DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE

Working Party on Gender Equality

REVIEW OF PROGRESS IN THE IMPLEMENTATION OF THE DAC HIGH LEVEL POLICY STATEMENT "GENDER EQUALITY: MOVING TOWARDS SUSTAINABLE, PEOPLE-CENTRED DEVELOPMENT"

Note by the Bureau

This revised document is submitted for CONSIDERATION at the 21st Meeting of the WP-GEN to be held on 19-20 February 2001. It has been prepared by the BRIDGE team: Hazel Reeves, Ruth Essex and Susan Joekes, guided by Anne Coles (UK consultant) and Diana Rivington (Chair of the WP-GEN).

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<tr>
<td>ACP</td>
<td>African, Caribbean, and Pacific</td>
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<tr>
<td>ADC</td>
<td>Austrian Development Cooperation Department, Federal Ministry for Foreign Affairs</td>
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<tr>
<td>AFD</td>
<td>Agence française de développement</td>
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<tr>
<td>AusAID</td>
<td>Australian Agency for International Development</td>
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<td>BMZ</td>
<td>Federal Ministry for Economic Co-operation and Development, Germany</td>
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<tr>
<td>BRIDGE</td>
<td>Briefings on Development and Gender (Institute of Development Studies)</td>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of all forms of Discrimination Against Women</td>
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<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>DAC</td>
<td>Development Assistance Committee</td>
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<td>Danida</td>
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<td>DAW</td>
<td>Division for the Advancement of Women</td>
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<td>DFID</td>
<td>Department for International Development, United Kingdom</td>
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<td>DG Development</td>
<td>Directorate-General Development, EC</td>
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<td>DGIC</td>
<td>General Direction for International Co-operation, Belgium</td>
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<td>DGIS</td>
<td>Ministry of Foreign Affairs, the Netherlands</td>
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<td>EC</td>
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<td>Department for International Development Cooperation, Ministry of Foreign Affairs</td>
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<td>GAF</td>
<td>Gender Action Framework</td>
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<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit</td>
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<td>ICP</td>
<td>Institute for Portuguese Co-operation</td>
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<td>Italian MoFA</td>
<td>General Directorate for Development Co-operation, Italian Ministry for Foreign Affairs</td>
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<td>JICA</td>
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<td>Luxembourg MoFA</td>
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<td>Organisation for Economic Co-operation and Development</td>
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<td>Sector Wide Approaches</td>
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<td>WP-GEN</td>
<td>DAC Working Party on Gender Equality</td>
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EXECUTIVE SUMMARY

1. Five years after the Beijing Conference, the Members of the Working Party on Gender Equality (WP-GEN) have reviewed their progress in implementing the 1995 Development Assistance Committee (DAC) Statement “Gender Equality: Moving Towards Sustainable, People-centred Development”.

2. This report assesses the progress towards the eight gender equality priorities in the DAC Statement and identifies successful strategies and remaining challenges. Education is given special attention. The DAC chose the reduction of gender disparities as an equality indicator given the importance of girls’ education in the empowerment of women. The report also reviews the DAC gender equality policy marker, the usefulness of the “DAC Guidelines on Gender Equality and Women’s Empowerment” and the “DAC Source Book on Concepts and Approaches Linked to Gender Equality”.

(a) Progress on the DAC gender equality goals

3. All Member countries of the WP-GEN have made real strides over the past five years in implementing the Statement. Gender equality is now being advanced as a strategic objective for effective development and is therefore central to the work of all agency staff. Clear policies which make gender equality a mainstream issue are increasingly evident. However, as Members gain experience with mainstreaming strategies and share lessons it is also clear that challenges remain, in particular between policy and the reality of implementation in the field.

- Implementation of the goals has been uneven across DAC Members and some goals have been easier to work with than others.
- This is a reminder that policy level approaches must be backed up by operational plans and tools. This also calls for leadership from senior management.
- Gender mainstreaming -- when all staff assume some responsibility for gender issues and when gender units shift to more catalytic, advisory and supportive roles -- requires more rather than fewer resources. Many Members report both increases in gender specialist staff and in budget allocations over the past five years, though others are still struggling.

4. Members have used the DAC Statement effectively, often in conjunction with the Beijing Platform for Action, to advocate gender policies and stronger internal commitment to gender equality.

- It has led to important changes in three-quarters of Member agencies.
- It has also given weight and impetus to the work of gender units and has formed the basis for many Members’ gender policies.
- Virtually all gender units have increased in influence over the past five years.
- It is an encouraging sign that some gender units have moved to more strategic and cross-cutting locations within their organisations, closer to the decision-making power.
5. The DAC and the WP-GEN need to continue to offer their leadership and to foster opportunities for Members to share experiences and work collaboratively. This is to increase the speed and effectiveness of gender mainstreaming and meet the challenges set by the DAC gender equality goals.

6. Overarching goal: Endorse gender equality as an overall strategic objective for promoting the role of women and therefore sustainable, people-centred development. Over half of the Members have established gender equality as a strategic objective. For these organisations, this policy commitment is a clear signal to the entire organisation that gender issues are relevant to all employees’ work. It is important for the DAC to continue to encourage all members to adopt gender equality as a strategic objective.

7. 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. There has been strong progress in this area, particularly that associated with the systematic integration of socio-cultural analysis into Members’ work and with the social impact assessment of projects.

8. Goal 2: Reconsider the impact of non-project forms of co-operation -- such as sectoral programme assistance, structural adjustment and public expenditure reviews -- on men and women. Some agencies have taken up the challenge to extend gender equality principles to the macro (or policy) and programme levels. However, this is the area where least overall progress has been made. Building on existing WP-GEN work, the development of policy documents, guidelines, and both macro- and field-level indicators is called for.

9. Goal 3: Include gender implications in analyses, policies, country and sector strategies. Members have made the most progress towards this goal, which is central to a gender mainstreaming strategy. Particular advances include:
   - The integration of gender considerations into sectoral and country strategies, where previous work had been limited.
   - To achieve this there has been capacity-building for non-gender specialist staff, the development of implementation tools, monitoring of results and the introduction of staff incentives. These are now priorities for those Members’ organisations which are making slower progress.

10. Goal 4: Emphasize these principles in continuing and emerging areas of co-operation, particularly in participatory development and good governance, human rights and conflict resolution. Many Members have taken up the challenge to ensure that a gender perspective is incorporated into the newer areas of cooperation and partnership. Most progress has been made in: women’s human rights; good governance and democracy; conflict resolution and peace building and participatory approaches. The development of new approaches, structures and indicators (especially qualitative) is needed.

11. Goal 5: Help partners strengthen their institutional capacity to incorporate actions in favour of women and to develop new instruments for addressing gender equality. Many DAC Members are now playing a supportive role in building national capacity to address gender issues, with the emphasis on leadership by partners and local actors.

12. Goal 6: Increase policy dialogue with partners. There has been a general surge of interest in policy dialogue: half of Members now routinely mainstream gender into negotiations with developing country partners. Working with local organisations committed to gender equality is an important step forward in building successful local partnerships.
13. Goal 7: Focus on local communities’ abilities to identify gender priorities and support actions in partnership with aid agencies. 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 women) in order to secure local ownership of development decisions. On-going work on developing gender-sensitive approaches is crucial if women’s voices are to be heard.

14. Goal 8: Emphasize 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. These crucial aspects of institutional mainstreaming strategies indicate how organisations prioritise gender equality concerns in practice. Progress has been uneven with the different elements of this goal.

- Attempts to systematise monitoring and reporting has proved disappointing. Efforts to spread accountability, for example through staff incentive mechanisms, should be encouraged.
- Staff competence development has been strong in some agencies, but in many others inadequate resources impede progress.
- Even those agencies with increased staffing need further resources for their gender mainstreaming tasks.
- Achieving commitment and leadership from senior management continues to present a challenge.

(b) Progress with the DAC Gender Equality Policy Marker

15. This marker was designed to complement the twin-track mainstreaming approach in the DAC Statement. The marker’s criteria include the need to: apply gender analysis; be explicit about promoting gender equality in the project concerned and address gender equality through a series of project design features. The shift to the new marker has been gradual but the vast majority of Members now use it. Several of those using the marker have made a very positive step by attempting to extend its use into project monitoring and implementation rather than using it only at the design stage.

(c) A major policy goal: closing the gender gaps in education

16. The removal of gender gaps in primary and secondary education is an important goal of the DAC 21st Century Strategy and a proxy indicator for progress towards gender equality. It is encouraging that the majority of institutions have mainstreamed gender into their education policies and strategy documents, although this is a somewhat recent phenomenon.

- Innovative work has moved beyond a narrow focus on enrolment ratios to examine achievement and the quality of teaching and learning materials.
- Most Members report that gender equality is included in policy dialogue with partners in the education sector.
- Further work is required on education sector-wide approaches or SWAPs (already initiated by the WP-GEN), the development of qualitative indicators, and the collection of sex-disaggregated data.
- Huge progress is required in order to attain the goal of eliminating gender disparities in primary and secondary education by 2005.
(d) Use of the DAC Guidelines and Source Book

17. 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 accompanying DAC Source Book on Concepts and Approaches Linked to Gender Equality (1998) has also received an enthusiastic welcome. These documents have been translated into German, Japanese, Portuguese and Spanish. However, a repackaging of the WP-GEN outputs for non-specialist audiences, in order to reach a wider public, would be well received.

