies in preparation for the Beijing +5 Special Session of the General Assembly, “Women 2000: Gender Equality, Development and Peace for the 21st Century”, held in New York in June 2000, at which the DAC’s report was also distributed.

3. Overview of progress on implementing the DAC gender equality goals

6.14 DAC Members have made solid progress over the past five years in implementing the gender goals in their assistance.

- This is true both internally in their organisations, and in the conduct of their development co-operation activities.

- However, as Members gain experience with mainstreaming strategies and share lessons, it is also clear that a number of challenges remain, in particular between policy and the reality of implementation in the field.

- Implementation of the goals has been uneven across agencies and between the goals themselves - some goals being easier to work with than others.

- This is a reminder that policies and advances at the policy level must be backed up by leadership from senior management, as well as adequate allocation of resources, operational plans and tools.

6.15 In conjunction with the Beijing Platform for Action, donors have used the DAC Statement to advocate for stronger internal commitment to gender equality. Together, these two statements have led to important changes in the majority of Member agencies, lending impetus to work on gender and providing a solid basis for many donors’ gender policies in partner countries. Importantly also, since their adoption five years ago, these statements have strengthened the influence of the vast majority of gender units, and a number of such units have moved to more strategic and cross-cutting locations within their organisations, closer to where decisions are made. As a consequence, gender is now often included as a central theme in Members’ key policy documents on poverty reduction, governance, human rights, conflict prevention. These encouraging results demonstrate the vital importance of high-level policy commitment to gender equality issues.

6.16 Influence and progress also hinge on the provision of adequate resources. Gender mainstreaming requires more, not fewer, resources, as all staff increasingly assume responsibility for gender issues and as gender units move towards more catalytic, advisory and supportive roles. However, while many Members have reported increases in gender specialist staff and in budget allocations over the past five years, just as many others continue to struggle with limited budgets and staff.
4. How are Members implementing the goals?

**Overarching Goal: Endorse gender equality as an overall strategic objective for promoting the role of women and therefore sustainable, people-centred development**

6.17 The DAC Statement has led to a shift towards a focus on gender equality and balance in the mainstream of development co-operation as well as the involvement of men to achieve gender equality. This contributes to the overall goal of strengthening women’s autonomy, in line with the outcome of the Beijing Conference and policies of gender-sensitive donors and partner countries.

6.18 Over half of DAC Members have established gender equality as a strategic mainstreaming objective. For these Members, this signals a clear commitment to the entire organisation that gender issues are relevant to the work of all employees. Moreover, in agencies which have not yet established gender equality as a strategic mainstreaming objective, gender equality principles are nonetheless supported and visible in policies and practice. There is thus a growing commitment of all Members to implement mainstreaming. This is reinforcing the credibility of dialogue with partner countries by setting a concrete example.

6.19 Efforts to ensure implementation of gender policies have now become a priority for many donors. Most Members use the twin-track approach set out in the *Beijing Platform for Action* and the DAC Statement. This involves:

- Integrating gender equality concerns into all areas of work and into initiatives specifically targeting women, or men, to remedy inequalities.
- Policies backed up by strong operational plans and tools to assist non-gender specialist staff. Senior management must lead and guide the wider adoption of responsibility and accountability.

**Goal 1: Re-emphasise the socio-cultural aspects of development and the general need for a more people-focused approach which integrates social, economic and political analyses**

6.20 Strong progress in this area is particularly evident with gender-sensitive methods which systematically integrate the analysis of socio-cultural factors and assess the socio-cultural impact of development activities. Indeed, the majority of donors demonstrate their commitment to people-centred development by using such analysis and supporting the development of participatory methods in order to strengthen local ownership and project sustainability. Such factors are crucial if this goal is to be attained. While attempts to implement the goal have not automatically led to the inclusion of women’s voices, progress is visible on a number of fronts.

6.21 Examples of good practice include:

- *Developing strategies which systematically integrate the analysis of socio-cultural factors and assess the socio-cultural impacts of projects:* This is an area where strong progress is evident, in particular, the integration of socio-cultural analyses when drafting country programmes.
- *Adopting participatory approaches:* The majority of donors are demonstrating their commitment to people-centred development by using or supporting the development of participatory methods in order to strengthen local ownership and project sustainability. In one Member country, these participatory approaches have even been made compulsory at all levels along with target groups and gender analyses.
• **Enhancing staff training to boost capacity** is effective when accompanied by strong incentives to develop and use gender-sensitive approaches.

