

Operations Evaluation Department
African Development Bank Group
2012

Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere?



Operations Evaluation Department

African Development Bank Group

2012

Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere?

Evaluation Task Managers: Lee Alexander Risby, Odile Keller



© 2012 – African Development Bank (AfDB)
African Development Bank Group
15 Avenue du Ghana,
Angle des rues Pierre de Coubertin et Hedi Nouira
BP 323, 1002 Tunis Belvédère
Tunisia

Disclaimer

Unless expressly stated otherwise, the findings, interpretations and conclusions expressed in this publication are those of the various authors of the publication and are not necessarily those of the Management of the African Development Bank the "Bank") and the African Development Fund (the "Fund"), Boards of Directors, Boards of Governors or the countries they represent.

Use of this publication is at the reader's sole risk. The content of this publication is provided without warranty of any kind, either express or implied, including without limitation warranties of merchantability, fitness for a particular purpose, and non-infringement of third-party rights. The Bank specifically does not make any warranties or representations as to the accuracy, completeness, reliability or current validity of any information contained in the publication. Under no circumstances including, but not limited to, negligence, shall the Bank be liable for any loss, damage, liability or expense incurred or suffered which is claimed to result directly or indirectly from use of this publication or reliance on its content.

This publication may contain advice, opinions, and statements of various information and content providers. The Bank does not represent or endorse the accuracy, completeness, reliability or current validity of any advice, opinion, statement or other information provided by any information or content provider or other person or entity. Reliance upon any such opinion, advice, statement, or other information shall also be at the reader's own risk.

About OPEV

The mission of the Operations Evaluation Department is to help the African Development Bank to foster sustainable growth and poverty reduction in Africa through independent and influential evaluations.

Director: Rakesh Nangia, r.nangia@afdb.org

Manager, Project Level Evaluations: Mohamed Manai, m.manai@afdb.org

Manager, Thematic Evaluations: Odile Keller, o.keller@afdb.org

Operations Evaluation Department

Telephone: (216) 71 102 841

Fax: (216) 71 194 460

Internet : [http:// www.afdb.org/opev](http://www.afdb.org/opev)

Email: opevhelpdesk@afdb.org

Questions? Contact Felicia Avwontom,

Knowledge Management Officer, f.avwontom@afdb.org

Copyright

© 2012 – African Development Bank (AfDB)

Acknowledgements

The analysis and preparation of the report were undertaken by Lee Alexander Risby, former Principal Evaluation Officer in OPEV, and David Todd, consultant, under the supervision of Mr. Colin Kirk, Director OPEV and Ms. Odile Keller, Division Manager OPEV.2. Gender experts and focal points in the African Development Bank contributed to this synthesis report and Deborah Davis provided editorial services. This working paper is accompanied by a summary report with the same title.

Contents

Abbreviations	6
Foreword	7
Executive Summary	9
1. Concepts and Context: A Brief Overview of Gender Mainstreaming.....	13
2. Gender Mainstreaming: Intentions and Practice	17
3. Conclusions, Good Practices, and Options	31
Annex 1. Evaluation Synthesis Framework.....	40
Annex 2. Evaluation Studies Included in the Synthesis	46

Abbreviations

ADB	Asian Development Bank	OECD	Organisation for Economic Co-operation and Development
AfDB (“the Bank”)	African Development Bank	OED	Operations Evaluation Department (ADB)
AusAid	Australian Agency for International Development	OPEV	Operations Evaluation Department (AfDB)
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)	PBL	Policy-based Lending
CIDA	Canadian International Development Agency	PRS	Poverty Reduction Strategy
DFID	UK Department for International Development	RBM	Results-based Management
DGIS	Directorate General for International Cooperation (Netherlands)	SDC	Swiss Development Cooperation
DPO	Development Policy Operations	SIDA	Swedish International Development Cooperation Agency
EC	European Community	SWAP	Sector-wide Approach
GAD	Gender and Development	UNDP	United Nations Development Programme
GAP	Gender Action Plan	UN ECOSOC	United Nations Economic and Social Council
GBS	General Budget Support	UNFPA	United Nations Population Fund
ILO	International Labour Organization	UNHABITAT	United Nations Human Settlements Programme
IOM	International Organization for Migration	UNICEF	United Nations Children’s Fund
MDG	Millennium Development Goals	USAID	US Agency for International Development
M&E	Monitoring and Evaluation	WID	Women in Development
NGO	Non-governmental Organization	WFP	World Food Program
NIBR	Norwegian Institute for Urban and Regional Research		
Norad	Norwegian Agency for International Cooperation		

Foreword

Since the Beijing Fourth World Conference on Gender and Development in 1995, the majority of multilateral and bilateral donors have put gender policies and/or strategies in place to promote equality in the design and delivery of development assistance to partner countries. Evaluations of these policies and mainstreaming processes began in the late 1990s. Some organizations, including the Asian Development Bank (ADB), the Norwegian Agency for International Cooperation (Norad), the Swedish International Development Cooperation Agency (SIDA), and the World Bank have conducted multiple evaluations of gender over the last decade, allowing opportunities to assess trends in management responsiveness to evaluation findings.

Individual evaluations have shown that mainstreaming has not succeeded in making gender everyone's business, and that gender equality results have been fragmented and not scaled up. Furthermore, many of the evaluations have been conducted in isolation, and with the exception of the Norad synthesis of eight organizational evaluations completed in 2006, have lacked a broader comparative assessment of findings across organizations. Currently, there is a strong informal perception that mainstreaming gender equality

is consistently underperforming across the majority of donor organizations. However, in the absence of a comprehensive synthesis review, such perceptions are not sufficient to establish general root causes and thus to influence policy or operational change strategies. This gap in evaluative knowledge needs to be filled.

In response to this evaluation gap, the Operations Evaluation Department (OPEV) undertook this evaluation synthesis to examine experiences in mainstreaming gender equality across multilateral and bilateral donor organizations; and in so doing, to highlight trends (commonalities and differences) in findings, challenges faced, and good practices. This synthesis looked at 26 thematic and country evaluations, undertaken between 1990 and 2010, that focused on gender and/or women. It is beyond the purpose of the evaluation synthesis to make any judgment on the African Development Bank's performance, as the focus is on synthesizing existing evaluative data and not on collecting and analyzing primary data from within the organization.

The approach for the synthesis followed well-established methodological guidelines for conducting syntheses of evaluation studies (see Annex 1 for

more details); and involved consultations with Bank gender experts at all stages, from development of the approach paper to discussion of conclusions and options for gender mainstreaming.

The analysis and preparation of the report were undertaken by Lee Alexander Risby, principal evaluation officer in OPEV, and David Todd, consultant, under the supervision of Mr. Colin Kirk,

Rakesh Nangia,
Director,
Operations Evaluation Department

Director OPEV and Ms. Odile Keller, Division Manager OPEV.2. We also would like to thank the gender experts and focal points in the African Development Bank for their contribution to this synthesis report.

The report is a summary of a working paper that will be made available on the OPEV website, after discussion by the Committee on Development Effectiveness (CODE).

Franck Perrault
Ag. Director,
Operations Evaluation Department

Executive Summary

1. The concept of gender mainstreaming is in large part a theory about how development assistance can be more effective, efficient, inclusive, and equitable in its delivery and results. The concept began to be applied in a broader public policy setting at the Third World Conference on Women, which took place in Nairobi in 1985, and was definitively adopted by almost every multilateral and bilateral donor organization following the Beijing Conference in 1995.

2. The 26 evaluations reviewed in this synthesis all point to a similar finding: gender mainstreaming is a complex undertaking that has not been widely carried out by the development community. Because of severe monitoring and evaluation challenges, many donors were constrained their ability to identify changes in gender equality. Therefore, this synthesis focuses on understanding the reasons for the poor record in successfully mainstreaming gender in the work of donor organizations.

3. Conclusion 1: Leadership has not consistently supported or prioritized the mainstreaming of gender equality and policy, resulting in what has become widely described as “policy evaporation.”

A key challenge to mainstreaming gender equality has proved to be the failure of senior management of donor organizations to move beyond policy rhetoric; to actively commit to the concept to put in place organization-wide systems and resources necessary to make gender “everyone’s business.” The underlying reasons for this failure are often related to competing leadership priorities, such as agendas for the Millennium Development Goals (MDGs), development effectiveness, and governance, to name a few. This challenge appears to be increasing, as more organizations try to improve their development effectiveness through such modalities as general budget support (GBS), policy-based lending (PBL), or sector-wide approaches (SWAs).

4. Conclusion 2: The absence of accountability and incentive structures has limited the achievement of results. The evaluations all emphasized the absence of accountability and incentive structures at the organization-wide level as a key factor limiting the integration of gender equality into organizational processes and interventions.

5. Conclusion 3: Financial and human resources have not been sufficient to enable effective mainstreaming of gender equality within donor organizations and interventions. Donor organizations have not devoted sufficient resources to support gender equality mainstreaming. The number of gender specialists has been cut or remained at a low level within many donor organizations. Many evaluations were unable to ascertain financial or budget allocations for gender equality mainstreaming at the headquarters or intervention level, as such information was not available or tracked. Even when projects had gender components, there were often no budget allocations for monitoring those components, contributing to lack of results reporting and learning.

6. Conclusion 4: Many gender mainstreaming procedures and practices have been introduced and actively pursued for a short period, before gradually declining in use. After a gender mainstreaming policy is adopted, the most common organizational response been to develop procedures and practices such as Gender Action Plans (GAPs), gender analysis, toolkits, manuals, checklists, and staff training. The evaluations found that most of these tools are not used systematically because of the lack of accountability or incentives. Experience and derived good practice show that procedures such as GAPs and gender analysis tend to be confined to particular sectors such as education and health, where opportunities for gender-sensitive approaches are more self-evident to operations and partner governments. Cross-sectoral learning and organization-wide adoption have been limited, and this has been attributed to the lack of supporting organizational systems, particularly accountability and incentive mechanisms.

7. Conclusion 6: Results reporting and learning have been seriously constrained by inconsistent approaches to monitoring and evaluation. One of the most common evaluation findings across donor organizations has been the lack of supervision

and monitoring and evaluation (M&E) systems to track progress, allow for adaptive management, record gender equality results, and document good practice. Even when gender analysis is conducted at the design stage of an intervention, tracking is often not continued into implementation and monitoring. Many evaluations found that when results are reported, they tend to be focused on (a) women rather than gender, indicating that in practice a gender equality approach is reduced to a women-in-development (WID) approach; and (b) education and health interventions, because it is easier to monitor and evaluate effects on women and gender in these areas. Outside of specific thematic gender evaluations, evaluation officers have tended to place gender on their list of topics for occasional coverage, rather than systematically integrating it into all their streams of work.

