Evaluation

*of the Austrian Development
Cooperation (ADC)
Gender Policy between
2004–2011*

Final Report

Austrian
Development Cooperation

Table of Contents

List of Tables

List of Figures

List of Acronyms

ADA	Austrian Development Agency
AfDB	African Development Bank
ADC	Austrian Development Cooperation
APDA	Afar Pastoralist Development Association
AU	African Union
BMeiA	Bundesministerium für europäische und internationale Angelegenheiten (Österreich)
BMLVS	Federal Ministry of Defence and Sports
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of Discrimination against Women
CEWARN	Conflict Early Warning and Response Mechanism
CEEC	Central and Eastern European Countries
CEO	Chief Executive Officer
CIDA	Canadian International Development Agency
CIS	Commonwealth of Independent States
CSC	Community Score Card
CSW	Commission on the Status of Women
CvB	Claudia von Braunmühl
DAC	Development Assistance Committee
DFID	Department for International Development (UK)
DGGE	Donor Group on Gender Equality
EC	European Community
EiG	Equity in Governance
EPA	Ethiopian Environmental Protection Authority
EQ	Evaluation Question
EU	European Union
EWLA	Ethiopian Women Lawyers Association
FGM	Female Genital Mutilation
FSP	Food Security Programme
GAD	Gender and Development
GADC	Gender Alliance for Development Center
GAP	Gender Action Plan
GBV	Gender-based violence
GCP	Gender Contact Person
GE	Gender Equality
GEE	Gender Equality Employees
GELD	Gender Equitable Local Development
GEM	Gender Equality Mainstreaming
GEWE	Gender Equality and Empowerment of Women
GFP	Gender Focal Points
GIZ	Deutsche Gesellschaft für internationale Zusammenarbeit
GM	Gender Mainstreaming

GNI	Gross National Income
GO	Governments
GoA	Government of Albania
GoE	Government of Ethiopia
GPF	Gender Pooled Fund
GPM	Gender Policy Markers
GRB	Gender Responsive Budgeting
GTP	National Growth and Transformation Plan
HQ	Headquarters
HSDP	Health Sector Development Programme
HTP	Harmful Traditional Practices
IFI	International Financing Institutions
IGAD	Intergovernmental Authority on Development
IMAG	Inter-ministerial Working Group Gender Mainstreaming
INGO	International NGO
IPS	Integrated Planning System
IPSS	Institute for Peace and Security Studies
JPGE	Joint Programme on Gender Equality
KOBÜ	Koordinationsbüro
MFA	Federal Ministry for European and International Affairs
MDG	Millennium Development Goals
M&E	Monitoring & Evaluation
MoF	Federal Ministry of Finance
MOFED	Ministry of Finance and Economic Development (Ethiopia)
MoLSAEO	Ministry of Labour, Social Affairs and Equal Opportunities (Albania)
MOWCYA	Ministry of Women, Children and Youth Affairs
MS	Member State
NDC	Norwegian Development Cooperation
NEWA	Network of Ethiopian Women's Association
NGO	Non-Governmental Organisation
NORAD	Norwegian Agency for Development Cooperation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OeEB	Oesterreichische Entwicklungsbank (Austrian Development Bank)
OEZA	Österreichische Entwicklungszusammenarbeit
ÖFSE	Österreichische Forschungsstiftung für internationale Entwicklung
os	Online Survey
OSCE	Organization for Security and Co-operation in Europe
PASDEP	Plan for Accelerated and Sustained Development to end Poverty
PBS	Protection of Basic Services
PCM	Project Cycle Management
PCU	Project Coordination Unit
PIDG	Private Infrastructure Development Group

PME	Project Planning, Monitoring and Evaluation
PRS	Poverty Reduction Strategy
RDP	Regional Development Programme
REDD	Reducing Emissions from Deforestation and Forest Degradation
RRF	Rapid Response Fund
SDC	Swiss Agency for Development and Cooperation
SEE	South Eastern Europe
SIDA	Swedish International Development Agency
SRHB	Somali Regional Health Bureau
SRMP	Sustainable Resource Management Programme
SWG	Sector Working Group
ToR	Terms of Reference
UAW	Useful for Albanian Women
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
VIDC	Vienna Institute for International Dialogue and Cooperation
WID	Women in Development
WIDE	Women in Development Europe

1. Executive Summary

Donor	ADC – Austrian Development Cooperation
Report Title	Evaluation of the ADC Gender Policy between 2004–2011
Date	June 2012
Authors	Prof. Dr. Claudia von Braunmühl, Andrea Queiroz de Souza, Miriam Amine, with support from Raimonda Duka (Albania) and Almaz Woldetensaye Edetto (Ethiopia) – AGEG Consultants

Introduction

Austria has committed herself within a framework of international agreements to gender equality and women's empowerment through gender mainstreaming conceptualized as a twin track strategy: Full integration of a gender perspective into planning and implementation of all types of policy based action and promotion of empowerment of women in structural gender imbalances. The equality between women and men is one of the four main principles of Austrian Development Cooperation.

At the establishment of the Austrian Development Agency (ADA) in 2004, the responsibility for gender was transferred from the Federal Ministry for European and International Affairs (MFA) to ADA and a gender expert was integrated as a "gender and development" desk into the Department for Quality Assurance and Knowledge Management. By April 2006 a policy document "Gender Equality and Empowerment of Women" had been prepared, outlining the basic gender approach and major strategic orientations for gender mainstreaming.

This policy evaluation analyses the relevance and quality of the policy guidelines and its implementation between 2004 and 2011.

Evaluation Methodology

The evaluation includes summative as well as formative elements, i.e. it is an assessment of performance and the degree of success/failure, and at the same time explores reasons for success/failure and develops recommendations to guide future strategies and interventions. The evaluation seeks to answer a specific set of evaluation questions as stipulated in the Terms of Reference (ToRs) and follows the Organisation for Economic Cooperation and Development/ Development Assistance Committee (OECD/DAC) evaluation criteria relevance, efficiency, effectiveness, impact and sustainability.

The evaluation combined a set of qualitative and quantitative methods. Interviews and focus group discussions were conducted with a wide variety of stakeholders. Further components were document review, an online survey in all country coordination offices, a database analysis of gender policy markers (quantitative), an analysis of the gender assessments that are part of the project/programme planning phase (qualitative), country case studies with field visits to Albania and Ethiopia, and a comparison with gender policies and policy implementation of other selected donors.

Major Findings and Conclusions

Relevance

The relevance of the gender policy document itself appears to be rather limited. Austrian Development Cooperation (ADC) staff do know it, but do not use it for providing guidance for their work. Other ministries and partners are barely aware of the guidelines. The guidelines stand out for their very principled nature; they do not spell their concerns in the language of project cycle management and give no indication regarding sector gender entry points.

In general ADC gender interventions are embedded in the country programme or respond to specific initiatives and needs expressed. Overarching themes tend to originate in the international arena, be it at official levels (United Nations Security Council Resolution 1325 ff, Paris Declaration ff, European Union Gender Action Plan), be it in reaction to international feminist debates (Gender Responsive Budgeting (GRB)). The Millennium Development Goals (MDGs) form a frame compatible with ADC's human rights approach. Such themes have a structuring and activating impact on ADC's gender policy. They even resulted in the creation of Austrian Action Plans (1325) or general policy directives (GRB) in these areas. ADC staff, in particular the gender desk, has been remarkably active, shaping the issues and taking them back to ADC. Due to this visible activism ADC has acquired a certain reputation for gender sensitivity. At the same time the visibility is impaired by the very limited resources the gender desk is equipped with.

Many different perceptions of gender equality, gender mainstreaming and empowerment of women and how to implement these can be found throughout ADC with a Woman in Development (WID) reading of gender predominating. Gender as power relation tends to be sidelined, men hardly enter the picture, gender equality tends to be understood as equal share with women catching up rather than men giving up privileges of power. In a context of poverty gender mainstreaming has a beneficiary bias.

Sector, country and regional strategies are not systematically informed by the gender policy document. With the exception of the water guidelines gender is hardly reflected in sector policy documents and there is no strategic guidance on gender entry points. Country strategies do hold a sub-chapter on gender, but with the exception of Albania, Ethiopia and Moldova tend to loose sight of it in the log frame. Regional strategies are particularly gender blind. As to the gender policies pursued, they follow windows of opportunity, perception of the most burning problems and request on the part of Government (GO) or Non-Governmental Organisation (NGO) actors in the countries.

Effectiveness

In terms of a sense of social and gender justice demanding to integrate the objectives of gender mainstreaming into development support, there can be no doubt that gender is firmly anchored with ADC staff. However, a one person gender desk with presently 30 work hours per week and no budget at her disposal cannot possibly be sufficient for an effective ADC gender performance. All the more so as crucial prerequisites stipulated in the guidelines are missing (systematic gender training, secure institutional setting for Gender Focal Points (GFPs), exchange between GFPs as well as project/programme gender experts, feedback and learning mechanism). The gender impulse and input generated by gender questionnaire and gender assessment has no institutionally ensured way into the implementation of projects/programmes and is not sufficiently substantiated by operative tools.

A gender management system only exists to a very limited degree.[1] The stipulation of the gender guidelines has barely come to fruition. In the absence of funds for gender training and staff devel-

---

[1] "A general management system with sector- and country-specific provisions and strategies is being devised to implement a sustainable and effective gender policy. This document is a policy instrument and strategy papers will be written on specific issues such as conflict, gender budget analysis, gender analysis methods, gender-relevant issues for PRSPs, gender-sensitive programming for the MDGs, gender-based evaluation instruments and capacity building in institutions:" Gender Guidelines.

opment mechanisms, gender training is ad hoc, depending on the gender desk, raising issues, but with little connections to operating levels and without skills training. Periodic reviews and evaluations do render certain gender insights. However, monitoring and evaluation (M&E) mechanisms and supervision systems are not available. It is therefore virtually impossible for ADC to track progress, allow for adaptive management, record gender equality and women's empowerment results, document good practices, and feed into learning processes. Along with the absence of noticeable gender commitment on the part of the MFA and ADA senior management, this makes for a lack of accountability. As gender is not an issue in appraisal interviews and agreements on objectives, there are neither incentives nor sanctions on the level of career planning.[2]

Attention to gender remains an affair of personal commitment rather than being part of professional qualification and performance. This contrasts with gender practices of the Swiss Development Cooperation (SDC) where several days gender trainings for all staff are mandatory, the responsibility of gender is decentred across the entire organisation, GFPs are more formalised and strong learning networks with regular experience exchange exist to make maximum use of good practices. Equal opportunities are regarded as an important pillar addressed through a specific policy.

Coordination offices play a key role in gender mainstreaming. This applies especially to the heads of office and her/his responsiveness and/or initiative with the regard to the 'new aid modalities' where the more familiar forms of interventions modelled on the format of projects and programmes do not apply.

The key gender vehicles are gender questionnaire and gender assessment. Whether they can unfold their potential for gender planning depends largely on timing. There is no prescribed sequence, therefore much hinges on personal rapport. The gender questionnaire can raise awareness and harness relevant information. Pre-project gender analysis is rare, baseline and sex-disaggregated data are often reported as missing.

The gender marker attribution conforms to OECD standards. Gender blind interventions were not found, neither were marker 0 (gender equality not targeted) altogether unjustified (e.g. equipment). Marker 1 (gender equality significant objective) is usually accompanied by recommendations with the provision that only their implementation permits to speak of a fully gender mainstreamed project/programme. However, in the absence of follow-up mechanisms application of the recommendation is, at best, uncertain. Gender is often not sufficiently anchored in log frames and therefore in danger of being sidelined in evaluations.

The new aid modalities are a challenge for all donors and there are as yet no consolidated good practices. The rise of GRB is directly related to the recognition that established gender mainstreaming techniques apply to the aid format of project and programmes, but fail in complex donor-recipient arrangements reaching into regular budgetary processes.

Efficiency

Over the evaluation period commitments to projects/programmes with gender equality and women's empowerment being a significant (marker 1) or the principal (marker 2) objective have not increased (2004: 56.54%; 2010: 55.26%). The average percentage of commitments to gender marker 1 and 2 project and programmes over the years is at 63.5%. Marker 2 projects, albeit from a low starting point (2004:2.68%), have risen considerably (2010:10.34%).

---

[2] As to incentives / sanctions, in case of a staff development system, gender performance can constitute an element of professional recognition and career development. Also, forms of extraordinary recognition such as awards, special, laudable mention at protocol events etc. can be used to encourage attention to gender equality and women's empowerment.

<u>Impact</u>

The gender policy document per se, that is, as donor guidelines, is virtually irrelevant in partner countries and for project partners, all the more so as it contains no operationally helpful advice regarding project/programme entry points and key aspects to give attention to. Irrespective of specific guidelines the mainstreaming part of gender mainstreaming appears to be generally acknowledged and widely shared. There is widespread consensus within ADC that gender issues and the narrowing, if not closing of the omnipresent gender gap should form part of development. Therefore development actors as well as governments are obliged to give attention to gender issues and to women's participation in all areas and all activities. Gender responsive budgeting is understood as an extension of that obligation. The concept of gender mainstreaming may not require lobbying any more, walking the talk does.

<u>Sustainability</u>

The sustainability of ADC gender policy interventions is precarious. Major reasons for this are the absence of mechanisms ensuring compliance, few operative tools, lack of a gender knowledge management system, and much too limited resources.

As far as institutional mechanisms are concerned, the recommendations of the gender assessments are systemically endangered to run into an impasse as neither gender desk nor coordination offices find the time for follow-up. Furthermore, the recommendations do not enjoy conditionality status. Thus the legitimacy of the claim to reopen a fully negotiated project/programme is questionable.

Gender training at head office level is personalised and ad hoc, depends entirely on the gender desk, is dissociated from a concept of training and further training, and devoid of hands-on implementation aids. There are no manuals which would provide the framework for in-country gender training. Neither are there reporting requirements and formats that would allow collecting feedback, disseminating best practices and supporting a learning loop. Post-project/programme gender support appears not to be considered.

Key Lessons Learnt

Some of the key lessons learnt identified during the evaluation process included:

- Two factors are key for an effective implementation of the gender policy: The administrative structure of ADC and the available resources. Lines of command and accountability and an active engagement with gender mainstreaming on the part of the Ministry of European and Foreign Affairs (MFA) and ADA senior management shape the gender performance of any agency and do so with the MFA and ADA. Because gender mainstreaming is an innovation in an administrative machinery used to running gender-blind, it requires means to fill gaps and create knowledge and skills. A gender desk with a cross-sectoral mandate but no funds is not a winning proposition.

- The gender questionnaire is under-, the gender assessment overrated. The information, data and communication generated in the process of filling out the questionnaire carries a potential which at present appears to be underutilised. The assessments and their recommendations are systemically threatened by a disconnect with project/programme implementation, while absorbing an inordinate amount of the gender desk's work time.

- The ADC gender process is highly personalised, vesting training, assessments, advice (including to the MFA) and networking in one person. Quality assurance does not offer a systemic environment (gender knowledge management) conducive to gender. Sector desks are not obliged to meet gender demands in order to permit the gender desk to perform a catalytic function.

- Coordination offices have a crucial role to play. With the rise of the new aid modalities, gender sensitivity of the heads of office acquires particular importance. The established gender mainstreaming instruments have been developed in the context of the project/programme format. For multi-donor, multi-agency schemes, programme funding and the like ready to use instruments do not yet exist. GRB is very much in the beginning.

- The position of Gender Focal Points (GFP) is surprisingly loosely anchored: Rarely entered into the job description, usually tacked on to a job in an area vaguely associated with gender without an intra-office redistribution of the work load, never endowed with funds. The main base of GFP is personal commitment.

- As to positive examples of effective gender mainstreaming, the synergies created between the Albania based Equity in Governance (EiG) Project and the regional programme on GRB supported by United Nations Fund for Women (UNIFEM) and United Nations (UN) Women appear to render enhanced impact.

- SDC found regional gender action plans with subsequent progress reports particularly useful. In addition gender strategies at country level to be evaluated at a later stage proved effective instruments. The Norwegian Agency of Development Cooperation (NORAD) recently has been suggesting to embassies to elaborate country gender action plans and provided them with outlines to that effect.

- A tendency is noticeable to narrow gender equality and women's empowerment to the meeting of practical needs. Yet, the normative frame of the guidelines is rights-based, not merely needs-based. Project partners as well as ADC staff need inspiration how to move from practical to strategic gender needs.

- There is a striking absence of state of the art personnel management. Tele-working, result-based work management, flexible working hours, family friendly time arrangements and the like are no options available to staff.

Key Recommendations

Based on the findings, conclusions and lessons learnt of the evaluation, fifteen recommendations under four main categories were formulated: revision of gender policy document, enhancement of existing instruments, introduction of new instruments and human resources management. Most of the recommendations are subject to the reservation that sufficient resources be mobilised for their implementation.

The most important recommendations concern:

- The somewhat hybrid format of the gender guidelines should be disentangled. The MFA Section VII, with assistance and advice from ADA, should take charge of formulating a consistent gender policy directive.

- The timing of gender assessments needs to be in pace with project planning. The recommendations must be realistic and feasible. Therefore they should:

- Projects attributed marker 1 should be entered into the OECD/DAC data bank only after the gender desk verified satisfactory inclusion of gender in the log frame.

- A consolidated annual gender report based on the response to the European Union Gender Action Plan (EU GAP) should be submitted to ADA's Chief Executive Officer (CEO) and to the MFA. The report should be discussed with both under the aspects of successes, best practices, and bottlenecks, including those requiring the attention of MFA and ADA senior management.

- The gender desk should hold a full position (40 hours per week) and be equipped with a gender desk fund.

- A decentring of gender responsibility should be considered. This would require regular gender trainings, refresher courses and further trainings, availability of operative tools and the introduction of accountability mechanisms.

- The management, in cooperation with staff representation, should initiate result-based personnel management and family friendly work arrangements.

2. Background

The institutional set-up of the Austrian Development Cooperation (ADC) is comprised of two entities: The Ministry for European and International Affairs (MFA), Section VII for Development Cooperation, and the Austrian Development Agency (ADA).[3]

While the MFA is responsible for the formulation of development cooperation policies, ADA implements strategies and programmes through public institutions, NGOs and private enterprises.

ADA was established in 2004[4] in order to modernise ADC's institutional set-up and effectively channel the expected increases in Official Development Assistance (ODA)[5]. However, due to a new act for the federal finances published in 2010, total expenditures of the MFA are gradually being reduced and ADC institutions are faced with decreasing budgetary allocations[6]. Because of limited resources, MFA frequently "relies on ADA to perform strategic and policy-making tasks that, in fact, fall under MFA's mandate[7]."

The overall framework for ADC is set out in the Federal Ministries Act (1986) and the 2002 Federal Act on Development Cooperation, defining objectives and principles. Legislation is complemented by the Three-Year Programme on Austrian Development Policy, updated annually and approved by cabinet. Further documents on ADC strategy are the bilateral programme agreements, ADC Regional and Country Strategies, Policy and Strategy Papers. At operational level ADA prepares annual programmes and business plans. ADC is aligning its policies and strategies with its existing international agreements on development cooperation.

ADC encompasses the participation in international development policy processes, the implementation of multilateral and bilateral cooperation, the participation in humanitarian interventions of the international community, the strive for coherence between development policy and other policy areas, and national development education. While thematic key areas[8] have been consistent throughout the period evaluated, priority countries have changed due to the perceived need to focus aid and transition processes in Southeast Europe.

With regards to gender equality and women's empowerment, Austria has committed herself within a framework of international agreements and discourse, including the United Nations (UN) Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action (BPfA,) and normative and strategic policy frames at the level of the UN, the Organisation for Economic Co-operation and Development (OECD) and the EU. Through a ministerial decision, the Federal Government of Austria declared gender mainstreaming as a guiding principle for the government in the year 2000. The Federal Act on Development Cooperation

---

[3] While ADC includes MFA Section VII and ADA, the Austrian ODA encloses all grants or loans to countries on the Development Assistance Committee (DAC) list of ODA recipients and to multilateral agencies by all ministries, federal states and municipalities. A characteristic of Austrian ODA is its high fragmentation with the ADC proportion of ODA totalling to only approximately 17% (data of 2010). As this evaluation focuses on ADC, data and findings cannot be applied to general ODA.

[4] The legal basis for the establishment of ADA is the amendment of the Federal Act on Development Cooperation, 2003

[5] As a Member State (MS) of the European Union (EU), Austria has committed itself in the Monterrey Consensus and its subsequent additional commitments to allocate 0.7% of its Gross National Income (GNI) by 2015 and 0.56% of GNI as an intermediate target by 2010 to ODA.

[6] In 2010 the Federal Government of Austria published a law providing guidelines for the federal finances and determining ceilings for expenditures in all policy sectors. For the foreign affairs sector it was anticipated that the budget would decrease from 427.1 EUR m in 2011 to 393.5 EUR m in 2014, making it highly unlikely that Austria's ODA target commitments will be reached. Already in 2010 ODA in % of GNI was lagging behind with 0.32% in comparison to the 0.56% target. (Evaluation Paris Declaration, page 16). ADA anticipates that the operational ADC budget will decrease from 102 EUR m in 2010 to 68 EUR m in 2014 and ADA budget for administrative costs will decrease from 12 to 8 EUR m in the same period (ADA Dreijahresprogramm, Fortschreibung 2010, S.33)

[7] OECD/DAC Peer Review, Austria, p.15, 2009

[8] Water and sanitation, rural development, energy, private sector development, education, good governance including peace security and prevention of conflicts

(2002) underlines the importance of equality between women and men for development cooperation by defining it as one of the four main principles of ADC.

A gender desk had already been established in the MFA in the 1990s. At the establishment of ADA in 2004, the responsibility for gender was transferred from MFA to ADA and a gender expert was integrated as a "gender and development" desk into the Department for Quality Assurance and Knowledge Management. The gender desk coordinated the development of the policy document "Gender Equality and Empowerment of Women" (GEWE) in 2006. These gender guidelines seek to spell out the strategies and procedures necessary for any development intervention supported by ADC to contribute to the overarching objective of gender equality. The guidelines are binding only for ADC stakeholders (MFA, ADA and its implementing partners) and not for other government entities.

In the following years, additional international and national commitments and changes in laws influenced ADC's GEWE strategies, procedures, implementation and available resources.

Since 2007 a constitutional provision is obliging Austrian government entities (ministries, federal states and municipalities) to integrate gender budgeting into the budgetary process as from 2009. This obligation also applies to the MFA budget[9]. The Austrian experience is attracting the attention of development partner countries and increasing the demand on gender responsive budgeting (GRB) related interventions.

A Federal Finance Act from 2010 obliges all ministries to define outcome objectives with indicators for their policies from 2013 onwards. At least one of the objectives should be directly related to the gender equality objective. Thus for the first time ADC is currently in the process of developing indicators for measuring gender equality achievements.

Cuts of the ADC budget due to the introduction of expenditure ceilings have negatively affected the resources available for the gender dimension of ADC activities.

According to the GEWE policy document, an evaluation of ADC gender policy was to be conducted three years after the gender equality guidelines came into effect. ADA's work programme for 2008 did, in fact, envisage initiating the preparatory steps for such an evaluation at the end of that year. Due to further strategic evaluations alongside personal changes in the evaluation unit as well as at the gender desk, it took two further years for the undertaking to materialize.

---

[9] Source: Luise Gubitzer, et al: Gender – Social accountability. Gender Budgeting als Gleichstellungsstrategie. Gender in der EZA? Studie zur Geschlechtergerechtigkeit und die Rolle der zivilgesellschaftlichen Organisationen unter veränderten Rahmenbedingungen der Entwicklungszusammenarbeit, VIDC, 2008, page 8

3. Introduction

The main purpose of this evaluation is to analyse the relevance and quality of the ADC policy document "Gender Equality and Empowerment of Women" and its implementation.

The specific objectives of the evaluation are:

- To submit an independent assessment of the relevance of the "Gender Equality and Empowerment of Women" guidelines as well as ADC quality of performance in guideline implementation (effectiveness, efficiency and sustainability) and impact.