“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 constitute a step towards mainstreaming because it links and highlights international commitments with a gender perspective”. WP-GEN Member

(e) Monitoring and reporting of results

18. More formal monitoring of gender mainstreaming would enable swifter and more effective progress to be made. It is recommended that more widespread use is made of qualitative and quantitative input indicators, such as the DAC Gender Equality Marker, and that impact indicators are further developed and used. To broaden responsibility and accountability, mechanisms such as staff incentive schemes need to be encouraged. Greater emphasis should also be placed on monitoring the DAC gender equality goals in DAC peer reviews.

(f) Supporting effective gender mainstreaming

19. This review has shown the constraints Member organisations are under, their different stages of development and areas of comparative advantage. The most effective way to tackle the challenges ahead in supporting overseas partners is to work collaboratively. This review highlights the fact that Members are at differing stages of embracing mainstreaming, have areas of comparative advantage, and face a variety of constraints.

20. The WP-GEN has helped promote gender equality and, therefore, people-centred, sustainable development, by adopting a catalytic, supportive, and advisory role. Members value the unique and valuable forum for the exchange and development of ideas, good practice and collaborative work that the WP-GEN provides. If current progress with gender mainstreaming is to be sustained within DAC Member and partner organisations, the DAC continues to need focused technical advice. In this light the WP-GEN should:

- Continue to offer ongoing, professional guidance as the development agenda shifts and emphasis is placed on new aspects of development co-operation.
- Continue to take the lead in the areas presenting a challenge to Members, such as poverty reduction, governance and the development of partnerships.
- Focus on operationalisation of gender equality concerns, for example in non-project co-operation, the development of indicators and sector-specific guidance.
- Repackage its outputs for non-specialist audiences in order to reach a wider public.

An overview note of this report is available as “Implementing the DAC Gender Equality Goals - Overview Note on Progress” [DCD/DAC(2000)14].
I. INTRODUCTION

Background

1. In the spirit of the Beijing platform, the Development Assistance Committee (DAC) endorsed gender equality as a strategic goal of development co-operation in 1995. Mainstreaming gender equality and women’s empowerment perspectives was seen as essential for realising sustainable, people-centred development. The resultant High Level Meeting Statement Gender Equality: Moving Towards Sustainable, People-centred Development (1995) committed the DAC, its Members, and the Secretariat to tackle gender disparities. Five years on is an opportune time to reflect on progress made by Members and feed the lessons learned into the “Beijing plus 5” discussions.

2. As requested by the DAC, and agreed by the Working Party on Gender Equality (WP-GEN) at its meeting on 16 June 1999, the Bureau has organised a review of Members’ progress in the implementation of the objectives outlined in the 1995 DAC Statement on Gender Equality. The objectives are to document progress, highlight successful strategies, and identify the remaining challenges to implementation.

3. The DAC specifically requested an examination of progress in girls’ education, given the importance of this goal in its “Shaping the 21st Century: The Contribution of Development Co-operation” (21st Century Strategy). In addition, the contribution made by the “DAC Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation” and the accompanying “DAC Source Book on Concepts and Approaches Linked to Gender Equality” (1998) has been assessed.

4. Whilst this review has been undertaken for the DAC and senior management in Member organisations, it is hoped that, as secondary users, WP-GEN Members will benefit in particular from the sharing of examples of good practice identified by colleagues.

Methodology

5. In the first stage of this review WP-GEN Members were asked to complete a lengthy questionnaire in order to identify their progress, the obstacles faced, and their plans for moving gender equality objectives forward. Members were encouraged to hold meetings with a broad range of colleagues to ensure their perspectives were reflected in the responses. It was hoped that this process would provide an opportunity for organisation-wide reflection and assessment of progress made. In the second stage, the responses were collated, tabulated, synthesised and analysed.

6. The questionnaire was divided into five sections dealing with the following: progress in gender mainstreaming and organisational structure; implementation of the eight gender equality goals; use of the DAC Guidelines and Source Book; progress in supporting girls’ education and lessons learnt since 1995 including successes, remaining obstacles, and future strategies. Members received questionnaires in September 1999.

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1. The removal of gender gaps in primary and secondary education is an important goal and is the proxy indicator chosen by the DAC to demonstrate progress towards gender equality.

2. The process has been undertaken by BRIDGE (Hazel Reeves, Ruth Essex, and Susan Joekes), based at the Institute of Development Studies (University of Sussex), in collaboration with Anne Coles on substantive issues (former WP-GEN Bureau member, and senior social development adviser, the Department for International Development), with Francesca Cook (Strategic Management of Development Co-operation Division, OECD/DCD), and Diana Rivington (CIDA, and Chair of the WP-GEN).
7. This review includes 24 responses from WP-GEN Member organisations, reflecting the views of 19 Member countries and the European Commission (EC). Four countries provided two responses as responsibility for gender equality is divided between two or more organisations -- typically between a Ministry of Foreign Affairs (MoFA) and an operational agency. Not all organisations answered every question, for example, ministries sometimes suggested referral to their operational agency for responses to certain questions.

8. Using such a self-assessment methodology in a limited period requires caution when interpreting the results. It was not possible to fully check the validity of responses. However, Members provided some materials to substantiate their replies. The analysis also makes use of responses to previous questionnaires since 1995 and peer reviews.

9. This document first tracks Members’ progress on gender mainstreaming and the results of Members’ efforts against each goal of the DAC Statement. Specific sections follow on education, the role of the Working Party, and the value of its products including the DAC Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation and the DAC Source Book on Concepts and Approaches Linked to Gender Equality. This review ends with conclusions and recommendations for the DAC and the WP-GEN.

II. PROGRESS ON DAC GENDER EQUALITY GOALS

10. The High Level Meeting Statement Gender Equality: Moving Towards Sustainable, People-centred Development (1995) captures the general principles agreed within the DAC framework of people-centred sustainable development. The DAC Statement outlines the necessary shift from a woman-based to a gender equality-based paradigm in order to effectively identify and tackle gender disparities and uphold respect for women’s human rights. The mainstreaming of a gender equality and women’s empowerment approach in development co-operation is seen as essential in attaining sustainable, people-centred development.

Gender mainstreaming

11. The Statement lays out a gender mainstreaming strategy for Members’ organisations that requires the spreading of responsibility and accountability beyond a small gender specialist team to all staff within the organisation. This requires strong leadership from senior management and additional financial resources. There is a need for increasing the levels of gender expertise as gender units shift to a more catalytic, advisory and supportive role. The Statement also outlines a mainstreaming strategy for the DAC itself, with a broadening of responsibility for gender to the DAC, its subsidiary bodies, and the Secretariat. In this scenario the Working Party assumes the catalytic, advisory and supportive role.

3. This represents an 89 per cent response rate.
(a) Gender within the institutional structure

12. An understanding of how gender expertise is institutionalised within an organisation, and to what extent it spreads throughout the organisation, gives both an insight into the organisational prioritisation of gender, and the approach to, and progress of, gender mainstreaming.

13. Most organisations (16) define themselves as having 'gender units', which were all in existence by the end of 1995. The impetus of Beijing and the DAC Statement inspired the establishment of several gender units in 1995. Interestingly, there were no cases of units created since then, although a couple of Members shifted to having a full-time rather than a part-time gender adviser.

14. All but one of those without an identified 'unit' has at least the equivalent of one full-time gender adviser. It should be noted that the United Kingdom Department for International Development (DFID) does not have a gender unit as such; it has a different approach to gender mainstreaming. Social Development Advisers have gender expertise and lead responsibility for gender, working within the cross-cutting Social Development Division (SDD). From now on the term 'gender unit' will refer to a grouping of one or more gender specialist staff that have a central and catalytic role for gender within the organisation (thus the SDD is included).

15. The number and capacity of gender specialist staff is indicative of the gender unit’s influence within the organisation. Most gender units (17) have between one and five staff, seven have more. The fact that eight have less than two full-time staff shows the human resource constraints faced by some agencies. Notably, since 1995 gender specialist staffing has increased for half (12) of the WP-GEN Member institutions, particularly staffing within the gender unit. Two institutions, however, have experienced gender unit staff reductions. Those responsible for gender outside the gender unit itself have increased in some Member organisations (7). Others report that beyond the gender unit, all staff are responsible for gender issues. This represents a significant evolution since 1995 that is attributable to mainstreaming efforts.

16. The extent to which an organisation has, and maintains links with, a presence in the field clearly affects the nature of its gender mainstreaming approaches. Decentralisation processes will further emphasise the need for gender specialist staff at the field level. Whilst the majority of Members have field offices or embassies, some organisations are more field-oriented than others. Fifteen Members have at least part-time gender equality staff in place at the field level. Responses as to whether such staff came from the partner country were vague. This suggests that communication between the field/embassy and headquarters may be less than adequate for promoting a comprehensive gender approach.

17. The positioning of gender units varies greatly, reflecting the variety of Members’ organisational structures. However, the siting of units is significant in terms of their internal influence and the progress of mainstreaming. Whether the unit is close to decision-making power in the organisation, and the degree to which it is able to have a policy oversight role, are particularly important. Few are positioned as separate key divisions, indeed most are units within larger departments. These larger departments include, for example, the central planning, strategy, and policy departments (five Member organisations), social development (two) and poverty reduction divisions (two).

18. Many development co-operation organisations have undergone institutional change over the last five years. Since 1995 some gender units have been repositioned within the organisation and have therefore become more influential. For example, after problems with the marginalisation of the Office for

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4. Some of those with only one gender adviser did not classify themselves as a ‘gender unit’, whilst others did.
Women and Children, the gender adviser at the Italian MoFA was brought into the Central Technical Unit so that gender could be treated as a cross-cutting issue. As a result, productive links to higher level management have been forged.