8. Conclusion 7: Integrating gender equality into new aid modalities presents many new challenges to donor organizations. The emerging evaluative data on integrating gender equality into new aid modalities such as GBS and SWAPs indicate that gender is not being mainstreamed systematically into these types of interventions. SWAPs focused on education, health, and social safety net sectors show better integration of gender concerns than other sectors and types of modalities.

9. These conclusions show that substantial challenges have prevented gender equality from entering the mainstream. The evaluation evidence suggests that it may be time to consider different options:

- **Option 1: “Gender focusing” in specific sectors.** This approach would focus on those sectors where gender equality appears to be sufficiently embedded, and attempt to link to related sectors. Donors could then work with partner governments to add additional entry points for gender in other sectors, such as improvement of labor market

policies and the enabling environment to break down gender-based discrimination in private sector development.

- **Option 2: WID Plus.** Many evaluations have found that in practice, when gender equality is integrated into country-level interventions, it is boiled down to a women-centered or women's empowerment approach. This option would make this approach strategically explicit, building on experiences that have delivered results, but with a proviso that such interventions should incorporate more fundamental analysis of gender power structures, with the aim of positioning the interventions to empower women economically and politically. This would entail a renewed concentration on interventions, which deliver benefits for and empower women (and men where appropriate) and facilitate incremental social change over time.
- **Option 3: Policy dialogue on gender equality in new aid modalities.** At the operational level, gender mainstreaming and women's empowerment have been aimed at project-based modalities. However, the increasing use of new aid modalities has created additional challenges. Within the context of option 1, donor organizations and partner governments could enhance the consideration of gender equality and women's empowerment by focused policy dialogue and development in key sectors, such as education and health, and the enabling environment for private sector investment. In this regard, GBS could be used to enhance gender dialogue around reforms that improve the policy environment for private sector investment in relation to specific sectors such as finance and extractive industries. SWAps could continue to build from a position of strength in the education and health sectors to support longer-term enhancements in human capital and equitable economic development.
- **Option 4: Improving results reporting and learning through more systematic integration of monitoring and evaluation.** Central to improving results and learning within organizations would be to enhance M&E within the context of the options outlined above. Gender monitoring would be targeted in sectors where gender equality and women's empowerment are the focus. Enhanced efforts could be made to integrate gender more broadly across all evaluative activities to enhance cross-sectoral learning and discover unintended results.





1

Context and Concepts:
A Brief Overview
of Gender Mainstreaming

CONTEXT AND CONCEPTS: A BRIEF OVERVIEW OF GENDER MAINSTREAMING

1.1 This section provides an historical overview of gender and development (GAD), starting with its roots in the women in development (WID) movement in the 1970s through to the current emphasis on gender mainstreaming. It covers issues that are well documented, and as such, draws from existing literature¹ and is not intended to add new perspectives or be exhaustive.

1.2 **The Starting Point: Women in Development.** The concept and practical use of Women in Development (WID) emerged in the early 1970s in reaction to the perceived exclusion of women from development interventions. Under WID, women were perceived as neglected economic resources who had been ignored or sidelined into the “non-productive sector” as housewives and caregivers. If incorporated into development processes, they would improve a country’s economic development. WID was adopted across donor organizations and NGOs, and fed into the design of such project interventions as micro-credit, education, and technology, for the purpose of improving the status and livelihoods of women. The WID approach came under increasing criticism for not attempting to change existing socio-cultural gender biases. Furthermore, female-focused

projects did not always result in improved economic conditions.

1.3 **From WID to Gender and Development (GAD).** The criticisms of WID led to the development of the concept of Gender and Development (GAD), which donor organizations adopted and are now using as a central element of their approach to development. In contrast to WID, GAD does not concentrate its attention exclusively on women, but examines the social construction of gender and the assignment of specific roles, responsibilities, and expectations to women and to men. The GAD approach aims to understand the power dynamics between men and women in different contexts—arguing that it is only by understanding gender power relations that development can empower women and thereby create positive and sustainable socioeconomic change. Critics of GAD have argued that despite its conceptual power, it has been applied, in practice, in a similar way as WID, with a primary focus on women through similar interventions such as micro-credit, education, health, and legal reform², while less attention is given to the longer-term goals of challenging gender-based inequalities.

1.4 **Getting Gender into the Mainstream.** The term “mainstreaming” has its origins in approaches to education that include a diversity of learning abilities, rather than segregating or excluding those with disabilities³ from normal education. Mainstreaming suggests changes in established procedures and organizational cultures as new concepts and ways of doing business are accepted. The process of mainstreaming implies flexibility, innovation, learning, and acceptance of new cultural norms—which, however, may not be readily embraced by the existing mainstream. Therefore, the process is often subject to resistance⁴.

1.5 The concept of mainstreaming began to be applied to gender at the Third World Conference on Women, which took place in Nairobi in 1985.⁵ The strategies for the advancement of women called for “effective participation of women in development to be integrated in the formulation and implementation of mainstream programs and projects.”⁶ After Beijing, mainstreaming was endorsed and adopted by almost every multilateral and bilateral donor organization and most governments, and became the central mantra for GAD.

Whereas the
mainstream is the old
order, mainstreaming
seeks a new order.

1 See, for example, Rathgeber (1989); Razavi and Miller (1995); Charlesworth (2005).

2 Many recent evaluations of gender mainstreaming also reinforce this issue.

3 See, for example, [http://en.wikipedia.org/wiki/Mainstreaming_\(education\)](http://en.wikipedia.org/wiki/Mainstreaming_(education)).

4 See Picciotto (2002) for a comprehensive discussion on the meaning and processes of mainstreaming.

5 See Hafner-Burton and Pollack (2002: 340–342) for a comprehensive discussion of the rise of gender mainstreaming in global governance.

6 <http://centers.law.nyu.edu/jeanmonnet/papers/00/000201-03.html>; also see UN (1985: 114).





2

Gender Mainstreaming:
Intentions and Practice

GENDER MAINSTREAMING: INTENTIONS AND PRACTICE

2.1 This chapter presents the key findings from the review of 26 evaluations of gender mainstreaming. The findings are split into four issues (see Annex 1) covering the assumptions/drivers identified in the theory of change: (a) procedures and practices, including tools, training, and monitoring and evaluation (M&E); (b) leadership, with a focus on senior management commitment and prioritization, and careerism; (c) human and financial resources; and (d) accountability and incentive mechanisms. The evaluative data show that these factors cannot be considered in isolation from one another, but are dynamically related. Where relevant, we have flagged these relationships in the following sections. A final section addresses results reporting on mainstreaming gender equality.

2.2 Procedures and Practice

2.2.1 Gender Action Plans. In recent years, Gender Action Plans have become one of the most commonly used methods to implement gender policy and promote gender mainstreaming in the design and implementation of donor-assisted activities. However, the emerging evaluative evidence indicates that GAPs have not consistently produced the intended benefits. This is partly due to the lack of appropriate results orientation, resources, and incentive structures

to the encourage consistent use of GAPs.⁷ As an example, AusAid's first GAP, introduced in 2001 and updated in 2002, was unevenly used within the organization. The second GAP, introduced in 2008, addressed this problem by making the monitoring and annual reviews of its use in programs mandatory.⁸ The AusAid system of linking planning and accountability to implementation represents an emerging good practice with respect to making GAPs into useful operational tools to facilitate the achievement of gender equality results.

2.2.2 Many evaluations note that the targets set in GAPs remain oriented to inputs and outputs rather than to outcomes. Furthermore, as shown by the experience of the Asian Development Bank, linking GAPs prepared during project design to the priorities of implementation, M&E, and supervision remains a challenge. Accountability for implementing the GAP is often not clearly established; and even when it is, the necessary capacity within the organization takes time to develop⁹. In such circumstances, opportunities

⁷ For an example of the lack of utilization of GAPs, see Norad (2009a: 4).

⁸ AusAid (2002; 2008: 17; 27–28)

for effective tracking and learning from results are minimized.

2.2.3 Gender analysis is the basic tool for implementation of gender policies and mainstreaming. Although such work is known to provide a firm foundation for the design, implementation, and M&E of activities at the country level, 22 of the 26 evaluations reviewed found that the use of gender analysis was insufficient to effectively integrate gender into interventions. The predominant challenge noted by evaluations was the inconsistent use of gender analysis in the project cycle and across sectors. Analysis, if used at all, tends to be undertaken during project design, but it is not followed up during implementation and monitoring. For example, while CIDA's gender policy calls for "systematic inclusion of gender analysis" in the organization's initiatives, an evaluation found that it was completely absent from 23 percent of the interventions. While the remaining 67 percent had some gender analysis, it did not meet the policy requirements. Moreover, evaluation of the quality of the analysis showed that it was more frequently used to identify "a package of activities to improve women's share as beneficiaries" than to assess differential effects by gender or to carry out risk

assessments. It was therefore more appropriate for a WID perspective than for gender mainstreaming.¹⁰

2.2.4 A major cause of the uneven use of gender analysis was reported to be the excessive administrative burdens placed on project managers; and the competing demands from within the organization, and from donors and partner governments, to address too broad a range of development issues. Other critical factors included lack of gender specialists or internal capacity to support project managers, and lack of dedicated budgeting for such analysis to be continued throughout the project or program cycle.¹¹ Similar failures in the use of gender analysis, caused by resource, capacity, and knowledge constraints, were reported in evaluations of gender during the decade up to 2010 by the European Commission (EC), UNICEF, the German Ministry for Economic Cooperation and Development (BMZ), the Swiss Development Cooperation (SDC), the Swedish International Development Cooperation Agency

⁹ ADB (2010: vii; 21; 24; 29). AusAid also reports a lag between adoption of requisite accountability and performance measures and organizational capacities.

¹⁰ CIDA (2008: xv; 50–56; 84–88).

¹¹ *Ibid*: 78, 84.

Few careers advance or fall based on the success or failure of gender mainstreaming.

(SIDA), the United Nations Development Programme (UNDP), and the World Food Program (WFP).¹²

2.2.5 Toolkits, handbooks, manuals, and guidelines are other common tools used to mainstream gender in development agencies. The evaluations generally found these knowledge products to be of good quality. Once produced, however, they are used infrequently. For example, DFID produced a Gender Mainstreaming Manual (2002), which was evaluated as “an excellent resource document” and is freely available within and outside the organization. Nevertheless, staff interviewed for the DFID evaluation “reported a lack of familiarity with and access to either DFID or externally produced toolkits and manuals.”¹³ In Norad, it was found that by 2005, the official Norad/Ministry of Foreign Affairs Development Cooperation Manual made no reference at all to the earlier Gender Handbook.¹⁴

2.2.6 The evaluations reveal three broad reasons for the failure of staff to use these knowledge products. First, there is lack of consistent training or incentive systems.¹⁵ Second, some evaluations found that the operational relevance of tools and guidelines was low or in need of refinement¹⁶; and that field staff did not find them useful or user friendly, particularly in sectors (e.g., infrastructure) where there is a traditional reticence to include a gender perspective. Furthermore, tools were often “handed down” from headquarters “experts” to field-level teams, creating “one-directional knowledge transfers” with little opportunity to adapt tools to local contexts.¹⁷

2.2.7 And third, there is an element of fatigue concerning the perceived ever-expanding number of priorities. A Swiss Development Cooperation (SDC) evaluation summarized the perception that “When you have 50, priorities you have none.”¹⁸ This highlights the commonly held view among donor staff, according to this body of evaluations, that they are overloaded with work associated with an ever-increasing collection of mainstreaming priorities, most of which come with their own toolkits and guidance.