- To analyse the organisational and institutional framework for the implementation of gender measures.

- To suggest viable recommendations for the further development of the gender strategy (strategy, priorities, measures, instruments, etc.).

To that effect the evaluators assess ADC gender interventions (gender mainstreaming and specific measures) between 2004 and 2011 in order to assess how ADC gender policy has responded to international developments and newly developed instruments, to identify lessons learnt, spell out conclusions and provide recommendations for future implementation strategies.

The scope of the evaluation is ADC's gender policy and its implementation between 2004 and 2011.

As ADC is particularly interested in international lessons learned and good practices, the evaluation includes the analysis of good practice examples with a specific focus on two selected donors.

Furthermore, the analysis draws on two field studies in Ethiopia and Albania to provide specific examples for some evaluation questions.

The evaluation seeks to answer a specific set of evaluation questions as stipulated in the Terms of Reference (ToR)[10] and follows in its outline the OECD/DAC evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability.

The evaluation has summative as well as formative elements, i.e. that it is on the one hand an assessment of performance and the degree of success/failure, thus accounting for the quality of the policy and its implementation (summative). On the other hand there is a strong focus on exploring reasons for success/failure and learning and recommendations in order to guide future strategies and interventions (formative).

---

[10] See Annex 9.1

4. Methodological Approach

4.1   Overall approach

The overall approach of the evaluation is guided by a normatively framed inductive methodology. The evaluation takes a human rights perspective as its point of departure and attributes strategic value to the ADC gender policy document. In a "bottom up" approach it started with specific observations, detected patterns and regularities, formulated tentative hypotheses to be explored and sought to develop general findings and conclusions. It does not take one specific way of seeking gender equality as the correct one by which to measure and to evaluate given realities.

The evaluation combined qualitative and quantitative data and draws both on primary and secondary data sources

Triangulation is understood in three dimensions:

- Triangulation of methods: The evaluators applied a variety of data collection tools such as interviews, focus group discussions, observation, document study, survey, field visits, databank analysis, etc.

- Triangulation of sources: Analysis of primary and secondary as well as quantitative and qualitative data sources from central and country level, from within ADC, other multi-and bilateral donors, local stakeholders, beneficiaries, etc.

- Triangulation of results: Verification of the hypothesis from the desk phase during country visits, comparison of results identified by the different team members through frequent and intensive team discussions, comparison of evaluation results with results of other gender evaluations and international standards and developments.

4.2   Evaluation phases

The evaluation was conducted in three phases. During phase one (inception phase) the core evaluation team[11] reviewed relevant strategic and operational ADC documents and carried out the first rounds of interviews with relevant stakeholders in Vienna.[12] Based on that, the team developed and refined the evaluation methodology and the instruments to be used in the evaluation process. Methodology and instruments as well as preliminary hypothesis with regards to the main evaluation questions were documented in an inception report and discussed with the ADA evaluation unit and the evaluation reference group.

In phase two (desk and field phase), more interviews and focus group discussions were carried out with different stakeholders in Vienna, including other ministries and NGOs, and additional information required from already interviewed stakeholders was collected via telephone and e-mail contacts. Document review was also deepened as more specific documents were collected and assessed[13]. In addition, different evaluation instruments were applied:

---

[11] The evaluation team consisted of a core team of two senior gender experts and a junior evaluator. While the team leader, Prof. Dr. Claudia von Braunmühl (CvB), and the second senior gender expert focused on the evaluation design and the qualitative assessment, interpretation of findings and the development of recommendations, the junior evaluator carried out the quantitative assessments. During field visits the respective core team members were supported by national gender experts. An evaluation manager of the consulting firm AGEG was in charge of the overall contract management and of overall quality assurance issues.

[12] See Annex 9.2

[13] See Annex 9.11

- An online survey in all twelve country coordination offices[14]

- A database analysis of gender markers[15]

- Analysis of gender assessments[16]

- Field visits to Albania and Ethiopia

- Donor comparison

Phase three (reporting phase) consisted of in-depth data systematization and analysis and inter-pretation and compilation of the evaluation report, including presentation, discussion, quality as-surance and feedback loops.

During all phases of the evaluation process, evaluation steering and feedback was provided by the ADA evaluation unit and the evaluation reference group.

4.3   Stakeholder interviews and focus group discussions

For capturing the perceptions and understanding the reasons for choices of strategies and actions, stakeholder interviews and focus groups discussions were key methods for the evaluation and were carried out throughout all phases of the evaluation process[17].

During the course of the evaluation a total of 125 stakeholders were interviewed in Vienna, Albania (26)[18], Ethiopia (35) and by telephone (9). In Austria the team interviewed ADC staff across all lev-els and departments of the organisation, including heads of departments, country desk officers, thematic staff from the department for quality assurance and knowledge management, MFA staff, staff of other ministries and NGO representatives. One focus group discussion addressed NGO representatives implementing ADC programmes and projects[19]. Another brought together several ADA country desk officers (3). During the country visits the evaluators interviewed coordination office staff, programme and project staff, government representatives, NGO representatives, donor representatives, independent consultants and project/programme beneficiaries[20].

As the range of people interviewed was very wide regarding their roles and responsibilities, it was not possible to utilise one single semi-standardised questionnaire. However, in order to guarantee a certain comparability of answers, the team agreed on a set of key questions for different stake-holder groups. Frequently follow-up contacts by e-mail and telephone with SDC and NDC provided further information.

---

[14] ADC has currently eleven country coordination offices located in Albania, Burkina Faso, Bhutan, Ethiopia, Georgia, Kosovo, Moldova, Mozambique, the Palestinian Territories, Serbia, Uganda

[15] The DAC gender policy marker is a tool that codes on a 0-2 scale whether and to what extent an intervention can be expected to contribute to gender equality (GE). It is reflecting whether GE is a principal objective (score 2), a significant objective (score 1) or is not targeted (score 0). In ADC certain interventions have to be assessed and scored with a gen-der marker prior to being approved. A database contains data on all ADC interventions and its respective gender mark-ers.

[16] Gender assessments are mandatory assessments carried out on ADC intervention Programmes or project proposals (with some exceptions described in 5.2.2) during the planning stage, identifying potentially positive and critical aspects with regards to GEWE, proposing recommendations and conditions, and determining the gender marker.

[17] See Annex 9.2

[18] The numbers indicated the number of persons that have been interviewed on the particular issue.

[19] The debate centered around the interplay of the ADC gender guidelines with similar documents and approaches pre-vailing within the respective NGO.

[20] The majority of the interviews in Vienna were suggested by the ADA evaluation unit. Interviews during the country visits followed largely suggestions from the coordination offices or the evaluators themselves.

4.4   Document review

One major sources of information were the documents the evaluation team reviewed[21]. These documents included:

- MFA documents including policy papers and guidelines, three year programmes, regional and country programmes

- ADA documents including business plans, annual reports, work programmes, gender assessments, evaluations

- Country specific documents on Albania and Ethiopia including country quarterly reports, project documentation (tender documents, project proposals, gender questionnaires, progress reports, final reports, evaluations), national policy papers, CEDAW reports, etc.

- Multilateral and bilateral development cooperation documents including gender policy evaluations, gender action plans and gender policy papers, specifically of SDC and NDC.

- NGOs and research documents on gender mainstreaming

4.5   Online survey amongst coordination offices

An online survey amongst coordination offices[22] targeting the heads of the coordination offices as well as the programme officers was carried out during phase two. The focus of the online survey was ADC gender knowledge management. It was explored to what extent a gender approach has been internalized at the level of the coordination offices and is routinely implemented in day to day operations.

As the survey was to capture quantitative as well as qualitative dimensions of gender policy and its implementation, data analysis equally combined quantitative and qualitative elements with a mixture of multiple choice and open questions. The processed survey data in combination with the interpretation of the qualitative information received were related to key concepts, structures and procedures for the purpose of assessment and the construction of recommendations.

With a view to the different areas of responsibility, 22 questions of the survey were addressed at heads of coordination offices and 21 questions at programme staff. It was answered by 11 office heads and 20 programme staff. Overall, the response rate of the survey was 91.7 % for office heads and 87% for programme staff.

4.6   Database analysis of gender markers

The ADC gender marker database lists a total of 2.104 gender marker ratings. Amongst those 2104 ratings 343 are rated with 0, 1539 with 1 and 222 with 2. In the following steps the team tried to get an understanding of patterns that might have impacted on the particular ratings. In this regard, for each rating a disaggregation of data with regard to the following aspects has been made:

- Frequency per year between 2004 and 2011
- Frequency per geographical region and country
- Distribution or frequency amongst sectors

(For results see annex 9.8)

---

[21] See Annex 9.11
[22] See survey questionnaire results in Annex 9.4

4.7 Analysis of gender assessments

Gender assessments are a key instrument of gender policy implementation. At the time of the evaluation the databank held 560 assessments. Screening prior to the presentation of the inception report showed a fair amount of similarity between the assessments. Therefore, during the inception workshop the decision was made to limit in-depths analysis to a sample of 31 gender assessments to be selected on the basis of the criteria gender marker distribution, country/regional programmes, sectors, and time.

Thus, a first selection of gender assessments was made in accordance with the distribution of gender marker ratings. Consequently, out of 560 gender assessments 11% rated gender mainstreaming (GM) 2 equalling a total number of 4 gender assessments, 16% rated GM 0 equalling 5 assessments and 73% rated GM 1 equalling 31 gender assessments were selected and analyzed. The second criterion looked at the distribution amongst sectors or categories as per gender database. The third criterion took into consideration the distribution per a) region and b) countries. The focal regions for ADC are Africa, Asia incl. the Middle East, Latin America and South Eastern Europe. The countries were then used as next selection criterion. Thus, if i.e. 2 assessments out of the education sector in Africa were selected, the team chose the largest project in terms of contract volume out of those two African countries with the highest number of education projects.

In addition to the sample selected on the basis of criteria, 6 randomly selected assessments covering older and more recent ones, and the altogether 23 assessments from Albania and Ethiopia were analyzed The assessments to the projects/programmes discussed during the country visits were object of particular scrutiny. In these instances it was possible to verify with coordination office staff and at project/program management level the extent to which the assessments, and in particular the recommendations, have in fact been relevant for project implementation, monitoring and reporting.

In total 60 gender assessments were analysed. This number was regarded as adequate as it turned out that quantitative findings could not be derived from a gender assessment analysis and qualitative findings strongly depended on reconstructing the context in which assessments were placed (For List of Gender Assessments analysed see annex 9.5).

4.8 Field visits to Albania and Ethiopia

For an in-depth exploration of how ADC gender policy is being implemented in the development cooperation partner countries regarding policy dialogue, the country programming process, the project portfolio and impact, two country case studies were included into the evaluation process.

ADA selected the countries to be visited following a set of criteria:

- Countries priority countries / in a priority region of ADC, preferably in Africa
- Countries with an ADC coordination office
- Gender Focal Point appointed in the coordination office
- Proportional high percentage of projects with gender marker 1 and 2
- Systematic application of the topic

Based on these criteria ADA selected Albania and Ethiopia as case study countries. As the countries chosen have to be considered as "strong performers" with regards to gender policy implementation, the case study findings may not be regarded as entirely representative, but rather point to good practices. Triangulation with findings from the online survey, the assessment of country strat-

egies, and interviews with country desk officers allowed for integrating case study findings into the broader picture.

Each of the international experts visited one of the countries, with Prof. von Braunmühl going to Ethiopia and Ms Queiroz de Souza going to Albania. They were both supported in-country by a local gender expert.

As the evaluation is a strategic policy evaluation, the country visits focused on policy and strategic issues, with the project visits mainly serving the purpose of highlighting in how far policies and strategies have been successfully translated into implementation practice. Other aspects covered during the country visits included ADC's involvement in donor coordination and policy dialogue, coordination offices' programming practices, the extent and use of gender resources and a donor comparison. Therefore interviews, focus group discussions and visits included coordination office staff, government entities, NGOs and other implementation partners, donors and programme beneficiaries were had.

Projects to be visited were chosen in coordination with the evaluation unit and the country desk officers as well as the coordination offices. Selection criteria were the range of gender markers (0, 1, 2), different intervention sectors and accessibility / distance of project site to fit into the time available[23]. Because of the abundance of data the focus of the country case studies had to be on recent and ongoing projects/programmes rather than covering the entire evaluation period.

Specific research questions for the countries were developed and country case study findings integrated into the overall evaluation question findings.

4.9 Donor comparison

As ADC had a particular interest in good practices and lessons learnt from other donors, a comparison of policies and practices of two other donors was integrated into the evaluation.

Based on the following selection criteria, two donors were selected for the donor comparison:

- Donor is an OECD/DAC member
- Amount of ODA roughly comparable to Austria (small to medium donor)
- Similar percentages of gender equality focused aid
- Similar cooperation topics
- Similar resource structure regarding gender resources within the operative organisation
- Availability of gender policy evaluations
- Country office in at least one of the countries chosen for the country case studies

In addition to criteria of similarity, qualitative criteria were considered, such as gender concepts, engagement with gender networks, innovative approaches, etc.

Switzerland (Swiss Agency for Development and Cooperation - SDC) and Norway (Norwegian Ministry of Foreign Affairs and NORAD) have been chosen for the donor comparison as they fulfilled the defined criteria to the highest degree.

The donor comparison was carried out by assessing the available gender documents (progress reports, performance reviews, policy evaluations, guidelines, action plans, OECD Peer Reviews

etc.), gender statistics, gender manuals and tools, telephone interviews with headquarter gender desks, interviews with staff in the respective country offices (SDC in Albania, NDC in Ethiopia).

---

[23] See Annex 9.8

The findings of the donor comparison were integrated into the relevant overall evaluation question findings. In addition a separate consolidated sub-chapter was included, focussing on key differences and good practices instead of assessing similarities and common flaws (5.2.6).

5. Evaluation Findings

5.1 Relevance of gender policy document

Following the institutional re-arrangement and the setting-up of the separate entity ADA, work on policy documents and guidelines swiftly set in. The policy document on "Gender Equality and Empowerment of Women", in the German version referred to as guidelines (Leitlinien), was published in April 2006 (reprint in March 2010). The document is the cooperative product of the then gender expert at the MFA, the newly recruited ADA gender desk and a gender expert closely attached to the gender network Women in Development Europe (WIDE). Though officially endorsed only two years later, it was immediately circulated and put to use as a valid policy document. It was, in fact, the first of a series of policy documents and guidelines to be yet elaborated.

The normative frame of the gender policy document is set by a concept of human rights in the context of which "women's rights are seen as a non-negotiable principle" (6). The guidelines particularly refer to the Convention on the Elimination of All Forms if Discrimination against Women (CEDAW), the Beijing Platform for Action (BPfA) and the Millennium Development Goals (MDGs), and, at strategy level, Poverty Reduction Strategies (PRS). The strategic objectives, gender equality[24] and women's empowerment, are to be served by the cross-cutting use of gender mainstreaming.

Some of the instruments envisaged for implementation of the gender policy have never materialized (Gender Management System, gender audit, strategy papers[25], application of the Calvert Women's Principles, annual meetings of the gender experts in the coordination offices), some have been discontinued (Gender box[26] and gender pools in coordination offices). The major pillars and institutional mechanisms of gender mainstreaming are in full use. These are: gender questionnaires (see 5.2.2.1) and the application of the OECD/DAC gender markers in conjunction with gender assessments (5.2.2.2), gender training (5.2.3), and the institutionalization of gender expertise in ADA's headquarters (HQ) (5.2.3) as well, wherever possible, in the coordination offices (5.2.4). Gender Responsive Budgeting is the logical extension of mainstreaming gender on budget level. In connection with the so-called new aid modalities it is introduced in the guidelines with the cautious reservation "in so far as time and resources are allocated for that purpose" (5.1.2.4). Coherence with the policy approaches of relevant Austrian ministries (5.1.5) and with the international donor community (5.1.2) is sought. Monitoring and evaluation is to be guided by result-based indicators (5.2.5.3).

At the level of the normative frames there is an interesting difference in emphasis between ADC, SDC and NDC. While all three are firmly embedded in the universal human rights, NDC consistently sets its gender policy in a frame of "Women Rights and Gender Equality". The rationale for doing so is rarely articulated, but could well be seen in a stronger citizen-based approach. This reading is substantiated by the respective Action Plan of the Norwegian Ministry of Foreign Affairs which prioritizes women's political participation and only then states women's economic participation, sexual

---

[24] Throughout policy and planning documents intermittently gender justice rather than gender equality can be found. While gender justice could be read as being closer to the discourse of women's organisations, in the context of ADC the difference is said to have neither meaning nor implications

[25] In a way the intention of the envisaged strategy papers can be said to be retained in the thematic papers e.g. on UNSC resolutions 1325 ff, see 4.1.6.

[26] It was felt that otherwise available resources, e.g. UNICEF's Country Situation Analysis of Women and Children could well serve the purpose.

and reproductive health and rights and violence against women.[27] This as also reflected in a somewhat stronger wording focussing on the "redistribution of power, resources and care responsibilities between men and women"[28] rather than equal opportunity. Finally, NDC gender funding privileges women organisations as the central change agents of asymmetric gender relations.

5.1.1 Conceptual issues

5.1.1.1 Gender Equality

The guidelines offer a definition of gender equality which is in line with a Gender and Development (GAD) approach.

"The concept that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different aspirations and needs of women and men are considered, valued and favoured equally." The wording though seems to sit somewhat uncomfortably between Women in Development (WID) and GAD. The relational nature of gender is barely touched upon. It is basically the situation of women which is addressed; men as responsible actors in gender relations are virtually absent. As the transformative meaning of gender, i.e. the inherent call for a change in the 'normal' asymmetry of gender relations does not become a topic, it seems justified to talk about a bias towards integration (WID) rather than change (GAD).

Within MFA and ADA the bias is shared by both conviction and doubt. Some see and regret the bias, but fear that financial means might be deflected from serving the needs of women, if men would be given a more prominent role. The Focus paper on Gender Equality and Women's Empowerment published in October 2009, while retaining the definitions of the gender guidelines in its opening statements, in its further explanations has a far less muted language. Here the concept of gender is described as entailing inherently a critique of unequal power relations in all social configurations. The same holds true for the "ADC quality criteria for gender-sensitive development cooperation" (no date). They define gender relations as inherently power relations resulting out of the gender division of labour with reproductive work assigned to women. (Gender perceptions prevailing in the coordination offices will be discussed under 5.2.4)

5.1.1.2 Gender Mainstreaming

The definition of gender mainstreaming quoted in the guidelines with a focus exclusively on mainstreaming is narrower than the twin track approach ADC (integration of a gender perspective <u>and</u> women specific actions), in line with the entire donor community, is actually committed to.

"Gender mainstreaming concerns planning, (re)organisation, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated in all development policies, strategies and interventions, at all levels and at all stages by the actors normally involved therein."

From its inception gender mainstreaming has been conceptualized as entailing the integration of a gender perspective in policy design and throughout programme and project cycles and activities addressing the specific situation of women in the quest for empowerment. This understanding forms the basis of the OECD/DAC gender marker system which ADC has practiced from the start. It continues to serve as basic orientation for the numerous efforts to implement ADC's gender policy.

---

[27] NORAD: Guidelines for developing an Embassy Action Plan for Women's rights and Gender Equality in Development Cooperation, March 2012.
[28] On Equal Terms: Women's rights and Gender Equality in International Development Policy. White Paper 2008, Report No 11 (2007-2008) to the Norwegian Parliament, p. 9

It is not entirely clear, why the gender guidelines present a definition of mainstreaming which leaves out the second, pro-active aspect of the two-pronged approach. The gender training material notes of the gender desk are fully in line with the internationally prevailing dual track approach. The Focus paper also explicitly introduces gender mainstreaming as a dual strategy with actions specifically designed to empower women as well as the integration of a gender perspective in all programmes and projects. In fact, the actual ADC gender policy has always followed that line.

5.1.1.3 Empowerment

The definition of empowerment is formulated in gender neuter and very generic terms, referring to the process as such and leaving out the actor.

"The process of gaining access and developing one's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms."

While the English version bases its very wording on process, the German version speaks about shaping the "Los der Gemeinschaft" by means of "eigenverantwortliches Handeln". There are various awkwardnesses assembled here. "Eigenverantwortung"[29], particularly when individualized ("eine Person" / *a person*) due to its tendency to marginalize the responsibility of the society at large, is a highly contested notion especially with social movements, including the women's movements. "Los", 'lot' or 'fate', in the context of empowerment and shaping strikes a strangely fatalistic cord. The German "Gemeinschaft" (*community*) carries culturalistic connotations with a certain distance to societal change and political voice. Further-on the guidelines offer a much more active reading of empowerment and consistently refer to the empowerment of women.

The interviews at ministry and ADA headquarters level brought to the fore a variety of different understandings of empowerment. These can be categorized under a) access, b) control, c) voice. Preference for access tends to veer towards a WID reading of gender policy (integration into development), preference for control to a GAD reading (focus on change). Voice[30] has long become shorthand for equal and active involvement on whatever level is decisive for one's life. Few of these preferences can be related to specific positions in institution, sector or rank. Rather these preferences appear to be the result of personal backgrounds, present or past affiliations and / or personal expression of professional approach. A number of ADC staff had previously worked with CARE Austria, which provides a fertile breeding ground for gender commitment and gender competence. There are also those who feel the concept of empowerment in whichever reading on the decline and security concerns on the rise. (The reading of the guidelines at country level will be discussed under 5.2.4)

5.1.1.4 Core areas

The gender guidelines discuss the sectors most characteristic for ADC support – education, health, water and sanitation, energy, rural development, private sector development, good governance, human rights, democratisation and peace building – with a view to their contribution to three core areas, capabilities, opportunities, personal security. With this the policy document follows Task Force 3 of the Millennium Project[31]. By all appearances the status of the core areas is more of an organising nature in the policy document itself. They do not inform the two key instruments for ensuring gender compliance. Neither the questions of the gender questionnaire nor the handout for the formulation of gender assessments are structured by the core areas (see 5.2.2.2).

---

[29] In institutional development discourse, e.g. the Paris Declaration, Eigenverantwortung is translated 'ownership'. However, in German the concepts of Eigenverantwortung and ownership have entirely different connotations.
[30] Albert O. Hirschman, Exit, Voice and Loyalty. Responses to Decline in Firms, Organisations and States. Harvard University Press, Cambridge Mass., 1970
[31] The Task Force to MDGSS 3 "Gender Equality and Empowerment of Women" assembles internationally most renowned feminist academics. It has successfully broadened the gender mandate from one goal into mainstreaming gender concerns into all 8 MDGSS.

The concept of **capability** is largely modelled on writings by Martha Nussbaum and Amartya Sen and is to govern the sectors education, health, water and sanitation.

Opportunity is subdivided in a) assets and economic resources and b) political participation. The concept of **opportunity** derives from the economic sphere, which in fact ranges first in the substantiation of the concept provided by the guidelines. Political participation is introduced second in line and only as an opportunity, not as a right and claim to political empowerment and inclusive citizenship. Here the guidelines appear to leave the rights-based approach which has been prevailing within the UN and OECD even at the time of the formulation of the guidelines and certainly today[32]. This clearly marks a difference to NDC and SDC. With both the overall approach is rights-based from the start and throughout[33].

The conceptual understanding of the third core area, **personal security**, draws on the human security debate and implicitly opts for the narrower version with a focus on physical integrity (freedom from fear). The substantiations fully corroborate the concerns of the international women's movements as expressed in the debate on the continuum of violence from the private to the public sphere into international relations. However, in that context the German expression "Abfederung persönlicher Sicherheit", again taken from the socio-economic sphere and absent in the English translation, seems strangely out of place.

Here too, the focus paper is more explicit on the immediate linkage between the core areas and the empowerment of women.

In a way, the paper is characterized by a somewhat awkward hybrid nature. This reflects in the difference between the English and the German version. The English version carries the simple sub-title "Policy document". The German version refers to itself as "Leitlinien der Österreichischen Entwicklungszusammenarbeit". In other words, in the English version one is expecting some sort of general policy directive, in the German more concrete guidelines on process and procedure. The level of normative discursive reflection in combination with the absence of operational questions and entry points does not make for everyday use of the text and clearly impairs the relevance of the document.