(b) Mainstreaming policies and strategies

19. The importance of formalising gender mainstreaming policy is confirmed by the fact that all organisations have at least a partial policy for gender mainstreaming and the majority (14) have a full policy. Many of these policies and associated action plans and guidelines have been developed since 1995, showing encouraging progress since the Statement was introduced.

20. Where Members provided more detail on the substance of their mainstreaming approaches, they were in keeping with the strategy outlined in the DAC Guidelines. This approach involves two main aspects:

1. **Integration of gender equality concerns** into the analyses and formulation of all policies, programmes, and projects.

2. **Women-focused initiatives** to redress gender disparities and enable women as well as men to participate in decision-making across all development issues. Men-focused initiatives also take place.

21. This twin-track approach was adopted in the European Union (EU) Council Resolution on Integrating Gender Issues into Development Co-operation (December 1995). Many Members use it, and the Swedish International Development Co-operation Agency’s (Sida) strategy, shown below, is an example:

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Sida’s mainstreaming strategy

A. Policy for promoting equality between women and men includes:
   1. Mainstreaming an equality perspective in all interventions.
   2. Special input to actively promote equality.
   3. Increased attention to equality issues in all co-operation and co-ordination with other organisations.

B. Action programme for promoting equality between women and men in partner countries involves:
   1. Analysis of experiences of promoting equality between women and men that showcase ‘best practices’.
   2. Policy on promoting equality between women and men.
   3. An overall action plan supported by concrete action plans for sectors/issues with clear, measurable goals and impact indicators for monitoring and evaluation.
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(c) Extension of responsibility

22. If mainstreaming is to work, it is important that all staff are clear about their responsibility for gender issues and have a plan of action for including it in their work. Two-thirds of Members confirmed that this was the case, with one-third reporting that such responsibility had not been formalised. However,
a few Members whose organisations have responsibilities clearly laid out intimated that this has not happened in practice, as there is currently no formal monitoring or accountability system. Furthermore, a couple of organisations described progress as patchy with some divisions more keenly embracing responsibility than others.

(d) Changing influence of gender units

23. Gender units have generally gained influence since 1995. The vast majority of WP-GEN Members (20) report this encouraging news. A majority saw this greater influence being demonstrated by:

- Increased gender specialist staffing (14), mainly within the gender unit.
- New or increased budgets for gender equality work (10).

24. Many of the other areas of increased influence can be related to the success of gender mainstreaming strategies over the past five years, ensuring that gender issues are more central to the organisation, as shown by:

- Gender equality achieving the status of an official organisational goal, resulting in the development of organisation-wide policies and plans.
- The increasing number of activities integrating gender issues, including gender goals being integrated into country strategies.
- The re-positioning of the gender unit into a more influential/cross-cutting position within the organisation.
- The extension of existing areas of work, although mandates of gender units on the whole have stayed the same.

25. Only two Member gender units have not increased in influence over the last five years. Here staffing levels have been reduced.

The DAC Statement: usage and significance

26. The DAC Statement has had a positive influence on the majority of Members, inspiring important change (three-quarters of Members). Weight and impetus have been given to gender equality goals and to the work of Members’ gender units. The EC describes it as a ‘visionary and important document’. For a few agencies, it inspired and eased the move from a woman-focused to a gender equality-focused paradigm, including the Australian Agency for International Development (AusAID) and the Netherlands Ministry of Foreign Affairs (DGIS). It prompted the revision of the Canadian International Development Agency (CIDA) gender policy (1999) to incorporate a strong gender mainstreaming, rights-based and results-based approach.

“The DAC Statement has led to a shift towards a focus on gender equity 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 other gender-sensitive donors.” WP-GEN Member.
27. The vast majority of Members have used the Statement effectively and in a variety of ways. Many have employed it in conjunction with the Beijing Platform for Action and as a complement to other international instruments such as the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW). Seven institutions have used the DAC Statement as a basis for their gender policy or guidelines, including the EC, the German Federal Ministry for Economic Co-operation and Development (BMZ), and AusAID. Several other agencies have used it as an advocacy tool to strengthen internal commitment to gender equality goals or have distributed it as a reference document.

**Progress on the DAC gender equality goals**

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

28. The DAC Statement gives gender equality the status of a strategic objective and proposes the mainstreaming of gender issues into development co-operation. Progress has clearly been made here with all Members now having gender equality at least partially as an overall strategic objective in their organisations. Fourteen of the 24 respondents have it fully integrated as an overall strategic objective.

- The Italian MoFA in 1998 initiated specific procedures for endorsing gender equality as a strategic objective and, as a result, approved a new set of gender guidelines.
- The Swedish Government: in May 1996 a bill was passed in the Swedish Parliament which established equality between women and men as a new and sixth goal for development co-operation.

29. For ten WP-GEN Members gender does not have the status of a strategic objective and, therefore, is only a partial objective. However, the majority confirm that gender equality is still generally supported within the organisation and is visible in policies, strategies, and operational activities.

*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*

*Socio-cultural aspects of development*

30. This goal seeks to remedy what is seen as the damaging separation of social and economic analysis and the general lack of focus on socio-cultural aspects of development co-operation. Significant progress has been made. Many Members have re-emphasised the importance and cross-cutting nature of socio-cultural aspects of development, with gender as a central element. DFID, for example, prioritises social aspects of development through a large and effective social development group that is responsible for gender mainstreaming.

31. Certain strategies focus on institutional ways of systematising the analysis of socio-cultural factors and the assessment of the socio-cultural impact of projects. Other strategies seek to build understanding of the importance of these issues through dialogue, training, or publications. For example:

- Danish International Development Agency (Danida): social advisers/gender advisers participate in task forces for each Sector Programme Support (SPS) which have proved excellent mechanisms for gender mainstreaming.
Finnish MoFA: “Navigating Culture” guidelines were published to encourage consideration of socio-cultural elements including gender.

32. Whilst significant progress was reported, several Members felt there was still much scope for further integration of socio-cultural aspects into the project cycle -- moving beyond the preparatory stage of the project to monitoring and evaluating project implementation.

People-focused development

33. A majority of Members use or support the development of participatory approaches and analysis, in line with the DAC Statement’s objective of a people-focused development, this being seen as a precondition to successful development and, indeed, to gender mainstreaming. Increasingly, organisations are taking the value of participatory approaches seriously as a way to ensure local ownership and, hence, improve project effectiveness and sustainability. Sida reports that participatory approaches are central to all their activities, and guidelines for participatory approaches are under development. Members also referred to the value of, and progress on, such approaches under Goals 4 and 7. Goal 1 incorporates the substantive content of those comments.

34. Some Members use gendered participatory planning and assessment methodologies. For example, DFID has used them for road improvement programmes in Uganda and Ghana. Danida has mainstreamed a participatory and gender-specific approach in its sector programme support components, including water and sanitation, and in the agricultural sector. This enables the participation of poor women and men in the design and implementation of component activities.

35. Certain agencies/ministries mention the development of gender-sensitive participatory methodologies. This includes DFID’s work on participatory poverty assessment methods that feed the views of the poor -- including women -- into national policy-making. The Italian MoFA has an initiative with the United Nations Development Programme (UNDP) in Central America to develop a methodology capable of determining the most suitable and reproducible systems of participatory social development.

36. Lessons learned include the value of using local resources for identifying gender priorities and the importance of securing local ownership of initiatives through such participatory approaches. Participatory methods are important if gender mainstreaming is to be successful, but this process takes time:

“A participatory approach involving all relevant male and female stakeholders at micro-, meso-, and macro-levels is essential in order to mainstream gender equality and empower women through development co-operation activities.” Danida

However, participatory approaches do not automatically lead to equal involvement of women and men, even when care has been taken to ensure women’s voices are heard. This highlights the importance of ongoing work on developing gender-sensitive approaches.

37. A few Members have benefited from combining socio-cultural analysis with a people-centred orientation, including AusAID’s Gender and Education Group and BMZ.
BMZ strategies

- A socio-cultural analysis (including gender) of every major partner is being drafted as a basis for the co-operation with that country, and as a crucial input into the drafting of the country programmes. An independent academic institute is undertaking this.
- The use of participatory approaches at all levels (macro, meso, micro) has been binding since autumn 1999. This calls for target-group analyses, including gender analyses.
- Staff training seminars on participation, target group analysis and the role of Islam in development have been introduced.

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

38. The DAC Statement identified the need to extend gender equality goals from the micro (or project) level to the macro (or policy) and programme levels, for comprehensive mainstreaming. This entails multi-donor involvement and policy dialogue with partners. Due to their broad impact on the economic and social conditions of women and men, non-project forms of co-operation must reflect gender considerations in both programme assistance initiatives and, for example, analysis of policy options for economic restructuring. Members’ organisations have moved towards programme assistance at different rates. This shift to a more macro-perspective approach, and all that this implies for addressing gender equality issues, has been difficult for many. Least progress has been made towards achieving this and the final goal (number eight).

39. WP-GEN has taken the lead in building capacity here through its Task Force on Gender Equality and Macro-Economic Policy Assistance, Programme Aid, and Sector Investment Programmes led by the Netherlands. An active part of WP-GEN’s present work plan involves efforts to promote gender equality in sector wide approaches (SWAPs) in the education, agriculture and health sectors.