2.2.8 Checklists are another widely used tool intended to ensure attention to gender issues. Experiences with checklists show that they often provide limited impetus for mainstreaming. For example, evaluations of EC and Netherlands¹⁹ experience found that the practical use of checklists was limited to that of a screening, monitoring or reporting tool. In the case of the Netherlands, checklists were developed in the early 1980s, but their inconsistent use caused them to be discarded in 1992. They were succeeded by the “development screening test,” which aimed to ensure that national policies, including WID, were being applied. This test was also found to be ineffective, as “most staff regarded the test and the criteria merely as administrative procedures that needed to be followed to get a proposed project through,” or as “an administrative ritual.” After the application of the screening test, any emphasis on women in implementation tended to evaporate.²⁰

12 EC (2003: 29–34); UNICEF (2008: viii; xii; 21; 36–38; 47–49); BMZ (2006: 6); SDC (2009: 8–11; 26–27); SIDA (2010: viii–ix; 11; 16–17; 19); UNDP (2006: 15–16; 23–24); WFP (2008: ii–iii; 23–26; 49–50; 52–58). See also World Bank (2010: xiii; 26–29).

13 DFID (2006a: 38).

14 Ibid: 41; Norad (2005b: 29); Norad (2009b: 12). Similar findings were reported in SIDA (2002b: 75); SIDA (2002c: 27); SIDA (2010: 12).

15 See experiences of EC (2003: 21–23); DFID (2006a: 37–38); Netherlands DGIS (1995: 135–139); Norad (2005a: 7; 31–32)

16 DFID (2006a: 37–38); SIDA (2002a: 74–75); SIDA (2010: 12; 41–42); UNFPA (2008: 8; 36).

17 See SIDA (2010; 41–42) and UNDP (2006: 15; 42).

18 Ibid: 36.

19 EC (2003: 7); Netherlands DGIS (1995: 133–136).

20 Netherlands DGIS (1995: 26; 139–140).

2.2.9 Underlying the negative experiences of the EC and Netherlands is the fact that the checklists and screening tests have been required mainly at the project design phase, with limited application to implementation or monitoring. This erodes the perception of their usefulness among operational staff, who are “insufficiently stimulated” or attracted by incentives to use or adapt the tools. The recent experience of SDC²¹ with new gender checklists, based on the OECD-DAC gender marker system, indicates that challenges arise even if well-designed systems are not backed by clear lines of responsibility and support from management.

2.2.10 Training and awareness raising. Training is one of the standard approaches used to raise the profile and practice of gender mainstreaming, particularly among non-gender specialists. All of the evaluations assessed training; and although good practices can be found, they tend to be fragmented in different pockets within organizations, so that successes cannot be readily scaled up to develop a coherent organization-wide approach to gender training. The ADB’s evaluation of gender conducted in 2009–10, found that training was still not functioning effectively to aid mainstreaming. A DFID evaluation noted that there has been “little or no training by DFID in gender mainstreaming” since such mandatory training was curtailed in the late 1990s.²²

2.2.11 Another common problem with training is that it is not sufficiently targeted to its participants. An EC evaluation noted that the “main weakness of the training was that it was not based on a sufficiently good training needs assessment. Participants were too heterogeneous and the training material was “pre-cooked” and not adapted to the EC’s needs. In addition, all training programs are susceptible to the effects of attrition as staff are promoted or transferred, or focus on other priorities.²³ Another challenge highlighted by many evaluations is the perception of training overload felt by some officers in international organizations.²⁴

2.2.12 Monitoring and evaluation. The evaluations found many deficiencies in results reporting and M&E, and no systematic organization-wide good practices.²⁵ In organizations such as ADB, Norad, SIDA, and the World Bank,²⁶ which have come under the scrutiny of several rounds of organization-wide gender evaluations, M&E remains a stubbornly challenging area. This has serious implications for gender equality mainstreaming, for without systematic results measurement, it is impossible to learn from successes and failures. Moreover, good results could be used to advocate for and support mainstreaming.

2.2.13 As noted in a Norad evaluation,²⁷ “With few exceptions, the projects lacked specific monitoring requirements to assess gender impacts.” This is a common occurrence, which has been well analyzed by the ADB, for example. Only where GAD advisers had made specific inputs into project M&E systems did this situation improve. In general, it is mainly in the human development sectors (education, health, social protection), and to a lesser extent in microfinance, that project design, analysis, and M&E systems have come together to provide a coherent basis for results reporting—and thus for assembling a body of experience and practice with the potential to be adapted in other sectors.²⁹

2.2.14 The weaknesses in monitoring are mirrored in evaluation, where inclusion and assessment of gender are generally lacking. This is the case, for example, for the European Commission,³⁰ despite the EC evaluation

21 SDC (2009: 24; 31).

22 DFID (2006a: 31–32).

23 Ibid: 21.

24 See, EC (2003: 44).

25 Repetitive failures seem to be common in the reviews and evaluations covering more than 20 years of ADB and World Bank operations.

26 See ADB (2001: iii; 27–28); ADB (2009: iv–v; 25; 48); SIDA (2002a: 7; 13; 35; 66); SIDA (2010: viii; 7; 11–13; 16–18); World Bank (1995: 3; 39; 111); World Bank (2005: xiii; 24; 27; 37; 54); World Bank (2010: viii–ix; 29–31; 39–40).

27 Ibid: 44.

28 ADB (2009: 25).

29 See, in particular, World Bank (2010).

30 EC (2003: 41).

guidelines recommending that cross-cutting issues, including gender, be a standard part of assessments.³¹ A Norad review of 63 evaluations showed that 38 did not include any reference to gender.³² Even in the 24 evaluations that were specifically focused on gender-related issues, only 12 contained information about women's needs and interests. The lack of such a perspective appeared not to be generally caused by deliberate exclusion, but rather to derive from the lack of integration of gender into intervention design and monitoring, which enabled it to be overlooked in evaluation. Perceived topic overload and competing demands within terms of reference also played a role.³³ But the experience of CIDA's evaluation functions does provide an example of emerging good practice: "Gender equity appears to be more consistently assessed (generally as a cross-cutting theme) in evaluations of non-GE projects, than in their monitoring. This may be due to the apparently more systematic inclusion of GE among standard evaluation terms of reference."³⁴

2.3 Leadership: The Critical Factor

2.3.1 *The ups and downs of leadership and evaporation of mainstreaming policy.* The importance of leadership for the effective implementation of gender mainstreaming in donor organizations was cited to varying degrees in all 26 evaluations. The focus in the majority of the evaluations was on leadership within donor organizations, but DFID, Norad, SIDA, and SDC also noted the importance of leadership within partner government ministries and agencies.³⁵

2.3.2 The evaluations judged leadership with regard to gender mainstreaming to be weak or, at best, variable over time, which had a detrimental impact on its effectiveness. The evaluations noted strong leadership commitment to gender issues at certain times, such as in the years building up to and following the Beijing Fourth World Conference on Women in 1995. During this period, the mainstreaming agenda was adopted and

was supported by increased policy emphasis and organizational resource allocations. However, this leadership commitment was not sustained; by the end of the 1990s, interest waned at the senior management level, allowing considerable policy evaporation in most organizations.³⁶ This evaporation eroded many of the positive organizational changes that had been achieved in the 1990s, and constrained the ability of technical staff to advance gender equality in partner countries. For example, decisions to disband gender departments, reduce the number of gender specialists, or operate with low and often junior or part-time staffing have been reported in evaluations by ADB, Norad, EC, DFID, UNDP, UNICEF, CIDA and SIDA³⁷ over the last 10 years.

2.3.3 *Competing leadership priorities and the sidelining of gender mainstreaming.*

One of the causes of the erosion of leadership on gender mainstreaming, cited by 16 of the evaluations, was competing development (and leadership) priorities, which have tended to supplant gender equality. As noted above, gender mainstreaming gained much attention in the mid to late 1990s, but was soon sidelined by new priorities which senior management perceived to be more important. These included the MDGs, poverty reduction, the new aid modalities, and, more recently, such issues as governance, anti-corruption, and climate change. Norad's³⁸ experience is illustrative. The agency highlighted women and gender mainstreaming as one of its priorities post-Beijing in 1997; but by the mid-2000s, gender had

31 EC (2003: 35).

32 Norad (2005d)

33 Norad (2005c: 7–8; 28).

34 CIDA (2008: xvii).

35 DFID (2006a: xii; 25–28); Norad (2005a: 25; 37; 51); Norad (2009a: 29; 37); SIDA (2002a: 152–160); SDC (2009: 18; 29).

36 See, in particular, the experiences of Norad (2005a) and DFID (2006b).

37 Norad (2005a: 28–29); DFID (2006a: 31; 49); ADB (2009: iii; vii); EC (2003: ii–iv; 14; 20–22); UNDP (2006: vi–ix; 12–13; 15; 19); SIDA (2002a: 20–21; 24); SIDA (2010: viii; 12–13); UNICEF (2008: vii–viii; 36–38); CIDA (2008: 23).

38 Norad (2005a: 19–22; 24).

almost completely disappeared—replaced by new priorities including the MDGs, anti-corruption, HIV-AIDs, environment, and rights. Some of these, such as environment, were also promoted as cross-cutting issues with their own mainstreaming agenda.³⁹

2.3.4 The crowding out effect of new and competing priorities has been compounded by the poor implementation of gender policies, which has been characterized by missed opportunities to link gender to the new priorities, particularly in the case of GBS; and by lack of communication and cooperation between established sectors within organizations and gender technical staff (the often-reported “silo effect”). This has led to the exclusion of gender from projects

and programs, thereby compounding insufficient capacity owing to cuts in gender resources.

2.3.5 Career incentives and leadership. Many of the evaluations reviewed cited, as one of the root causes of leadership failure, the lack of performance benchmarks or delivery standards to hold leaders accountable. This is exacerbated by the lack of monetary and non-monetary incentives to encourage a sustainable focus on gender mainstreaming processes and gender equality results.

³⁹ See also DFID (2006b: 118–119); EC (2003: ii; iv; 48–50); UNICEF (2008: viii; 21); UNDP (2006: vi–vii; 40).