5.1.2 Linkages to international themes and mechanisms

Key themes concerning gender have been raised and framed in the international arena, shaped international discourses, and gained institutional recognition. Most importantly, they have set international mechanisms into motion which ADC responded to and reacted upon. The Millennium Development Goals (MDGs), UNSCR 1325 on women, peace and security and subsequent resolutions, the Paris Declaration, the EU Gender Action Plan and Gender Responsive Budgeting have been taken up by ADC with remarkable vigour. In part they have been internalized into Austrian politics. They certainly impact the gender policy document.

5.1.2.1 Millennium Development Goals

By being taken as its very framework the MDGs enjoy a very high status with the gender policy document[34]. Goal 3 – Promote gender equality and empowerment of women – and the work of the MDG 3 Task Force marks the origin of the core areas. At the same time, along with the Task Force, the gender guidelines join in a reading of MDG 3 which refuses an MDG 3 women's niche

---

[32] See Thematic Session on Rights-Based Approaches to Development. Fourth High-Level Forum on Aid Effectiveness, Busan 29.11.2011, http://www.oecd.org/dataoecd/32/62/49481128.pdf

[33] E.g. SDC's Gender Policy strongly refers to unequal power relations and the reduction of gender inequalities as a strong contribution to social justice. With reference to opportunities, the opportunity to exercise one's rights equally ranges first, then being followed by opportunities to equal access and control. In: Gender Equality. A key for poverty alleviation and sustainable development, SDC, 2003, pages 1-2

[34] "Human rights as a commitment, MDGs as framework, and Poverty Reduction Strategies as a focus. p. 8

and insists on "including women's rights in all MDGs". It is in this sense that ADC has supported the MDG.

5.1.2.2 UNSC resolution 1325

The core area of security in the policy document "is based on CEDAW and on UN Security Council resolution 1325 on women, peace and security, which calls for strengthening the role of women in conflict prevention and settlement." In the very same month of the publication of the gender guidelines a public meeting and symposium with highly placed political participation endorsed the importance of the resolution and demanded that UNSC delegations be more accessible for women activists and should receive better quality in-depth training on the resolution[35]. Austria in turn has been very active. Following the symposium she was one of the first countries to develop a National Action Plan. In 2007 after consultations with civil society organisations in a cooperative effort of various ministries (European and International Affairs, Women's and Youth' Affairs, Interior, Justice, the Federal Chancellery, Office (Division II) Defence and ADA) the action plan was agreed upon[36]. A working group chaired by the MFA has been set up for monitoring purposes. The plan requires annual reports to be submitted to the Council of Ministers and forwarded to Parliament; it has since seen its third report. Presently the plan is under revision with the integration of the 26 indicators accepted by the UNSC in 2010 envisaged. For ADC UNSCR 1325 grew to serve as central reference point for a wide range of issues and activities in the area of gender-based violence and women's participation in matters of peace and conflict[37].

5.1.2.3 Paris Declaration

Much to the dismay of nearly all ODA gender experts the original version of the Paris Declaration on Aid Effectiveness dated March 2005 was virtually gender blind[38]. The gender policy document carefully aligns the declaration with gender objectives by stating: "ADC gender policy is in favour of including women's rights in all MDGs and of implementing the Paris Declaration on Aid Effectiveness, thereby supporting the advancement of CEDAW and the BPfA." (15) Thus the guidelines do pay reference to the Declaration as a policy shaping frame, at the same time they link it to an agenda of gender equality and women's empowerment[39]. The Accra Agenda of Action does only mildly better on gender. ADA, very much under the stewardship of its gender desk, has since wisely pursued a dual strategy. On the one hand the still rather weak gender substantiations of the Paris Declaration decided upon in Accra are interpreted as extensive as possible, on the other the desk along with experts of the OECD/DAC Gendernet lobbies for stronger gender mainstreaming[40]. On the way to the 4th High Level Forum Nov/Dec 2011 in Busan some progress is felt to have been made. The Outcome Document "Partnership for Effective Development Cooperation", December 2011, does state that "Reducing gender inequality is both an end in its own right and a prerequisite for sustainable and inclusive growth" (para. 20) and spells out key themes also adhered to by ADC.

---

[35] Building peace – empowering women. Gender Strategy to make UN Security Council Resolution 1325 work, December 2006

[36] Österreichischer Aktionsplan zur Umsetzung von VN-Sicherheitsratsresolution 1325 (2000), August 2007. In the same year Austria initiated a comprehensive study with a view to rallying strong action on the resolution within the EU. Andres Sherriff, Karen Barnes, (April 2008): Enhancing the EU Response to Women and Armed Conflict with particular reference to development policy. Study for the Slovenian Presidency, Discussion Paper No.84

[37] A Focus Paper (1/2011) on "Women, Gender and Armed Conflict" highlights some of the actions at country level.

[38] So is the evaluation of the Paris Declaration phase 2, Case Study Austria, Final Report, Dec. 2010. It does not even state an objective for 'gender international', while all other Inter-ministerial Working Groups and Task Forces are recorded with their objectives.

[39] "the criteria of the Paris Declaration for increasing the quality of cooperation will also have to take account of gender equality. Empowerment of women is decisive for development.

[40] In that context two papers are particularly important: DAC guiding principles for aid effectiveness, gender, equality and women's empowerment. Endorsed by the DAC Senior Level Meeting, December 2008; Findings from the Gender Equality Module of the 2011 Paris Declaration Monitoring Survey.

5.1.2.4 Gender Responsive Budgeting (GRB)

With the increasing focus on the so called new aid modalities and joint financing instruments (basket funds, direct budget support, SWAPs) 'traditional' programme and project-oriented gender mainstreaming techniques tend to lose ground. Here the gender policy document is noticeably cautious. While acknowledging the change in development context, the guidelines appear to be informed by concepts characteristic for the very beginning of the respective debate. Gender budgeting[41] is conceptualized as a result of the more or less direct interaction between women's organisations and administrative structures. The only time GRB is mentioned in the gender guidelines occurs with reference to "gender-responsive budget analysis of project budget". Budget analysis, this is the definition in the glossary, rather than pro-active budgeting may actually be more to the point of what GRB achieves at this point in time. The political thrust of GRB, however, reaches farther. It goes beyond projects and programmes and aims for a budgeting process the gender-sensitivity of which does not necessarily rely on feminist lobbying.

In March 2007 at the occasion of a Finance Forum the current head of the MFA Development Division stated clearly a commitment to GRB on the way to Accra and to Doha. This reflected in the two following three-year programmes, a point which was underlined in various conversations with MFA officials. By January 2009 an ADA paper published a very user friendly information on "Making Budgets Gender-Sensitive, a check-list for programme-based aid" pointing to the Paris Declaration. ADA's 2008 work programme envisages increased activities for GRB. However, an internal ADA working group on GRB apparently did not get off the ground. Indications are that ownership of GRB to a large extent remains with the gender desk and is not shared by the majority of programme staff. In part regional (e.g. South Eastern Europe) and country programmes (Albania) have taken GRB on board. And, of course, Austria is the first European country to introduce GRB in her Constitution and budget law and thus serves as a model for other countries[42].

5.1.2.5 EU Gender Action Plan

The Action Plan for 2010 to 2015 was accepted by the EU Council of Ministers as annex to a resolution related to the MDGs in June 2010. Obviously it does not form part of the gender policy document. However, it is very much the product of a common effort to which the ADA gender desk contributed greatly. The plan with is three-pronged approach – a) political and policy dialogue on gender equality, b) gender mainstreaming, c) specific actions – quickly grew to be an important reference point for gender politics. Defining objectives, actions, indicators, and timelines it organizes not only comparative information, but also successfully induced discourses and cooperation structures from European to regional to in-country levels. With its move away from a primary focus on programmes and projects to the sphere of political designs and collective donor action, the GAP addresses the very level that gender mainstreaming is conceived to operate on. Austria submitted her first EU GAP report in September 2011.

5.1.3 Gender Mainstreaming of ADC

A content analysis of a policy document is anything but meaningless. But it says very little about just how far the spirit and the intention of the document capture the minds and attitudes of institutional actors and how the document is translated into the documents governing the ADC process. It is at these levels that the relevance of a basic policy document and guidelines is decided upon. In sharp contrast to the previous situation where a women's machinery with women's or equality representatives (Frauen / Gleichstellungsbeauftragte) had the lonely job of struggling for women's equal treatment predominantly in the world of work, gender mainstreaming mandates oblige the

---

[41] To this day gender budgeting and gender responsive budgeting are used interchangeably in Austria.
[42] See the study visit on the implementation of Gender Responsive Budgeting in Austria by a delegation from the Albanian government in September 2011.

management. As early as 1999 the DAC Guidelines for Gender Equality and Women's Empowerment in Development Cooperation stated unequivocally".

Strong, consistent leadership is critical to effective policy implementation. Management and staff must be held accountable for policy implementation. When gender equality and women's empowerment is taken seriously at the management level significant progress can be made. Wit regard to 'good gender management' within development co-operation policy and programmes in DAC Member countries senior management levels should be in charge of:

- ensuring regular monitoring of the results of gender equality strategies and goals, granting a high profile to the issue and rewarding outstanding staff contributions;
- ensuring consistent communication to both staff and others of the importance of gender equality and women's empowerment as a strategic objective of development. In policy discussions, public documents and interviews and presentations;
- allocating sufficient resources to support policy implementation

In the same year of ADA's creation, in 2004 an EU Toolkit on mainstreaming gender equality in EC development cooperation in Section 1 provides a set of "questions for assessing organisations". Immediately after the first question inquiring "Has the organisation a gender policy statement?, The second question asks "Does senior management demonstrate commitment to gender policy?"

In other words, with gender mainstreaming the top of organisations and institutions has to ensure that gender considerations inform and structure policy and administrative processes. It is in this area that the recent African Development Bank (AfDB) meta-evaluation of gender mainstreaming finds most serious deficits[43].

A major step regarding the introduction of gender mainstreaming into Austrian political life was the creation of the Inter-ministerial Working Group Gender Mainstreaming (IMAG) in July 2000 by cabinet decree. The MFA has been an IMAG member from the start. Most recently, in the context of the introduction of result-oriented governance (wirkungsorientierte Steuerung) the cabinet asked all ministries to formulate five expected results, one of which has to be explicitly gender relevant. For internal purposes the MFA has institutionalised attention to gender equality in its personnel department with the equality advisor (Gleichstellungsbeauftragte). As to gender expertise in development, much to the regret of coordination offices and ADA headquarter, Division VII in charge of development cooperation, has ceased to have a Gender Focal Point (GFP) amongst its staff.

The information that in her time (2004-2008) minister of Foreign Affairs Dr. Ursula Plassnik has shown a vivid interest in gender issues and particularly so under aspects of political participation was rendered at various occasions and oftentimes without the question being raised. It is felt that in minister Plassnik's years there was active encouragement concerning gender programming and funds were made available to that effect. In 2009 Dr. Plassnik was appointed special envoy for international women's affairs of the MFA. The present minister is generally felt to take markedly less of an interest in gender issues. Also, ADA management was never mentioned as being a particularly encouraging resource for gender mainstreaming at any time. The same holds true of the Supervisory Board. By the account of a Supervisory Board member, while guidelines are submitted to the board, monitoring compliance is not seen as belonging to the board's remit. The gender policy document is no exception to this practice.

In SDC the senior management consisting of the Director General and the heads of SDC's departments, discusses and comments the Annual Progress Report on Gender Equality. These man-

---

[43] "A key challenge to mainstreaming gender equality in donor organisations has proved to be the failure of senior management to move beyond policy rhetoric and to actively commit to the concept, to put in place organisation-wide systems and resources necessary to make gender everyone's business" (page 8) and "In no evaluated case was gender mainstreaming reported by staff to be seen as a true and consistent priority of top management" (page 66). In: African Development Bank Group: Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere. Evaluation Synthesis, Operations Evaluation Department, May 2011

agement responses are an important expression of gender commitment and intent. In 2008/09 the gender policy evaluation coincided with a major re-organisation process within SDC. Senior management carefully aligned the two processes. It discussed the evaluation findings and approved adjusted recommendations in line with the new organisational structure. The majority of the recommendations were implemented.

5.1.3.1 Three-years-programmes

"The Three-Year Programme on Development Policy is Austria's main instrument for giving strategic direction to all official bodies involved in aid"[44]. As a rolling instrument it was updated annually"and these annual updates tended to continue the strategic orientation of previous programmes" (ibid). The annual allocations in the years under review can be found in the table below (Table 1)[45].

Table 1: Overall ODA Spending in EUR m

	2004	2005	2006	2007	2008	2009
Investment project aid	4.75	6.90	7.16	7.66	6.69	5.88
Programme Aid	3.63	11.77	26.53	22.39	47.44	37.59
Technical cooperation	105.61	120.26	128.23	138.2	144.97	142.86
Debt relief	74.79	727.24	602.79	675.35	508.42	42.21
Humanitarian Aid	46.94	70.61	14.03	10.89	30.64	26.12
Admin costs	23.82	25.05	25.47	26.47	27.9	28.65
Other grants	19.18	23.71	69.05	89.07	88.82	85.19
Others	5.03	5.71	3.84	2.66	0.39	7.23
Bilateral ODA	**283.75**	**991.25**	**869.70**	**967.39**	**855.27**	364.17
Multilateral ODA (UN, EC, IFI, others)	**261.72**		**324.1**	**353.69**	**332.70**	455.75
Total ODA	**545.42**	**1265.89**	**1193.80**	**1321.08**	**1187.97**	**819.91**

Source: ODA Reports 2004-2009. Note: As the OECD/DAC categorisation for ODA changed in 2010 from "type of aid" to "type of implementation instrument", 2010 figures have not been included in this table.

Looked at with a gender lens there are in fact continuities as well as emphases and silences due more to political conjuncture than to consistency of agenda.

2004-2006 the first 3-year programme governing ADC is rich with references to women and gender. Gender equality is one of four basic principles. It is also mentioned in the first principle, partnership and ownership, if so in the somewhat muted version of "Einbindung", i.e. securing consensus rather than autonomous political voice. The principle of gender equality itself is detailed in a comprehensive list that contains all elements of gender mainstreaming from dual track via support to women's organisations to elaboration of appropriate methods and tools. The programme states unequivocally: "All topics and sectors touched by ADC are gender relevant".

2005-2007 restates the commitment to gender equality, endorses that all projects are to contribute to improving the situation of women, and sees the need for more „concretised gender mainstreaming"(19). It contains an excursus on 'promotion of women' with a strong WID bias and it introduces

---

[44] OECD/DAC, Austria. Peer Review 2009, p.24
[45] Detailed tables on sector distribution of bilateral ADC (in EUR m and %) can be found in annexes 9.5: Distribution of bilateral ADC funds 2004-2010 by sectors in EUR m and percent.

the standard phrase on environment and gender which is to re-appear in nearly all further 3-year programmes[46].

2006-2008 carries a foreword by Minister Plassnik, generally highlights women's agency and achievements in development and post-conflict situations, repeatedly refers to the gender policy document, mentions women in nearly all of the country programme presentations and, in addition, places the international women's sign ♀ wherever the programme wishes to point to the gender relevance of ADC supported actions.

2007-2009 focuses largely on the Conference initiated by Minister Plassnik on „Women Leaders-Networking for Peace and Security in the Middle East", which took place in Vienna in May 2007. A fair amount of actions envisaged are based on the deliberations and resolutions of that conference. In addition though it is reported that die Ministry of Finance (MoF) elaborated a strategy concerning the IFIs which, apart from mainstreaming, devotes an entire chapter to gender issues. Also the announcement is made that Austria – the budgetary situation permitting - intends to increase its allocation to the promotion of women five times its present size.

2008-2009 is particularly strong on thematic issues: Gender Responsive Budgeting is mentioned for the first time, UNSC resolution 1325 plays an important role, Gender Based Violence is raised repeatedly. Linkages such as gender and food security and gender and environmental resources are pointed out, both times with an emphasis on agency rather than vulnerability.

2009-2011, on the backdrop of an EU study initiated by Austria, continues specifically the theme gender in peace and security. It adds to the topic some interesting gender theoretical reflections on culturalist readings of gender inequalities, women' s rights and constitutional thought.

2010 -2012 is markedly subdued on gender and basically situates ADC efforts in the context of the UN with the MDGs, UNSC resolution 1325 and the Austrian Action plan, and support to the UN reform process (UN women, ONE UN) specifically mentioned.

Summing up the gender review of the 3-year programmes: Clearly women's and gender issues are always and quite continuously present, albeit with different emphases and themes. Again, an absence of men in gender relations is noticeable. To what extent, to quote the AfDB evaluation, allocation of resources and action effectively goes "beyond policy rhetoric" will be discussed under 5.2.

5.1.3.2 Sector guidelines

Strategic Guidelines (Strategische Leitfäden)

To date two strategic guidelines on Environment and Development (9/2009) and Security and Development (10/2011) have been approved by the Council of Ministers and as such are binding for all government institutions. A major function of the strategic guidelines is to secure coherence of government action. A follow-up mechanism does not exist. Further strategic guidelines on human rights, democracy, and good governance are planned to be submitted to the Council by the end of 2014.

The guidelines on **Environment and Development** explicitly underline women's empowerment, gender equality and gender mainstreaming. They mention the role of women for water, fuel wood etc, but give no guidance as to how to address these roles. The implementation matrix makes no further mention of gender, neither of women. The guidelines on **Security and Development** refer to the protection needs of women and children and discuss contributions to the implementation of UNSC resolution 1325. In doing so they avoid the active participatory language of the resolution and talk about the "Einbindung" of women in peace processes. The more active "Teilnahme" is used with reference to the participation of women in Austrian peace interventions. Men as gender actors in war and peace are not mentioned at all.

---

[46] „Die Bereiche Gender und Umwelt werden in allen Projekten und Programmen der Österreichischen Entwicklungszusammenarbeit (OEZA) im Wege des Gender und Umwelt Mainstreamings berücksichtigt"

Policy guidelines (Leitlinien)

Policy documents are endorsed by the MFA and binding for the ministry itself and for ADA. Presently there are altogether ten such guidelines[47], of which nine have been assessed regarding their gender content (except, of course, the gender guidelines).

While the policy document on **NGO Cooperation** neither refer to gender nor to women at all, the guidelines on **International Humanitarian Aid** and **Energy for Sustainable Development** do not refer to gender, but refer to women as particularly affected in the sector context and therefore to be addressed as a specific target group.

Six of the nine policy documents at least refer to gender mainstreaming and women's empowerment briefly as one of the ADC principles[48]. Only two policy documents[49] describe how gender is relevant in the specific sector context, i.e. how women's roles and access to resources are different from men's and what the impact is. Most documents either do not reflect gender in the specific sector context or are limited to pointing out that women should be prioritised in interventions, as they belong to the group of the most vulnerable. References to the gender guidelines and to sector specific gender references are few. Except for the water guidelines there is almost no strategic guidance on entry points for gender in the sector. All policy documents refer only to women when addressing gender; men are entirely absent, even in the context of peace building.

Overall, gender mainstreaming is hardly translated into policy formulation for themes and sectors and gender is poorly reflected in almost all of the policy guidelines with the exception of **Water Supply, Sanitation, Water Resources.**

(For an overview matrix of gender inclusion in sector guidelines see annex, table 7: Inclusion of GEWE in ADC policy documents)

5.1.3.3 Operational guidelines

ADA provides templates for activity reports and progress reports and guidelines for project and programme evaluations, each of which can be expected to mark phases of reflection and adjustment. The template for activity reports contains no elements pointing to gender, women or sex-disaggregated data. The template for progress reports inquires into the implementation of recommendations of the gender assessments. The evaluation guidelines demand and specify a thorough integration of gender concerns in all steps of an evaluation exercise. To that effect they provide a short, concise gender checklist. Furthermore, they require gender balance in the team, and at least one member of the evaluation team must have a profound gender expertise.

In addition there is a profusion of documents often equally called guidelines (Leitfäden), in part of operational nature, in part discussing sectoral issues (e.g. private sector development by NGOs) and further papers designed to assist with quality control (e.g. Qualitätskriterien Armutsminderung). They will not be screened here. Finally, a handout to guide the project preparation, in force as of 1/2009 and indicating amongst others the sequencing of gender and environment inputs, does exist. Be it for its complexity, be it for the dominance of established routines, the guide appears to be so little in use that is was never mentioned by any of the interviewees in the research phase of the evaluation.

---

[47] Good Governance (2011), Economy and Development (2010), Poverty Reduction (2009 new edition 2010), Energy for Sustainable Development (2006, new edition 2009), Peacebuilding and conflict prevention (2006, new edition 2009), Human Rights (2006, new edition 2009), Water Supply, Sanitation, Water Resources (2008), International Humanitarian Aid (2007), NGOS Cooperation (2007), Gender equality and empowerment women (2006)

[48] Water Supply, Sanitation, Water Resources, Human Rights, Energy for Sustainable Development, Poverty Reduction, Economy and Development, Good Governance

[49] Water Supply, Sanitation, Water Resources and Energy for Sustainable Development

5.1.4 Regional/country strategies

Regional and country strategies present the regional / national context for cooperation and outline ADC response strategies and intervention areas. In the context of this evaluation, 2 regional[50] and 12 country[51] strategies have been assessed regarding the inclusion of gender issues.

The two regional strategies - **Central America and South Caucasus** - hardly refer to gender issues at all. There is neither a gender dimension in the general context analysis nor a gender specific context analysis. While both regional strategies refer to gender as a cross-cutting issue, the strategy for Central America in addition lists intervention areas that should be addressed to enhance gender equality in the region[52]. The strategy for South Caucasus refers to gender equality as a principle of ADC and identifies women as specific target groups, but does not specify intervention areas for gender equality. Both strategies fail to mainstream gender into their intervention strategies or outline a strategy on gender equality. The logical framework applied in the strategy for Central America makes no reference to gender in its objectives and indicators.

The inclusion of GEWE issues varies widely across country strategies and with regards to context analysis, strategies and objectives. Two thirds of the country strategies obviously relate to existing national gender policies and initiatives, mainly existing national gender action plans[53]. Occasionally EU and UN gender frameworks are also referred to for the description of the cooperation context. A third of the country strategies make no reference to national or international GEWE initiatives[54]. Looking into the analysis of the cooperation context, only four out of twelve country strategies have a gender analysis included as a specific sub-chapter[55] and only two have mainstreamed gender relevant data and analysis in the general context analysis[56].

More attention to gender can be observed in the strategic parts of the country strategies. Gender is addressed as a sub-chapter under cross-cutting issues in nine strategies, at least mentioned briefly in two strategies and only missing in two (one of these the old Albania strategy from 2004, before the gender guidelines were published, and the other one Burkina Faso, where the country strategy took the form of a memorandum of understanding with the government of Burkina Faso and therefore does not follow the standard outline[57]). It seems that the structure of the country strategies encourages that gender is addressed in the strategic section. However, quality and depth differ quite substantially and some strategies simply state that a mainstreaming approach to strengthen GEWE including facilitation of women's participation and inclusion of women's organisations is being pursued. Some use the very same sentence including a reference footnote, apparently copied from one report to the other. Other country strategies go to some details to explain in which sectors and how they intend to address gender.