**Goal 2: Reconsider the impact of non-project forms of co-operation on men and women, such as programme assistance, public expenditure reviews and structural adjustment**

6.22 Some agencies have taken up the challenge to extend gender equality principles to the macro-policy, sector-wide and programme levels. While this is the area where least overall progress is visible, initiatives to share good practice and build capacity with partners and among Members are taking shape, with the aim of addressing more effectively the challenge posed by this shift towards a more macro perspective.

6.23 Examples of good practice include:

• **Making wider use of sector-wide approaches (SWAps):** A Task Force of Members is focusing on introducing gender equality into sector-wide approaches for education, agriculture and health. Successful SWAps are characterised by a partnership, led by government, that works closely with groups from civil society, including women’s advocacy groups, and multi- and bilateral donors.

• **Advocating work on gender and economic reform:** Members have carried out advocacy work on gender and economic reform within the Special Programme of Assistance for Africa.

**Goal 3: Include gender implications in analyses, policies, country and sector strategies**

6.24 Donors have made the most progress with this goal, which is central to any gender mainstreaming strategy. For those organisations making slower progress, urgent priorities include: building capacity for non-gender specialist staff; developing implementation tools; monitoring results and introducing staff incentives; and integrating gender implications into sectoral and country strategies, an area where previous work has been limited.

**Goal 4: Emphasise these principles in continuing and emerging areas of co-operation, in particular participatory development and good governance, human rights, and conflict resolution**

6.25 Many Members have taken up the challenge to ensure that a gender perspective is incorporated into the newer areas of co-operation and partnership. Most progress has been made in the areas of women’s enjoyment of human rights, good governance and democracy, conflict-prevention and peace-building, development of participatory approaches and integration of the gender dimension into efforts to reduce poverty. However, there is a pressing need for the development of good performance indicators for these and other emerging areas of work.
6.26 Examples of good practice include:

- Establishing a human rights fund to promote local awareness of CEDAW\(^7\) in partner countries.
- Using a Gender Equality and Peace-building Framework as a tool to guide development activities.
- Lending support to women’s grassroots organisations participating in peace-building initiatives and their implementation.

**Goal 5: Help partners strengthen their institutional capacity to incorporate actions in favour of women and to develop new instruments for addressing gender equality**

6.27 With the emphasis on leadership by partners and local actors, donors are now playing a stronger supportive role in building national capacity to address gender issues. (See Box VI-2 on efforts and progress in this respect in USAID and Box VI-3 for NZODA.) The partners they work with are in governments, national women’s institutions, NGOs and women’s associations. Although strengthening institutional capacity is a challenging area and donors will need to devote increasing reflection and resources to making partnership a reality, a number of initiatives are underway to build expertise in the analysis and reduction of gender inequalities. This is particularly true through providing training and advisory support, and disseminating guidelines and other tools. In addition, several bilateral donors are helping to improve the capacity of multilateral donors by various means, including the secondment of gender professional staff.

**Goal 6: Increase policy dialogue with partners**

6.28 There has been a general surge of interest in policy dialogue. As a consequence, many bilateral and multilateral agencies now routinely mainstream gender into negotiations and dialogues with developing country partners. This requires intensive preparation and sometimes patience in seeking innovative and effective ways of transmitting the messages and gaining firm commitment on both sides. In order to develop good practices for this goal - such as how to strategically involve civil society actors, women’s organisations, NGOs, and multilateral organisations in decision-making processes and planning exercises – experiences need to be shared more widely within the development community.

**Goal 7: Focus on local communities’ abilities to identify gender priorities and support actions in partnership with aid agencies**

6.29 Efforts have focused on the development and increasing use of participatory approaches, such as participatory poverty assessments. These approaches seek to identify the priorities of communities, including the women therein, in order to secure local ownership of development decisions. Successful strategies to strengthen capacity within women’s organisations and communities include gender training using local gender experts. Other strategies seek to encourage women’s participation in community decision-making.

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NZODA developed its first Women in Development (WID) policy in 1992, and introduced a five-year WID action plan, setting out clear objectives and tasks to implement this policy in 1994. This action plan clearly sets out objectives, outputs, necessary actions, timing and responsibilities in order to meet the goals set out in the WID policy.

NZODA has reviewed progress in implementing this action plan every year since then, and has found steady progress in mainstreaming gender throughout its programme. At the time of the 1994/1995 review for example, just 24% of the ODA that was able to be measured for gender integration could be said to be gender specific or fully integrated. This percentage had risen to 30% by the time of the 1995/1996 review, 39% by the time of the 1996/1997 review, and the latest review shows that this percentage has now risen to 52%. Steady progress has also been made in promoting gender equity in NZODA education programmes.