Gender and the New Aid Architecture

Evidence from CIDA, DFID, Norad, SDC, and the World Bank highlights some of the challenges that the New Aid Architecture creates for gender mainstreaming.

Ownership and alignment through the Poverty Reduction Strategy (PRS) has resulted in gender equality being pushed further down the list of priorities if it is not a priority in a the partner country’s PRS. SIDA, CIDA, and DFID have reported that ownership of gender equality issues is often seen to reside with the donors and not with the country.^a Consequently, the design and implementation of new aid modalities that respond to the PRS^b tend not to systematically mainstream gender equality. Ownership and mainstreaming of gender tends have a better performance in GBS and SWAp, which can be targeted at specific sectors, but it is not surprising that gender fares best in education and health for much the same reasons as it does under project-based interventions in the same sectors.^c Critically, some evaluations^d have reported that “non-technical” operational staff do not have the appropriate analytical tools and procedures to integrate gender into GBS or PBL. Furthermore, many of the procedures and tools developed to conduct gender analyses, such as plans, checklists, and training, are focused on traditional project approaches and still have to catch up with new aid modalities.

Harmonization and dialogue are important aspects of the design and implementation of new aid modalities, particularly with regard to aligning donor priorities and resources with those of partner governments. The extent to which gender is mainstreamed into dialogue between donors and partner countries receiving budget support or SWAp modalities is reported by evaluations to be variable. This is mainly because not all donors place equal importance on the inclusion of gender in new aid modalities, and as noted above, the partner governments do not demand it consistently through their PRSs. In such situations, gender tends to be left to the attention of the particular donors that want to support it.

The evaluations indicate that **managing for results and accountability for results** in relation to gender equality is still, at best, a work in progress and at worst not even on the agenda. More often than not, gender equality is not systematically included in monitoring and evaluation frameworks for budget support, even where it is relevant to do so.

a SIDA (2010: 25); see also similar comments in DFID (2006a: 17) and CIDA (2008: xi; xxvi).

b See UNIFEM (2006), which soon after the Paris Declaration reported similar issues. Also see CIDA (2008: xxvi; 146–149); DFID (2006a: 12–19); Norad (2005a: 56); Norad (2009a: 24); SIDA (2010: 24–26).

c Noted by DFID (2006a & 2006b), SIDA (2010), SDC (2008), and World Bank (2010) in relation to SWApS and DPOs.

d CIDA (2008: 77; 146–149); DFID (2006a: 49); Norad (2009a: 53); SDC (2008: 74); SIDA (2010: 26–27).

2.3.6 Managers, like all staff in donor organizations, respond to the reward and accountability systems and to how these relate to implementation of their organization's current development priorities. In cases where managers do not see clear organizational links connecting gender policy, incentive systems, sanctions, and career rewards, the leadership focus on gender has proved unsustainable.⁴⁰ The World Bank's most recent gender evaluation, completed in 2010, finds accountability, incentive, and leadership failures that are almost identical to those identified in its previous (1995 and 2005) evaluations of gender and women's empowerment. The recurring findings demonstrate that senior management's progress on developing accountability and incentive systems for gender equality has been slow, despite clear and consistent evaluation findings.⁴¹

2.3.7 In view of the absence of incentive and accountability systems, the implementation of gender mainstreaming and equity policies becomes largely a voluntary exercise, dependent on the commitment and interest of individuals. Few careers advance or fall based on the success or failure of gender mainstreaming or gender policy implementation. Ambition and motivation are focused on issues that are seen as more important to the organization. Leaders and aspiring leaders do not see the value of commitment to a cause that the organization does not promote, particularly when there are no rewards for its implementation or sanctions for ignoring it. This being so, "gender equality is often left to the hazard of personal interest and chance."⁴²

2.3.8 Gender equality in the leadership of donor organizations. The question of gender equality within donor organizations was not assessed by all evaluations. However, from those that did, it is clear that men overwhelmingly occupy the positions of power and influence, at the highest levels of leadership. In UNDP, for example, women occupied only 26 percent of Resident Representative positions and 31 percent of P5 (senior technical level)

positions as of 2006.⁴³ Similarly, an earlier evaluation (1995) of women in development in the Netherlands' overseas assistance found that "the higher the rank, the smaller the percentage of female staff—only a few percent of the highest ranking staff in the Ministry is women."⁴⁴ A UNICEF evaluation from 2008 seems to support this conclusion⁴⁵: *They [staff] did not see how UNICEF could practice gender equality externally in its programs without also practicing it internally.*

2.4 Resources for Delivery

2.4.1 Human resources for mainstreaming. Human resources are central to mainstreaming gender equality at the both organizational and field levels. Skilled personnel are needed to deliver appropriate knowledge and to conduct analysis and monitoring functions in the design and implementation of interventions, as well as to provide policy and technical advice to partner governments. Evaluations indicate that a comprehensive approach to mainstreaming would require gender specialists at headquarters and country offices (for those agencies with such a structure) with budgets and a mandate to influence the design and implementation of interventions, and to provide technical support to partner governments. With the exception of the International Organization for Migration (IOM),⁴⁶ evaluations tended to report that human resources were not sufficient to support gender equality mainstreaming.⁴⁷ Staffing levels in many organizations had undergone cuts or experienced

40 See experiences of EC (2003: 48–49); DFID (2006a: 26–27); Norad (2005a: 35–36); UNDP (2006: ix, 34–35, 39–40); and UNICEF (2008: 34).

41 World Bank (2010: 34), (2005: 33–34), (1995: 109–110).

42 SIDA (2002a: 103).

43 UNDP (2006: 20).

44 Netherlands DGIS (1995: 24).

45 UNICEF (2008: 22).

46 IOM (2006: 8–25). However, the IOM mandate is tightly focused and the extent of mainstreaming activities is limited.

47 ADB (2009: viii; 13); BMZ (2006: 5); DFID (2006a: 31–32); EC (2003: iv–xvii; 25–27); Norad (2005a: 6; 30); Norad (2009a: 4; 44); SIDA (2002a: viii; xv; 20–21; 25); SIDA (2010: viii; 11–12); UNDP (2006: 12–13); UNICEF (2008: viii; 26; 28–29); World Bank (2010: 34–35).

reorganizations⁴⁸ that reduced the ability to deliver intended results. As a consequence, a common “remedy” to the continuing absence of the required gender expertise throughout donor organizations is simply to “hire in” consultants or junior staff⁴⁹ to address these issues as needed.⁵⁰

2.4.2 Many organizations have adopted a structure of “gender focal points,” in part to substitute for dedicated gender specialists. The SDC, EC, UNDP, and UNICEF evaluations⁵¹ found that many gender focal points at headquarters did not possess enough knowledge on gender issues to assist other staff or to provide advice to partner governments. SIDA’s 2002 and 2005 evaluations indicated that, although the focal point system persisted over time, the organizational result did not change.⁵²

2.4.3 Evaluations show a similar situation at the field level, with few gender specialists. Most organizations have established a structure of part-time gender focal points in embassies or country offices to assist partner countries and their colleagues in mainstreaming gender equality, often with limited or non-existent support from headquarters.⁵³ There is, however, an emerging good practice in ADB, which has had some success with the recruitment of national gender specialists through its regional technical assistance funds⁵⁴ in six of its member countries.⁵⁵ These personnel have enabled ADB to serve the needs of partner countries and incoming missions more effectively.⁵⁶

2.4.4 Financing for gender mainstreaming. Financing is another critical factor for gender mainstreaming—necessary to ensure adequate budgets for gender specialist staff positions and consultants, as well as for capacity building resources, such as tools and training. Furthermore, funds need be available at the intervention level, to provide for the incorporation of gender analysis, and for supervision and M&E. The evaluations reveal two issues. First, the tracking of

financing is weak, and there is no established good practice on the costs of effective mainstreaming or on identifying gaps. Second, despite the lack of financial data, most evaluations conclude, on the basis of proxy indicators, that financial resources are not sufficient to support the organizational changes required to mainstream gender equality.

2.4.5 Weak tracking of financing. The availability of evaluative data on financing at the organizational and intervention levels is relatively weak, as it was not possible for all evaluations to get a clear picture of administrative or intervention level budget commitments. Some data were not reported,⁵⁷ while other evaluations noted deficiencies in internal tracking of budgets and expenditures,⁵⁸ such as the absence of any formal budget line for implementing gender policy—which means there were no specific and traceable allocations within the system. Among the evaluations reviewed, there are some emerging good practices. For example, AusAid and CIDA have put in place financial tracking through a “marker” on gender expenditures in interventions, although less detailed information is available on administrative budgets.⁵⁹

2.4.6 Insufficient resources to support organizational change. Despite the problems with establishing how much and in what way financial resources are deployed, with or without hard

48 See experiences of Norad (2005a); UNDP (2006); and UNICEF (2008).

49 UNDP (2006: vi; 13); SDC (2010: 59); UNICEF (2008: ix).

50 See, in particular, the experience of the EC (2003: iii; 22; 27; 33–34).

51 EC (2003: 50–51) and SDC (2009: 32; 153–154). SIDA (2002a: 69–70; 149); SIDA (2010: 12); Norad (2005a: 27–30); UNICEF (2008: ix); UNDP (2006: vi; 12–13).

52 SIDA (2010: 12); SIDA (2002a: 70; 111; 149; 153).

53 See, for example, UNICEF (2008); Norad (2005a and 2009a); SIDA (2002a and 2010).

54 Regional technical assistance funding is not part of the core ADB administrative budget.

55 Bangladesh, Indonesia, Nepal, Uzbekistan, Pakistan, and Vietnam.

56 ADB (2009: 27).

57 Norad (2005a: 7; 9); SIDA (2002a and 2010).

58 ADB (2001: iii; 21–22); DFID (2006a: 33–34); UNDP (2006: 17); WFP (2008: 54–55; 83).

59 AusAid (2008: 19); CIDA (2008: 10–12).

data, most of the evaluations concluded that not enough financing was provided to mainstream gender equality. This conclusion was based on proxy indicators such as level of human resources, training, and inclusion of gender in interventions⁶⁰; inconsistent or lack of use of procedures and tools to enable gender mainstreaming; lack of monitoring; and absence of observable results. The recent WFP, UNICEF, and SIDA⁶¹ evaluations are illustrative of some of the financing issues that contribute to the failure of mainstreaming.

2.5 Accountability and Incentives

2.5.1 The importance of incentives. The importance of incentives for the success of gender mainstreaming was emphasized in 20 of the evaluations.⁶² Most focused on incentives within donor organizations, although a few studies noted that such incentives are just as necessary among national partners at the central government level (ministries, departments, and agencies) and among field-level implementing organizations.