40. The requirements for successful SWAPs are seen as follows:

- A stable macro-economic policy framework and a national policy and sector strategy that identify what the government is trying to achieve.
- A partnership led by government that includes groups from civil society, including local women’s advocacy groups and multi- and bilateral donors.
- Linking with the beneficiary at field level, for example through women’s organisations, is crucial for success.
- Sector support that is channelled through the government.
- Support to the receiving country to develop commitment to and competence in addressing gender inequalities, if required.

41. Several agencies are making encouraging progress in areas such as public sector reform (including financial reform) and public expenditure reviews. Gender and economic reform in the context of structural adjustment programmes is a particular focus.
The EC-funded Structural Adjustment Support assists in protecting basic social sector expenditures and thereby helps to achieve the gender equality objectives defined in sector wide programmes (for example, education and health).

AusAID and New Zealand Official Development Assistance (NZODA) are reviewing the work of the Asian Development Bank on public sector reform in four countries in the Pacific.

CIDA and public sector reform

- Advocacy work on gender and economic reform through a lead role within the “Special Programme of Assistance for Africa” initiative on structural adjustment and gender (SAGA, 1994-1999).
- Seed funding provided for new project on gender and economic reforms in Africa (GERA), which seeks to increase the capacity of African research organisations and women’s groups to influence economic policies from a gender perspective.

42. Several Members support public expenditure reviews and women’s/gender budget initiatives. For example, DFID is supporting the gender budgets initiative of the Commonwealth Secretariat, which is being undertaken as a pilot with the Governments of South Africa, Tanzania, Mozambique, Sri Lanka, and the Caribbean.

43. Working at the macro-level can be constrained by the lack of commitment to redressing gender inequality by some partners, particularly from the recipient government. Hence the need for policy dialogue that tackles the importance of gender equality concerns and capacity-building in order to develop commitment to and competence in addressing gender inequalities. There is an acute need for gender equality macro-level indicators; their development is a priority if progress, including impact, is to be measured.

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

44. Members have made the most progress with this goal. The DAC Statement seeks to mainstream gender across all agency and ministry work, and identifies the need for further development of gender analyses to inspire policies and strategies. For most organisations this work is not new but marks ongoing developments as gender mainstreaming efforts continue. For example, the Norwegian Agency for Development Cooperation (NORAD) has developed a Handbook on Gender and Empowerment Assessment to supplement their Manual for Programme and Project Cycle Management. The Swiss Agency for Development and Cooperation (SDC) has found that helping colleagues to develop their own strategies is effective.

45. Particular progress has been made in sectoral and country strategies where previous work had been limited. Around one half of the Member organisations record progress in drawing attention to gender concerns within country profiles, strategies, and plans. Danida has been revising its country strategies since 1999 to include more gender analysis, and Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) now has regional gender advisers to guide country level policy.
46. A few organisations have made slower progress, particularly in sectoral and country strategies. A lack of human and financial resources has been identified as a serious constraint to including gender in all initiatives. Lessons learned by Members conclude that:

- There is a need for improved dialogue with programme managers on sector and country strategies.
- It is important to support colleagues in developing their own gender strategies, of which they will have ownership.
- Whilst non-gender specialist staff may have a general understanding of the importance of incorporating gender, they may not know how to operationalise it.
- Instruments and finance for the implementation of gender policy will have to be adjusted to suit a sectoral approach.
- Capacity-building of field staff in gender concepts and approaches is key.
- There is a need for results to be monitored (including incorporating gender in mid-term evaluations) and for staff to be rewarded to encourage them to include gender equality implications into their work.

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

47. With gender equality now a strategic objective in the DAC, gender issues must be integrated not only into established areas of development co-operation but also into newly emerging areas of work. There is a need to tackle women’s equitable participation in governance, civil society and conflict resolution, and to uphold respect for women’s human rights. For over a third of Members this is one of the three goals where they have made most progress, primarily in women’s human rights but also in good governance, democracy, conflict resolution and peace building. The importance of participatory approaches and their increasing prominence in their organisations’ practice were reiterated in responses. (See Goal 1 for the discussion of participatory development and approaches.)

(a) Women’s human rights

48. There has been a move towards a rights-based agenda since the 1993 UN Conference on Human Rights. A third of Members referred to their support of international human rights work and advocacy on gender equality in legal rights. The conceptualisation and operationalisation of human rights work by individual Members have been supported by the useful WP-GEN/UN Division for the Advancement of Women (DAW) seminar “Gender Equality and a Rights-based Approach to Development” in October 1998. Good practice includes AusAID’s human rights fund, established in 1997, which has provided support for the promotion local awareness of CEDAW amongst its activities, and NZODA’s work on violence against women. Nine United States Agency for International Development (USAID) missions are now supporting programmes specifically focused on women’s rights.

(b) Good governance and democracy building

49. The UN Conference on Human Rights highlighted the interdependency of human rights, good governance and development. Initiatives now focus on promoting the involvement of women in political decision-making at all levels. The Swedish MoFA is currently combining work in democracy and human
rights. Steps taken to address gender and good governance issues mentioned by Members include support for research, development of policy papers and conferences, and support for local and national initiatives. For example, DGIS supports the Southern African Development Community (SADC) Gender Unit’s “Regional Programme of Action for Women in Politics and Decision Making” project.

(c) Conflict resolution and peace building

50. Work on conflict resolution and peace-building initiatives has focused primarily on securing women’s participation in these efforts, although there has also been awareness-raising and advocacy work. CIDA, for example, has developed a Gender Equality and Peace Building Framework to guide development activities. Their work includes institutional capacity-building for organisations delivering humanitarian and emergency assistance, and peace-building activities. The Belgian General Direction for International Co-operation (DGIC) has also stepped up its work on conflict resolution in recent times:

**DGIC work on conflict resolution**

**Strategies**

- A new budget for conflict resolution (which includes peace building and human rights) was created in 1997 (US $5 million).
- All projects are examined for their gender implications.
- Special support is given to women’s grassroots organisations which are participating in peace-building initiatives, mainly in Central Africa.
- Support was given to an international conference in 1998 on sustainable disarmament with a specific workshop on women and children.

**Lessons learned**

- Peace-building initiatives need to be tackled at both the grassroots level and at a higher political level. Most multilateral organisations and international NGOs work only at the higher level.
- Programmes need to be linked with an ongoing peace process in order to stand a chance of success.

51. For some agencies the work is still at an early stage and progress has not been measured. One difficulty that Members are currently facing is the need to develop good performance indicators in these emerging areas of interest to ensure that policy commitments translate into practice.

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

52. The DAC Statement identified the need for a partnership model of development that emphasises leadership by partners and local actors. Members play a supportive role in policy dialogue, institution-building and the development of national capacity. This includes building the expertise to analyse and reduce gender disparities. For one-third of Members, this goal was one of the three where they had made most progress.
53. Many initiatives involve institutional capacity-building, particularly with partners in developing countries (governments, national women’s machineries, NGOs, and women’s organisations). NZODA assists government ministries, national women’s machineries and NGOs in gender analysis training and mainstreaming gender issues through a UNIFEM programme in the Pacific. Activities with developing country-based partners include:

- **Advisory support**: To build capacity, either by directly recruiting agency staff or through the recruitment of local gender advisers. The Japanese International Cooperation Agency (JICA) assigned gender expert advisers to national machineries to support gender training and networking and to help build capacity. BMZ, for example, has also been successful:

  **BMZ advisory support**
  - The ‘Pro Equidad’ project supports the Colombian Government in formulating a policy to achieve equality between women and men in all sectors of society.
  - In Namibia two legal experts advised the Government on reforming the law according to the new gender-aware constitution. As a result, women are able to enter into legal transactions without having to be represented by their father or son.

- **Training provision**: Eight Members undertake or support gender training in partner countries. The Austrian Development Cooperation Department of the Federal Ministry for Foreign Affairs (ADC) supports district development programmes in Mozambique, South Africa, Tanzania, and Uganda, where local gender consultants are being contracted to support workshops on planning frameworks, monitoring and evaluation.

- **Development and dissemination of guidelines and other tools**: This still remains an important aspect of capacity-building and the drive to implement gender policies. With its partners, Sida uses guidelines and tools that emphasise gender equality concerns.

54. Capacity-building in multilateral organisations was highlighted by three organisations. The Swedish MoFA has undertaken a great deal of work in building gender capacity and developing new instruments in multilateral organisations. Two national experts in gender equality are now working in the executive committees to support the implementation of a gender equality perspective in EU aid within the European Commission. The Norwegian MoFA supports the establishment of gender units/advisers in international organisations with an emphasis on organisational change in the United Nations system and the development banks. DFID also seconds social development advisers to multilateral agencies and banks.

55. Lessons learned conclude that:

- Political commitment to gender equality through national gender policies can lend legitimacy.
- Securing national ownership in capacity-building strategies is crucial to success.
- Any institutional support should benefit local women’s organisations as well as national institutions and mechanisms for women and other government agencies.
- Gender awareness training is an important tool but not a panacea.

5. Government agencies (whether offices, desks or ministries) with a mandate for the advancement of women and for integrating gender concerns in development policy and planning.
Goal 6: Increase policy dialogue with partners

56. Policy dialogue with partners is increasingly used to advance major policy concerns. The DAC Statement clearly outlines the need for gender equality issues to be fully integrated into such dialogue, including in the new areas of concern such as economic restructuring, participatory development and good governance, and in discussions of capacity-building needs. This should be in both formal discussions and less-structured, ongoing contacts. Members acknowledged the importance of this goal and most reported average progress.