Some of the ways performance is being improved are outlined below:

- All project approval forms include a classification concerning gender integration. Where new projects are presented with anything other than a “fully gender integrated”, “gender specific” or “gender neutral” indicator, clear justification needs to be provided as to why this is the case.
- Gender Mainstreaming Strategies for bilateral programmes have been agreed with the governments of all but one of NZODA’s Melanesian and Micronesian partner countries. These strategies are reviewed every year during programme talks, and help guide the gender mainstreaming process throughout the bilateral programme.
- Model terms of reference for consultants working at all stages of the project cycle include clear gender components, thus reminding programme managers of the need to ensure that gender issues are considered throughout the project cycle.
- Efforts to achieve gender mainstreaming are taken into account in staff performance appraisals.
- Clear instructions on gender equity in all NZODA-funded scholarships and training programmes have been developed, and the agency is now very close to achieving gender equity in all of those programmes.

However, New Zealand realises that it and the donor community still have a long way to go before they can claim to have fully and effectively mainstreamed gender issues. The annual reviews of New Zealand’s Gender and Development (GAD - previously WID) action plan have pointed to several areas in which extra efforts are needed. The new gender action plan currently being developed will seek to outline how best to move forward. The plan focuses on:

- Providing ongoing training to programme managers in how to fully understand the gender implications of the programmes they fund, and with tools to help them effectively integrate gender into their work.
- Giving more attention to monitoring gender equality objectives throughout projects and programmes, and to improving the systems in place for doing this.
- Reviewing the extent to which the development of gender policy documents with Pacific partner governments is effectively increasing the extent to which gender issues are mainstreamed in NZODA bilateral programmes, and encouraging the development of similar policy documents with bilateral partners and donors so that the cross-cutting nature of gender issues is made more clear.
- Identifying more clearly the practical benefits gender mainstreaming brings to the development and implementation of projects and programmes.
- Improving data collection.
- Increasing involvement of women in the design of projects and policies.
- Clarifying understanding of the impacts of policies and programmes.

* This text is an excerpt from the Statement by New Zealand at the 2000 High Level Meeting of the Development Assistance Committee, 11-12 May 2000.
Goal 8: Emphasise gender equality in competence development, management responsibility, accountability, and adequate monitoring and reporting of results. This could involve increased financial commitments and re-writing job descriptions and responsibilities to include gender criteria

6.30 These crucial aspects of institutional mainstreaming strategies indicate how organisations prioritise gender equality concerns in practice. (See also Box VI-4 on promoting more equitable relations between women and men within organisations.) Progress has been uneven with the various elements of this goal, often due to limited budgets (Even when agencies increase gender staffing, further resources are needed for the gender mainstreaming tasks in hand.) Systematising monitoring and reporting are some specific areas where improvements are needed.

6.31 Achieving senior management commitment to this goal presents a major challenge for donor organisations and ministries. Visible commitment is desirable in terms of increased resources but also in the returns strong leadership provides on spreading responsibility and accountability. Therefore innovative work on how to make staff accountable for gender is therefore a priority area.

6.32 In order to be successful, gender mainstreaming strategies require systematic monitoring and reporting mechanisms to anchor accountability and measure performance right from the start. This is generally a problem area for agencies and ministries in relation to many other thematic issues, and not just in relation to gender equality. Nevertheless, some progress has been made, particularly in the regular use of input indicators such as the DAC gender equality marker.

6.33 Competencies in monitoring and evaluation need building and good practice needs sharing. Further multi-donor work on developing gender-sensitive methods and impact indicators with partners are also currently underway. Developing staff competence has been strong in some agencies but many others are struggling with resource problems.

6.34 Examples of good practice focusing on competence development and staff incentives include:

- Gender training should be made a requirement for all staff.
- Job descriptions should be revised to explicitly include responsibility for addressing gender issues.
- Staff performance appraisals should take into account the number of gender-inclusive activities undertaken and reward staff by, for example, providing extra funds or award promotion points for excellence in promoting gender equality. A central gender and development fund can give increased impetus to such incentives.

The DAC Gender Equality Policy Marker

6.35 This marker, one of several DAC Policy Markers, was designed to harmonise with the twin-track mainstreaming approach in the Beijing Platform for Action and the DAC Statement (see paragraph 6.19). It acts as both an incentive to use gender analysis and as a monitoring tool. The shift to the new marker has been gradual but the vast majority of Members are now making use of it. Moreover, several Members are attempting to extend its application into project monitoring and implementation, rather than employing it solely at the design stage. In order to mark a development activity with the policy marker, criteria that must
be fulfilled include the need to apply gender analysis to the activity; to be explicit about how gender equality will be promoted as a result of the activity concerned; and to address gender equality through a series of the activity’s design features.