2.5.2 Institutional commitment to incentives and accountability. An important consideration for gender mainstreaming is who “owns” this priority within the organization? Is ownership clearly identified, and does the owning entity have sufficient weight to make things happen? A fully fledged incentive system needs to be initiated and supported by senior management. The absence of such commitment has been recorded at all levels of donor organizations. For example, in the EC, the responsibility for gender mainstreaming is seen as trickling down from top management to middle management, where there is little championship of gender equality. This might bring in an element of “distributed leadership.”⁶³ This failure to institutionalize intentions to mainstream is well illustrated by the case of the World Bank, where the most recent evaluation found that “... *the gender*

*policy was weakly institutionalized within the Bank. The accountability framework, well laid out in the Gender Strategy, was not operationalized, and the monitoring system was not fully established. On gender-related staffing, budgeting, and partnerships, there is little information. At the corporate level, no control systems were established for gender integration.*⁶⁴ Thus the absence of effective incentives to promote gender mainstreaming, which is a prevalent finding among the evaluations reviewed, is part of a more all-embracing problem of failed commitment. This lack of incentives passively supports the failure to use the gender tools and procedures necessary to achieve results, the effects of which become self-reinforcing.

2.5.3 Personal development incentives. Another prevalent aspect across the evaluations reviewed is the lack of gender-specific performance indicators in staff personal development plans, terms of reference, or job descriptions,⁶⁵ with the exception of those specifically engaged as gender experts. A particular problem identified is that gender is largely absent from the competency assessments of senior management—meaning that there is rarely sufficient knowledge or commitment to gender mainstreaming to ensure that those below them in the system are required to perform well in that area. In addition to this gap in competencies, the evaluations found that few managers include gender as a key element of their annual objectives; and that this gap feeds into the objectives of the staff they supervise, who also largely ignore gender.⁶⁶

60 BMZ (2006: 4); EC (2003: 24–25); Norad (2005a: 7–9); SIDA (2010: viii; ix); UNDP (2006: 14–19); UNICEF (2008: viii; x; 3–4; 38–39); WFP (2008: iii; 54–55).

61 WFP (2008: 83) – direct quotes from interviewees; UNICEF (2008: 3); SIDA (2010: 18).

62 See, for example, Norad (2005a: 7; 57–58); DFID (2006a: xv; 26–27; 56–60); ADB (2001: 23); ADB (2009: viii; 6–7; 16); UNICEF (2008: 31–32); SDC (2009: 153; 283–284).

63 EC (2003: 49).

64 World Bank (2010: 34).

65 See for example DFID (2006a: 25); EC (2003: ix; 48–49); UNDP (2006: vi–x); SDC (2009: 31); SIDA (2005a: 81–82; 169).

66 UNICEF (2008: xiv; 34–35); WFP (2008: 161).

2.5.4 Learning as an incentive. Individual and group incentives to learn about gender equality and mainstreaming are also generally low, so the ubiquitous toolkits, manuals, and training on good practices are left to gender specialists and consulting staff.⁶⁷ Learning is not mandatory but left to personal motivation, which reduces an institution's capacity to implement its mainstreaming policy.

2.5.5 Recognition as an incentive. The increased focus on high-level development goals, notably the MDGs, has also been found to detract from monitoring of gender mainstreaming results. In DFID, for example, staff achievements are mainly rated by senior management in connection with their contribution to the Department's Public Service Agreement, which only considers gender to the (limited) extent that the issue is specifically mentioned in the MDGs. This was found to translate at the country office level to gender having a very low priority compared with such issues as debt relief.⁶⁸

2.5.6 Gender equality and development effectiveness. Gender equality measures are most likely to be adopted at operational levels where there is clear evidence that they increase development effectiveness—and improved results, rather than the gender dimensions in themselves—is what leads to recognition in the organization. One of the overarching failures of gender mainstreaming, therefore, is the lack of demonstrable linkages with overall development effectiveness. If these linkages had been shown more effectively, the impetus for gender mainstreaming could have been greatly increased.

2.5.7 Coherence of mainstreaming approaches across implementing agencies. Few evaluations cover this dimension, presumably because their terms of reference focus on mainstreaming within the organization itself. Even if the formidable barriers to effective gender mainstreaming within donor organizations were overcome, however, there are

as many or more challenges at the level of partner governments and field implementation agencies. Few of the evaluations addressed the need to strengthen accountability at the country level, or to include gender dimensions in incentives at the field level.

2.6 Results Reporting

2.6.1 Limited, fragmented, and invisible results.

The systematic documentation of results from gender equality—over time and across sectors—would perhaps be the single most powerful tool to establish the importance of gender mainstreaming. However, as this evaluative synthesis has repeatedly noted, it is the lack of M&E and supervision systems across donor organizations that has resulted in limited, anecdotal results reporting and/or “invisible results.” Not only does lack of monitoring create a vicious circle of disincentives to integrate gender into the design or implementation of interventions; it also constrains the production of good practices and an evidence base to inform mainstreaming practices across organizations.⁶⁹

2.6.2 Where gender results are reported, they tend to be at the micro or project level and retained at the country or sector level, where there are few reporting tools or systems to enable the aggregation of data to demonstrate results. The effect of this has been the fragmentation or isolation of gender equality results across organizations, with no clear picture of what works and why to inform learning or scaling up.⁷⁰ Only AusAid and CIDA evaluations pay some attention to the underlying challenge of achieving and documenting gender equity results, which requires a long-term perspective that goes

67 See, for example, World Bank (2010: 35–37), UNDP (2006: vi; 14–15).

68 DFID (2006a: 49–50).

69 See EU (2003: 22–23; 52); DFID (2006: xiii; 20–21); ILO (2005: 9–11); Norad (2005: 8; 41); Norad (2007: 7); SDC (2009: 285); SIDA (2010: vii).

70 See, for example, CIDA (2008: 64–65); UNICEF (2008: 40).

The prevalent challenge was the inconsistent use of gender analysis in the project cycle and across sectors.

beyond traditional the 3 to 5-year lifespan of most interventions, and also beyond normal practices of monitoring and evaluation: *The complexity and long horizons make the identification and assessment of results inherently challenging, particularly over the short term.*⁷¹ This implies that donor organizations need to adopt more substantive time commitments to achieve gender equality in their programming, and build sustainability over 10 to 20 years.

2.6.3 Women's results, not gender results. The review found a strong propensity for results reporting to be focused exclusively on women, with

less attention given to men or to changes in gender relations between women and men.⁷² There are multiple reasons for this. First, gender mainstreaming is often misinterpreted as a focus on women, due to a culture of operations that tends to favor WID and is slow to adopt new conceptions of gender and ways of working. Second, many donor organizations continue to focus on women only through education, health,⁷³ and micro-finance/credit interventions, which offer relatively straightforward but narrow women-centered design and implementation opportunities. Third, the understanding of gender mainstreaming is often uneven within donor organizations. In-depth knowledge of approaches to include gender in interventions often resides with a few gender specialists—and with a lack of specific knowledge, coupled with time and budget constraints, operational staff are more likely to fall back to an WID-like approach, which leads to WID-like results.

71 AusAid (2008: 8); Norad (2006: 9). See also CIDA (2008: 64–67; 75) for a similar discussion on results, sustainability, and measurement.

72 ADB (2001: 29); CIDA (2008: xv; 50–56; 84–88); DFID (2006a: 21–22); EC (2003: v); ILO (2005: 16); UNDP (2006: vii) UNICEF (2008: viii); WFP (2008: 59–60).

73 Ibid: 34–36; DFID (2006a: 21–22).



Conclusions,
Good Practice, and Options



CONCLUSIONS, GOOD PRACTICES, AND OPTIONS

3.1 Mainstreaming gender equality is in large part a theory about how development assistance can be more effective, efficient, inclusive, and equitable in its delivery and results. However, it is a complex and all-embracing theory that has not been widely practiced in the development field, as shown from the multiplicity of findings presented in this report.

3.2 Conclusions

3.2.1 *Conclusion 1: Leadership has not consistently supported or prioritized gender mainstreaming in policy or operations, resulting in what has been widely described as “policy evaporation.”*

Mainstreaming requires that organizational culture breaks with old ways of thinking and acting, and accepts and acts on new concepts. Importantly, mainstreaming also needs resonate sufficiently with the past and present organizational *raison d’être* to be accepted. Such change requires senior management leadership and commitment over time, as well as the necessary resources, incentives, and accountability systems. A key challenge to mainstreaming gender equality has been the failure of senior management of donor organizations to move beyond policy rhetoric and actively commit to the concept, to put in place the

organization-wide systems and resources necessary to make gender everyone’s business.

3.2.2 The underlying reasons for failure are often related to competing leadership priorities, such as the MDGs, aid effectiveness, and governance agendas, to name a few, which have crowded out efforts to mainstream gender equality. Furthermore, senior management are often most responsive to priorities that receive the most international attention and resources, and so offer rewards and career enhancement.

3.2.3 *Conclusion 2: The absence of accountability and incentive systems to systematize the integration of gender equality across organizations and intervention has limited the achievement of results.* The evaluations emphasized the lack of accountability and incentive systems as a key factor limiting the integration of gender equality into organizational processes and interventions, and therefore inhibiting the attainment of results. However, it is important to note that discussion about the benefits of such systems is almost entirely hypothetical. In practice, they do not seem to exist in a coherent form, and for this reason the status

they have acquired as a solution to the broad failure of mainstreaming gender equality should be approached with caution, until such systems are put in place and can be evaluated.

3.2.4 Conclusion 3: Financial and human resources have not been sufficient to enable effective mainstreaming of gender equality within donor organizations and interventions. Evaluations show that mainstreaming is not a financial- or resource-free process. Donor organizations have not devoted sufficient resources to support mainstreaming gender equality; and this lack of resources is largely a symptom of the lack of leadership focus. In addition, the number of gender specialists has been cut or remained at a low level within many donor organizations. Responsibility for gender equality has often been allocated to consultants, or junior or part-time staff, who lacked the ability to influence policy dialogue and operational staff in the design, implementation, and monitoring and evaluation of interventions. Many evaluations found that financial/budgetary allocations for gender mainstreaming are not tracked, at either the headquarters or the intervention level. Budgetary allocations for monitoring gender equality components in project interventions were often missing, contributing to lack of results reporting and learning.

3.2.5 Conclusion 4: Many of the procedures and practices introduced following the adoption of new gender policies or strategies have been actively pursued for only a short period before gradually declining in use. The most common technical responses to support mainstreaming have involved developing procedures and practices such as Gender Action Plans (GAPs), gender analysis, toolkits, manuals, checklists, and staff training. Evaluations found that most are not used systematically because of the lack of rules mandating their use or incentives. Hence, their use often depends on individual country and sectoral contexts and the choices of operational

staff. Experience and derived good practice show that procedures such as GAPs and gender analysis can be effective if they are integrated throughout the design, implementation, and monitoring of the intervention. Presently, these tend to be confined to particular sectors such as education and health, where opportunities for gender-sensitive approaches are more self-evident to operational staff and partner governments. Cross-sectoral learning and organization-wide adoption of these approaches has been limited, and this has been attributed to the lack of supporting organizational systems, particularly accountability and incentive mechanisms.