57. The majority of Members routinely include gender equality as part of negotiations with developing country partners, which suggests the successful mainstreaming of gender. Examples include:

- Overseas Economic Cooperation Fund (OECF), Japan: Dialogue is encouraged between staff and partners throughout the project cycle.
- Danida: Gender is included in annual negotiations with partners and annual sector reviews, and is particularly focused on supporting operational activities.
- Luxembourg MoFA: Good results have been achieved by identifying all projects in collaboration with local partners.

58. Ensuring that gender issues are included in policy dialogue with multilateral agencies is considered essential in a few organisations, such as the Swedish MoFA. In the United Nations Population Fund (UNFPA) Sweden has emphasised the importance of listening to women’s and men’s sometimes differing views and experiences on reproductive issues and rights and on the links between reproduction and violence.

59. Not all agencies and Ministries were able to report progress. Two such organisations are relatively small and at the early stages of gender mainstreaming. One lesson learned was that policy dialogue with partners that tackles gender equality issues requires preparation and patience. Commitment on both sides has to be firm. Furthermore, the involvement of women’s organisations and NGOs is crucial in direct policy dialogue.

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

60. Members primarily pointed to their increasing use and development of gender-sensitive participatory approaches to assist in the identification of local gender priorities. In order to ensure local ownership of projects, the participation is sought of communities and of local women’s organisations working towards gender equality. Women’s voices must be heard during participatory planning processes. (See section on Goal 1 for discussions of participatory development and approaches.)

61. Local gender training and the use of local gender experts were important for a number of organisations in order to strengthen local capacity -- within women’s organisations and within the community -- to identify and address gender priorities. The EC has organised local expert groups in three ACP countries to mobilise and advise in collaboration with projects and EU delegations. JICA combines capacity-building with strategies to encourage the greater participation of women in community affairs. It supports gender awareness training for community leaders and supports women entering the managerial levels of community groups.
Members reported comparatively few specific initiatives under this goal, often referring to responses made under previous goals (particularly the overall goal, and Goals 4, 5, and 6 that relate to participatory approaches and working collaboratively with partners). Lessons learned include the need for a substantial commitment of time over a long period if local communities are to be supported effectively and projects are to be sustainable. A typical project duration of three to five years may well be inadequate.

Goal 8: Emphasize 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

This goal lies at the heart of successful gender mainstreaming. The DAC Statement seeks to spread responsibility and accountability for gender through a well-resourced mainstreaming process that needs the ongoing input of a gender specialist unit and strong leadership from senior management. This goal, relating to institutional aspects of mainstreaming strategies, has been one of the two goals where most Members recorded the least progress. Within organisations the progress on elements of this multi-faceted goal has been uneven. More progress has been made on competence development and less on the more problematic elements of management responsibility and the monitoring and reporting of results.

Competence development

Progress has been made in competence development amongst staff, particularly through training and seminars. This has happened at various levels including competence development of management and field officers. Sida’s strategy is to make training mandatory for all staff. SDC relates training to the practical work of participants, building from their starting position in order to increase effectiveness.

Competence development has also included strategies to build the capacity of current gender specialists, to recruit more gender specialists and to provide more support to gender focal points and gender specialist networks. The USAID 1996 Gender Plan of Action mainstreams gender equality issues into all their staffing considerations. For example, staff recruitment decisions take into account the candidate’s understanding of gender issues. The job descriptions for agency programme officers are to be revised to include responsibility for addressing gender.

Monitoring and reporting of results

WP-GEN has been at the forefront of advocating the need to improve this vital aspect of development work (see section on the role of WP-GEN). Some Members have improved their systematic monitoring of gender mainstreaming progress, through the development of gender-sensitive measurement systems and indicators and the collection of sex-disaggregated data. Monitoring of gender mainstreaming by senior management, where it happens, appears to consist of formal, systematic or periodic processes, or more informal reviews. Sida for example is monitored by special committees, whilst the Swedish MoFA uses oral discussions and written reports to management or Ministers. DFID uses a Policy Information Marker System:
DFID monitoring of mainstreaming

Results show that the proportion of DFID spending aimed at promoting gender equality has more than doubled in the second half of the 1990s. The policy information marker system (PIMS) revealed that in 1998-99 46 per cent of new bilateral spending commitments explicitly supported DFID’s gender equality objective, in sharp contrast to only 23 per cent in 1994-95.

Mechanisms have been developed to assist mainstreaming and the monitoring of progress. Inputs can be measured using the DAC Gender Equality Policy Marker (see box below) or agency-specific derivatives (for example, those used by BMZ and NZODA). But there is also a need to measure the outputs or results of interventions. OECF has recently modified its Project Completion forms to better monitor gender impacts.

The DAC Gender Equality Policy Marker

Adopted in 1997, the marker was designed to complement the principles of the DAC Guidelines. It acknowledges gender equality as a goal of development assistance and recognises that gender disparities may be addressed both by mainstreaming gender equality into all development efforts and by taking positive action to promote gender equality between women and men, including Women in Development (WID) activities. Criteria include the need to:

- Apply gender analysis.
- Be explicit about promoting gender equality in the project concerned.
- Address gender equality through a series of project design features.

The shift to the new marker has been gradual but the vast majority of Members now use it. Several of those using the marker have made a positive step by attempting to tie it into implementation and monitoring, not just at the project design stage (see DAC reports on commitment of funds).

CIDA has undertaken a number of initiatives in its moves towards a gender-mainstreamed and results-based operation, recognising the need for the setting of more measurable targets. The agency is currently developing an evaluation framework to monitor the implementation of its revised gender policy and the progress made towards attaining its stated objectives.

Monitoring and evaluation, however, are particularly problematic areas for a number of organisations, irrespective of the gender dimension. Many found it hard to complete the questionnaire sections on results achieved, compared to reporting on the activities they had undertaken. Further work is needed on developing gender-sensitive methodologies for both monitoring and evaluation. Competencies also need to be built and good practices shared.

Three Members do not report to the DAC, and several others do not report on the policy areas that include gender.
Management responsibility and staff accountability

70. The commitment of senior management is desirable not only in terms of resources but also in the returns from strong leadership on spreading responsibility and accountability. Progress here has been limited: only two institutions reported improvements. Further efforts to strengthen senior and middle management responsibility for gender equity is crucial.

71. Four Members, however, are using or plan to use staff reward mechanisms to ensure broader accountability for gender equality. Introduction of such incentive mechanisms might be a way forward:

- Agence française de développement (AFD): the number of projects that take gender into account is one of the markers that measure the quality of staff performance. An annual allowance is distributed accordingly.
- NZODA: the Gender and Development (GAD) Action Plan specifies in its first objective that efforts to achieve gender mainstreaming should be included in performance appraisals.
- USAID: has a plan to introduce a WID Performance Fund to provide performance incentives to programmes.
- CIDA: has introduced occasional award ceremonies for excellence in furthering gender equality goals within the organisation.

72. As previously discussed, there is evidence of some increases in gender specialist staffing and new or increased budgets for gender equality work. Danida now includes financial commitments to gender in programme budgets, while the General Directorate for Development Co-operation of the Italian MoFA has reported significant progress:

**Institutional change in the Italian MoFA**

For the past two years there has been cross-cutting sensitisation to gender equality issues within the institution, through the involvement of the Ministries of Equal Opportunities and Social Affairs. Results include not only competence development but increased management responsibility and accountability, and a sharp increase in financial commitment to the furtherance of gender equality goals laid out in the new gender guidelines.

73. However, many Member organisations still lack adequate resources for the gender mainstreaming task in terms of staffing levels, capacity, and financial allocations for mainstreaming activities. (See the ‘Challenges for implementation’ section which highlights the lack of senior management support and budgetary constraints as areas for future attention.)

Greatest achievements and most successful strategies

74. Members were asked to reflect overall on their greatest progress and most successful strategies. The key areas identified were:

- **Expansion of gender staff**: including in field offices, and their move to positions of greater influence within the organisation.
− **Progress in gender mainstreaming**: including increasing awareness and commitment to a focus on gender equality and women’s empowerment within the organisation.

− **Shift to gender equality focus** and strategic needs approach, from a women-focused and practical needs viewpoint.

− **Use of gender policy markers** and the introduction or increased use of gender impact assessments.

− **Gender training**: development and execution of gender training dealing with gender equality practice as well as policy.

− **Development of gender analysis tools**.

**Challenges for implementation**

75. Whilst many organisations appear to have made significant progress in furthering gender mainstreaming and working towards the DAC gender equality goals, all are able to identify specific constraints that have hampered their endeavours. Those that are particularly significant are as follows:

− **Lack of human resources** in terms of number of staff, their capacity, and their time available. These factors impact on the ability to mainstream gender into all activities and undertake the systematic follow-up needed.

− **The attitudes and lack of commitment from senior management**. Conflicting organisational priorities, which could include a culture of prioritising economics and technical support, were seen to contribute to this.

− **Budgetary constraints** were mentioned explicitly and implicitly when highlighting staffing shortages. The need for higher budgetary allocations for staffing and training and a special budget for mainstreaming activities was mentioned specifically.

− **Monitoring and reporting of results**. A lack of systematic monitoring and evaluation procedures both in general and, specifically, from a gender perspective. This is hampered by a lack of good indicators for measuring change, especially for emerging areas and non-project forms of co-operation. The collection and usage of sex-disaggregated data should also be improved.

76. Three other constraints were mentioned frequently in Members’ responses: a lack of sufficient methodologies and tools for successful mainstreaming in projects and programmes; low gender awareness of staff, either in general or in particular divisions; and resistance to gender equality and women’s empowerment from some partners, especially governments.