5. **A major policy objective: closing the gender gaps in education**

6.36 Gender equality and the removal of gender gaps in primary and secondary education are important goals of the 21st Century Strategy and of the international development goals. Gender equality in primary and secondary education by 2005 was the indicator chosen to demonstrate progress towards gender equality. Most donors report that in the education sector, gender equality has become an integral part of the policy dialogue with partners. Innovative work has now moved beyond a narrow focus on enrolment ratios to examine achievement, the quality of teaching and of learning materials. On the other hand, much more progress is required in order to attain the goal of universal primary and secondary education by 2005.

6.37 Key issues and strategies applied to address those issues include:

- **Gender gaps in the access to education by and enrolment of girls:** Methods to overcome negative cultural or economically based attitudes towards the education of girls include gender sensitisation training with parents; and the provision of segregated dormitories and sanitation facilities.

- **Retention and completion differences:** Scholarship programmes that are of benefit to both sexes equally go some way towards closing these gaps. So do improved curriculum and teaching materials. It is noteworthy that in a few country cases, girls have better results in schools than boys and more boys are dropping out. This has required a gender-based examination of curricula to find solutions.

- **Girls’ achievement and the quality of teaching:** Recruitment of more female teachers and their increased involvement in decision-making; improved teacher training including gender sensitisation and techniques for teachers to combat negative cultural attitudes.

- **Quality curriculum and learning materials:** Rectification of gender-stereotyping in text books (these can reinforce negative gender stereotypes); developing gender-sensitive curricula and materials; and including women’s groups in curriculum review committees.

6. **Priorities for future action**

6.38 Throughout the world, the climate for gender mainstreaming is improving with a clear and growing commitment from donors and from partner countries to gender equality. Much progress has been made across donor institutions towards meeting the gender equality goals. However, implementing a gender mainstreaming strategy to support gender equality goals in their own institutions as well as in those of partner countries is a more arduous process than some had anticipated. Continued and intensified efforts are required on the part of donors in partnership with developing countries. In attempting to respond to these needs, there is an increased demand world-wide for the services and expertise of gender equality units and specialists. It is clear that within donor agencies, as well as for partner countries, commitment to

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8. “Education is necessary but not sufficient for empowerment of women and equality.”
mainstreaming needs to be followed through by adopting fully resourced and effective mainstreaming strategies, including monitoring mechanisms.

6.39 In order to mainstream gender equality effectively, donors and partners need to identify more clearly the practical benefits mainstreaming brings to development results. More reliable data, increased involvement of women in decisions about development activities and a clearer understanding of impacts can only improve the overall quality of development results. With this in mind, DAC Members have agreed to place stronger emphasis on these issues as they strive to achieve partnership. They have also agreed on the importance of monitoring progress towards meeting the goals.

6.40 The following areas are priorities for future action by the DAC and its Members:

- Promote positive attitudes and visible commitment of senior and middle management, crucial for the success of gender mainstreaming.

- Ensure gender units have adequate human resources in terms of both number and capacity so that they can fulfil their advisory and supportive roles.

- Disseminate proven operational tools and develop new ones. While non-gender specialist staff may be committed to gender equality goals, they may not know how to best integrate gender into their work.

- Shift towards working in partnership with gender specialists at the country and programme assistance level as well as at the project level in order to make “a comprehensive difference”.

- Carry out “engendered” policy dialogue and other gender-sensitive participatory approaches, essential for local ownership of development initiatives that further gender equality.

- Systematically monitor and report on progress, fundamental to reinforcing accountability for gender equality.

- Develop additional good impact indicators, including qualitative ones, particularly for poverty reduction, governance, and conflict prevention.

- Establish adequate financial budgets, necessary to support gender mainstreaming, including a specific budget for mainstreaming activities and training.

- Demonstrate the impact of gender mainstreaming on the quality and results of development activities.
Box VI-4. Gender equality and institutions: Two challenges
A "tip sheet" from Sweden's international development agency*

Organisations and institutions are crucial players in development and development co-operation. A gender lens can be applied to NGOs, government bureaucracies, UN organisations, private sector companies, and to development co-operation agencies themselves.

From a gender equality perspective, there are at least two challenges regarding institutions:

How can an organisation promote more equitable relations between women and men through the implementation of its mandate?

Organisations have a profound impact on gender relations and inequalities. Given their mandates and resources, organisations decide (implicitly or overtly) who gets what resources, who benefits from a specific programme and who participates in decisions. For example, there are gender equality implications in the actions of both the Ministry of Finance setting tax policy and a community-based organisation developing a water-users' committee.