3.2.6 Training has largely been reported to be ineffective in raising awareness and increasing the knowledge necessary for gender-sensitive approaches. This is because most training takes a “one-size-one-shot fits all” approach, with little tailoring to local country or sectoral contexts. Resources have not been consistently targeted at providing training; and the few gender specialists are overstretched with other responsibilities. It has also been difficult to target training to senior management and non-gender specialist operational staff, who often bypass training citing heavy workloads and other priorities.

3.2.7 Conclusion 5: Results reporting and learning have been seriously challenged by inconsistent monitoring and evaluation of gender equality. One of the most common findings across donor organizations has been the lack of M&E and supervision systems organizations to track progress, allow for adaptive management, record gender equality results, and document good practice. Even when gender equality and analysis are integrated at the design stage of interventions, the gender focus often does not continue into implementation and monitoring, typically because of the lack of financial and/or human resources. Gender is included in project design to satisfy bureaucratic requirements for approval and then dropped during implementation

as the operation focuses on the main priorities of the intervention. This situation often creates a vicious cycle—lack of monitoring leads to the invisibility of gender results, which feeds back into a lack of awareness and interest in promoting gender equality in future interventions.

3.2.8 Many evaluations found that where results are reported, they tend to be (a) focused on women and not gender, indicating that in practice a gender equality approach is reduced to WID; and (b) focused within education and health interventions, because it is easier to monitor and evaluate effects on women and gender in these sectors. However, the transfer of these operational experiences to other sectors has generally not taken place. Thus, instead of being mainstreamed, gender equality has become focused in specific sectors.

3.2.9 Evaluations have also reported that Evaluation Offices themselves often fail to systematically incorporate gender into their body of evidence. Outside of specific thematic gender evaluations, these offices have tended to place gender on their list of topics for occasional coverage rather than systematically integrating it into all their streams of work.

3.2.10 *Conclusion 6: Integrating gender equality into new aid modalities presents many new challenges to donor organizations.* The emerging evaluative data on integrating gender equality into

Leadership has not consistently supported the implementation of gender mainstreaming...

new aid modalities such as policy-based lending, general budget support, and sector-wide approaches indicates that gender is not being mainstreamed systematically into these interventions. SWAps focused on the education, health, and social safety net sectors report better integration of gender concerns than other sectors and types of modalities, but again, these are the sectors traditionally associated with women.

3.2.11 In addition to the challenges described above, other challenges related to gender mainstreaming include (a) inconsistent ownership of gender within partner governments, which results in it being given a low priority in poverty reduction strategies and country policy dialogue; (b) the lack of donor harmonization around gender issues, resulting in an inconsistent focus on gender in policy discussions and the design of aid modalities; and (c) lack of in-country gender expertise and tools to mainstream gender in policy dialogue and interventions, which means gender issues have difficulty gaining a place at the table.

3.3 Good Practice and Options: What's Next for Gender?

3.3.1 *Good practices.* Many of the evaluations contain relevant lessons and good practices useful for improving the inclusion of gender equality into design and implementation of interventions. However, the focus below is on organization-wide good practices:

- **Linking accountability to the implementation of measures to support gender equality.** AusAid is currently the only donor organization to report on enhanced resources, processes, and accountability mechanisms at the managerial level, to ensure more systematic mainstreaming of gender equality through GAPs and results reporting. Measures have included (a) raising the profile of gender equality to “an overarching principle of the aid program,” so

that senior and middle management are directly responsible for implementation and results; (b) adoption of a quality reporting tool to improve results reporting and the focus on accountability; and (c) increasing the number of gender specialists from one to six persons, including at the director level.

- **Gender specialists at headquarters and the country level.** ADB, despite having a small cadre of permanent gender specialists based at the headquarters, has used trust fund resources to recruit and place gender specialists at the country/regional level to support the mainstreaming of gender equality into interventions. The use of nationally recruited gender specialists has resulted in greater contextual relevance of gender equality programming.
- **Use of Gender Action Plans at the intervention level.** ADB has institutionalized GAPs for projects as part of the design process, although links with accountability to ensure systematic follow-up during implementation is still incomplete. Taking GAPs to the micro level may be a good approach to promote gender equality concerns in projects from a relatively low baseline organizational situation. In the longer term, however, gender will need to be included in staff performance evaluation systems to ensure that mainstreaming procedures are supported with regularized action.
- **Use of follow-up mid-term reviews and/or annual performance reports to keep the pressure on management.** AusAid and Norad have followed up evaluations with mid-term or annual performance reports. AusAid's use of performance report is linked to accountability mechanisms and provides a strong push to management on mainstreaming. Norad's mid-term review of the organization's GAP ensured that gender remained in management's awareness. However, the GAP is not linked to any

clear accountability framework and hence is not effective as an agent of change.

- **Draw on positive experiences in the education and health sectors, and transfer lessons and good practices more systematically to additional sectors.** Various donor organizations recognize the need to transfer and apply good practices to additional sectors. Many of the evaluations highlight the need to apply experiences from the education and health sectors more broadly. However, given the challenges of taking a broad mainstreaming approach, a good practice would be to focus on one two additional sectors, in line with resource and leadership commitment (see below).

3.3.2 Options for mainstreaming gender. As substantial challenges have prevented gender equality from entering the mainstream, the evaluation evidence suggests that it may be time to consider different options:

- **Option 1: Gender focusing.** This approach would focus on those sectors where gender equality appears to be sufficiently embedded and has made some progress, and create linkages with related sectors. This would continue the traditional emphasis, for most donor organizations and partner governments, on education and health SWAPs and interventions. Donors could then work with partner governments to add additional entry points for gender in other sectors, such as improvement of labor market policies to break down gender-based discrimination in private sector development and the investment enabling environment, as part of an intervention strategy designed to increase market competitiveness and economic development. Furthermore, increasing the emphasis of developing women's involvement and leadership in the corporate world would resonate strongly with debates and experiences in developed countries.

- **Option 2: WID Plus.** Many of the evaluations found that in practice, gender equality is boiled down to a women-centered or women's empowerment approach in interventions. This option would make this approach strategically explicit, building on the experiences that have delivered results, but incorporating more fundamental analysis of gender power structures, with the intention of positioning interventions to empower women economically and politically. This would entail a return to a concentration on interventions, which deliver benefits for and empower women (and men where appropriate), and facilitate incremental social changes over time.
- **Option 3: Policy dialogue on gender equality in new aid modalities.** Gender and women's empowerment mainstreaming, at the operational level, have been aimed at traditional project-based modalities. The increasing use of new aid modalities has created an additional set of challenges for integrating gender equality into interventions. Within the context of option 1, donor organizations and partner governments could enhance the consideration of gender equality and women's empowerment by focused policy dialogue and development in key sectors, such as education and health, the private sector, and the investment enabling environment. In this regard, policy-based lending could be used to enhance gender dialogue around reforms that improve the policy environment for private sector investment in relation to specific sectors such as finance and extractive industries. SWAps could continue to build from a position of strength in the education and health sectors to support longer-term enhancements in human capital and equitable economic development.
- **Option 4: Improving results reporting and learning through more systematic integration of monitoring and evaluation.** Improving results and learning within organizations depends on enhanced M&E within the context of the options outlined above. Gender monitoring and evaluation would be strengthened in those sectors where gender equality and women's empowerment are the focus. Gender could be integrated more broadly across all evaluative activities to uncover unintended results, enhance cross-sectoral learning, and reduce blindness.





Annexes

Annex 1

Evaluation Synthesis Framework

1. Objectives

The objectives of the evaluation synthesis are to examine experiences in mainstreaming gender equality across multilateral and bilateral donor organizations, and in so doing, to highlight trends (commonalities and differences) in findings, challenges faced, and good practices.

2. Scope

2.1 The scope of the synthesis was guided by the following considerations:

- Time period: From 1990 to 2010, in order to capture trends (similarities and differences) in findings and good practices from the women-in-development (WID) era to the current emphasis on gender and development (GAD);
- Evaluation type: Primary emphasis was on thematic and country evaluations that had a specific focus on gender and/or women;
- Stakeholder consultation and demand: The synthesis approach paper was circulated for discussion within the Bank in spring 2010, and comments were used to focus on key issues of concern, such as good practice in mainstreaming processes.

2.2 African Development Bank evaluations were not included in the scope of the review because no gender evaluations have been commissioned or conducted. Furthermore, it was beyond the purpose of the evaluation synthesis to make any judgment on the Bank's performance, as the focus was on synthesizing existing evaluative data and not on collecting and analyzing primary data from within the organization.

74 GAO (1992); Morra-Imas and Rist (2009: 201 – 202).

3. Methodology

3.1 The approach followed well-established methodological guidelines⁷⁴ for conducting syntheses of evaluative studies:

3.2 Selection of objectives: A pre-synthesis review was conducted of existing non-evaluative and evaluative data,⁷⁵ together with consultations with Bank gender and results-based management (RBM) specialists to identify key issues and objectives. The objectives were then reassessed and adjusted as the synthesis progressed. In this process, some issues, such as resources, accountability, and senior management influence or leadership, gained prominence. In contrast, reporting on results was given less prominence, since it had become clear that the severe monitoring and evaluation challenges encountered by development organizations seriously limit the quality of results reporting on changes in gender equality.

3.3 Data collection: A detailed online search of OECD-DAC's Evaluation of Development Programs database was initially used to identify evaluations; this search then was supplemented by further online searches of the evaluation publications of multilateral and bilateral donor organizations. In cases where a report was not downloadable or was available in summary only, the relevant evaluation office was contacted to obtain the full report.

3.4 Screening: The initial data collection provided approximately 100 evaluations. These were then screened down to 26 evaluations (see Annex 2)⁷⁶ focused specifically on gender equality, mainstreaming and/or women in development at the thematic and organizational-wide levels.

3.5 Other thematic evaluations, such as those focusing on education, health, and agriculture were excluded, since they had insufficient focus on gender. Individual gender and/or WID-focused project evaluations were also excluded, since the review sought thematic gender evaluations, preferably including country or project cluster case studies. This was in keeping with the intention to go beyond localized and specific project-based evaluation findings to look at the broader context of gender equality and mainstreaming within the development field.⁷⁷ Reviews and self-evaluations conducted by management or operations teams were excluded as having insufficient independence. Academic and non-evaluative studies were omitted. Non-English, and particularly French language thematic evaluations were sought to include in the synthesis, but none was located.