**Lessons learned**

− Gender mainstreaming is a long, ongoing and, at times, difficult process. But as progress is made and its value appreciated, experience suggests that increased resources are made available and agency capacity increases.

− Only with a people-centred participatory approach will successful gender mainstreaming be achieved.

− If responsibility and accountability for gender concerns is to be broadened, support by senior and middle management for actions to motivate staff, such as incentive mechanisms, is vital.
Methods and instruments for mainstreaming, including the development of project implementation tools and good performance indicators, are crucial if gender policies are to be implemented in practice.

### III. CLOSING THE GENDER GAP IN EDUCATION

77. The Jomtien Conference set a new agenda in The World Declaration on Education for All (1990). Whilst education participation levels were still considered important, the quality of education and equity in educational opportunities were pushed to the fore. The removal of gender gaps in primary and secondary education by the year 2005 became an international development target. The broad concept of basic education that the conference adopted recognised that multiple delivery systems (formal and non-formal) were needed. This new agenda was endorsed at Copenhagen and Beijing, and taken up in the DAC 21st Century Strategy (1996) and Guidelines (1998). Education is seen as a basic human right, critical to the ability to participate fully in social, economic, and political life, to the development of society as a whole, and to the empowerment of women.

78. The Jomtien agenda is increasingly reflected in agencies’ policies such as those of AusAID, DFID, DGIS, GTZ, NORAD and Sida. The tendency, however, is to focus on strengthening formal primary education rather than the wider concept of basic education. Literacy and non-formal training receive some donor attention but lack prominence other than in agencies’ gender policies. Certain Members remain committed to tertiary and higher education, although some are also beginning to work on basic education.

**Mainstreaming gender into education**

(a) **Policies, strategies, and guidelines**

79. A gender perspective has been mainstreamed into the education policies and strategy documents of a majority (14) of institutions. For two Members this effort is only partially complete. Of these 14 institutions, many have drafted documents since 1997, and others have some under development. Mainstreaming efforts are therefore a relatively recent phenomenon. The twin-track approach to gender mainstreaming in education, adopted by Members, includes support to special projects to redress inequalities in girls’ educational opportunities, as well as ensuring gender analysis is used and its results applied to the design of activities.

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7. The removal of gender gaps in primary and secondary education is often used as a proxy indicator to demonstrate progress towards gender equality. Education is a necessary but not sufficient condition to ensure gender equality and the empowerment of women.

8. A review of selected Members’ progress in Reaching the Goals in the S-21: Gender Equality and Education. Volume I was undertaken in 1997 and has also informed this analysis.
80. A majority of Members (11) have guidelines on how to mainstream a gender perspective into education initiatives: the Sida *Handbook on Mainstreaming Gender into Education* and the Netherlands’ operational guide to girls and primary education are examples. The level of competence on gender equality and education among staff varies between agencies, but gender training appears to be one of the most important strategies for incorporating gender equality concerns in all sectoral activities.

(b) Policy dialogue

81. A test of mainstreaming’s effectiveness is whether gender equality concerns are taken up in policy dialogue on education with partners. It is encouraging to see that all except two Members do so. International education strategies play a significant role in this dialogue. Nearly all organisations use the Jomtien strategy and/or the *Beijing Platform for Action*. For example DFID, among others, is now heavily involved in policy dialogue with partners participating in the “Jomtien Education for All + 10” process.

82. Gender equality is taken up in policy dialogue in some, or all, stages of a sector development programme:

- The “Programme for the Advancement of Girls’ Education” supported by NORAD and CIDA has been integrated into the Basic Education Sector Investment Programme by the Ministry of Education in Zambia.
- Through international negotiations, Sida has succeeded in putting gender onto the education reform agenda within the World Bank.

83. The importance of national ownership cannot be over-emphasised. At the same time, when there is a lot of resistance to a key concern, say girls’ education, this poses a real dilemma. Policy dialogue therefore needs to be informed by gender expertise that may require capacity-building support. Adequate national capacity, procedures, and systems need to be in place to promote gender-sensitive planning and implementation, including a clear national policy with strategies to redress gender inequalities in education. In Papua New Guinea, for example, AusAID dialogue focuses on strengthening the capacity of the Department of Education to focus on gender equality. There is now a new specific gender position within the department.

(c) Education reform and sector-wide approaches

84. Education programmes more recently entail multi-donor involvement in the restructuring of national education sector policies, expenditures and institutions. In this context an important donor responsibility is to ensure that education policies clearly profile gender concerns. These sector-wide programmes are relatively new and so far clear results of gender mainstreaming’s success are limited. Further encouragement is required to build on the good practice to date, a task taken on by WP-GEN through its current case-study research on the role SWAPs can take in advancing gender equality in education. The EC, DFID, NORAD and USAID, for example, emphasise the importance of the holistic perspective of SWAPs to their gender equality work:
USAID’s education sector support

Objectives are to improve girls’ and rural children’s basic education by supporting changes to government policy, institutional reform, and resource reallocation in Benin, Ethiopia, Ghana, Guinea, Lesotho, Malawi, Mali and Uganda.

Results have been encouraging:
- Increases in girls’ enrolment rates range from 44 per cent to 71 per cent in Benin, Guinea, Malawi and Mali.
- An increasing number of women teachers and teacher trainers has improved the learning environment for girls in Ethiopia and Guinea.

(d) Monitoring and evaluation

85. As in other areas, monitoring and evaluation are weak. For real accountability, monitoring needs to move from policy to policy outcomes. The lack of good indicators and reliable data is a significant barrier to measuring impact. If the quality factors of education are to be prioritised, the development and systematic use of gender-specific qualitative impact indicators need to be supported. Involvement of a broad range of stakeholders is desirable. Impact-monitoring efforts to date have focused on net and gross enrolment rates reflecting the preoccupation with participation (or quantity) rather than quality.

86. The collection of gender-disaggregated data on education is important for the measurement of progress. Almost half of Members attempt to do this, as it is recognised as an area needing increased effort. To ensure improved monitoring and reporting and better accountability, capacity also needs to be developed in gender analysis, locally-generated research (including the gathering of relevant, gender-disaggregated statistics) and the effective use of monitoring techniques at both the institutional and national levels.

Gender issues and strategies in education

87. Whilst education quality and learning outcomes have shaped the education agenda, the main preoccupation of Members’ education policies remains improving participation rates for girls and women. Other concerns are girls’ retention and achievement, the quality of teaching, the quantity of women teachers and the gender sensitivity of staff, curriculum, and learning materials. This is in line with the issues raised in the DAC Guidelines. The wide range of examples below shows how Members are tackling these issues:

(a) Access and enrolment issues

88. The majority of Members focus their efforts on tackling inequalities in girls’ access to and enrolment in education. Strategies aim to change attitudes towards girls’ education, reduce costs and develop girl-friendly teaching environments. DFID supported primary school enrolment in India (1995-1997), where girls’ enrolment rose by 7.5 per cent compared to 6.5 per cent overall. But among girls from scheduled castes the rise was 12.4 per cent and for girls among scheduled tribes it was 9.6 per cent.
Contributing factors to disparities in access and enrolment and strategies for dealing with them are identified below:

- **Negative attitudes towards the education of girls** from parents, communities, local authorities and school management committees. More participatory approaches in project design, implementation and evaluation are claimed to increase parental and community understanding of its importance, as can gender-sensitisation training of these groups.

- **Direct and indirect costs of schooling particularly hit girls’ enrolment.** Strategies to offset direct costs include provision of textbooks and uniforms and the waiving of fees or provision of stipends. The NORAD-funded Female Secondary School Education Stipend project in Bangladesh has achieved increased girls’ participation. The indirect costs of girls’ schooling could be offset by providing pre-school or day-care facilities. This would reduce caring responsibilities for their siblings.

- **Girls’ safety** on their journey to school and within the school:

  **Danida and girls’ safety**

  In Malawi Danida supported the conversion of the largely boarding distance education centres (DECs) into day community secondary schools. Danida had commissioned a study of the situation of girls and women in DECs, which raised alarm at the extent of female exploitation and sexual abuse by male fellow students and by teachers.

- **Distance of school**, particularly in rural areas. Strategies include provision of segregated dormitory accommodation for girls (for example, NZODA’s work in the Solomon Islands).

- **Poor school resources**: strategies include the provision of segregated sanitation facilities and water wells, particularly in rural areas (for example, Danida’s work).

(b) **Retention and completion**

The length of time girls remain within the education system compared to boys is affected by the above access issues and the quality-of-education issues covered below. Cost may also have more of an impact on the number of girls that make the transition from primary to secondary schooling, and on to higher education. Strategies include scholarship programmes, such as that supported by the Institute for Portuguese Co-operation (ICP), that benefit girls and women as well as boys and men. NZODA supports scholarships that enable girls to complete secondary education and women to attend non-formal training such as women’s literacy and skills retraining. A number of Members support the following Bangladesh Rural Advancement Committee (BRAC) initiative:

**BRAC’s Non Formal Primary Education Programme (NFPEP)**

This targets rural children, particularly girls, not served by the formal education system. It improves the access to cost-effective primary education. The curriculum is made relevant to rural life and the needs of rural children. Community involvement is key.

**Results:** a 90 per cent overall completion rate has been maintained for school children enrolled in this three-year programme.
91. The involvement of parents and the local community in decision-making has shown promising results in getting children, particularly girls, into school. A six-year programme in Laos supported by AusAID and the Asian Development Bank encourages children to go to school and stay there. The community determines its educational needs and is helped to build its own schools. Training support is given to teacher trainers, teachers and school heads in remote areas. This enables the development of appropriate learning plans and teaching materials in the local language.