Most organisations pay little attention to the relevance of differences and inequalities between women and men to their area of work. Many people assume that organisations operate in 'gender neutral' ways, that their actions will have the same impact on women and men. Yet, it is rarely the case.

Organisations can perpetuate inequality between women and men through implementing policies that widen economic disparities (in the case of a Ministry of Finance) or that fail to support women's involvement in decision-making processes (in the case of a development co-operation agency). Institutions also have the potential to act in other ways. They can seek to ensure that policies and programmes narrow gender disparities, recognise domestic work, promote more equal decision-making authority and eliminate discrimination on the basis of sex.

How can women and men participate equally in the institution (in its structure, in its decision-making processes, and in the jobs it offers)?

Analysts have argued that organisations themselves (their structures, ways of working, decision-making, and institutional 'culture') can have significant gender overtones. For example, they point out that organisational expectations imply that workers have few or no family responsibilities (that they can be away from home for significant periods of time or that they can work late into the night).

Changing organisations

Planned change, the change agent, leading change, the challenge of change, managing change… The business section of any bookstore is full of texts and studies of organisational change. Yet there are no easy solutions – organisations have proven to be complex. Reaching the goal of equitable relations between women and men will depend on multi-faceted strategies.

Attention has recently begun to focus on how development co-operation organisations can be changed to better promote equality between women and men. The initial focus was on the development of policies, but it was soon realised that the implementation of these policies would require additional supports and even organisational transformation. Key factors that can support the change process include:

- Development of a strategy that is based on the individual characteristics of the specific organisation (mandate, structure, staff…).
- Support from the leadership of the organisation.
- Clearly articulated arguments about why and how a gender equality perspective is relevant to the work of the organisation (even better if backed by strong research).
- Development of strategies to deal with resistance.
- Clear organisational targets and goals (with timelines) to hold the organisation accountable for progress;
- Adequate resources (including staff time).
- An internal catalyst that can mobilise resources and keep the issue on the organisation’s agenda;
- Solid networks with gender equality advocates.
- Identification and mobilisation of allies inside an organisation.
- An organisational strategy that holds all staff responsible for the gender equality mandate (rather than assigning implementation responsibility to a small, marginal unit).

* Sida has produced a series of “tip sheets” giving practical examples of tools to help staff include gender in development activities. These can be found at www.sida.se, and in French at www.acdi-cida.gc.ca/
<table>
<thead>
<tr>
<th>Status of gender equality issues in the organisation</th>
<th>Responses of management to a gender equality agenda</th>
<th>Typical behaviours of other employees vis-à-vis gender equality issues</th>
<th>Situations and roles of change agents</th>
<th>Strategies used by change agents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender-blind: no recognition of gender differentials; assumptions include biases in favour of existing gender relations</td>
<td>Defensive; easily accused; insulated by power</td>
<td>Passive; lack awareness</td>
<td>The lone pioneer: frequently stigmatised; needs support base; primary support often comes from outside the organisation</td>
<td>Putting gender on the agenda by explaining; giving facts and figures; formal/informal organising</td>
</tr>
<tr>
<td>Gender aware: recognition of gender differentials but often only fragmented, translation into practice. Also little recognition that gender equality is the ultimate goal.</td>
<td>Can feel attacked or intimidated Can seek solutions to fulfil commitments to gender equality that do not challenge status quo; looks for ‘easy solutions’ that will make the issue ‘go away’</td>
<td>Increasingly aware but often afraid to rock the boat Request ‘tools’ that will tell them what to do Some seek to promote gender equality, but lack political/institutional support to take risks</td>
<td>The fighter: charismatic, fast moving; risk-taker; not afraid of conflict; has a small support base in the organisation The bureaucratic entrepreneur: analyses institutional opportunities and obstacles</td>
<td>Arguments based on ideology and values; forms strategic alliances (inside and outside the organisation) Seeks to create opportunities and mobilise resources with the current organisational context</td>
</tr>
<tr>
<td>Moving toward gender-redistributive: interventions intended to transform existing distributions to create a more balanced relationship between women and men.</td>
<td>Cares about the organisational gender image; is interested in making alliances with change agents; needs support in policy development and implementation</td>
<td>Prepared to support management; in need of skills and tools to bring policies into practice</td>
<td>The player: ‘plays the organisation; recognises opportunities, negotiates; is diplomatic, flexible. The catalyst: rather than implementing, seeks to assist others to implement.</td>
<td>Builds planning, monitoring and evaluation systems; mechanisms for learning and accountability; promotion of innovative practices; outside networking</td>
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Institutional Analysis from a Gender Equality Perspective