3.6 Review protocol: A protocol was developed to record basic information about the evaluations, such as organization, time period, and methodology, and also to collect and summarize key information relating to findings, lessons/good practices, and recommendations.⁷⁸ The protocol was initially tested

75 Brouwers and Hunt, OECD (2003); Norad (2006); Hafner-Burton and Pollack (2002; 2009); Mehra and Gupta (2006).

76 Note that country case studies, if they were part of thematic documents but produced as separate documents, were also reviewed. However, they were counted as part of the thematic evaluation, to avoid double counting.

77 Given the focus on non-Bank external evaluative data, the synthesis did not provide evaluative judgment on the past performance of the Bank with regard to gender mainstreaming.

78 Title, organization, date of publication, timeframe under evaluation, evaluation type, evaluation goal(s) and objectives, evaluation methodology, findings, lessons/good practices, recommendations, results basis and definition, mainstreaming definition, evidence base for the evaluation, and reviewer comments.

on five evaluations to ensure it was appropriate, and some adjustments were made. These included adding sections on “evidence base” and “reviewer comments” relating to methodological and quality issues. Evaluation quality was not formally assessed, although the reviewers assessed the amount of desk (secondary) and field and survey (primary) data collection, such as the number of project or country case studies on which evaluation findings were based.

3.7 Analysis: On the basis of the definition and principles of gender mainstreaming, and the review of donor organization reports, the reviewers devised a generic theory of change. The reports were then subjected to qualitative content analysis using codes developed from the theory of change (see Box 1). After coding was completed and the relative prominence of different issues was established, report drafting commenced.

Content Analysis Codes

Mainstreaming

- Senior management/leadership committed
- Gender specialists influence projects and programs
- Financial resources available
- Human resources available
- Gender sensitivity and equality institutionalized in country/field offices
- Gender sensitivity and equality institutionalized in partner governments
- Incentives and accountability

Mainstreaming Activities and Tools

- Policies and/or strategies in place
- Plans of action in place
- Gender analysis used in design/implementation of projects or programs
- Checklists/screening
- Guidelines
- Good practice notes
- Training programs
- Toolkits
- Gender-sensitive monitoring frameworks
- Gender-sensitive evaluation

Challenges / Opportunities

- New aid modalities
- Infrastructure
- Private sector investment
- Policy evaporation
- Focus on women (back to WID)
- Understanding mainstreaming

4. Theory of Change for Mainstreaming Gender Equality

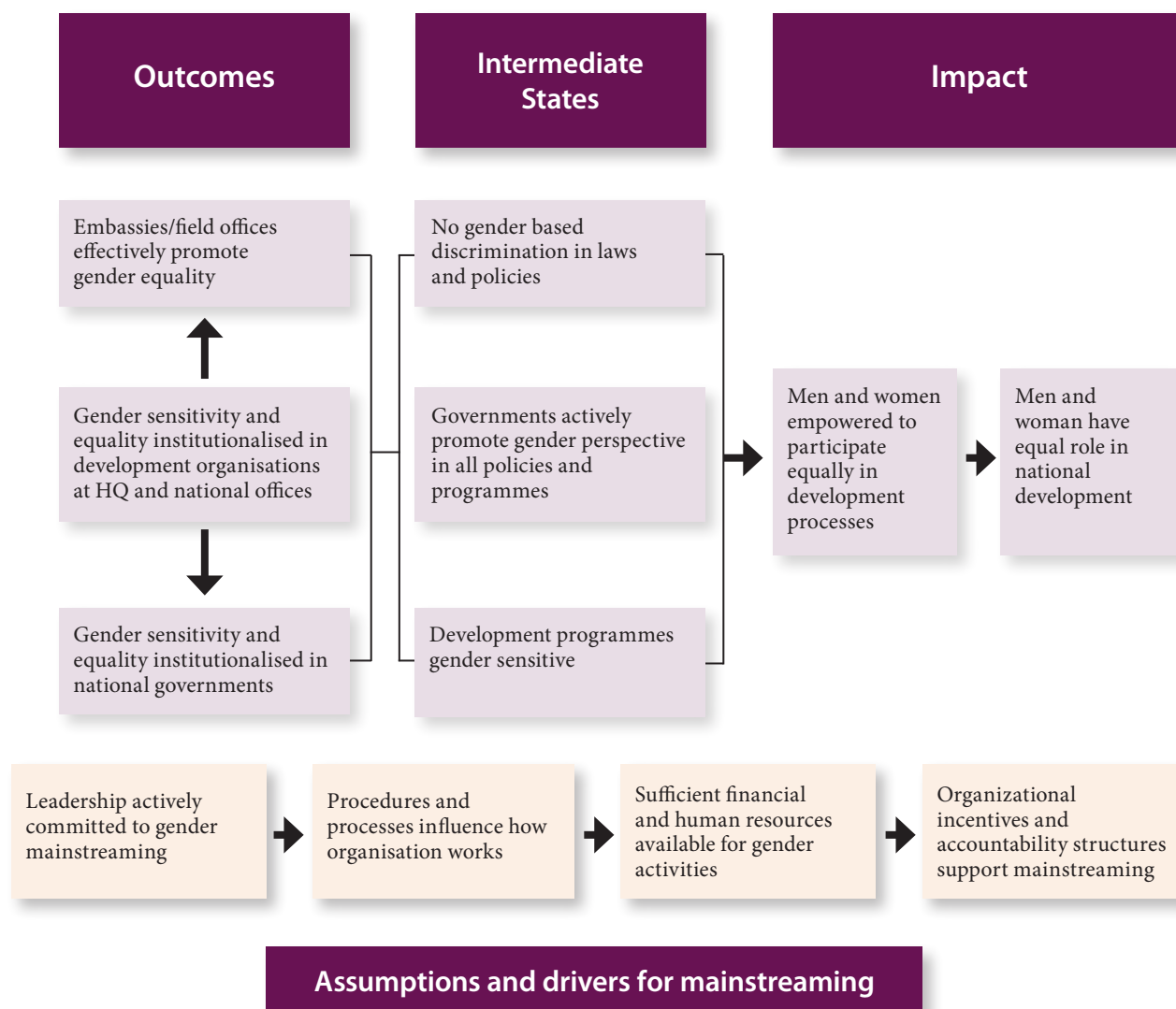
4.1 The theory of change approach is an evaluation tool that maps out the logical sequence of means-ends linkages underlying a project, program, or approach. This begins by defining the intended impact of the process, and then moves towards the outcomes that mainstreaming activities aim to directly deliver. Having identified the beginning and end of the results chain, the theory then identifies the stages that must be passed through to move from the outcomes to achieving those impacts. Finally, the theory incorporates the assumptions that need to hold true if progress is to continue; and the forces that must be active to drive the whole process forward. These are labeled “impact drivers.” In effective projects or processes, negative assumptions are minimized by providing inputs that can turn those assumptions into active impact drivers. Therefore, the assumption that “leaders are actively promoting gender mainstreaming” is turned in an “impact drivers” by measures to enable them to fully support and motivate the process through incentives or sanctions, alongside relevant tools and operational guidance, and resources (financial and human).

4.2 The theory of change (Figure 1) was developed early in the synthesis process, based on the definition and principles of mainstreaming laid out by the UN Economic and Social Council (UN ECOSOC).⁷⁹ This theory was used in the desk review of evaluations, to (a) assess progress along the causal pathways towards the intended impacts of mainstreaming; and (b) simplify the process of identifying the effects of assumptions and impact drivers, with a particular focus on screening the data for confirming or disconfirming evidence of drivers and assumptions that need to hold for mainstreaming to deliver outcomes and impacts. As a basic principle, if impact drivers are not present, the approach is unlikely to produce impacts.

4.3 The theory of change identifies four key assumptions and related drivers that need to be present to achieve the mainstreaming of gender equality: (a) effective leadership, (b) adequate financial and human resources, (c) availability of appropriate procedures and processes, (d) and appropriate organizational incentives and accountability structures. The evidence on the extent to which these assumptions were actively addressed through promotion of corresponding impact drivers was assessed under an overarching structure of content codes (see Box 1).

79 UN ECOSOC (1997)

Figure 1: Theory of Change for Gender Mainstreaming



5. Limitations

5.1 Despite the substantial evaluative data on donor approaches to gender equality and mainstreaming, the synthesis evaluation encountered two significant and related limitations. First, the reporting on results and good practices was uneven, as most organizations do not have gender sensitive monitoring and evaluation systems in place to systematically record outcomes or document good practice. Second, with the paucity of results data, most evaluations had little choice but to focus on processes and organizational factors relating to policy implementation and mainstreaming.⁸⁰ Therefore, there was a substantial bias toward process (as opposed to results) reporting—although this proved to be useful in view of the inextricable linkage between processes and the delivery of results.

5.2 In light of these limitations, the original objectives of the review with regard to documenting results were scaled back; instead, after an initial piloting of the protocol for assessing and extracting data from evaluation, the decision was made to concentrate on the assumptions and drivers that need to be present, according to the theory of change, in order to move towards results.

⁸⁰ Hunt and Brouwers (OECD 2003: 37–39) drew similar conclusions from an earlier set of gender evaluations.

Annex 2

Evaluation Studies Included in the Synthesis

1. ADB (2001). Special Evaluation Study on Gender and Development, OED, Manila.
- 2a. ADB (2009). Asian Development Bank's Support to Gender and Development: Phase 1 – Relevance, Responsiveness and Results to Date. OED. Manila.
- 2b. ADB (2010). The Asian Development Bank's Support to Gender and Development: Phase 2 – Results from Country Case Studies. OED. Manila.
3. AusAid (2002). Gender and Development: GAD Lessons and Challenges for the Australian Aid Program. Australian Agency for International Development. Canberra.
4. AusAid (2008). Gender Equality: Annual Thematic Performance Report 2006–07. Australian Agency for International Development. Canberra.
5. BMZ (2006). Taking Account of Gender Issues in German Development Cooperation: Promoting Gender Equality and Empowering Women. Federal Ministry of Economic Cooperation and Development. Berlin.
6. CIDA (2008). Evaluation of CIDA's Implementation of Its Policy on Gender Equality. Final Report and Synthesis. Evaluation Division. Gatineau.
- 7a. DFID (2006a). Evaluation of DFID's Policy and Practice in Support of Gender Equality and Women's Empowerment. Volume 1: Synthesis Report. Evaluation Office. East Kilbride.
- 7b. DFID (2006b). Evaluation of DFID's Policy and Practice in Support of Gender Equality and Women's Empowerment. Volume 3: Thematic Studies. Evaluation Office. East Kilbride.
8. EC (2003). Thematic Evaluation of the Integration of Gender in EC Development Co-operation with Third Countries. Brussels.
9. ILO (2005). Thematic Evaluation: Gender Issues in Technical Cooperation. ILO. Geneva.
10. IOM (2006). Evaluation of the Gender Mainstreaming Policy and Strategy in IOM. Office of the Inspector General. Geneva.
11. Netherlands Ministry of Foreign Affairs (1998). Women and Development: Policy and Implementation in Netherlands Development Cooperation 1985–1996. Policy and Operations Evaluation Department. The Hague.