Most country strategies (except for three[58]) use a logical framework approach with objectives and indicators for their intervention strategy. From the nine country strategies using the approach, four logical frameworks are completely gender blind without any attention to gender in objectives and

---

[50] Central America and South Caucasus. These are currently the only regions for which regional strategies have been elaborated. A strategy for East Africa for example was not developed as originally foreseen, because of budget cuts.
[51] Albania (2), Bhutan, Bosnia and Herzegovina, Burkina Faso, Ethiopia, Kosovo, Moldova, Mozambique, Nicaragua, Serbia, Uganda
[52] This includes deficient legislation, precarious working conditions, physical and structural violence against women, reproductive health, education and the culture of asymmetric perception of gender.
[53] BiH, Uganda, Mozambique, Bhutan, Moldova, Ethiopia, Kosovo, Albania
[54] Nicaragua, Burkina Faso, Serbia, Albania 2004
[55] Bhutan, Ethiopia, Kosovo, Albania 2007
[56] Kosovo, Albania 2007
[57] According to the Burkina Faso Coordination Office the MoU in its original version did have a gender section, but the former Director of Development Cooperation in the MFA did refuse to sign any document with more than 20 pages, therefore the MFA deleted the gender section.
[58] Exceptions are Burkina Faso, BiH, Albania 2004

indicators[59] and four logical frameworks include some gender sensitive indicators related to different objectives[60], usually related to the number of women having access to the benefits of a certain intervention. One country strategy (Ethiopia) specifies gender specific results under the objectives for rural development and health, one country strategy (Moldova) has taken gender as a cross-cutting issue on board and has developed specific results and indicators and one strategy (Albania) has chosen "strengthening women's rights" as one major objective (1 out of 4) for its country strategy with indicators, etc..

Generally, the inclusion of gender issues does not seem to depend on the point in time when a strategy was developed, i.e. it is not obvious that gender issues have gradually gained importance in country strategies as the issue was developing within ADC. However, there are examples where attention to gender issues has developed over time within specific countries as is the case of Albania. The two country case studies indicate that inclusion of gender issues strongly depends on committed individuals, in particular the heads of coordination offices. Also, much depends on the initiative and watchful eye of GFPs. Following a short account of the articulation of country strategies in the two case study countries will be given, each reflecting the strategic emphases and specific imprints of either county.

(For an overview matrix of gender inclusion in regional / country strategies see annex, table 8: Inclusion of GEWE in ADC Regional and Country Strategies)

Albania

Austrian aid to Albania started with humanitarian interventions in 1991/1992 after the collapse of the communist system, when the country was going through a period of crisis and turmoil. Thereafter the evolution of the Austrian cooperation with Albania corresponded largely with the transformation process the country went through. After the phasing out of humanitarian aid in 1994/1995, cooperation focused on infrastructure to ensure minimal basic services and a cooperation office was installed. Because of the geo-political situation, Austria has a particular interest in supporting transition, thus the main focus in the Central and Eastern European Countries (CEEC) is to pave the way for EU-membership. As a consequence cooperation focuses strongly on economic development and the promotion of political stability to contribute to the fulfilment of the Copenhagen accession criteria.

The country strategy 2007 - 2009 continued ADC's regional focus on Northern Albania and concentrated on water, tourism, good governance and gender. The Albanian example shows how gender considerations can gradually develop. While in the country strategy 2004–2006 – yet in the absence of any gender guidelines - gender was not an issue at all and only a relatively minor intervention targeted women in politics, as women's political representation had decreased dramatically in the post-communist period. However, that intervention can be regarded as an entry point for ADC commitment to gender equality. The country strategy 2007-2009 not only declared gender a cross-cutting issue, but developed the strengthening of women's rights into a programme objective of its own, turning the Albanian country strategy into the only ADC country strategy to address women's empowerment at programme objective level.

While the water programme with its focus on complex water infrastructure does not provide major entry points for gender mainstreaming except for equal opportunities in the workplace, the regional and district development programmes are mainstreamed, mainly by ensuring the inclusion of women and their direct targeting. Strengthening women's rights is mainly through the support to women's political participation, anti-trafficking programmes and the strengthening of the government's gender architecture, i.e. gender equality employees in ministries and municipalities.

With the scheduled closure of the coordination office and the consecutive phasing out of the bilateral budget line, no new country strategy was developed to cover the time after 2012. However,

---

[59] Nicaragua, Bhutan, Kosovo, Serbia
[60] Uganda, Mozambique, Albania 2007, Ethiopia

the continuation of the ADC gender agenda will is foreseen through the agreed take over of gender equality activities by other actors such as the UN, OSCE, the NGO budget line and other Austrian institutions such as the Municipality of Vienna.

Ethiopia

Ever since 1993 Ethiopia is a priority country for ADC with a coordination office established in 1996. Already in the nineties the country was declared pilot country for donor coordination by the EU, since 2002 for aid effectiveness. After the irregular and repressive circumstances surrounding the 2005 elections, ADC along with other donors ceased direct budget support. The country strategy 2008–2012 is characterized by a decentralized approach with the social effects of environmental degradation and poverty at the centre of concern. The programme concentrates on social infrastructure, the provision of basic services and environmentally compatible agricultural production with a focus on local food security. In bilateral aid the country strategy paper attributes 45% to the two major sub-programmes, Rural Development and Support to Food Security (SRMP, Amhara Region) and the Health sub-Programme (SRHP), Somali Region), in pooled funding 38% flow into the Provision of Basic Services (PBS) Programme. The remaining 17% flow into non-focal areas designed to complement the two sub-programmes.

The structure of ADC bilateral cooperation with its rather direct social targeting lends itself to gender openings. It engages with the government systems on district (*woreda*) and sub-district (*kebele*) level and selected specifically under-serviced communities. The main thrust lies with community mobilization and the strengthening and vitalizing of governments service delivery administrations. At all levels and in all aspects there is strong capacity building element. And indeed at all levels gender considerations and actions are present. With few exceptions, (REDD consultation, which may well reflect a case of under-reporting) the present programme portfolio is gender mainstreamed either by way of strong gender attention, by direct targeting of women, and by working with local authorities who wield power over the physical and social situation of women and girls (e.g. Female Genital Mutilation (FGM), Harmful Traditional Practices (HTP)). In various ways direct targeting and aiming at the empowerment of women also applies to the various actions under NGO-cofinancing.

Ethiopia has an elaborate donor coordination architecture with so many working groups and sub-working groups that the modestly staffed coordination office finds it difficult to keep up with attendance requirements. In gender terms the Donor Group on Gender Equality (DGGE) under the lead of UN Women, the EU Task force on Gender, and the gender sub-group of the donor-government High level Forum chaired by the Government stand out specifically with initiatives to substantiate donor support with gender indicators and to work towards a collective reporting on the EU Gender Action Plan. All donor support including that of ADC situates itself in the Growth and Transformation Plan (GTP), the Ethiopian format of a poverty strategy. The National Plan on Gender presently shows little coherence with the GTP. As a consequence a more immediate reference to the National Plan on Gender proves quite difficult.

ADC support at regional level with contributions to the African Union (AU) and Intergovernmental Authority on Development (IGAD) activities is basically situated in the context of peace and security issues at regional (IPSS) as well as at local levels (CEWARN RRF) and again on institutional strengthening and capacity building (UN Women). UNSC Resolution provides a certain gender reference point.

Even though these aspects are to be discussed in more detail later (see 4.2.6), it has to be said here, that not only the effectiveness of the gender aspects of the country and regional strategy but also the relevance have to be appreciated in a country context, where gender mainstreaming has become standard state of the art. Whether by conviction or by political correctness, the idea of gender mainstreaming, even with frequently a strong WID bias, as opposed to 'the women's niche' is firmly established with national and international development actors. This can well be considered a major historic success. At the same time it requires to move to broadening the perspective

to a more comprehensive analysis of the power relationship inherent in gender and to make a move from sensitisation and awareness rising to the provision of more hands-on implementation instruments such as sector specific gender checklists, model engendered terms of reference and the like.

An interesting effort of promoting mainstreaming of gender equality issues into strategies is provided by SDC. With the introduction of the yearly progress reports on gender equality in 2009, SDC started screening its sector, regional and country strategies with regards to gender equality issues and giving management responses for improving performance and notices growing attention to gender issues in strategies and reporting on strategies as a result. With a highly critical view on the Ethiopian government NDC limits its gender relevant support to NGOs.

5.1.5 Coherence

The notion of coherence carries many faces and entails multiple dimensions. This section will discuss some key features of coherence, such as context – embracing or adverse -, concepts – consistent or ad variance –, and activity profile – rhetoric or active engagement –, to name but a few. They are each discussed here. Following, the idea of 'gender coherence' (evaluation question 4) will be analysed with reference to the respective chapter in the gender policy document.

The Austrian legal-political context with the integration of gender mainstreaming[61] and gender responsive budgeting[62] provides a friendly environment for gender considerations. The main thrust of ADC to contribute to rights-based development specifically concerning the challenges of poverty, violent conflict and environmental degradation and governance is of immediate social relevance and lends itself to gender openings. In that context the gender policy document facilitates attention to gender in development. Even though binding only for the MFA and ADA, it is expected, and the quest for coherence demands, that it serves as a guide for the entire Austrian ODA community. However, the lack of operational guidance, follow-up mechanisms and career implications (see 5.2.1), leaves compliance with the gender guidelines very much to individual attitudes. They are useful as a meta-reminder, but of practical irrelevance. The fact that three core areas, while flagged out as just that, do not further consistently structure gender instruments or gender reasoning may have contributed to a certain side-lining. Some report that they use the core areas as quasi check list and monitoring tool during project planning (os)[63].

The concept of gender permeating the three-year programmes with fluctuations is closely tied to the prevailing concept of gender mainstreaming with a WID bias on women, integration and access. It shows consistency as an element of coherence at the same time that it mirrors the trend to thematic bundling. So much so that gender references in the last 3-year programmes nearly exclusively discuss UN and EU responses and cease to explicitly situate them in the ADC normative framework[64].

For gender coherence between institutional actors three bodies have been set up, the Inter-ministerial Working Group Gender Mainstreaming and GRB (IMAG), chaired by the Minister for Women and Civil Service, the Gender Coherence Group, chaired by the Ministry of Finance, and the Platform "International Affairs and Gender", chaired by the Federal Chancellery/Division for Women and Equality. In addition, there is the "jour fixe" invited to by the human rights Division of the MFA. In the course of the interviews none of these came up as a unifying source in terms of concepts and approaches.

For all practical purposes the concepts of gender prevailing within ADC range from women as a) vulnerable group, b) under-used development potential to c) a part of the population denied the

---

[61] Council of Minister decision 11.7.2000
[62] Council of Minister decision 114.1.2007
[63] "os" stands for source: online survey
[64] A detailed assessment chart is included in annex 9.6, table 9: Inclusion of GEWE in ADC three-year Programmes

human rights of physical integrity and agency. In operational terms the readings of gender mainstreaming move on a scale ranging from awareness of different social roles and differential development impact to efforts to secure a participatory approach. Beyond variations in understanding and emphases, instruments such as the OECD/DAC marker system and action plans with their reporting requirements provide a certain bundling effect. As such they indirectly contribute to coherence. While the reporting might carry embellishing features, at the same time it allows for gender advocates to push for indicatored gender issues[65]. Yet, as is the case with GRB, it does not necessarily foster an in-house debate which would lead to a common understanding. The weekly ADA thematic sessions (Themendienstage) institutionalised by quality assurance, are an attempt to that effect with, by all appearances, inconclusive coherence results.

An interesting example for organisational coherence efforts is the SDC with its in-house and global learning network. Through sharing thematic discussions, challenges and best practice examples, some important groundwork for internal coherence is being done. Equally with NDC annual two-day regional gender seminars serve to enhance gender knowledge of embassy staff, in particular of GFP.

As to the concepts of gender prevailing at the level of the ADC coordination offices, the online survey shows that the understanding of gender on the one hand is shaped by underlying notions of equality, "getting their equal share", on the other hand is coloured by the specific areas of intervention. Marked differences between heads and staff are not discernable. Gender is always closely associated with the practical needs of women, some extend the meeting of practical needs into the arena of strategic gains in the personal and public life of women. Some notice and comment on the bias and would like to see men more actively addressed. Others state that whatever the gender concept, given a resisting project/programme environment, the best they can go for is sex-disaggregation of data. Some feel, that sector desks, Business Partnerships has been mentioned, are not particularly supportive of gender concerns. Gender sensitivity in regional programmes can be a major challenge as the gender notions and dynamics in individual countries may hinder progress (os).

Noticeably, there is a certain gender fatigue and, more importantly, a lack of trust in the sincerity of the commitment to gender of political decision makers and senior management. The final response to the question of coherence lies, of course, with the allocation of resources. Here, the perspectives are bleak. ADC as a whole and the ADA gender desk in particular has suffered serious and disproportionally large cuts. There is no way the gender desk, curtailed to 30 hours a week, can attend responsibly to all of the tasks assigned to the desk.

This situation is particularly serious when considering the ambitious claims the gender policy document makes in its chapter on coherence. Here the policy positions are addressed and listed in a Decalogue, which spells out key demands and expectations concerning stances in the wider political arena with gender equality as a lynchpin. The list takes as its point of departure human development and women's rights as part of human rights and travels via foreign and ministry involved in ADC to CEDAW, the Beijing Platform for Action and the MDG, to gender sensitive management of debt relief, poverty strategies, a gender focus in social security systems, participation of women's organisations to ADC support of multilateral governmental and non-governmental gender action and structures.

There are of course individual actions in multilateral and bilateral ADC which fall under this exceedingly wide range of policy demands and expectations. By the sheer width of the programmatic umbrella they may well contribute to enhancing the gender profile of ADC and related policies. However, it would misrepresent their logic and rationale to put them into the category of measures specifically undertaken to secure gender coherence. The 10 points making up the list could be read as expressing a political position without costs incurred: being "in favour of including women's rights in all MDGs and of implementing the Paris Declaration on Aid Effectiveness" to "request foreign trade

---

[65] e.g. In the currently on-going (performance based) budgetary reform process in Austria, ADA has taken on board the EU GAP target of having 75 percent of its Programmes and projects attributed marker 1 and 2

companies and the ministries involved in development cooperation to orient their programmes to these gender guidelines", to "call for gender-sensitive implementation of national poverty reduction strategies" and the like. A strategy of rhetoric's though is hardly what is aimed at here. Given the fragmented nature of ADC, the number of institutional actors, the limited financial means, and the systemic political constraints of ADC an increase of ADC's gender content might be more realistic than seeking to achieve system wide gender coherence.

Good practice examples on coherence by other donors could not be verified during the course of the evaluation.

5.2 Effectiveness of gender policy document

5.2.1 Gender mechanisms

The shared feeling amongst immediate ADC stakeholders that the gender mandate is not as close to the heart of the MFA and ADA management as an effective policy and top-down strategy would want has already been mentioned. The aspects of high level commitment to gender equality and women's empowerment and organisational equal opportunity strategies are widely regarded as particularly important building blocks of gender mainstreaming, form part of EU assessments on organisational capacity for gender mainstreaming delivery[66] and are analysed in the vast majority of gender policy evaluations[67]. Safe for the gender questionnaire and the gender assessment there are no further mandatory institutional mechanisms that would transport the gender message: the annual work programme is not equipped with targets to conduct performance appraisals against; accountability mechanisms do not exist. Compliance with ADC's gender mandate rests entirely with personal commitment. The institutional void contributes to a lack of structured internal gender discourse and allows for differences in gender perspective to smoulder and to evolve into block-ages.

On the positive side: irrespective of the cuts and contrary to the practice of freezing vacancies presently imposed, in 2010 the position of the gender desk has been advertised and a qualified outsider has been recruited. This can be read as an acknowledgement of the importance of that position, even when for the time being the gender desk has been merged with the human rights desk.

In comparison, the commitment of SDC top management to gender equality issues is more obvi-ous, manifested in the annual discussion of the progress report on gender equality linked to man-agement responses, the careful alignment of the gender policy evaluation to the SDC restructuring process and the above average resources allocated to anchoring gender equality in the organisa-tion.

In the absence of an ADA staff development scheme, gender does not form part of professional performance assessments[68]. Neither did it figure in advertisements or belong to the criteria inform-ing recruitments when the budget still allowed recruitment. A rather crude reading of gender has it that with 68% of the ADA staff being women[69] gender is not an issue. Amazingly, given this sex ratio, modern work management techniques do not appear to be an issue either. Facilities allowing for work-life-balance such as tele work, flexible working hours, temporary part-time arrangements, forms of result-based management etc. are not on offer in ADA. There are no official avenues for women and men in parental leave to stay connected to the flow of information and to express their professional interest and commitment. Staff with family obligations do not feel that their sometimes limited flexibility is properly taken into account by senior management. As a consequence, in many

---

[66] See Toolkit on Mainstreaming Gender Equality in EU Development Cooperation, page 89
[67] The AfDB meta-evaluation emphasises the importance of management leadership for effective mainstreaming in do-nor organisations (2011, page 33).
[68] The guidelines for staff interviews do not contain any references to content.
[69] Figure taken from ADA evaluation 2008, presently 54 %.

interviews the lack of consideration for equal opportunities within ADC featured prominently with headquarters staff. Already for some time ADA is without contact person concerned with equal opportunity issues, after the previous contact person and an internal working group resigned, having been denied to conduct an internal gender audit.

In contrast to this, SDC is an example for strong commitment to equal opportunities, with an equal opportunity policy and strategy in place and family-friendly working arrangements such as tele work and part-time being taken for granted, at least for headquarters staff.

In the relationship with the MFA concerning gender operates a fairly clear division of labour. The position of a gender policy desk, existing in the MFA since the nineties, with its creation was transferred to ADA, the now "gender and development" desk was integrated into the department for quality assurance and knowledge management. The MFA Department for strategy and policy development which liaises with the ADA gender desk counts only three members of staff. After having successfully concluded work on the gender guidelines, the small department was quite content to leave attention to gender to ADA, all the more so as the newly recruited expert came with a background from academe. The close cooperation between the MFA and the ADA gender desk continued over the years, so much so that some uneasy feelings within ADA began to grow. The gender policy document for once is said not to have been given enough of a chance to acquire ownership within ADA. The relationship between the ADA gender desk and the MFA was consolidated in the first ADA work programmes. The 2005 work programme lists elaboration of the guidelines, a Gender Management System and a Handbook as priority tasks[70]. In addition, in concertation with the MFA, the gender desk is to participate in international fora und networks using such occasions for knowledge exchange. The 2006 programme continues with the lopsidedness of the work attribution to the detriment of ADA. Here two key features of the relationship between the MFA and the gender desk, if not ADA entirely, and the activity profile of the desk are set. ADA, created as the operative arm of the MFA, turns into its think tank and policy advisor, with the desk, however, remaining under MFA authority and control. And: the gender desk adds the international arena to its remit. As the 2009 OECD/DAC review notes[71] and other sector desks confirm, the gender desk may well fit the general MFA–ADA pattern. Given the cross-sectoral mandate and the extremely tight resource base this puts the gender desk in a particularly acute dilemma (see 5.2.3).

5.2.2   Gender instruments

The primary instruments for the 'trickle down' of the gender guidelines, which form part of the mandatory institutional routine for most financing instruments, are gender questionnaire and gender assessment. The gender policy marker system was introduced in 1998 by the OECD/DAC in the dual intention of serving as incentive for gender-sensitive project planning at the same time as allowing for comparison of gender performance between member states.

This section will discuss the disbursement modalities, where gender questionnaire and gender assessment are not applied. The alternative mechanisms will be described, but not analysed in great detail. The following sub-chapters will then turn to the two major instruments, gender questionnaire and gender assessment.

---

[70] As already mentioned the Gender Management System was never realized. The Handbook is an unfinished compilation of gender texts and passages from CEDAW.
[71] DAC Peer Review Austria, 2009

Figure 1: Financial distribution of ODA 2010

Main components of Austrian ODA 2010*
Disbursements in %

Loans und Equity Investment 0.20%
Other in-donor expenditures 3.75%
Administrative costs 3.11%
Debt reduction 12.84%
Other technical cooperation 0.55%
Donor-tied technical assistance 11.82%
Projects and project type interventions 9.11%
Bilateral core contributions, pooled programmes & funds 8.27%
Budget Support 1.03%
UN agencies 4.34%
EU 26.86%
International Financial Institutions 17.17%
Other organisations 0.95%

Source: ADA

As the team learned in discussions at MFA level, by spirit and political intent the gender policy document is expected to serve as guide for all agencies active in Austrian ODA. The formal obligation, however, to substantiate compliance with the guidelines through the application of gender questionnaire and gender assessment, does not apply to all actors and actions. Rather, only the MFA and ADA, commanding together 17% (155.4 EUR m) of ODA disbursements, are held to comply with the guidelines. With the exception of the Ministry of Finance (65.2%, approx. 595 EUR m), the other Ministries[72] contributing to ODA and their mode of implementing gender mainstreaming will not be discussed here[73].

The **Ministry of Finance** (MoF) is in charge of the major multilateral contributions to the International Financing Institutions (IFIs), the EC and Regional Development Banks as well as the debt relief. The ministry's strategic documents conceptualize gender specific discrimination as a factor impeding economic development and poverty reduction. The MoF IFI strategy expects the IFIs to have gender action plans, to monitor and report their implementation, and to develop capacities for gender responsive budgeting. As to the funds flowing towards the EU, the MFA is in charge of the accompanying policy dialogue. Here the expectation is that both sides feel obliged by their basic gender policy documents[74].

---

[72] Ministry of Science and Research, Ministry for Education, Arts and Culture, Ministry of the Interior, Ministry of Defence and Sport, Ministry of Agriculture, Forestry, Environment and Water Management and provinces and municipalities.
[73] All 2010 data. Source: ODA-Bericht 2010
[74] The Development Bank (OeEB), on behalf of the Austrian government with funds from the MOF, finances and technically supports private sector projects in developing countries. While there is no explicitly defined gender policy or strategy in place, the bank's rating tool includes assessing project proposals with regard to their expected outcomes on gender equality, using the OECD/DAC gender marker system.

Cooperation between the **Ministry of Foreign and European Affairs** (MFA) and UN organisations is guided by the gender policy document on the one hand, on the other relies on the gender standards and procedures adhered to in the respective UN organisations.

As far as the MoF, the MFA and the Development Bank are concerned the evaluation can only recount the stated intentions and procedures. Verification and / or triangulation were not possible. This is different though with projects visited and project partners talked to in the course of the country visits.

In **Albania** the One UN[75] Pilot Project supported with un-earmarked MFA funds included a Joint Programme on Gender Equality (JPGE). The programme was to enhance the leadership of women in public life at national and local level and to support gender relevant development of legislation and sub-legislation. At the same time the national gender machinery was streamlined (Directorate of Equal Opportunities, network of Gender Equality Employees (GEEs) in ministries and at local level, National Council on Gender Equality) with the objective of strengthening capacity and service provision (shelters, first survey on domestic violence in Albania, development of modules and training for police, magistrates, prosecutors etc.). In addition the programme offered training in GRB and attempted to define systematic linkages to a social protection strategy.

In **Ethiopia** two projects visited are funded via the MFA Division 7.1. and the Division for International Law. Both by the very choice of project - "A Gender Equitable Local Development (GELD)" proposed to ADC by the UNCDF - or partner - UN women (Liaison office to the African Union) - are clearly geared to empower women. GELD is aiming at economic and socio-political empowerment of women. It is designed as a "Component of the Emerging Regions Development Programme" which was running danger of being rather gender negligent. The support extended to UN Women's AU liaison office is designed to strengthen the somewhat weak gender directorate of the African Union. However, at headquarter as well as at coordination office level an unease is felt about the absence of transparency and communication concerning direct funding by the MFA. [76]

Out of ADC's set of financing instruments[77] the disbursement of general budget support is not accompanied by gender markers, nor do the gender guidelines figure prominently. Here the gender mainstreaming mechanisms operating in the country in question are relied upon. As to some of the other instruments, while obliged to respect and actively promote the gender policy document in their actions, humanitarian aid, the NGO Co-Financing Programme, Business Partnerships and Development Education each follow their own procedures and mechanisms with the NGO-Section frequently, the others never contacting the gender desk. The reasons, though, may vary greatly. While Business Partnerships is generally held to be rather reticent on gender, Development Education entertains close working relations with WIDE Austria and sees no need for further gender advice. In all of these schemes attribution of a gender marker is in the hands of the sector desk, but does not require a formal gender assessment. Statistics are not necessarily sex-disaggregated. Review and evaluations are to follow the evaluations guidelines which do include gender aspects.