(c) Achievement and the quality of education

92. Quality is reflected in actual learning and its outcomes. Members highlight the importance of the quantity and quality of teachers, their degree of gender sensitivity, the relevance and gender-sensitivity of the curriculum, the role of meaningful assessment and the promotion of community participation. Strategies include: more recruitment of teachers, particularly of women; the increase of women teachers’ involvement in decision-making; and improved teacher training that involves gender-sensitisation.

Norway and girls’ education in Africa

NORAD and the Norwegian MoFA are co-financing, with UNICEF, a programme for girls’ education in 18 countries in Africa. This includes teacher training in gender sensitivity and the development of gender-sensitive learning materials. A recent mid-term review revealed that:
- Projects in the programme are fully integrated in national plans.
- The quality of education has improved.
- Demand by girls and the participation of girls has increased.

93. The curriculum and learning materials can reinforce negative gender stereotypes that constrain girls’ aspirations and hence achievement. In order to understand the problem Sida, commissioned a study of sex-stereotyping in textbooks. A number of Members recognise the importance of gender-sensitivity in their development: NZODA supports the development of gender-sensitive curricula and materials and representatives from women’s groups are in some cases included on curriculum and review committees.

ADC education issues and strategies
- **Access**: especially for the disadvantaged, including girls. Strategies include scholarships and teacher training.
- **Quality of education**: strategies include capacity-building and institution-building.
- **Awareness raising**: strategies include women’s rights training with women and women’s organisations, and support for gender training and gender-sensitive consultancies.

94. Closing the gap in education through gender mainstreaming has therefore been an area of encouraging progress over the past five years. The priorities, successes, and challenges broadly reflect those found more generally in mainstreaming gender into development co-operation. However, huge progress is needed if gender disparities are to be eliminated in primary and secondary education by 2005.
IV. THE ROLE OF THE WORKING PARTY ON GENDER EQUALITY

95. The shift to gender equality as a strategic objective for the DAC has been accompanied by a mainstreaming process that shifts responsibility for incorporating gender from the WP-GEN to the DAC itself, its subsidiary bodies and the Secretariat. The DAC Statement calls upon the WP-GEN to take on more of a catalytic, advisory and supportive function. The effectiveness of the WP-GEN is examined below in relation to its three core responsibilities:

(a) Contribute to improving the quality of development co-operation

96. For effective and sustainable development, the insights and experience of both women and men are needed; a focus on gender equality and women’s empowerment is vital. The Working Party raises the profile of gender concerns in its Member countries, their partners and the DAC, thus making a significant contribution to the implementation of people-centred sustainable development. For example, the co-operation between the Working Party and UN/DAW provides a valuable channel of communication between the whole United Nations system and DAC bilateral and EC institutions on gender equality concerns.

(b) Provide strategic support to the policies of the DAC

97. Despite the DAC and its subsidiary bodies now being responsible and accountable for promoting gender equality in their work, there is still insufficient capacity to achieve this. The ongoing professional support of WP-GEN is crucial for this mainstreaming process: the Working Party assumes a catalytic, advisory, and supportive role:

- **As a centre of excellence on gender mainstreaming** for the DAC and its Members, for Senior and High Level Meetings, subsidiary bodies and the Secretariat.

- **Promoting mainstreaming** within the DAC subsidiary bodies. For example:
  - There has been increased co-operation with the statistics, environment, evaluation, and poverty reduction subsidiary bodies, such as the successful collaboration with the Informal Network on Poverty to ensure their work fully integrates gender equality concerns.
  - Good strategic use has been made by some Members of the Gender Action Framework (GAF), which seeks to facilitate mainstreaming within the DAC and its subsidiary bodies. A majority of Members have distributed copies of the GAF within their organisation. Over half have also supported it through training, workshops, the development of information, and formal and informal discussions:
    - USAID used it in recent discussions supporting the DAC’s Poverty Reduction Network workplan.
    - AFD used it in dialogue with the AFD evaluation department, in order to bring gender into the DAC Working Party on Aid Evaluation.
  - **Developing new indicators and instruments for mainstreaming** in collaboration with subsidiaries. The statistical policy marker on gender equality was developed in co-operation with the Working Party on Statistics and makes a significant contribution to the DAC statistical reporting system.
Providing support for the DAC *21st Century Strategy* through the development of:

- The “DAC Guidelines on Gender Equality and Women’s Empowerment in Development Co-operation” (1998) explicitly addresses the development goals and partnership approach advocated in the strategy. This has been widely used by Members and was accompanied by the “DAC Source Book on Concepts and Approaches Linked to Gender Equality” (1998) (see section specifically evaluating these documents).
- Reference documents that link the achievement of goals in education, health, and the environment (*Reaching the S-21 Goals: Gender Equality and Education, Health and the Environment*).
- Documents produced by the WP-GEN Task Force on Programme Aid, which have contributed to the DAC approach to poverty reduction.

- **Monitoring the implementation of the DAC Statement** and the *DAC Guidelines*, and contributing regularly to the peer review process.

*(c) Meeting the needs of its Members*

WP-GEN has not only contributed to improving the quality of development co-operation and to providing strategic support to the policies of the DAC, but it has also been of considerable value to its own Members. In order to assess whether it has met the needs of its members, reference has been made to Members’ responses to a 1998 questionnaire specifically assessing the value of the Working Party to their ministries and agencies. Responses to the 1999 questionnaire on whether and why the WP-GEN should continue have also been drawn on to conclude that the Working Party:

- **Provides a unique forum**, the opportunity to exchange innovative ideas, experiences, successful strategies and methods, cutting-edge research, and opportunities for collaborative work.
- **Acts as a catalyst** in the development and monitoring of Members’ own gender policies and programmes and those of their partners. Where necessary, it supports the rationale for a shift from a woman- to a gender-equality approach such as in JICA.
- **Builds Members’ capacity** in emerging areas of development concern such as the development of gender-sensitive programme aid and sectoral policies, how to operationalise policy and the development of training and practical mainstreaming tools.
- **Offers valuable support** and inspiration particularly for smaller organisations recently embracing goals of gender equality and for other understaffed gender units. These welcome the opportunity to keep up-to-date in advances in gender thinking and approaches to operationalisation. The WP-GEN seminars have been particularly useful in this respect.
V. THE DAC GUIDELINES AND SOURCE BOOK

99. One major achievement of the Working Party since the DAC Statement was the development of the “DAC Guidelines on Gender Equality and Women's Empowerment in Development Co-operation”, and their subsequent approval by the DAC in 1998. The objective was to develop a set of guidelines, drawing on lessons learned, for advancing the goals identified by the 21st Century Strategy and the High-Level Statement on gender equality. This was supported by the “DAC Source Book on Concepts and Approaches Linked to Gender Equality” (1998).

DAC Guidelines

100. Successful and widespread distribution of the DAC Guidelines was reported both within Members’ organisations (other divisions, field/embassy offices) and outside them (partner organisations, NGOs, women’s organisations, and consultants). Translations have been made by Members into Japanese, German, and Portuguese. The Spanish version has been widely distributed in Latin America and is currently being reprinted.

101. The success of the DAC Guidelines is attributed to its substantive content, its value as a reference document and its appropriate format:

- It gives a coherent framework from which DAC Members can develop their gender mainstreaming efforts, including the development of policy/guidelines, and against which they can measure progress. A number of Members have drawn heavily on the Guidelines in the development or revision of their own gender policies and guidelines (including AusAID, CIDA, DFID, and the Swedish MoFA).

- The DAC endorsement of the Guidelines provides added legitimacy to Members’ advocacy efforts. ‘The endorsement by the DAC of the Gender Guidelines gives the issue of gender increased recognition and shows that gender is an issue that should be taken seriously.’ AusAID

- The link between the Guidelines and the DAC and other international strategies is valued:

  “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 already a step to mainstreaming because it links and highlights international commitments with a gender perspective.” ADC

- Its value as a reference document is due to its strategic vision and comprehensive nature, including coverage of monitoring and evaluation, the analysis of new forms of co-operation, and a multi-donor perspective.

- The format -- being clear, concise and easy to use -- contributes to its widespread popularity.

102. Whilst the DAC Guidelines were received enthusiastically overall, a few Members felt that the document was constrained by its macro-level perspective, which they saw as limiting its operational value. More practical and specific guidelines were sought, supplemented by concrete examples. Furthermore, for
some the language was too formal and complex for certain audiences such as non-gender specialists and field-based staff.

DAC Source Book

103. The objective of the DAC Source Book on Concepts and Approaches Linked to Gender Equality (1998) was to supplement the DAC Guidelines. As such, it was also widely distributed within organisations and beyond. It has been translated into Portuguese and Spanish. Its value is as a reference document in explaining important concepts, aspects of policy, approaches and entry points (which are illustrated), and where references are given. “As a supplement to the Guidelines it is a very useful tool because it provides concrete examples, highlights entry points and explains certain concepts” (ADC). Whilst it is seen by many as more practical in orientation than the Guidelines a few Members still feel it fails to go far enough. They expressed a need for more operational checklists and more examples of good practice.

VI. CONCLUSIONS AND RECOMMENDATIONS

104. The DAC and its Members have seized the impetus of the Beijing process and the introduction of the DAC Statement on gender equality. The gender mandate is being legitimised as gender equality and women’s empowerment are introduced as strategic objectives. All Members have made substantial progress in addressing gender equality and point to the strategic value of the DAC Statement in achieving this.