- 12a. Norad (2005a). Evaluation of the Strategy for Women and Gender Equality in Development Cooperation (1997–2005). Oslo.
- 12b. Norad (2005b). Evaluation of the Strategy for Women and Gender Equality in Development Cooperation (1997–2005). Country Case Study: Bangladesh. Oslo.
- 12c. Norad (2005c). Evaluation of the Strategy for Women and Gender Equality in Development Cooperation (1997–2005). Country Case Study: Zambia. Oslo.
- 12d. Norad (2005d). Gender and Development: A Review of Evaluation Reports 1997–2004. Oslo
- 12e. Norad (2006b). Lessons from Evaluations of Women and Gender Equality in Development Cooperation. Oslo.
13. Norad (2009a). Mid-term Review of the Norwegian Action Plan for Women’s Rights and Gender Equality in Development Cooperation 2007–2009. Oslo.
14. Norad (2009b). Mainstreaming Gender and Women’s Rights in the Development Portfolio of the Norwegian Embassy in Mozambique. Oslo.
15. SDC (2009). Evaluation of SDC’s Performance in Mainstreaming Gender Equality. Swiss Agency for Development and Cooperation. Bern.
- 16a. SIDA (2002a). Mainstreaming Gender Equality: SIDA’s Support for the Promotion of Gender Equality in Partner Countries. Stockholm.
- 16b. SIDA (2002b). Mainstreaming Gender Equality: SIDA’s Support for the Promotion of Gender Equality in Partner Countries. Country Report: Bangladesh. Stockholm.
- 16c. SIDA (2002c). Mainstreaming Gender Equality: SIDA’s Support for the Promotion of Gender Equality in Partner Countries. Country Report: South Africa. Stockholm.
17. SIDA (2010). Evaluation of Support to Gender Equality in Swedish Development Cooperation. Final Report. Stockholm.
18. UNDP (2006). Evaluation of Gender Mainstreaming in UNDP. Evaluation Office. New York.
19. UN-HABITAT (2003). Forward-Looking Evaluation of Gender Mainstreaming in UN-HABITAT. Nairobi.
20. UNICEF (2008). Evaluation of Gender Policy Implementation in UNICEF. Evaluation Office. New York.
21. UNFPA (2006). Focusing on Gender: An Assessment of Gender Integration in UNFPA Materials. New York.
22. World Bank (1995). Gender Issues in World Bank Lending. OED. Washington DC.
23. World Bank (2005). Evaluating a Decade of World Bank Gender Policy: 1990–1999. OED. Washington DC.
24. World Bank (2010). Gender and Development: An Evaluation of World Bank Support 2002–2008. IEG. Washington DC.
25. WFP (2002). Thematic Evaluation of the WFP Commitments to Women 1996–2001. OEDE. Rome.
- 26.. WFP (2008). Evaluation of WFP’s Gender Policy 2003–2007: Enhanced Commitments to Women to Ensure Food Security. OEDE. Rome.

Supplementary Non-Evaluative Reports and Articles

Aasen, B. (2009). Gender Equity and the Multilateral Development Banks: How the World Bank, the African Development Bank, the Asian Development Bank, and the Inter-American Development Bank Work on Women's Empowerment and Gender Equity. NIBR. Oslo.

Bain and Co (2010). The Great Disappearing Act: Gender Parity Up the Corporate Ladder. World Economic Forum. Geneva. .

Charlesworth, H (2005). Not Waving But Drowning: Gender Mainstreaming and Human Rights in the United Nations. *Harvard Human Rights Journal*. Vol.18: 1–18.

GAO (1992). The Evaluation Synthesis: Program Evaluation and Methodology Division. United States General Accounting Office. Washington DC.

Hafner-Burton E. and Pollack, M (2002). Mainstreaming Gender in Global Governance. *European Journal of International Relations*. Vol. 8(3): 339–373.

Hafner-Burton, E. and Pollack, M (2009). Mainstreaming Gender in the European Union: Getting the Incentives Right. *Comparative European Politics*. Vol. 7: 114 – 138.

Hunt, J. and Brouwers, R (2003). Review of Gender and Evaluation: Final Report to DAC Network on Development Evaluation. OECD. Paris.

McKinsey (2007). Women Matter: Gender Diversity, a Corporate Performance Driver.

McKinsey (2010). Women at the Top of Corporations: Making it Happen.

Mehra, R. and Gupta, G.R. (2006). Gender Mainstreaming: Making it Happen. International Center for Research on Women. Washington DC.

Morra-Imas, L.G., and Rist, R. (2009). The Road to Result: Designing and Conducting Effective Development Evaluations. World Bank. Washington DC.

OECD (2007). Gender Equality and Aid Delivery: What Has Changed in Development Cooperation since 1999? OECD. Paris.

Picciotto, R (2002). The Logic of Mainstreaming: A Development Evaluation Perspective. *Evaluation*. Vol. 8(3): 322–339.

Rathgeber, E.M. (1989). WID, WAD, GAD: Trends in Research and Practice. International Development Research Centre. Ottawa.

Razavi, S. and Miller, C. (1995). From WID to GAD: Conceptual Shifts in the Women and Development Discourse. UN Research Institute for Social Development. Geneva.

Staudt, K.A. (1981). Bureaucratic Resistance to Women's Progress: The Case of Women in Development. Monograph for the 76th Annual Meeting of the American Sociological Association. Toronto.

United Nations (1997). Report of the Economic and Social Council for 1997 (September).

UNIFEM (2006), Promoting Gender Equality in New Aid Modalities and Partnerships: Experiences from Africa, Burundi Consultation Outcome Report (July). <http://www.unhcr.org/refworld/docid/46cadad10.html>.

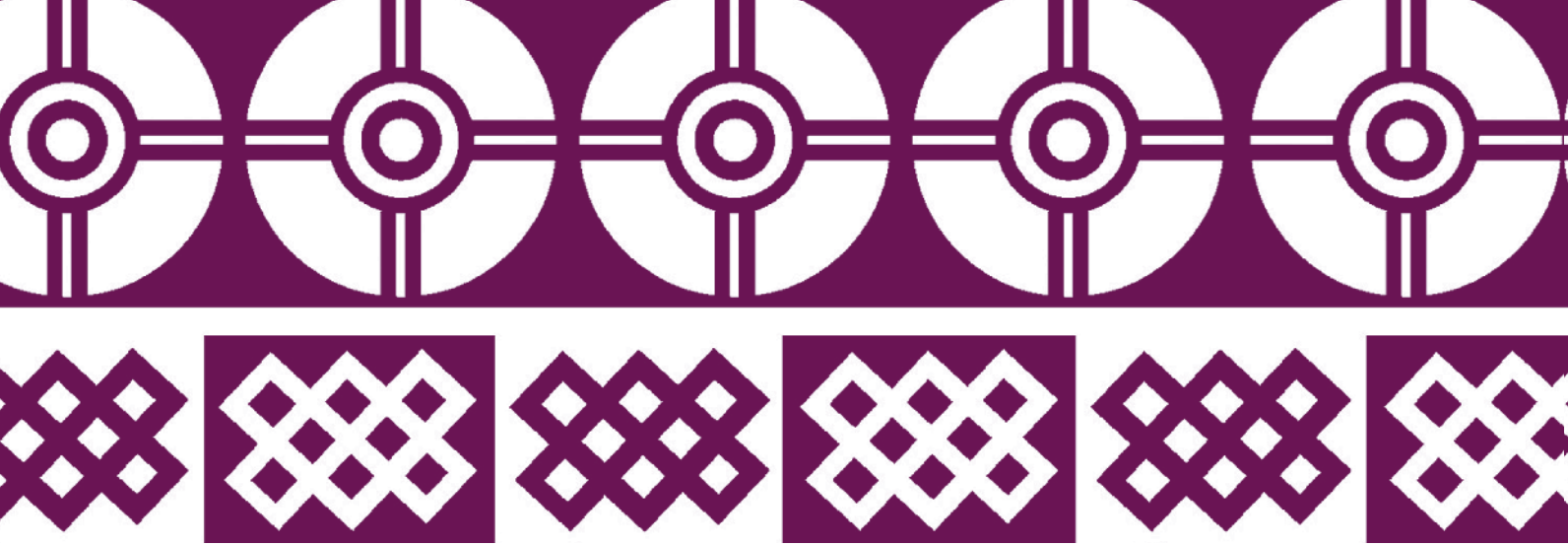
United Nations (1985). The Nairobi Forward-Looking Strategies for the Advancement of Women. In *World Conference to Review and Appraise the Achievements of the United Nations Decade for Women*. New York.

World Bank (2007). Gender Equality as Smart Economics: A World Bank Group Gender Action Plan. Washington DC.

The production of this publication was coordinated by
Felicia Avwontom,
Principal Communications and Knowledge Management Officer
Operations Evaluation Department
African Development Bank.

Design and Production by Phoenix Design Aid, Denmark
Certified Co2 Neutral, ISO 9001/14001, DS 49001 and OHSAS 18001





Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere?

Gender mainstreaming is in large part a theory about how development assistance can be more effective, efficient, inclusive, and equitable in its delivery and results. The concept began to be applied in a broader public policy setting at the Third World Conference on Women, which took place in Nairobi in 1985, and was definitively adopted by almost every multilateral and bilateral donor organization following the Beijing Conference in 1995.

This evaluation synthesis examines experiences in mainstreaming gender equality across multilateral and bilateral donor organizations; and in so doing, highlight trends (commonalities and differences) in findings, challenges faced, and good practices. The 26 evaluations reviewed all point to a similar finding: gender mainstreaming is a complex undertaking that has not been widely carried out by the development community.

For more information on the evaluation, see the Synthesis Report: [Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere?](#)

About the AfDB: The overarching objective of the African Development Bank Group is to foster sustainable economic development and social progress in its regional member countries (RMCs), thus contributing to poverty reduction. The Bank Group achieves this objective by mobilizing and allocating resources for investment in RMCs; and providing policy advice and technical assistance to support development efforts.

The mission of the **Operations Evaluation Department** is to help the Bank to foster sustainable growth and poverty reduction in Africa through independent and influential evaluations. Such evaluations assess the Bank Group's policies, procedures and operations, review performance and report on results in order to draw useful lessons and promote accountability.

Director: Rakesh Nangia, r.nangia@afdb.org

Manager, Project Level Evaluations: Mohamed Manai, m.manai@afdb.org

Manager, High Level Evaluations: Odile Keller, o.keller@afdb.org

Operations Evaluation Department, African Development Bank
BP 323, 1002 Tunis-Belvedere, Tunisia
Tel : (216) 71 102 841 Fax : (216) 71 194 460

Helpdesk: opevhelpdesk@afdb.org

Website: www.afdb.org/opev