As to the NGO-Framework Programme, commitment to gender equality forms part of the basic requirements for acceptance into the programme and great care is invested in the selection of NGOs eligible to form part of the scheme. NGOs have to respond to a questionnaire enquiring into the gender relevance of the project submitted for funding, and information on the target group is to be sex-disaggregated. Reporting has to include gender aspects, be it regular projects reports, be it reports on missions. Equally with the other funding instruments (NGO micro projects, individual

---

75 The "Delivering as One" or "One UN" initiative is a pilot initiative launched in 2007 in eight countries to provide assistance by Un organisations in a more coordinated way.

[76] It took the evaluation team extended efforts to be given one GELD project document. The funding of the UN Women's AU liaison office came as a surprise when the office was visited. Information and documentation to this project was not provided.

[77] ADA funding instruments: 1) Bilateral cooperation: General budget support, sector support, pooled funding, national execution; 2) Cooperation with involvement of development cooperation organisations: Tenders, grants (incl. contribution to multi-donor initiatives, individual applications within ADC Programmes, calls for proposals); 3) Specific instruments: NGOS co-financing, humanitarian aid, business partnerships, development education in Austria.

projects, EU-co-financed projects) gender issues are respected. While the gender demands coming from the funding agency ADA are of course a must for NGOs, they have internal gender rules which vary greatly. In part, gender regulation and agency culture is felt to be superior to that of ADA. In other instances, gender sensitive staff may be unhappy with perceived low in-house gender commitment and appreciates the gender obligations expressed by ADA. Overall, a lack of gender sensitivity has not been raised as an issue so far, as the NGOs themselves are committed to gender justice.

In the context of <u>Business Partnerships</u> the feasibility study to be submitted by stakeholders is to include a description of the - amongst other aspects - positive impact of the envisaged project on women under the explicit aspect of equality. In the guidelines to business partnerships, gender equality is introduced somewhat awkwardly in one sentence along with children and handicapped persons. In recognition of the impact of their financing activities on women and girls at the same time as their lack of knowledge about it, the Private Infrastructure Development Group (PIDG) has recently assigned two studies. One is to look into their own documentation; one is to collate information and literature on women, girls and infrastructure. While this is a commendable, though somewhat late, move, it demonstrates the lack of gender awareness in ODA support to business development. It is this very lack which inhibits ADA staff related to private sector development to take a more forceful and successful gender stance.

Finally, <u>Development Education</u>, while not having formalized instruments to ensure gender sensitivity, also relies on the partner organisations and their gender track record. The gender desk screens and validates marker attribution on the basis of project summaries on an annual basis.

For all programmes and projects ranging under the other financing instruments, gender questionnaires and gender assessments are mandatory.

5.2.2.1 Gender questionnaire

The questionnaire with its six concrete questions attuned to key aspects of project planning and project documents holds great potential for effective gender mainstreaming. It can serve as an important communication tool between gender desk, coordination office staff and future project partner. It may also serve as gender reminder for sector desks in HQ (os). In either case, much depends on timing and on time available. An indicative time-line suggesting when best to introduce the questionnaire into the process of project development does not seem to exist. Half of the technical staff in coordination offices reported that they request the questionnaire to be filled out at an early point in time; one third says they do so only shortly before submission of the funding proposal. In any case 84% do request the questionnaire (os). NGOs report that they, too, find it a useful instrument for communication with their partners even when this need not result in a gender assessment.

The questionnaire may be waived in cases when gender desk (headquarters) or gender focal point (coordination office) notice its absence only late and are under pressure to quickly produce the gender assessment (e.g. Regional Development Programme, Albania). Projects may also waive them at the occasion of their extension as well as in cases of joint programmes, when the procedures of the lead donor are applied (e.g. Water Supply and Environmental Protection Lake Shkodra, Albania). Finally, in case a project document does in fact hold all the gender information required for gender sensitive implementation there may be no need for administering the questionnaire. Responding to the questionnaire may be outsourced to a gender consultant, as was the case with the Sustainable Resource Management Programme (SRMP) in Ethiopia. This practice may be convenient and produce correct results, but it misses out on the very gender discussion that can be a crucial awareness raising exercise and contribute to a sense of gender ownership. In the SRMP the newly established Project Coordination Unit (PCU) was equipped with a gender expert, but in the absence of any continuity of communication, the subsequent gender assessment was duly attached to the project documentation without further regard for its recommendations. Finally, the need to deal with the questionnaire may not be obvious to the partner. By contrast,

SDC distributes its basic policy texts in German, English, French and Spanish and in some cases, e.g. in Albania also local languages. NDC in turn appears to be more limited in language options.

Whether the questionnaire actually does have formative influence on the process of project formulation depends to a large extent on individual initiative and rapport between the actors involved. It can be an important instrument of dialogue between the coordination office and the future project partner as well as of generation of base-line data on gender. It may contribute to building ownership of gender in the process. Yet, if taken as a compulsory exercise, it will do no such thing.

5.2.2.2 Gender assessments and markers

Just as with the gender questionnaire the gender assessments can be an instrument of communication on and full attention to gender in the planning and design phase of programmes and projects. Again, much depends on personal commitment, timing, and on rapport. The online survey shows an inconclusive picture concerning the relevance of the instruments for project design and profile[78]. At times, as was the case with the Regional Development Programme (RDP), Northern Albania, just how much thematic interaction including gender experts, women's organisations, and UN Women went into the design stage, is not visible in the assessment and could only be learned on-site. After an extensive consultation process the coordination office - in Albania the assessments were written in the coordination office – saw no further need to submit an elaborate gender assessment and did not point to the consultation process in the document either. Much, of course, also depends on the structure of the country programme. In Albania tendering and bidding played a major role. As a consequence, a committed coordination office invested great effort into engendering the usually rather technical tender documents and into detailing gender conditions for the bidding process. In Ethiopia project partners are either multinational or national governmental entities or NGOs. Here, more direct interaction with the future project partner was and is key.

The following paragraph discusses the consistency of the gender assessments. Altogether 60 assessments have been studied in detail, in part selected by criteria[79], in part randomly selected, in part connected to the country visits. Given that the databank at present records 560 gender assessments, there is no point to strive for representative data based on percentage. The analysis therefore will focus on the quality of the assessments studied, not the least with a view to what they are expected to achieve.

The gender assessments are to follow a coded structure which renders the necessary guidance for project partners at the same time as feeding comparable information into the databank.

Table 2: Structure for gender assessments

Structure for Gender Assessment
a) **Documentation / Summary**
b) **Gender Analysis**
c) **Strategies**
I. Strategies, plans, budget
II. Gender-based discrimination and overcoming of barriers
III. Participation and control over project results
IV. Indicators
V. Gender expertise
VI. Consultations

The **structure** does not refer itself to the core areas nor does it permit to identify what type of empowerment, personal, social, economic, political, the project is aiming to achieve. Both expectations have been expressed regarding evaluation results. In fact, virtually none of the assessments screened consistently covers all items. For a limited period of time and in Albania to the very end, a template format was used

---

[78] Satisfaction with the relevance of the gender assessments: Yes: 33%, No: 20%, Partly: 47% (os). The reading of the answers in the online survey has to factor in a bias due to political correctness and solidarity.
[79] The selection criteria agreed upon are marker type, country/region, sector, time

which by its very form does not permit to summarize information on the project. Safe for altogether three assessments originating in the coordination offices and one unsigned, the assessments in the sample have been written by the gender desk of the time or, in the early days, by a consultant who had been temporarily called in. There are repeated comments regarding the richness of information in the gender questionnaire which obviously was lost on the project document.

The nature of the **recommendations** varies greatly. For obvious reasons, assessments with marker 1 will most frequently come with recommendations. The majority of these are in fact, at operational level and often quite detailed demanding sex-disaggregated data, consultative processes, gender expertise and the like. In most cases the implementation of the recommendations would require additional resources, a most unlikely proposition in a phase where the project budget has just been defined. In fact, as the recommendations articulated in the gender assessments reach the project after the project proposal has fully matured and the financing agreement has been signed, it is very difficult for the recommendations to find their way into programme/project structure and action. In addition, roughly one third of the assessments gleaned is of a highly strategic nature and oftentimes put in theory-heavy language. To ask that the project "deconstruct family and community as intra-family and intra-household relations are asymmetric" (2005, Mozambique) or give full recognition to phenomena "based on the private/public divide as signifiers of gender differences" (2007, Ethiopia), or actively contribute to an alternative concept of development guided by A. Sen and M. Nussbaum (2008, South Africa) is unlikely to induce tangible action. Lately, the recommendations have become much more hands-on, but they still face the dilemma of coming empty-handed. The 2009 Focus paper on Gender equality and women's empowerment states that the gender assessment can impose "binding recommendations". However, conditionality has never been practiced. On the contrary, by all appearances the recommendations are a rather weak instrument and wrought with dilemmas. Interestingly in a 2005 mission report (Ethiopia, Uganda) the then gender desk noted "Background information is lacking regarding the context, the competences of the partner and the possibilities of implementation. This is why some recommendations are unrealistic, provoke resistance or are not efficient".[80]

Indeed, desks report a 'drawering' (Schubladisierung) of recommendations, and the country case studies confirm, **follow-up** faces nearly insurmountable obstacles. Even though the information sheet on environmental and gender assessments stipulate: "In the final instance it is the responsibility of desk and coordination offices to effect adjustments in the project and to insist on the implementation of the recommendations" (translation CvB), system as well as resources make for an impasse. Desks, sector as well as gender, cannot find the time for follow-up and see it vested in the coordination offices. These have no time available either and look towards the project partner. At best they monitor at the occasion of defined points in the project/programme cycle such as reviews, reports, evaluations or project visits. In addition, there is a question of legitimacy. The gender assessment and its recommendations reach the partner as an annex to a fully negotiated project/programme[81]. For all practical purposes the assessment does not enjoy conditionality status and often implies additional expenses. Would even the most committed coordination office be legitimized to intervene and insist implementation of the recommendations? In Albania an unusually gender alert coordination office used the report on the inception phase to suggest or even to insist on more in-depth gender attention and the integration of gender in the log frame. More often than not though, as the recommendations actually are not monitored, their life ends right there. There is no ensured procedural avenue into programme/project implementation.

A certain discontinuity lying in the nature of the implementation process also impacts on follow-up or rather the lack thereof. Taking the example of the SRMP, Ethiopia, once more, it would have been the job of the gender expert to see to it that the recommendations are implemented or their non-feasibility is reasoned and communicated to the gender desk via the coordination office. By the time the PCU was set up and the staff recruited, apparently the in this case detailed and con-

---

[80] Translated by evaluation team.
[81] A paper on process flow giving gender its place at a rather early point in time does exist, bur apparently is entirely irrelevant for day to day operations.

crete gender assessment had long been forgotten. In a programme/project structure without defined gender responsibility the assessment runs even more of a danger to remain an irrelevant annex. In Albania the implementing consortium of the RDP did not have the competence to work with gender indicators. Finally, the intensive work that has been invested, not the least by the then gender desk, into moving the OECD/DAC marker system from a WID (2002) to a GAD (2008)[82] reading does not reflect in any of the assessments. They oscillate throughout between either understandings, at times closer to practical, at times closer to strategic needs.

As to the three individual markers interesting conceptions and misconceptions exist and certainly a wide variety of understandings.

Marker 0

Following the definitions of either OECD/DAC document, scoring 0 means "that the activity has been screened against, but was found not to be targeted to the policy objective".[83] The common reading: gender does not enter the picture. This opens interesting questions with different answers at different occasions and in different places. When gender equality and women's empowerment are not a somehow explicit (sub-) goal, can gender mainstreaming, at least at the modest level of sex-disaggregation of data be discarded? The Albanian coordination office e.g. insists on gender mainstreaming even in projects with marker 0, whereas generally gender assessments for marker 0 interventions do not give any recommendations on gender mainstreaming. Do the markers predominantly refer to tangible results for beneficiaries, but do not apply to less tangible aspects such as participation of women in pre-project consultations? (A question raised in Ethiopia, where marker 0 and underreporting resulted out of an under-valuation of voice). Is a project targeting specifically economic and political empowerment of women to be marked 0, because it does not plan for equality-targeted activities addressing women as well as men? (Nicaragua).

Marker 1

This marker indicates that gender equality and women's empowerment are a significant objective. Significant is defined "Significant (secondary) policy objectives are those which, although important, are not one of the principal reasons for undertaking the activity". Much of what has been said concerning recommendations and follow-up applies here. Again there are variations with regards to the understanding. In Ethiopia, most projects and programmes carry either marker 1 or 2. In those with marker 1, mechanisms to respond to gender concerns are clearly visible. The assessment analysis gives a somewhat more mixed picture. About 60% can be said to base the assessment on actual features of the project profile. The rest constitutes, as it were, an advance credit. The standard final phrase in the assessments given marker 1, carried over from 2005, runs: "From a gender point of view the project is recommended. Improvement of the project may be achieved when the recommendations are followed". This actually designates marker 1 a conditional status. The programme/project only deserves it under the condition that the recommendations – deeper gender analysis, additional activities, gender-sensitive indicators etc. – are fully implemented. As discussed, this is unlikely for lack of consensus, budgetary reasons or for the gap between operational manageability and content of the recommendations.

Marker 2

Marker 2 indicates gender equality and women's empowerment as a principal objective. The marker definition by the OECD/DAC explains "Principal (primary) policy objectives are those which can be identified as being fundamental in the design and impact of the activity and which are an explicit objective of the activity. They may be selected by answering the question 'would the activity have

---

[82] Reporting on the policy objectives of aid, annex 6, 2002
[83] 2008

been undertaken without the objective?'". Yet, attribution of marker 2 and working within the frame of the definition is not as obvious as it might seem. One assessment specifically instructs "Gender-sensible does not mean, that men have to be included in the consultation" (2006, Kosovo). Programmes and projects with marker 2 are usually understood as dealing with women's issues. They are rarely put into a context of power relations and the need to change them. The transformative meaning of gender, i.e. the inherent call for a change of the 'normal' asymmetry of gender relations does not seem to be a topic. A point of interest: there are distinct differences between marker 2 programmes/projects in Albania and Ethiopia. While in both countries human rights issues are addressed (trafficking in Southeast Europe, FGM / HTP in Ethiopia) marker 2 programmes/projects in Albania have a stronger focus on the political sphere and on political empowerment than they do in Ethiopia. Here issues of health, personal relations and income prospects play a more prominent role.

SDC has its own system of gender markers. Gender Policy Markers (GPM) are allocated to all credit proposals by an independent gender expert, based on a Gender Equality Mainstreaming (GEM) checklist. The checklist includes performance questions covering GM key elements such as gender equality goals, gender analysis, gender responsive monitoring and institutional compliance. Projects scoring more than 7 out of a maximum of 14 points qualify for a gender marker. With NDC markers are attributed at embassy level with presently a 75% rate of marker 0.

Statistics

The marker statistics in table 3 and figure 2 show that funds committed to gender equality - the total of marker 1 and 2 projects with acknowledged gender relevance – have not clearly and steadily increased over the evaluation period, while funds which support interventions with gender equality and women's as the principal objective have increased quite considerably.

The latest available data from 2010 indicate that 55.26% (50.74 EUR m) of ADC committed funds are spent on marker 1 and marker 2 projects[84]. This shows that, while there has been an increase in the total amount of commitments to marker 1 and 2 projects/programmes (43.38 EUR m) since 2004, there has been no increase in percentage as compared to 2004 (56.64%) There have been ups and downs in commitments with peaks in 2008 and 2009, when more than 70% of commitments were for gender relevant interventions. However, it seems quite clear that ADC gender performance has a way to go to reach the target of 75% projects/programmes attributed marker 1 and 2 by the year 2013 as set in the EU GAP.

From 2004 to 2010 ADC has committed a total of 47.63 EUR m to gender marker 2 projects/programmes, 436.64 EUR m to gender marker 1 and 2 interventions, 206.36 EUR m to programmes not targeting GEWE and at least 44.58 EUR m not screened for gender equality relevance. With a total of ADC commitments of 687.63 EUR m between 2004 and 2010, the average percentage of commitments to gender marker 1 and 2 project and programmes over the years is at 63.5%. Thus current performance is below ADC average.

Table 3: ADC gender marker distribution 2004-2010 (in percent of commitments)

	2004	2005	2006	2007	2008	2009	2010
Gender principal obj. (Code = 2)	2.68%	5.17%	7.21%	11.34%	5.69%	5.23%	10.34%
Gender significant obj. (Code = 1)	53.96%	57.39%	47.88%	55.11%	67.59%	66.95%	44.92%

---

[84] More comprehensive tables, including commitments and disbursements as well as sectoral and regional distribution are included in annex 9.10

Total Gender Equality Aid (1+2)	56.64%	62.57%	55.09%	66.46%	73.29%	72.18%	55.26%
Not targeted (Code = 0)	43.36%	31.98%	36.82%	23.88%	21.55%	20.03%	36.92%
Not screened (Code = X)	-	5.46%	8.10%	9.67%	5.16%	7.79%	7.83%
Total OEZA (ODA-relevant)	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%	100.00%

Source: ADA, extracts from financial data base, 2011

A more detailed interpretation faces statistical dilemmas[85]. The reasons for the increases and decreases over the years cannot be deciphered with statistical means. The sample selected for the systematic analysis of gender assessments – 30 out of 2,104 gender marker ratings – defies quantitative analysis. Frequency in regions and country is not a meaningful signifier either, as it depends greatly on the respective ADC programme profile in general. The demarcation of sectors in the OECD/DAC reporting system makes it rather difficult to relate gender objectives to sectors. In addition, projects are assigned to sectors as per the DAC coding system as well as within the ADC databank. E.g. the Equity in Governance Programme in Albania aiming at strengthening the voice of women in the political sphere, according to DAC is recorded under code 151 "Civil Society, Government and Administration", while the ADC gender databank puts it under "Education". Both are justified, but in terms of comparability it does not help. The Ethiopian project fighting FGM and HTP has been categorized under Code 130 "Population control, reproductive health". Yet, it would be equally fitting to report it under Human Rights, Training and, again, Civil Society. Conclusive statements allowing for a solidly based reading of comparative relevance, much less effectiveness, are simply not possible.

Figure 2: Net OEZA commitments between 2004 and 2010
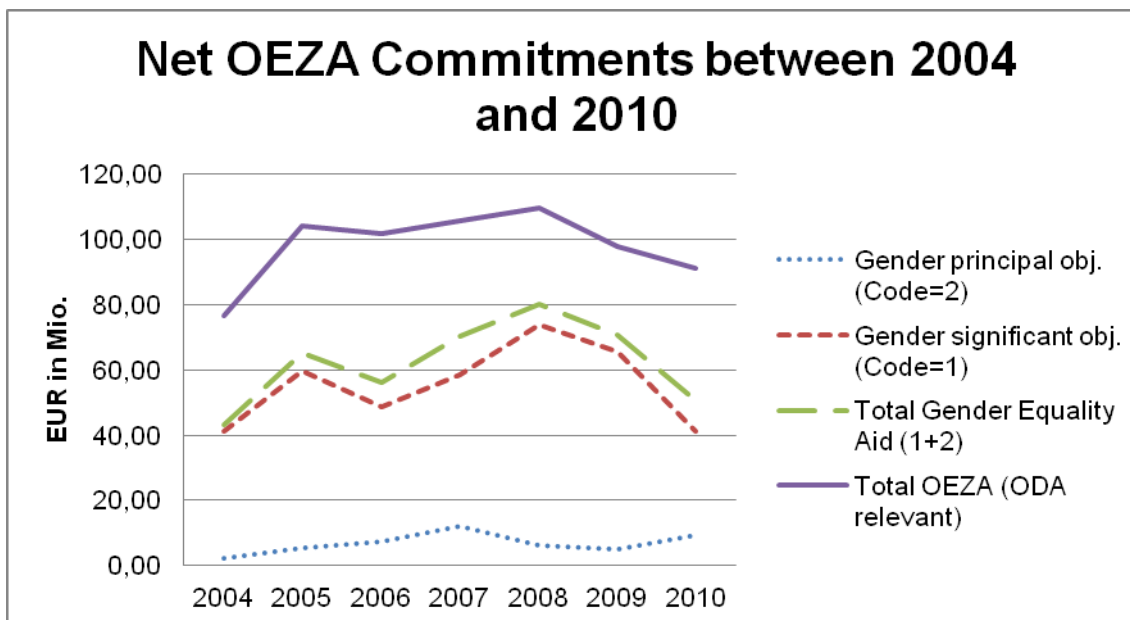
Source: Ibid

---

[85] In its publication on "Aid in Support of Gender Equality in fragile and conflict affected states" (October 2010) the OECD passes a cautioning remark which it explicitly holds to be generally valid: "Data based on the marker do not allow exact quantification of aid allocated or spent on gender equality and women's empowerment. They give an indication (best estimate) of aid flows in support of gender equality and of the extent to which each donor supports gender equality" (2).

Furthermore, elements of over-reporting are built into the system of data generation and recording. The databank is blown up, as the number of 2,104, due to annual reporting on all ongoing projects/programmes, not only new ones, entails double counting.

It is virtually impossible to relate the breakdown of the small sample assessments in a meaningful way to the full number in the databank. The data bank number of over 2,000 jumbles together marker reporting by desks without further substantiation whether reporting was on the basis of gender questionnaires and for gender assessments. Relating the marker to financial volume gives at best a very rough, if not indeed misleading picture. Up to the year 2010 interventions that do not apply the marker system had to be placed in the same category as projects/programmes with marker 0, as the OECD/DAc reporting system CRS at the time did not provide for a separate category for projects/programmes not screened. Marker 1 projects/programmes by the very nature of gender mainstreaming do not lend themselves to a clear identification of immediately gender relevant expenditures. In addition, as indicated before, the marker oftentimes constitutes an advance on gender effectiveness. Finally, marker 2 projects/programmes frequently are of more modest financial volume[86].This could be read as reflecting low donor priority. Yet, it quite often reflects low issue acceptance in the respective country, limited absorption capacity of partner organisations, the relatively narrow focus in comparison to complex regional or rural development programmes and the fact that marker 2 projects/programmes frequently do not involve high investments in "hardware", but concentrate mainly on capacity building.

Comparison with other donors is hardly possible. This is because the main source for comparisons would have to be the annual "Aid in Support of Gender Equality and Women's Empowerment" OECD/DAC reports. Austrian figures in this report reflect the total ODA of which ADC contribution is just a minor part. As a major part of Austrian ODA apart from ADC is either not targeted to or not screened for gender equality relevance, Austrian OECD/DAC figures are well below ADC specific figures when it comes to the targetting of gender. As other donors may be facing a similar situation to a greater or lesser extent, a comparison would not render reliable results. The AfDB meta evaluation concluded that "Many evaluations were unable to identify financial/budgetary allocations for gender mainstreaming at either the headquarters or intervention level, as such information was not available or tracked." This was also the case for the SDC gender policy evaluation in 2009 and the NDC mid-term review of the same year.

5.2.3   Gender desk

Over the years the job description for the gender desk, with the exception of one item, remained the same. The item specific to the very first one refers to the clarification of roles and responsibilities between MFA, ADA and NGOs. All other tasks are carried over from the first to the now third office holder. The tasks are[87]:

- setting up and servicing of a Gender Management System
- elaborating and monitoring the gender policy of ADC
- support of the MFA in policy and strategy development
- elaborating and monitoring a gender-sensitive methodology
- practical support of sector desks
- capacity building
- coordination and monitoring of horizontal integration of gender mainstreaming

---

[86] E.g. 2010 data shows that marker 2 projects have an average volume of 220,000 EUR, while the average volume of marker 1 projects is 350,000 EUR and of marker 0 290,000 EUR
[87] The full version of the ToR for the Gender Desk (in German, first version) is included in annex 9.7

- communication and networking

The transferral of the responsibility of policy formulation from the MFA to ADA is, in fact, captured in the job description. As with all other desks in the department for quality assurance and knowledge management, safe for Education, the gender desk does not have a working budget of its own.

In comparison, the SDC gender desk has its own annual budget being used for travel costs, the website, network meetings and for outsourcing tasks to other institutions such as the Global Institute and the University of Bern. NDC has Gender Equality Units of three in the MFA, which administers a Gender Budget for embassy as well as its own use. NORAD's gender unit is staffed with six persons.