Gender mainstreaming

105. The climate for gender mainstreaming is improving with a clear and growing commitment of all Members to gender mainstreaming. This is reflected in the growth in influence of gender units since 1995 and their repositioning into more strategic locations within the organisation. However, implementing a mainstreaming strategy to support gender equality goals is a longer and more difficult process than some had anticipated. More on-going effort is required as implementation is often patchy across organisations:

    **Implementation:** Whilst mainstreaming policies are a prerequisite for successful mainstreaming, they do not guarantee implementation. They need to be backed up by operational plans and tools to support non-gender specialist staff who may not know how to best integrate gender into their work.

    **Accountability:** Whilst agencies talk of the diffusion of responsibility for gender beyond the specialist unit there is little talk of accountability. Leadership here needs to come from the top and move beyond responsibility issues.

    **Resources:** Significantly, constraints on mainstreaming are also resource-based. Even though many Members report both increases in gender specialist staff and budgetary allocations over the past five years, in relation to the task ahead further resources are needed. Some Members still face resistance, with their organisations failing to provide adequate resources, both human and budgetary.
106. For gender mainstreaming to work, organisations need to identify more clearly the practical benefits mainstreaming brings to development results. In general, greater organisational prioritisation of gender mainstreaming is needed. It is recommended that:

- There is continued High Level DAC reinforcement that gender mainstreaming requires more gender expertise, rather than less, as gender units shift to more catalytic, advisory and supportive roles. Gender units therefore must have adequate human resources in terms of both number and capacity.
- Positive attitudes, visible commitment and the leadership of senior and middle management be promoted.
- Agencies without clearly defined mainstreaming policies be given WP-GEN support to develop them.
- Action plans for sectors/issues/countries, with clear and measurable goals, be developed to assist implementation.
- Innovative work on making staff accountable, such as staff incentive mechanisms, needs accelerating.
- New operational tools be developed and proven tools disseminated. Good practice in sectoral guidelines and checklists should be shared.
- Adequate financial budgets be allocated to gender units and others responsible for mainstreaming gender, including a specific budget for mainstreaming activities such as training and information dissemination.
- Guidance is needed for Members and the Secretariat on how the GAF can be used more strategically as an advocacy tool for mainstreaming gender equality within agencies and within the DAC.

Attaining the DAC gender equality goals

107. Considerable progress has been made in implementing the DAC gender equality goals, with all organisations able to identify innovative practice under certain goal areas. But Members have varied in the speed at which they have been able to achieve this. This is understandable given the range and cultural characteristics of their organisations and their differing starting points. It is also clear that no Member has fully mainstreamed gender throughout its work, a pre-condition to achieving the DAC goals. Further sustained work is needed.

108. It is recommended that the DAC continues to offer its leadership to Members and further encourage the adoption of gender as a strategic objective within all Member organisations. A short statement, five years after the DAC Statement and five years after Beijing, would emphasise the importance of gender equality for the achievement of the DAC 21st Century Strategy. In addition, in order to encourage goal achievement:

- The goals need to be made clearer. Sub-dividing certain multi-faceted goals is required as progress can be very different between the elements (for example, Goal 8).
- Indicators need to be established for these DAC gender equality goals, using this review as the baseline for the reporting of future results.
109. All Members identified areas for further work. Opportunities for Members to share experiences and work collaboratively need to be fostered to increase speed and effectiveness. More generally, the following priorities for future work are recommended:

- Non-project forms of co-operation, including SWAPs and public sector reform. Policy documents, guidelines, and both macro- and field-level indicators are called for. This would build on existing WP-GEN work.
- The newer cross-cutting issues such as good governance, participatory development, human rights, and conflict resolution. The development of new approaches, structures, and indicators (especially qualitative) are needed.
- The shift of gender specialists towards working in partnership at the country and programme assistance levels, as well as the project level, in order to make a difference.
- Continued focus on gender equality concerns in policy dialogue and the development of gender-sensitive participatory methods, essential for local ownership of development initiatives that further gender equality.
- Building local partnerships that involve working with local organisations committed to gender equality.
- The development of further tools and guidelines for implementation at the country, programme, sector and project levels.

Education

110. Significant progress in mainstreaming gender into this sector is reported, including into policy dialogue with partners. Much innovative work has been initiated beyond a narrow focus on enrolment ratios. Members need to further engage with the newer international emphasis on education quality, and ensure that basic education is central to their work. Other recommendations for this sector reflect the broader recommendations made in this section. In particular:

- Education SWAPs require further examination and reflection. This is firmly on the WP-GEN agenda.
- Qualitative indicators from which to measure progress need to be further developed.
- Collection and analysis of sex-disaggregated data needs to be improved. This will require statistical capacity-building at the national and local levels.

Monitoring and evaluation

111. Agency-wide monitoring is not universal and, when it does occur, is not necessarily regular or formalised. Systematic mechanisms are essential to anchor accountability, measure performance and enable swifter, more effective progress to be made. Generally, these are areas of weakness for agencies and not just in relation to gender. There is increasing use of the DAC gender policy marker. However, it is also important to measure impact both in terms of the effect of the gender mainstreaming process on agency and field operations and the impact of projects on women and men. A clearer understanding of impact can only improve the quality of development activities.
112. For the DAC and its Secretariat the following recommendations are made:

- A stronger emphasis on the goals of the Statement in monitoring is desirable, including in peer reviews.
- A further review of the progress on the Statement and the WP-GEN publications in five years time would be a valuable input into the likely next UN world conference on women in 2005.
- The further development and monitoring of the GAF would also be beneficial.

113. For the WP-GEN and its Members, the following recommendations are made:

- More widespread use of the DAC gender equality marker should be encouraged.
- Multi-donor initiatives are called for on the development of qualitative indicators and impact indicators to measure progress in gender mainstreaming efforts, non-project forms of co-operation, and for emerging areas. Work with evaluation colleagues on this issue should be encouraged. The Workshop on Gender and Evaluation (Stockholm, November 1999) was a good start.
- The collection and usage of sex-disaggregated data, for example in the education sector, need to be improved. In general, capacity development in monitoring and reporting of results is required in agencies. Further fruitful collaboration with statistical colleagues is desirable, including in the current ongoing collaborative exercise between OECD, UNDP and World Bank on the S-21 indicators.

**Supporting effective gender mainstreaming**

114. This assessment has shown the constraints Members are under, their different stages of development and areas of comparative advantage. The most effective way to tackle the challenges ahead in this context -- and indeed to support overseas partners -- is to work collaboratively.

115. The Working Party has helped promote gender equality and therefore people-centred, sustainable development by adopting a catalytic, supportive and advisory role. It provides a unique and valuable forum for the exchange and development of ideas and good practice, and opportunities for collaborative work. If current progress with gender mainstreaming is to be sustained within the DAC, Member and partner organisations, the DAC needs to continue to be provided with focused technical advice. In this light, the WP-GEN should:

- Continue to offer its professional and ongoing guidance as the development agenda shifts and emphasis is placed on new aspects of development co-operation.
- Continue to take the lead in the areas presenting a challenge to Members, such as poverty reduction, governance and the development of partnerships.
- Focus on operationalisation of gender equality concerns, for example in non-project co-operation, the development of indicators and sector-specific guidance.
- Repackage its outputs for non-specialist audiences in order to reach a wider public.
# APPENDIX

**Questionnaire responses included in report**

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ADC</td>
<td>Austrian Development Cooperation Department, Federal Ministry for Foreign Affairs</td>
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<tr>
<td>AFD</td>
<td>Agence française de développement</td>
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<tr>
<td>AusAID</td>
<td>Australian Agency for International Development</td>
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<tr>
<td>BMZ</td>
<td>Federal Ministry for Economic Co-operation and Development, Germany</td>
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<tr>
<td>CIDA</td>
<td>Canadian International Development Agency</td>
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<td>Danida</td>
<td>Danish International Development Agency</td>
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<tr>
<td>DFID</td>
<td>Department for International Development, United Kingdom</td>
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<tr>
<td>DGIC</td>
<td>General Direction for International Co-operation, Belgium</td>
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<tr>
<td>DGIS</td>
<td>Ministry of Foreign Affairs, the Netherlands</td>
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<tr>
<td>EC</td>
<td>European Commission, Directorate-General Development (DG Development)</td>
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<tr>
<td>Finnish MoFA</td>
<td>Department for International Development Cooperation, Ministry of Foreign Affairs</td>
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<tr>
<td>GTZ</td>
<td>Deutsche Gesellschaft für Technische Zusammenarbeit, Germany</td>
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<tr>
<td>ICP</td>
<td>Institute for Portuguese Co-operation</td>
</tr>
<tr>
<td>Italian MoFA</td>
<td>General Directorate for Development Co-operation, Italian Ministry for Foreign Affairs</td>
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<tr>
<td>JICA</td>
<td>Japanese International Cooperation Agency</td>
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<tr>
<td>Luxembourg MoFA</td>
<td>Ministère des Affaires étrangères</td>
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<td>NORAD</td>
<td>Norwegian Agency for Development Cooperation</td>
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<td>Norwegian MoFA</td>
<td>Norwegian Ministry for Foreign Affairs</td>
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<td>NZODA</td>
<td>New Zealand Official Development Assistance</td>
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<td>OECF</td>
<td>Overseas Economic Cooperation Fund, Japan</td>
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<td>SDC</td>
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<td>USAID</td>
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