To date ADA counts three consecutive gender officers. The first with a professional university background and over 4 years presidency of WIDE Europe held the gender desk position for 7 years. Her successor came from CARE Austria. She went into maternity leave after less than a year. Due to the cuts and the merging of sector desks, the present desk officer has to divide her time between gender (30 hours) and governance/human rights (10 hours) which is reason for concern for both constituencies.

For obvious reasons the first and long-time gender officer had a most formative impact on the practical performance of the desk. Judged by her mission reports, speaking notes, comments and the like, she covered an enormous range of topics in a variety of fora. Roughly categorized the activity areas included policy advice to ADA and to the MFA, trainings at headquarters and coordination office levels, international consultations and topical presentations.

Particularly at international levels the desk was instrumental in bringing issues and subsequent actions forward and contributing to the translation of international policy initiatives into ADC strategic action. This holds true of the levels of UN (MDG 3 campaign, UN Women, CSW, UNSCR 1325ff), OECD (Gendernet, reformulation of marker criteria, Paris Declaration ff), EU (gender expert group, GAP, GRB), and international NGOs and academic fora. Thus, in consensus and cooperation with the MFA, the desk contributed greatly to the visibility of ADC. The perception of just how much this specific performance profile contributed to the gender performance of ADA as an agency is mixed. Mission reports were distributed to desks and put on the agenda of quality assurance meetings, but do, of course, have to compete for attention with other inputs. While holding the gender desk officer in great esteem, the majority of in-house views veers into the direction of an external bias with all too little value for ADA.

There is indeed a striking absence of operational gender tools. This is all the more amazing as at the time of the creation of ADA almost all multi- and bilateral ODA agencies had equipped themselves with checklists, one pager sector handouts, tested gender training materials, follow-up advice on specific phases in the project cycle etc. Simple copy and paste, adjusted to the structural set-up of the MFA and ADA would have been sufficient. A few tools do exist, the useful little gender list in the evaluation guideline, the comprehensive checklist for Gender Budgeting, the information sheet on environmental and gender assessments. However, hands-on sector-oriented checklists assisting with the identification of gender entry points could not be found. When the elaboration of gender boxes, designed to assist sector desks, was discontinued, the Vienna Institute for Development and Cooperation (VIDC) was not assigned with the elaboration of gender training material or tools nor was another institute.

Gender training was conducted in head office as well as in coordination offices. However, the only available gender training manual dates from May 2004 and is an unfinished compilation of texts and documents. The power point presentations to gender training by the gender desk are impressive introductions into the concept of gender and at times state gender relevant steps in tune with Project Cycle Management (PCM). Almost always they give an excellent account of the state of the art of the gender debate. But they are not training that would build and strengthen competences and skills. About twice a year the gender desk would give inputs to the 'thematic Tuesdays' of the same intellectually stimulating nature. Also, at the occasion of the annual meetings of coordination

office staff, she would usually be accorded half an hour for an update on gender. Coordination offices do report very useful training sessions at their own level and at that of projects and programmes during country visits. But here too, beyond personal communication and assistance, no tools were provided. At times in her correspondence the desk recommends to use the tools of another donor active in the country.

The profile of job performance evolves with the specific strengths and inclinations of the professional in question. Similar background, interests and personal rapport may also make for particularly strong country attention, as appears to be the case with Albania[88]. In any case, given the gamut of tasks the desk is expected to fulfil with no funds to outsource and to contract external assistance[89], choices had to be made. The gender assessments written by the successor desk officer show a consistently stronger emphasis on operational aspects. Given that her successor can only devote 30 hours per week to gender issues, it is highly doubtful, whether the task of designing the urgently required operational gender tools can be taken on by her.

It is context it is interesting to look at the Norwegian experience where a substantial gender budget line allows embassies as well as the MFA gender equality unit to support women's organisations and to finance activities of immediate gender relevance.

5.2.4 Coordination offices

From the outset of ADA it was planned to „have a modest on-site infrastructure in the form of coordination offices."[90] Indeed, the offices, 13 in 2004, 11 in 2011, are rather small units. They are autonomous entities and (different to NDC) separate and apart from the Austrian embassy, but in close contact with it.

The concepts of gender prevailing in the coordination offices vary greatly and so do the perceptions of the more or less consciously shared notions. Some regretfully state, that gender is basically and at best understood in terms of sex-disaggregation. Frequently gender stands in close connection to the sector the project/programme is situated in and focuses on the practical needs of women in terms of material and financial benefits or an easing of their work load. Strategic interests touching on issues of accountability, women's political voice and rights do play a role, but it is difficult to determine whether it comes with the sector or is owed to a personal and professional attitude of staff. The gender policy document, if known, does not appear to be a prominent source of gender knowledge and effective support (os). It has been characterized as being rather academic and primarily of conceptual nature, valuable as normative reference, but of too little operational use value[91].

Various responses point to the absence of men in project/programme approaches. Respondents feel that men's roles and responsibilities should be more addressed and reflected (e.g. in anti-trafficking activities). More often than not gender is understood as women's issues. The transformative meaning of gender, i.e. the inherent call for a change of the 'normal' asymmetry of gender relations is a rare topic. Empowerment of women often is seen as economic empowerment with a quasi automatic impact on a more balanced gender situation. The accompanying increase of work

---

[88] Country visit reports to Albania for 2006, 2007, 2009, 2010 and 2011.
[89] With the exception of a human rights framework contract with the Austrian Institute for Human Rights Ludwig Boltzmann Institut für Menschenrechte) that allows for outsourcing some gender training activities.
[90] Dreijahresprogramm 2003-2006, p. 21, translation CvB
[91] The Equity in Governance project coordinator who has also acted as a Gender Focal Point for the office regarding some tasks, says about the guidelines: "I was happy when the guidelines appeared and read them thoroughly, but I understood that they would not be implemented as not many would understand them. SDC material is much easier to understand and SDC people are expected to know it by heart… The guidelines are inaccessible for people who are not intellectual policy makers, even for me it was difficult to single out the points I would need for my work". So it did not have any relevance for the people in the office. The guidelines were not being picked up, nobody said "this is my bible" or "our cookbook".

load and intra-family responsibility is rarely reflected[92]. During the country visits to Albania and to Ethiopia another aspect was pointed out as missing in a donor driven gender discourse. Gender equality tends to be dis-embedded from the larger issue of social justice and from the question of coherence of development policies and strategies with both.

Irrespective of different concepts of gender and empowerment the mainstreaming part of gender mainstreaming seems to be firmly established and widely shared. There is consensus that gender issues and the narrowing, if not closing of the ever present gender gap are a responsibility of the society at large. Therefore development actors as well as governments are obliged to give attention to gender issues and to women's participation in all areas and all activities, particularly so with a view to poverty issues. Gender responsive budgeting is understood as an extension of that obligation. In countries with a strong and multiple donor presence such as Ethiopia, activities in gender training, gender responsive budgeting, economic literacy abound. Even where gender mainstreaming is not really put into practice, the obligation as such is acknowledged. That can well be considered a success story.

Yet, gender training in ADC is somewhat scarce. 64% of the heads of office have never been exposed to any type of gender training. As to the staff, not even 5% have benefited from a training lasting as long as two days (os). Documents supporting gender mainstreaming efforts usually are available at coordination office level (83%), but are not all that often consulted. Over 60% report, that time constraints are a major bottleneck regarding gender mainstreaming. By comparison with SDC gender training is mandatory for every type of staff. NDC organises annual 2-days regional gender seminars serve to enhance gender knowledge of embassy staff, in particular of GFP.

5.2.4.1 Head of Coordination Office

The **gender tone** in a coordination office depends greatly on a gender receptive attitude of the head and her/his collaboration with the GFP: In Albania the present head of office with a strong gender background insisted on gender mainstreaming methodologies by way of formulating at least one immediately relevant result and an indicator to monitor it for each project/programme. Gender training was conducted with particular emphasis on integrating gender into the log frame. Furthermore, the head decided that at least 30 % of the small projects fund should focus on gender. The present head of office in Ethiopia came to the position with a human rights background and encourages attention to gender equality. The gender record in both countries may be somewhat outstanding and on the whole not entirely representative, but it does give evidence to just how much a gender-sensitive head of office can open space for effective gender mainstreaming.

A most prominent and crucial feature of the position of head of office is her/his role in **policy dialogue**. 9 % of the 12 desks profess to always introduce gender into policy dialogue, 91% state occasionally. The question might have been formulated too broadly as 'occasionally' permits a very wide range of interpretations. The list of occasions is indeed impressive. Ethiopia with a plethora of multi- and bilateral donors and an even larger number of INGOs may be a case in point. As indicated before, Ethiopia has been pilot country for donor coordination in the nineties and is presently a test case for the implementation of the Paris Declaration. At the same time that direct budget funding on the level of Federal Government has been stalled, most donors pursue decentralized strategies. As a consequence the country has a most elaborate donor coordination architecture. In matters of gender and at multi- and bilateral level there are at least three mechanisms, the Donor Group on Gender Equality (DGGE) chaired by UN Women and the EU Task force on Gender and a gender sub-group of the donor-government High Level Forum chaired by the government. In addition there are topical, partly temporary working groups (e.g. on GBV) and donor consortia. A not quite as vast but basically similar list holds true for most other ADC countries (os).

In Albania policy dialogue on gender equality occurs mainly through the Gender Equality Sector Working Group (SWG) chaired by the Ministry of Labour, Social Affairs and Equal Opportunities MoLSAEO with the lead "donor" being UNIFEM. ADC, SDC and the Swedish International Devel-

---

[92] Feminist discourse on poverty alleviation strategies has coined the term 'feminization of responsibility'.

opment Agency (SIDA) support UNIFEM as interested donors. The SWG is perceived as being among the most active SWG in the country with the quality of discourse developing gradually. Issues discussed include e.g. the contents of and resources for the national strategy on gender equality, domestic violence and violence against women, the setting up of a gender equality employee structure in ministries and municipalities and the continued prioritisation of promoting women in decision making. Either the head of coordination office or the GFP regularly attend and provide comments to drafts when required. Policy dialogue on gender seems limited to the gender equality SWG. So far ADC, the lead donor in the Water SWG, has not taken up the issue prominently in other fora.

In Albania, ADC is perceived by most stakeholders as one of the bilateral agencies most active in gender relevant policy dialogue using whatever window of opportunity for the purpose. The Ethiopian example also shows how discrete gender initiatives of the head of office[93] with full respect of protocol even though quite effective, may not reflect in reporting. Even though the recently reworked format for coordination office reporting only indicates gender as aspect, but does not make it mandatory 82% of heads of office do include gender in their regular reporting (os). To date an outline specifying the type of gender relevant information to be found in the quarterly and annual reports does not exist. In the medium run this could be substituted by reporting on the EU GAP. The coordination office in Addis has suggested to the EU Task force to work towards combined gender reporting.

5.2.4.2 Gender Focal Points

Gender Focal Points (GFP) as such are not envisaged in the gender policy document. Merely a vague allusion – „staffing of ADA unit and capacities for gender and development at the coordination offices"– might be read in that direction. An undated note of the gender desk to the Ministry of Finance pleads for 'local gender expertise' to follow uniform job descriptions and to be backstopped by head office. 64% of the coordination offices report to have a GFP on board, usually (86%) a member of staff. While this makes for good reporting, the reality behind these numbers is somewhat shaky. For 64% the assignment does not reflect in the job description. In fact in a number of cases GFPs were self-appointed by interest and commitment. In other instances the designation is based on the responsibility for projects/programmes with a focus on gender or added to an existing portfolio. In almost all cases e.g. in Albania and Uganda, the 'appointment' as GFP does not come with a budget, a time allotment, a business card, training or simply an introduction into what exactly is expected from a GFP. In Albania the coordination office benefited from gender services (gender assessments, screening of ToRs for tenders and other preparatory inputs in project planning phases, trainings) rendered by the Equity in Governance (EiG) project coordinator. On the other hand this created a certain conflict as to who was the legitimate GFP. In Ethiopia, the GFP was responsible for education, gender and democracy and administration. After over eight years in that position, GFP was eventually included in her job description. The longstanding GFP is about to terminate her position. The vacancy announcement specifically includes gender mainstreaming tasks.

A systematic description of the profile of an ADC GFP does not exist. Usually, she, in Albania he, will be in charge of a specific segment of the country programme, time permitting, gender screen projects/programmes, and generally act as the person to contact in gender matters. In consensus

---

[93] e.g.:
- a letter, dated April 17, 2012, on the part of the British Embassy in its capacity as Chair of the Shared Values AUPG. The letter speaks also on behalf of Austria, Denmark, Germany, and Sweden. It expresses concern over the institutional weakness of the AU gender directorate and asks for a meeting regarding the matter
- an AU consultancy reviewing the institutional situation regarding gender mainstreaming in AU member countries
- successfully sought the chair of the CEWARN RRF steering committee in order to be able to better redress gender weaknesses of CEWARN.
- a letter on the part of the Swedish Embassy on behalf of the donor consortium supportive of EWLA requesting either the deblocking or the refunding of funds committed to EWLA.

with the head of office the GFP she/he will attend gender topical meetings, mostly with no authority of decision, but only with observer status.

5.2.4.3 Gender resources

Based on the online survey 64% of the heads of coordination offices and over 50% of technical staff have never received any gender trainings. At the same time that over 90 % of heads report to occasionally represent gender issues at policy dialogue level, the majority of them, 64%, feel not always up to the task. Gender training is greatly appreciated, so are the visits of the gender desk and the occasion for direct advice, all the more so as ADA is by far the main source of gender knowledge. Yet, there clearly is an unease about not feeling fully up to date with gender issues as relevant in international debates and actions (os). Already in a mission report on visits to Uganda and Ethiopia in 2005 the gender desk noted, that coordination offices desired more basic gender training as well as thematic updates and more operational tools[94].

A certain amount of additional gender support comes from other sources. In Albania particularly, the Equity in Governance (EiG) Programme provided regular gender trainings for government enti-ties and at times coordination office staff could participate. Also, networking generated valuable inputs. E.g. strong synergies developed between EiG, the Gender-Responsive Budgeting Pro-gramme in South East Europe, co-financed by ADC, and the UN Joint Programme on Gender Equality under the One UN Pilot Project supported with un-earmarked funds by ADC (MFA, sup-port to multilaterals). The three programmes conducted joint trainings, exchanged training mod-ules, materials, and skilled trainers and hosted a joint international conference on Gender Equality and local governance. Furthermore, EiG closely coordinated with UN Women on the selection of pilot areas and NGOs implementing the Citizen Score Card approach[95]. In Ethiopia mere size and difference of regions, cultures and population strata makes much less for creating synergy effects. In some instances exchange visits might be an option, but time and financial resources would hardly permit to make use of it.

5.2.4.4 Interaction with gender desktone

Interaction between the coordination offices and the gender desk varies in intensity. According to the survey results the majority is quite pleased with the gender support received, but could easily have more of it. Gender desk and sector desk are on par when it comes to discussing pro-ject/programme related gender matters. Interestingly, heads are more sceptical with regards to the relevance ascribed to gender by head office and generally with the relevance of gender in devel-opment cooperation. The survey did not ask heads of office about the frequency of their communi-cation with the gender desk. It could be concluded that the interaction between heads of office and the gender desk usually is not all that intensive[96].

There are, however, exceptions. The previous gender desks visited Albania almost on an annual basis. During the visits coordination office and projects/programmes benefited in numerous ways

---

[94] Interestingly the pattern of providing impressive overviews to the detriment of hands-on tools continues at local levels. The Sustainable Resource Management Programme tends to commission gender training to staff from the local universi-ty. The Gender Training Manual serving as a guide could easily pass as an undergraduate text book. It is much less clear how much operative knowledge it leaves with woreda staff. The same holds true of the power point presentation used for gender training by the gender expert in the PCU.

[95] The Community Score Card (CSC) process is a community based monitoring tool enabling citizens to voice their opin-ion on public services. It is an instrument to enhance accountability and increase responsiveness of service providers. In Albania it was also used for assessing gender differences in contentment with service provision.

[96] When ADC embarked on general budget support plans were afoot to start in Mozambique with a more concerted effort to train coordination office staff, including the heads, in engendering this new aid modality. This was to be conducted in cooperation with the International Monetary Fund Train4Dev Programme. The intention is mentioned in the ADA work Programme 2008 and repeated in that of 2009. But apparently it has not been implemented.

from her competence. On the agenda were: gender trainings for coordination office staff, in-depth discussion on gender issues in the region (e.g. trafficking), options and strategies for ADC interventions, design of programmes targeted at women's empowerment, participation in steering committee meetings of the EiG project, meetings with project implementation partners. While in former years certain topics had been prioritized, trafficking and GRB in particular, during the last visit in 2011 of the then new gender desk the focus was extended to gender mainstreaming in the entire intervention portfolio. The outstanding frequency appears to have been a result of invitations on the part of the coordination office, so much so that gender desk backstopping formed part of the office planning on a regular basis in order to allow the ADA gender desk to participate in EiG steering committee meetings. Contact and cooperation remained close with the new officer at the gender desk, possibly facilitated by the fact that country desk, gender desk and head of office share a similar understanding of gender concepts and strong commitment to gender mainstreaming.

In the case of Ethiopia direct contact was not nearly that frequent. During two extended visits in 2005 (9 days) and 2010 (11 days) here, too, gender training was imparted and project/programme relevant indicators formulated. In addition, meetings with present and potential national and regional partners were had and ADC projects visited. During her mission in 2010 the desk again underlined the importance of sex-disaggregated data and gender indicators, and discussed intervention approaches and options of exchange of knowledge resources with other agencies. The coordination office had requested her to devote particular attention to the SRMP, where she spent 3 days of gender training with local programme and *woreda* staff.

5.2.5   Country programmes

The purpose of the following reflections is not to evaluate projects / programmes on their own merits, but rather to identify to what extent the letter and/or the spirit of the gender policy document is effectively put into action. Therefore, the focus will lie with the planning phase, with implementation and with the various components which constitute monitoring and evaluation. Specificities of process deriving from the nature of the partner/s (from regional i.e. multi-state to individual NGOs) and donor mechanisms (from joint funding to INGOs –NGOs) will be considered, but cannot be analyzed in all of their ramifications.

5.2.5.1 Planning

Gender aspects should inform country planning long before individual project/programme partners are identified and the gender questionnaire is applied. In Albania in 2009 country strategy planning was conducted as a participatory process by way of a planning workshop. Based on a previous decision to take gender as a focal area, one out of five working groups specifically discussed ways and means of addressing gender equality. Part of the Albanian project portfolio goes through a tendering and bidding phase (e.g. RDP, Water Advisory Services). This allows for gender considerations to start at an early point in time and to be deliberated with local stakeholders. With regards to planning the regional programme RDP, ADA financed a UNIFEM study and shared the document with the various implementing agencies. In Ethiopia a large part of projects/programmes is based on support to governmental entities at decentralised level. This, of course, influences the planning process. For the highly complex bilateral SRMP, local gender expertise was called in to conduct a gender analysis and contribute to project design, indicators development and monitoring and evaluation facilities. In other cases, due to time constraints and the complexity of cooperation (multi-donor, multi-agency) insistence on a gender analysis to be financed with project funds, but preceding the phase of project design more often than not was found to be impossible. Timing is also a factor impacting on the possibility of gender or, for that matter, country desk to bring gender aspects into the planning process. Sometimes, as was the case in the Democratic Institutions Programme (DIP) in Ethiopia, the lack of a gender analysis and deficits resulting thereof only become apparent in the mid-term evaluation. Ethiopia's present country strategy extends from 2008-2012. For the upcoming planning phase the coordination office uses monies from the small projects fund to conduct planning workshops with stakeholder participation. At the occasion of the recent plan-

ning workshop for the second phase of the SRMP, gender was on the agenda of each working group. Also, in his key address the head of office pointed to the need to grasp gender in the context of climate change, food security and sustainability.

The guidelines stipulate "participation and co-determination by **women's organisations** in sectoral planning (not only in the education and health sectors)". In actual fact, even in these sectors interaction with women's organisations appears to be somewhat difficult. The exigencies of a donor-driven project/programme rhythm and specific features of a country may render civil society participation in the design stage difficult. In Albania a feminist-inspired women's debate is a rather recent phenomenon, so much so that to many the concept of gender gets across as imposed by donors. Women' organisations find their place more easily in the implementation phase. In Ethiopia a repressive government has clamped down on civil society advocacy and stifled political discourse[97].

Asked if they support their **partner organisations** to develop gender skills, only one third of coordination offices give an unequivocally positive reply (os). Depending on the country context, that could be considered sub-standard. Even when, as can be safely assumed, every funding agency comes with some form of gender policy, identifying gender entry points and formulating indicators in a specific field of intervention is not an obvious skill. Here subsidiary tools attuned to ADC project management could be helpful.

In both countries visited one project attributed gender marker 0 was looked at in more detail. In Albania this concerned the quite substantial support to the water sector with its technically advanced set-up that contains no direct gender elements. In Ethiopia it was the financially rather modest support of a REDD consultation process. Women did in fact participate in the consultation process on administrative as well as grass root levels, but the assessment had looked at the consultation from a more technical angle and considered it as not gender relevant.

The way women specific interventions (marker 2) are conceptionalized reflects the situation of gender relations in the countries of intervention or, more precisely, the perceived situation of women. As already indicated, in Albania this is very much the felt loss of voice of women in the political sphere. Therefore the coordination office has opted for a policy of strengthening women's rights, which permeates the programme. The support to women parliamentarians as well as EiG responds to the perceived erosion of women's status; so did the Joint Programme (UNIFEM, UNDP, UNICEF and UNFPA) on Gender Equality under the ONE UN reform Programme. In Ethiopia, basic issues of the physical integrity of women endangered by traditional cultural practices as well as food / income insecurity figure more prominently. Planning may also be influenced by previous experience. An NGO (Family Life Support / SOS-Kinderdorf) project in Ethiopia, active in family life, child care and income generating activities, grew aware of the ambivalences of economic empowerment: With rising income women become more attractive for men who more often than not creamed off the gains. This experience induced the project to put stronger emphasis on personal empowerment in order to strengthen the women in safeguarding their interest while maintaining the relationship.

Generally, NGOs as partners of implementation or in an NGO partnership find it easier to agree on the gender terms of projects/programmes. Also, usually the size of the projects/programme they are engaged in is of a more limited nature and the project design tends to be less multi-facetted. (This does not preclude serious problems. See 5.2.5.2)

The majority of projects/programmes fall into the category with marker 1[98]. Here the planning process and the chances of having gender fully integrated depend very much on the structure of donor/s and partner/s and vary greatly.

Efforts with the Regional Development Project (RDP) for Northern Albania are an example of the laborious process of engendering tendering and bidding. Both ADC and SDC, support the pro-

---

[97] National NGOSs are to focus on service delivery; only 10 percent of their budget is permitted to come from international sources.
[98] In 2010, 71.6% of contracts (63 out of 88, including framework contracts) received gender marker 1.

gramme. Already in the first discussions on the programme idea gender experts were included. A local gender advisor did a pre-assessment of the tender document with recommendations on how to improve inclusion of gender issues. However, a comparison of the preliminary assessment and the final tender document did in fact not indicate that the major recommendations of the assessment had been taken into account. Gender was again a major issue, when the bidding consulting firms presented their offers in Vienna and it was also a selection criterion. After the bidding process the winning firm was asked to improve on gender; other aspects required reworking too, but gender was the primary one. The firm revised the proposal accordingly. In addition, ADC asked UN WOMEN to prepare a resource guide to support gender responsive implementation of RDP by providing technical guidance to that effect. Even though the implementing consulting firm thought the recommendations over-demanding and out of proportion with the budget, it did conduct a gender analysis. This in turn did not meet the expectations of the donors and, again a revision was demanded. During the reworking of the planning documents following the inception phase, gender was once again part of the discussion between the implementing agent and the donors. It is felt that the process enhanced the implementing agent's awareness regarding gender, even though the donors still were not fully satisfied with the integration of gender in the log frame, particularly regarding objectives and indicators.

Bringing gender into the negotiations with governmental entities, even when a women's machinery is in place, can be equally challenging. Presumably time and staff resources will not always permit to apply such persistence in order to obtain a satisfying planning base. In multi-donor funding schemes the budget framework ought to have gender integrated. In actual fact, as in the case with the Protection of Basic Services Programme (PBS) in Ethiopia, the danger is great for gender to get run over by male-dominated decision making structures, different procedural requirements, and sheer size and complexity[99]. Multi-state and multi-agency partners tend to share similar challenges[100].

To a large extent programme profile and planning process are shaped by the influence of the coordination office, more specifically by the head of office. He/she may initiate specific emphases, express a strong interest and be particularly responsive to in-country gender stimuli. In any case, his/her exposure to gender reflections is key. When 82% of the heads of coordination offices give a positive response to the question "Are there any specific measures in place to ensure and encourage sector desks to mainstream gender into programmes and projects?" this appears to be stretching the notion of any rather generously. The analysis of the gender assessments and their recommendations gives a somewhat more sober picture.

5.2.5.2 Implementation

Once a project/programme is being implemented, attention to gender basically rests with the project partner/s. Key requirements of gender mainstreaming, gender adequate sensitivity, knowledge, skills, and structures will have to have been planned for and put into place or found satisfactory in the first instance. ADC has no system of gender backstopping[101], neither are funds for such services provided for in project/programme budgets.

Contrary to the experience in other countries, in Albania as in Southeast Europe, a region with a rather short history of civil society evolution, ADC staff had rather low expectations concerning gender performance and often had to settle for less than desired. If there was sufficient understanding to have at least some small women specific activities in the project portfolio, this was con-

---

[99] In the case of the PBS repeated reviews have pointed to the absence of gender sensitivity. The Worldbank is about to contract a consultant to assist with the streamlining of gender into the preparatory work of PBS III.

[100] In the case of African regional structures, ADC is assisting with stronger gender mainstreaming by way of supporting an Addis-based UN Women liaison office to the African Union gender directorate (MFA) The head of the coordination office in Ethiopia took various actions towards a stronger and more visible gender performance of regional Programmes such as the IPSS and the CEWARN RRF.

[101] i.e. technical advice on conceptual and implementation issues throughout the project/programme cycle.

sidered an acceptable start with hopefully a fuller understanding of mainstreaming at a later point in time. In line with the tender documents consulting firms are required to have the necessary expertise on board or to contract it. If the consulting does not fully live up to the gender terms of the contract during implementation, the coordination office and/or the gender desk can, if aware if it, seek adjustments only by means of communication. Another option at one point made use of was to invite implementing agencies to some form of gender training. The system opted for in the EiG Programme, NGOs coaching government staff and seeking to establish administrative gender structures, brought unconvincing results. There were problems of mutual recognition and acceptance on the part of the NGOs awarded the contract.

In Ethiopia NGOs enjoy a reputation of being gender sensitive. Therefore they are preferred partners for more innovative approaches[102]. Choosing a partner/programme partner who by its very mandate is geared to gender sensitivity and the empowerment of women, whether the partner is multi-national (UNIFEM, UNICEF, UN Women) or national (Afar Patoralist Development Association (APDA) in Ethiopia, gender and development center (GADC) and UAW in Albania) is a fairly safe option. Different, if not conflicting views on approaches and objectives might still exist. In Ethiopia the gender desk took issue with APDA considering a less radical form of FGM (sunni rather than pharaonic) a success, whereas in her eyes only complete eradication would be acceptable. Conflicting views between the contracting and implementing partners (international and national NGOs) on approaches in the EiG in Albania lead to a situation where the local partner was "in practice reduced to a local legal cover of the project and the role of fiscal agent"[103].

Predictably the most challenging situations present themselves in projects/programmes carrying marker 1. 90% of the coordination offices reply positive to the question whether in their area of responsibility projects/programmes are mainstreamed. They point to gender analysis, sex-disaggregated data and indicators. Only little over 50% report they insist on their partner organisation to develop gender sensitive indicators. With one exception (Burkina Faso) implementation mechanisms are not mentioned. In Ethiopia the two major regional projects - Health sub-Programme Somali National Regional State (SHRB) and Sustainable Resource Management in North Gonder (SRMP) - both seek to strengthen national systems designed to deliver basic social and economic infrastructure services at decentralised levels from regional state down to the communities. At each level and in the Steering Committees the Women's Affairs Bureaux are included. A range of activities specifically addressing women in health, education, income generation, property rights are integrated into the highly complex projects. In the SHRB expectation to act as a gender driving force is vested in the Women's Affairs Bureaux, The SRMP is equipped with a PCU of entirely male composition, including the gender expert. The coordination office places its hopes concerning adequate gender mainstreaming into the local gender expert. However, by all appearances his presence serves more as an institutionalized reminder of the need to give attention to gender by way of sex- disaggregated data, gender trainings and the like. He himself does not seem to play a particularly active role. E.g. the annual report with its sex-disaggregated data could serve as a wealth of information concerning the gender performance in the altogether 10 result areas of the project and could constitute an excellent basis for strategic planning. This potential is not recognized. Here, too, mechanisms and facilities to increase the competences and improve performance are missing. The exchange between local gender experts and advisors stipulated in the gender policy document and immediately put into disuse could prove quite effective in this and possibly similar cases[104]. In the Albanian RDP views on the best gender entry points are diverging.

---

[102] Examples of such projects, funded through different channels, are the Family Life Support Project by SOS-Kinderdorf (NGOS-Framework Programme), Project E, providing training for educationally performing orphans, semi orphans and very poor girls to secure a reasonably well paid secretarial job (individual measure), Developing prevention, care and support for people with disabilities victims of violence and sexual abuse, Handicap International (small projects fund).
[103] EiG Midterm-Review, page 22, 2010
[104] The training manual in use in the project does much more for sensitization, awareness raising, and the acquisition of a certain gender knowledge than for the identification of entry points for gender mainstreaming, in other words, it is rather far away from an operative use. On a normative level, it does not refer to CEDAW which is a binding UN convention signed by the Government of Ethiopia, but rather to the Beijing Plan for Action which is but a declaration of intent. This is in contradiction to the declared gender policy of ADA.

While ADA, based on its previous experiences, focuses strongly on GRB, the implementing firm assesses chances for GRB in the programme context as low and opts for gender sensitivity of development funds attached to the programme.

The thematic issues discussed (5.1.2) are present in different ways in both countries visited. The MDGs are more of a frame and rarely explicitly referred to. UNSCR 1325 is very much a topic with the Addis-based Institute of Peace and Security Studies (IPSS, African Union) and with the Rapid Response Fund (RRF) of Conflict Early Earning and Response Mechanism (CEWARN) of the Intergovernmental Authority on Development (IGAD). Regarding the IPSS ADC finances ten African senior professionals of AU Member States and Civil Society to participate in the one-year executive master's course in 'Managing Peace and Security in Africa.' In order to further strengthen the gender performance of the AU, earmarked funds to the Shared Value Programme (pillar III) have been allocated, one of the items being women's voices in peace processes. As to CEWARN, ADC contributes to the RRF designed to strengthen Local Peace Committees. In both instances the gender desk in her communication with the coordination office and in the gender assessments argued vigorously for the inclusion of UNSCR 1325 into the curriculum of the IPSS and for a balanced participation of women in the Local Peace Committees under the umbrella of CEWARN. The IPSS has indeed a full course on "Gender in conflict" in its curriculum and gender components in the other courses. The evaluation of CEWARN of November 2011 states that women are present, but "their involvement is very limited. Women have not participated to any significant degree at all levels.[105]" The head of the coordination office successfully sought the chair of the CEWARN RRF steering committee in order to be able to better redress the gender weaknesses of CEWARN.

ADC support to Albania for implementing the Paris Declaration[106] contains gender aspects in so far that Integrated Planning System (IPS) support includes gender equality objectives. ADA lobbied in the Gender SWG for the linking of the national strategy on gender equality to resource allocation processes.[107] The visit of a high-level government delegation to Vienna in the context of GRB in September 2011 inspired the government to draft a degree that obliges all ministries to have objectives and indicators for their strategies of which at least one should be related to gender. In Ethiopia the efforts to engender the Declaration, to which the ADA gender desk contributed actively, reflect in three gender coordination groups. At times the head of the coordination office attends the meetings, at times the GFP (5.2.4.1).

Irrespective of the substantial role new aid modalities and joint funding play in Ethiopia, Gender Responsive Budgeting does not figure prominently. It is, of course, discussed in the country and the Ministry of Women's Affairs in collaboration with the Ministry of Finance is in the process of elaborating a handbook on GRB. There is no indication though that is has effectively reached the ADC programme. In contrast, in Albania with the Gender-Responsive Budgeting Programme in South East Europe and GRB included in the EiG project, GRB is a central topic. As the national Austrian practice is regarded as a vanguard experience, an Albanian government delegation visited Vienna in September 2011 in order to strengthen high-level political support to GRB. The topic is also high on the agenda of the Gender SWG. Finally, ADA's gender desk sees great potential in the EU Gender Action Plan (GAP) to induce effective gender mainstreaming. In Ethiopia the GAP is indeed beginning to unfold some of this potential: In the context of the EU Task Force on Gender and with the strong support of the coordination office, member states discuss the possibility of consolidated reporting on the GAP. Of necessity this would imply exchange of information, which could also serve as a source of incentives and ideas.

---

[105] Final Evaluation Report of the Rapid Response Fund for CEWARN by Girma Kebede Kassa, p.48. The response coordinator insists that women are present in every aspect and at every level of RRF funded activities. CEWARN data are not sex-disaggregated. This is somewhat puzzling as sex-disaggregated data seem to be a standard requirement of most donors, including those supporting CEWARN.

[106] In terms of projects mainly through 8153-00/2007: Financial support to the Integrated Planning System (IPS) and 6524-00/2010: Support and Expansion of the Albanian Treasury System

[107] As a result of donors' policy dialogue, a budgeting process for the current national strategy on gender equality is on its way. The implementation of the gender equality strategy 2007-2010 suffered from the missing link between strategy and budget.

5.2.5.3 Monitoring and evaluation

Concerning the monitoring of the recommendations in the gender assessment the gender policy document stipulates:

"The coordination offices have the task of following up the recommendations of the gender assessments at regular intervals (six months) so as to improve the practical implementation of the programmes and projects. This monitoring also helps to identify sensitive points and difficulties and thus provides feedback on the gender policy".

However, there is no mechanism in place to effectively implement monitoring of the implementation of recommendations; neither does a mode of registering feedback exist. As a consequence, the learning and fine-tuning effect expected from monitoring is thwarted. The environment desk uses a "reminder" function of the joint environment/gender database designed to follow-up on recommendations at desk level. Due to time constraints the gender desk does not see the possibility to do likewise. The coordination offices in the two countries visited see no way to take on the task either. They depend on periodic reports and reviews and on the occasional project visit. The answers in the online survey regarding mechanisms to monitor gender issues with 71% responding "yes", when looked at more closely, rely much on the same sources. By the example of the two coordination offices visited programme officers can be quite meticulous with reports and insist on satisfying gender information in periodic reports, the minutes of steering committee meetings and the like. But in the absence of a structured feedback mechanism this does not alleviate the systematic disconnect with the gender desk and with a general learning process in ADC. This is all the more regrettable as sex-disaggregated data and gender indicators form a constant topic in the recommendations. It may also be somewhat disappointing for those coordination offices which actually do invest great care in gender reporting. They rightly expect the information rendered to become the object of some type of gender dialogue. Even if the assessments are not filed away along with the project document, the information generated by the application of indicators would remain quasi anecdotal and would not serve the purpose of gaining a comprehensive picture of ADC gender strengths and weaknesses.

Some aspects of indicators and reporting feeding into monitoring are looked at critically on the part of projects/programmes. The SRMP in Ethiopia complains that the target it is measured by - a 30% participation rate of women – is much too high and too uniform. It does not consider the specific conditions the programme sees itself faced with in its various result areas. By the same token it does not give sufficient recognition to the achievements obtained and the challenges faced (such as e.g. the prevailing reticence to send female staff to formal meetings). Some (IPSS, CEWARN) claim their performance on gender is under-reported and they put this to the absence of well defined gender integrated reporting templates.

As to evaluations the gender guidelines state:

"Every evaluation of ADC-financed projects and programmes will monitor the contribution to gender equality in the core areas of capabilities, opportunities and/or security. Gender-sensitive evaluation will use the gender indicators formulated at the planning stage to measure progress and for the final assessment.)

This statement is equally inconsistent. The guidelines for project and programme evaluations contain a paragraph regarding gender equality:

"The assessment of the project should also contain an assessment of the extent to which it contributes to the promotion of gender equality.

Central questions to this issue are:

- *Was the conception of the project gender-differentiated and was a gender analysis conducted?*

- *Did women and men make an equal contribution to the design of the project?*

- *Do women and men equally benefit from the project?[108]"*

They also provide a useful, concise gender checklist. But neither the evaluation guidelines nor the checklist refer to the gender policy document or the core areas. In addition, the way the gender guidelines address the issue of indicators, is counter-factual: A gender adequate evaluation relies entirely on "the gender indicators formulated at the planning stage to measure progress". However the absence of gender indicators is precisely the bottleneck that the majority of the gender assessments point to. Log frames constitute a particular danger zone for gender indicators, where they get lost all too easily. Furthermore, as concerns the measuring of progress, there is no ADC attuned literature that would help to formulate indicators which actually capture positive changes in women's lives and an effective rebalancing of gender power relationships. In Ethiopia the workshop-based participatory planning of the second phase of the SRMP, financed out of the small projects fund, hopes to move into that direction.[109]

5.2.6 Donor comparison

5.2.6.1 Swiss Development Cooperation

The most striking differences between ADC's and SDC's approach to GEWE are senior management commitment, the equal opportunities policy, the distribution of responsibilities for gender issues throughout SDC, established capacity building and support tools and the strong focus on learning and experience exchange.

SDC submits yearly progress reports on gender equality[110] to the ministry which are feeding into the Swiss CEDAW reporting. Progress reports screen annual reports, management responses, credit proposals and cooperation strategies for gender equality issues. Senior management (director and division heads) yearly discuss and comment these reports with management responses. Commitment of senior management was also visible during the gender policy evaluation process in 2008, when the evaluation was carefully aligned with the then ongoing SDC restructuring process to make best use of the recommendations. Furthermore the relatively good supply with resources for gender issues can be regarded as a manifestation of management priorities in favour of gender issues. However, the evaluation recommendation of designating a lead person within senior management for leading and overseeing the implementation of the gender equality policy was not implemented.

SDC is particularly praised for its strong commitment to and performance in equal opportunities[111]. A ten year policy on equal opportunities and two year plans with strategic objectives as well as a framework and instructions for coordination offices provide a strong framework for equal opportunities within the organisation. Family-friendly policies, including tele work and part-time work options are frequent within headquarters, with challenges in applying these in coordination offices.

---

[108] Guidelines for other types of evaluations (strategies, policies, organisational, thematic) do not exist. ADA's 2011 evaluation of Austria's implementation of the Paris Declaration does not touch on gender mainstreaming, the 2008 ADA evaluation only mentions the sex ratio in headquarters.
[109] The range of inclusion of gender issues in evaluations is illustrated by some examples from Albania: 1) An evaluation of Vocational Training (2012) looked at gender mainstreaming as one of the project results. The evaluation ToR included a lead question on gender and a sub-question under another lead question. As a consequence, the evaluation responded on gender equality outcomes (gender issue awareness increased, gender-related teaching practices becoming integral part of teaching methodology and practices, gender-relevant aspects increasingly included in teaching and learning materials); 2) A peer review on a Child Protection Safety Net did not address gender at all, even though it seems quite obvious from the reports that the situation is quite different for boys and for girls. As the project proposal had not specified any gender specific results, the assessment followed that gender-blindness. The only reference to men and women is made by stating the percentage of women as beneficiaries from micro-loans; 3) An ex-post review ("Nachschau") of the water sector Programme in South Eastern Europe (SEE) in 2010 did not address gender systematically. The only references to gender were by stating the number of participants in the focus group discussions disaggregated by sex and by stating that one intervention had reduced women's workload.
[110] Introduced in 2009
[111] SDC: Performance in mainstreaming gender equality, evaluation, 2009, page 1

As responsibilities for gender mainstreaming are with all staff, international and national staff is provided with 2-3 days of mandatory gender training to build capacities. In addition, gender contact persons (GCP) and gender focal points (GFP) are appointed throughout the organisation, including coordination offices as well as headquarters divisions and departments. GCP and GFP have their responsibilities described and formalised in their job descriptions with work time allocated (average approximately 10% of total work time), even though allocated time is felt to be insufficient.

Two active learning networks support GCP and GFP. The Gender Global Network includes all GFP. There are biannually face to face meetings at international and at regional level complemented by moderated online discussions on specific topics. The Gender Head Office Network meets monthly with the mandate to develop and monitor policies and norms, exchange information and experiences and build GCP's capacities.

Further support is through a website that is updated regularly and provides the latest discussion papers and tools and a toolkit regarded as useful, well structures and practical. Partners are supported through gender trainings and the provisions of toolkits, sometimes translated to the local languages.

The resources allocated to gender issues cannot be specified. However, in terms of staff, two gender policy advisors form the core staff concerned with gender equality issues (one with 80% in the regional cooperation division, one with 40% in the global cooperation division), complemented by the GCP and GFP with approx. 10% of their work time attributed throughout divisions and cooperation offices, and a staff for equal opportunities at ministry level as well as one staff for the cooperation with UN Women). There is an annual budget for travel, network meetings, website and outsourcing of tasks (e.g. trainings, moderation of online discussions) of approximately 250,000 EUR.

With regards to setting gender equality targets and indicators, SDC has some good experiences with regional gender action plans covering equal opportunity policies, focal points, shared responsibilities, gender strategy, capacity building, knowledge management, peer reviews and exchanges, etc... Some countries have developed a gender equality strategy that is also evaluated. However, these two good practice examples are voluntary efforts by dedicated coordination offices. As within ADC, SDC feels that gender obligo is still too limited and too much continues to depend on the engagement of committed individual gender champions.

5.2.6.2 Norwegian Development Cooperation (NDC)

Placing women's rights at the centre of concern, Norwegian ODA approaches gender equality and women's empowerment from a slightly different perspective. The argument runs that having rights is a prerequisite for gender equality and is empowering in itself, at the same time that empowerment is needed to actually claim rights. The basic policy directives are laid down in a White Paper tabled to parliament in 2008 "On Equal Terms: Women's Rights and Gender Equality in International Development Policy" and in the "Action Plan for Women's Rights and Gender Equality" endorsed by the Ministry of Foreign Affairs (MFA), initially for the years 2007-2009, but extended to 2013[112]. Further guidelines pertaining to gender do not exist.

By all appearances the major themes permeating ADC are of lesser structuring effect for NDC. Clearly the MDG are and so are UNSCR 1325 and subsequent resolutions. In fact, in 2011 the previous action plan on UNSCR 1325 has been upgraded to Norway's strategic plan. Obviously the EU GAP is of no relevance, but the Paris Declaration does not seem to figure prominently either. As to GBR the ODA budget itself is submitted to a GRB screening process. In Uganda and Tanzania GRB activities are being supported. A thematic paper or brief on new aid modalities and GRB could not be found.

---

[112] FN The plan has 4 thematic priority areas: 1. Women's political empowerment, 2. Women's economic empowerment 3. Sexual and reproductive health and rights, 4. Violence against women

The structural set-up differs, too. In 2004, as part of a general civil service reorganisation, NORAD was established as a separate entity primarily in the function of Technical Assistance to the MFA, with a staff of about 200. Thus, a specific aid structure no longer exists[113]. Both, the MFA and NORAD, have gender teams. In the MFA a team of three full-time staff, all of them generalists, is placed in the Section for UN Policy and Gender Equality. The team is composed of the head, male, with ambassador status, and two female generalists, one temporary, both responsible for the implementation of UNSCR 1325 ff. NORAD presently has a gender team of six, not all of them fully trained gender experts though. Competence building is still going on. The MFA and NORAD gender units meet bi-weekly, coordinate the annual work programme on gender and collaborate in ad hoc thematic teams. There is close cooperation between the MFA and Norwegian NGOs

Since 2007 the MFA holds a Gender Budget line of presently 2,3 EURm. Most of it goes to the embassies[114] for the support either of Norwegian or local NGOs with the specific purpose of strengthening women's organisations. Some remains with the gender team for its activities. In addition, with about 1 EURm per year Norway is one of the top five to UN Women.

The management and administration of ODA is basically the remit of embassies. All embassies are to assign a GFP, a function which is usually added on to a sector portfolio without additional resources (funds, time, and training). Prior to taking on their assignments embassy staff receives some training within which gender used to be accorded one hour, since 2012 three hours. Annual 2 days regional gender seminars serve to enhance gender knowledge of embassy staff, in particular of GFP. In March 2012 with a view to increasing gender responsiveness NORAD has prepared a guide to the elaboration of gender action plans on country level. Six embassies have been selected as pilots[115] and provided with templates for their annual reporting along the lines of the thematic priority areas[116]. The gender team hopes that these templates eventually be made mandatory for all embassies. In order to ascertain ownership embassies are expected to attend to gender action plans and reporting themselves, rather than outsourcing these tasks to e.g. local expertise.

Mandatory instruments or procedural gender requirements do not exist at the moment. Neither are gender training or gender tools for project/programme partners available at present. However, NORAD's gender team plans to offer thematic policy briefs to the embassies, e.g. on energy, which they may share with partners.

Gender markers are attributed on embassy level. To that effect a matrix offers 10 questions regarding "basic and strategic empowerment factors" and provides definitions for practical and strategic gender needs[117]. Embassies are free to accord marker 0 without giving evidence of a gender screening that brought them to this conclusion. Gender reviews conducted at embassy level by the NORAD Gender Equality Team were not very satisfied with the consistency of marker determination. 'The 1999 Handbook in Gender and Empowerment Assessment' has not been updated. In the last years roughly 75% of NDC has been given marker 0.

The annual reports of embassies include a section on gender. On the basis of these reports and the list covering marker 1 and 2 projects/programmes, the NORAD Gender Team in a synthesis report comments annually on the gender performance of NDC. The report may, but does not necessarily have to be discussed with the senior management.

Monitoring is basically done by internal Management Reviews and Gender Reviews which NORAD may conduct on the request of the MFA and embassies, respectively. NORAD can suggest external evaluations to the Evaluation Department. Two gender evaluations are presently under preparation, on results achieved concerning equal opportunity and women's rights, and on gender indicators in the agricultural sector. Review and lessons learned documents are quite critical of NDC's gender performance. The list of shortcomings is very similar to that of the AfDB meta evaluation.

---

[113] FN also, the budget lines for NGO and research funding are still administered by NORAD.
[114] By 2009 12 out of 26 embassies had applied for funds from the Gender Budget line.
[115] FN Ethiopia, Uganda, Angola, Malawi, Mozambique, Nepal
[116] FN The embassy in Ethiopia reported over-performance in all but one activity area, i. e. support to organisations.
[117] FN The difference, if there is one, between basic and practical needs is not explained.

The 2009 mid term review on the Gender Action Plan criticised specifically poor reporting and accountability mechanisms.

Concerning equal opportunity strategies, MFA and NORAD follow the stipulations of Norwegian law. However, salary gaps seem to persist. Specific in-house gender equality policies exist neither in the MFA nor in NORAD.

5.3 Efficiency

The concept of efficiency relates to action and resources and is somewhat difficult to apply to policy documents and guidelines. Clearly, where particular instruments (e.g. gender audits) have never been in use or suggested procedures (e.g. annual meetings of local gender experts) have never been practiced, there is no point applying an efficiency lens. The same holds true for policy inconsistency as is the case with the core areas. These have no bearing on the structure of tools, not even the most immediate instruments of implementing the guidelines, gender questionnaire and gender assessment. Amongst many other evaluations the recent meta-evaluation conducted by the AfDB points to the fallacies of attempting to measure efficient implementation of gender mainstreaming[118]. A meta-question: just how efficient is it to have a policy and a desk, presently with 30 working hours per week, and no working budget for capacity building, elaboration of tools, gender analysis, supervision and backstopping, monitoring and evaluation on aggregate level, provision of feedback and creation of institutional learning loops?

Therefore it appears more appropriate to look at the structure and profile of country programmes and the use of financing instruments, mode of implementation, i.e. the ways of going about, of communicating, networking and the like. Also, for the purpose of evaluating efficiency with reference to a policy instrument without having solid impact information at hand, it seems advisable to apply the modest perspective of potential and of practical needs. Well-founded statements on efficient policy implementation and the realization of gender equality and women's empowerment are simply not possible.

The overriding themes of ADC, reducing poverty, securing peace and preserve the environment, are immediately relevant to social interaction and by implication to gender relations. The **structure and the profile of a country programmes** seeks to respond to the specific problem constellation in a country. Ethiopia's country programme with its focus on health, food security, and the Protection of Basic Services (83% of the budget) is embedded in governmental structures at decentralised levels. As such it does hold the potential for efficient and sustainable attention to the practical needs of women. This is all the more so, as the programme thrust moves with the declared intention of government policies. Albania's country programme with its focus on economic development and political stability could be regarded as efficiently addressing women's practical needs in relation to basic service delivery (water supply) and income generation as well as women's strategic needs of political participation. The focused interventions on empowering women are well aligned with government and other stakeholders' efforts.

A certain **complementarity of MFA and ADA support** could also be argued as constituting efficient use of funds in aid of gender mainstreaming. In the case of Ethiopia this applies to the MFA support to the UN Women liaison office to the AU gender directorate and the efforts of the coordination office to strengthen the AU gender directorate. In actual fact though, there oftentimes communication is insufficient. Since both actions are administered by the coordination office, this could

---

[118] "There is no established good practice baseline for financial resource commitments to enable effective mainstreaming. Most evaluations highlight the financial resource challenge, but there are scant data available on resourcing gaps, because most agencies do not have budgeting systems that can readily identify commitments to gender mainstreaming at the administrative or intervention level (page 39). …The evaluations reveal two key issues: (a) tracking of gender financing has been weak, so there is no established good practice on the costs of effective mainstreaming; and (b) despite the lack of financial data, most evaluations conclude, on the basis of proxy indicators, that financial resources are not sufficient to support the organisational changes required to mainstream gender equality".(page 44)

erode efficiency potentials[119]. In Albania MFA support to One UN in the country went well with the regional GRB project and the bilateral ADC support to EiG, because of the strong Joint Programme on Gender Equality (JPGE) that came as part of One UN. While the coordination office was overall well involved in MFA One UN support, there seems to be no awareness or at least reporting on JPGE as a contribution to ADC gender equality objectives. This adds to the occasional under-reporting observed during the evaluation.

Complementarity of ADC's financing instruments could not be found in Ethiopia. Even though the term complementary is applied to the organisation of the areas of intervention, on the ground there is little of it. This may be due to the different mechanisms and procedures of the financing instruments, but also to the highly differentiated social and cultural structure of the respective countries. A clear complementarity of ADC's financing instruments could be observed in Albania where the NGO co-financing of women's participation in politics was the entry point for the EiG project on GoA's gender architecture financed through the bilateral country budget line. The regional programme on GRB efficiently supplemented and built on these previous efforts.

Complementarity can also be achieved **within country programme** areas. The non-focal areas are supposed to do so. In Ethiopia it is not clear that this is actually realised in any meaningful way in implementation. The situation is different in Albania, where the coordination office puts a lot of effort into ensuring that experiences from marker 2 programmes (EiG, GRB) are fed into and taken up by other programmes as in the case of RDP. In both countries the small projects fund is used for complementary action relevant to gender. In Albania the coordination office decided that at least 30% of the fund was to be used for strengthening interventions relevant for gender equality, e.g. in 2011 a project on increasing the participation of women and men in local decision making was financed from the fund. In Ethiopia gender integrated participatory planning is financed out of the fund

Streamlining of institutional action is a strategy pursued by the gender desk as well as at intervention level. The Albanian SWG on gender equality is the main forum for streamlining discussions and coordination with GoA and among donors. In addition, the head of the coordination office has challenged the EU delegation mainly through inputting gender aspects and mainstreaming in the EU country strategy and the annual programmes. In Ethiopia the coordination office induced concerted donor efforts towards a more vigorous AU gender directorate and attends the various donor fora. Finally, all ADA gender desk officers have invested much energy into an active response to the EU GAP. Apart from its potential concerning relevance of gender and effectiveness of gender mainstreaming the GAP can render communication on gender more efficient.

Networking on gender equality issues over and above institutionalised gender fora or in cases of joint funding, as with ADC and SDC in the RDP in Albania, apparently does not happen all that frequently. This also applies to communication on gender between coordination offices. Given workload and time constraints and the absence of institutionalised vehicles of exchange and networking, 55% say they rarely, 36% never engage in gender dialogue with their peers and colleagues (os). This is in strong contrast to SDC with a strong learning network to make sure experiences are shared and good practices disseminated.

5.3.1   Impact of gender policy document

Every impact analysis has to come to terms with the questions of attribution and causality and possibly has to settle for the more modest notions of plausibility and relatedness. This holds particularly true of an evaluation of the impact of a policy directive. Its direct target group are the policy implementers. The people whose life the policy is to better be only the indirect target group. By the time a policy trickles down to them, it has passed a variety of levels, each with their own agendas

---

[119] This a point also raised in the 2009 OECD/DAC Peer Review.

and dynamics, and policy effects and results merge with numerous other conditioning and impacting factors.

It is not any different with the ADC gender policy document. As shown, instruments designed to act as vehicles of policy implementation, such as gender assessments with the uncertain fate of their recommendations frequently run into an impasse. Gender policy re-enforcing facilities are either virtually absent (operative tools) or scarce (gender training) and personalized (gender desk domain), rather than a systematic feature of capacity building and staff development. At the level of the coordination offices knowledge of the gender guidelines may be claimed in the online survey, but presumably it would not be unfair to add a dose of political correctness and solidarity to the claims[120]. Some feel the guidelines to be valuable as normative reference, but of little operational use. The fact that a number of elements announced in the guidelines never saw life diminishes their relevance. In the case study countries project/programme partners without exception do not know the guidelines at all. There is actually no reason why they should. Donors have guidelines; unless they enter the negotiations and become in some way a factor to be reckoned with they are of little meaning.

In sum, the direct impact of the gender policy document on policy implementers is modest. There is one noticeable and crucial exception though, mentioned in many discussions, that is awareness. In the debate on the normative objectives of gender equality and women's empowerment two aspects are acknowledged: The inequality between men and women as a condition everywhere in ever so many shapes and forms and the obligation of any type of development action to integrate the objective of gender equality in whatever else it seeks to achieve. The insistence on gender mainstreaming can give added strength to this basic acknowledgement at the same time that it can build on it. At the same time one has to admit, the devastating findings of the AfDB 2011 meta-evaluation on gender mainstreaming are the very same Rounaq Jahan had analyzed in her seminal book "The Elusive Agenda" in the year 1995[121].

At project/programme level impact analysis is faced with evaluating outcomes, results and sustainable impact. This evaluation has no means of verifying either. What it can and does do is rely on information obtained during project/programme visits and interviews along with available project/programme evaluations. There are outcomes and results to report. Whether they can in any way be connected to the gender guidelines or owe their existence to other factors is exceedingly difficult, if not impossible, to determine. Would the continuing and unusually intensive cooperation of two gender committed ADC members of staff have achieved the same results in the absence of gender guidelines? Are we looking at formalized results sitting idly in the letter of laws or mandates of institutions or do we have evidence of ownership making for gender change and impact on women's lives? (Albania)? Is the social and gender policy of government, though under-resourced, the driving force for a socio-economic betterment that does not leave out or even specifically addresses women or is the course of action influenced by the guidelines? Do the needs being met have strategic ramifications (Ethiopia)? To put the question another way: was it the guidelines that made ADC attractive for partners to approach them or for ADC staff to identify particular partners for ADC support? There is no way of knowing. Agencies have built up reputations; their gender culture is a vital part of it. That culture needs nurturing.

With these reflections in mind, identifiable gender results in Albania and Ethiopia will be recorded here. As the country visit to Albania had its focus on projects and programmes with gender as the principal objective (EiG, GRB in SEE), EiG results will be reflected on to illustrate the response to a gender marker 2 project that seeks to support a government in the actual implementation of gender equality policies in order to strengthen women's participation in the political sphere. In Ethiopia, where altogether 12 projects have been either visited or discussed with project partners, the focus

---

[120] Probably the survey question on "knowing the guidelines" was too general to render a conclusive answer, as "knowing" covers a wide range of familiarity. In Albania, with the coordination office performing quite strongly on gender, technical staff stated either to "know" the guidelines in the sense of "knowing there are gender guidelines, but never had the time to look at it" or in the sense of "having skimmed through to have a rough idea".

[121] Rounac Jahan: The Elusive Agenda: Mainstreaming Women in Development. London: Zed books, 1995

will lie with the SRMP project. With three and a half days spent in the project region and a detailed, gender-inclusive mid-term evaluation[122] it provides a good example of the interaction between strategies pursued by the Government at the decentralised levels of national regional state, district and ADC gender inputs.

The Equity in Governance (EiG) project was a response to the developing gender structures within the Government of **Albania** (GoA). The national gender policy foresaw installing Gender Equality Employees (GEE) in ministries and municipalities with the task of mainstreaming gender into government policies and actions. However, implementation of national gender policies was weak due to insufficient political determination and the missing link between strategies and budget allocation. EiG was to increase the capacities of GEE to perform as well as to enhance the skills of citizen groups to monitor regional and local governance on gender performance. A mid-term review report in 2010 stated that a lot of factors negatively affected impact as the project was based on wrong assumptions[123] and the project set-up with the different partners and interests proved to be conflictive. Therefore the project had to refocus repeatedly, e.g. by concentrating interventions at municipality level as progress in installing GEE at central level was stalled. As implementation monitoring did not compare EiG intervention municipalities with municipalities without EiG support, it is difficult to determine which developments can be attributed to the EiG.

A recurrent remark on impact of EiG as well as of other marker 2 projects was that they successfully raised awareness regarding gender issues and promoted a discussion on gender issues within society and within GoA structures. The mid-term review concluded that "there is still a long way to bring the gender perspective into concrete life and there is not much political determination for fighting for gender equality, but the project contributed significantly to put it on the agenda of the municipalities targeted."

The five pilot municipalities EiG focused on all have GEE in place, even though still not all formalised, and developed gender action plans. However, implementation of the GAP entirely depended on EiG financing, and visits to two municipalities during the country visit were not particularly encouraging with regards to long term impact. In one of the municipalities the Gender Working Group, established to mainstream gender issues into municipality strategies and interventions, had already dissolved, leaving the very junior GEE in an isolated position with tasks she can most likely not live up to, as she is without support of department heads. In the second community the GEE's responsibility already had been reduced to a mere social worker taking care of domestic violence issues with only very few cases per month. Left at that without further consolidation, the risk is high that only a slight increase in awareness and a slight increase in women targeted interventions will be all that is left in terms of impact.

The Sustainable Resource Management Programme (SRMP) in **Ethiopia** seeks to combine food security with environmentally friendly livelihood strategies which safeguard the patrimony of the Simien national park. Out of its 10 result areas one is specifically geared to women. For all result areas a target of 30% beneficiaries has been set. Under aspects of impact and causal factors it is interesting to note that one of the primary factors for increased economic gains of women as well as for their enhanced decision making power and social status derives from government's policy of land registration. Name, picture and signature of husband and wife have to be entered into registration booklets. In its income generation and credit strategies the project can build on this (co-signing of credit agreements), in turn the district administration integrated the 30% beneficiary target into its activities. On the other hand government's affirmative action stipulation of giving women in recruitment processes a 30% credit is not followed by the SRMP; it accords only 5%. Other stipulations coming from ADC have been implemented not at all or only halfway. According to the mid-

---

[122] Mid-term Evaluation of Sustainable Resource Management Programme in North Gondar. Final Report. December 2010
[123] At EiG design stage of the project it was assumed that the legal obligations would bring gender equality employees into existence. The institution building process was underestimated, thus the project addressed only the individual capacity building of recruited staff and did not aim at supporting the whole process of institution building (EiG Mid-term review 2010, page 14).

term evaluation, in spite of the input of a gender expert in the design phase, a gender analysis giving baseline information has not been conducted, sex-disaggregated data were hardly available and the PCU has not been equipped with tools for ongoing gender planning.

Presently the PCU is all male with the lowest paid position that of the gender expert. The evaluation notes that he received little support and failed to play a catalytic role. Nearly 80 % of PCU as well as district staff say they have neither gender knowledge nor skills and would like more gender training. By all appearances this has not changed today. In its conclusion the evaluation summarizes the major challenges: "Lack of gender analysis tools, lack of staff training on gender, lack of support from senior management, office culture/environment, poor governance and lack of accountability at local levels, and cultural constraints and resistance for change."

Yet, for some result areas and income generating activities the evaluation does record remarkable economic and participation gains of women. Apart from the question of attribution and causality, there is a dimension of interpretation. A woman in one of the backyard livestock rearing sub-projects proudly reported on her economic empowerment: due to her increased income her husband returned to her and she can send her children to school. The Family Life Strengthening Project defines a very similar situation as women being taken advantage of and seeks to give a more central place to personal empowerment.

5.4 Sustainability

The sustainability of ADC gender policy interventions is precarious. Major reasons for this are the absence of mechanisms ensuring compliance, few operative tools, and lack of a gender knowledge management system.

As has been stated before, there are neither incentives nor sanctions for (not) heeding the gender guidelines. A mechanism of accountability does not exist. Negotiating and monitoring gender informed projects/programmes is left to the professionalism and commitment of individual staff. With few operative tools substantiating the guidelines and facilitating to identify entry points, proposal of gender friendly procedures, insistence on a prep-project/programme gender analysis, sex-disaggregated data and the like becomes an extra work load which most likely remains unrewarded by peers and senior management.

As far as institutional mechanism are concerned, the recommendations of the gender assessments are systemically endangered to run into an impasse as neither gender desk nor coordination offices find the time for follow up. Furthermore, the recommendations of the gender assessments do not enjoy conditionality status. Thus the legitimacy of the claim to reopen a fully negotiated project/programme is questionable.

Gender training at head office level is personalised and ad hoc, depends entirely on the gender desk, is dissociated from a (further) training scheme and devoid of hands-on implementation aids. There are no manuals which would provide the framework for in-country gender training. Neither are there reporting requirements and formats that would allow collecting feedback, disseminating best practices and supporting a learning loop.

Post-project/programme gender support appears not to be considered. In Albania e.g. the sustainability of the GRB SEE regional programme is anything but certain. To an extent, the idea of GRB may have come across. Stakeholders concluded that less than 3 years of implementation could not produce a self-owned GRB process in the respective national governments; the comprehension of GRB remains limited[124]. The lack of sustained follow-up of EiG programme results has already led to a decay of structures that had been established (as described in chapter 5.4)

---

[124] Final Evaluation Gender Responsive Budgeting in South Eastern Europe, p. 38 ff, UNIFEM, 2010

The perspectives of enduring impact of the gender policy document and ADC gender mainstreaming may be no better and no bleaker than the average fate of gender mainstreaming in general. An abundance of evaluations, one of the latest the meta-evaluation conducted in-house by AfDB with a long lack-of-list testifies to the persistence of crucial bottlenecks[125]. ADC presently finds itself in the midst of a process of most serious downsizing. It would require determination on the part of the management to initiate the type of adjustments and reforms that are not necessarily costly, and to lobby for the funds which meaningful gender mainstreaming cannot do without.

6. Conclusions

EQ 1: To what extent are the guidelines 'Gender Equality and Empowerment of Women' from the year 2006 still relevant for ADC but also for partners (Ministries, NGOs) of the Austrian ODA?

In order to judge the relevance of the guidelines a few preconditions would be needed which could not be identified as being fully valid by the evaluation team:

- ADC staff may know (of) the gender policy document, but the guidelines are not and never have been of immediate relevance for their work in terms of being consulted and providing guidance.

- Other ministries and partners are barely aware of the guidelines, do not hold a copy of them, but do, of course, take it for granted that ADC as any other donor has a gender policy.

- The core areas have no relevance for gender questionnaire and gender assessment, and as a consequence, for the marker and the credit reporting system. Neither do they inform PME (Project planning, monitoring and evaluation). It is therefore not possible to use them for the construction of a typology of ADC gender interventions and/or empowerment results achieved.

- In contrast to other donors the guidelines stand out for their very principled nature. They do not spell their concerns in PCM language and give no indication regarding sector gender entry points.

- In general ADC gender interventions are embedded in the country programme or respond to specific initiatives and needs expressed. If themes develop by design, they originate mostly in the international arena, be it at official levels (UNSCR 1325 ff, Paris Declaration ff, EU GAP), be it in reaction to international feminist debates (GRB). The MDGs form a frame compatible with ADC's human rights approach. Such themes do have a structuring and dynamic impact on ADC's gender policy. They even resulted in the creation of Austrian Action Plans (1325) or general policy directives (GRB) in these areas. ADC staff, in particular the gender desk, has been remarkably active, shaping the issues and taking them back to ADC. Due to this visible activism, ADC has acquired a certain reputation for gender sensitivity. At the same time the visibility is impaired by the very limited resources the gender desk is equipped with.

---

[125] Accountability and incentive systems, ownership, training, tools, monitoring and learning mechanism, process-connected use of marker system, conceptual clarity, in-house gender equality and family friendly practices and options, and time and again resources.

EQ 2: How best can ADC implement the EU Action Plan on Gender Equality and Women's Empowerment in the future?

The EU GAP is more of a reporting device than one suitable for policy dialogue and action planning. However, it does hold the potential to open space for advocacy and lobbying. Gender desks tend to use it that way. So may coordination offices when pushing gender matters e.g. in the context of joint funding.

Even though not focussing on interventions at operational level, the EU GAP outlines priority fields for action, e.g. the need for a strategic plan with reports on progress, safeguarding of high-level commitment by defining high-level monitoring responsibilities, systematic capacity building of all staff, increasing gender awareness in sector and regional/country strategies, develop policy dialogue, etc. and could therefore be taken as a starting point to shape ADC's future strategic planning on GEWE issues.

EQ 3: Which varying definitions of 'Gender', 'Gender Equality', 'Gender Mainstreaming' and 'Empowerment of Women', as well as perceptions of how to implement these in interventions can be currently found in ADC (including the coordination offices) but also with other partners of ODA?

The simplest, but quite accurate answer would be: all of them. A WID reading of gender predominates, gender as power relation tends to be sidelined, men hardly enter the picture, if so as wielders of authority, gender equality tends to be understood as equal share with women catching up rather than men giving up privileges of power, in a context of poverty gender mainstreaming has a beneficiary bias. Each of these readings deserves intense debate and possibly different answers. The decisive answer lies elsewhere: in the room for change in partner countries and in the resources invested in gender policy.

EQ 4: Which measures for gender-coherence were undertaken in ADC/ODA?

Coherence or the lack of it is situated on ever so many levels and points of reference. The guidelines are not coherent in that they promulgate core areas which are of no further relevance to the key instruments of gender policy implementation. ADC's budget and budget structure is not coherent with the importance attributed to development in general and to gender equality and women's empowerment in particular. The two countries visited, which may have been selected for that very reason, stand out in their efforts to secure coherence with the development agendas of host governments. In Albania this applies to coherence and complementarity between different ADC interventions, in Ethiopia to the alignment with national basic social services delivery policies and structures. Particular efforts guided by the parameter of gender coherence could not be identified.

EQ 5: How is gender mainstreaming incorporated in ADC sector policies (policy and strategic guidelines) and country and regional strategies?

Sector, country and regional strategy are not systematically informed by the gender policy document. With the exception of the water guidelines gender is hardly reflected and there is no strategic guidance on gender entry points. Country strategies do hold a sub-chapter on gender, but with the exception of Albania, Ethiopia and Moldova tend to loose sight of it in the log frame. Regional strategies are particularly gender blind.

As to country gender policies pursued, they reflect windows of opportunity, perception of the most burning problems and request on the part of GO or NGO actors in the countries.

EQ 6: As a cross-cutting theme, is gender sufficiently anchored in ADC?

In terms of a sense of social and gender justice demanding to integrate the objectives of gender mainstreaming into development support, there can be no doubt that it is firmly anchored with ADC staff. However, a one person gender desk with presently 30 work hours per week and no budget at her disposal cannot possibly be sufficient for an effective ADC gender performance. All the more so as crucial prerequisites stipulated in the guidelines are missing (systematic gender training, secure institutional setting for GFPs, exchange between GFP as well as project/programme gender experts, feedback and learning mechanisms). The gender impulse and input generated by gender questionnaire and gender assessment have no institutionally ensured way into the implementation of projects/programmes and are not sufficiently substantiated by operative tools. Increase of effectiveness is hardly possible without increased resources. Insufficient high-level commitment and a lack of attention to in-house equal opportunities and family friendly workplace conditions are further factors limiting firm anchoring of gender in ADC.

This stands in contrast to SDC gender anchoring, where institutional structures and procedures are in place to ensure that responsibility for addressing gender equality is spread throughout the organisation and staff is well prepared to perform.

EQ 7: How effective is the whole gender management system i.e. knowledge management of ADC?

A gender management system does not exist. In the absence of funds for gender training and staff development mechanisms, gender training is ad hoc, depending on the gender desk, raising issues, but not connecting to operating levels. The gender 'handbook' does not deserve the name. Apart from periodic reviews and evaluations, M&E mechanisms and supervision systems to track progress, allow for adaptive management, record gender equality and women's empowerment results, document good practices, and feed into learning processes do not exist either. A serious consequence of this, along with the absence of noticeable gender commitment on the part of the senior management, this makes for a lack of accountability. There are no incentives and no sanctions. Attention to gender remains a personal affair, rather than being part of professional qualifications.

SDC is an example of a donor who has gradually developed its gender knowledge management by establishing strong learning networks, regular experience exchange and identification of good practices and seeks to document results in annual gender equality progress reports.

EQ 8: How did bilateral and multilateral gender projects/programs develop? Were they planned strategically, happened due to an event or by coincidence?

Programming may follow different models. In Albania the determination of the government to comply with EC requirements for accession candidature and the introduction of equality legislation provided a window of opportunity for ADC's gender focus. In Ethiopia the programme reflects the decision to support basic governmental service delivery functions at decentralised levels in gender integrated fashion. In addition, ADC on request may respond to women specific situations acutely felt in need of change. Coordination offices play a key role in gender mainstreaming. This applies especially to the heads of office and her/his responsiveness and/or initiative with the regard to modes of gender interventions which do not fall under the more familiar model of project and programme. To what extent dialogue with ADA head office staff influences programming was not discernible.

As to multilateral gender interventions, the MFA seeks top stretch is funds by way of engaging in cooperative endeavours such as support of the MDG 3 campaign initiated by Denmark, a workshop with SDC on Aid Effectiveness and Gender, a series of workshops with UN Women and the like.

EQ 9: How was gender equality integrated in all stages of the project cycle management including evaluations?

The key gender vehicles are gender questionnaire and gender assessment. Whether they can unfold their potential for gender planning depends largely on timing. There is no prescribed sequence, therefore much hinges on personal rapport. Gender questionnaire can raise awareness and harness relevant information. Pre-project gender analysis is rare, baseline and sex-disaggregated data are often reported as missing. In Albania gender assessments have been written locally which contributed to pre-assessment communication and good fit. In most cases gender assessments are written by the gender desk. Their recommendations vary in content from close to implementation considerations (lately more often) to requiring additional funds to principled reflections.

Marker attribution conforms to OECD standards. Gender blind interventions were not found, neither were marker 0 altogether unjustified (e.g. equipment). Marker 1 is usually accompanied by recommendations and with the provision that only their implementation permits to speak of a fully gender mainstreamed project/programme. However, in the absence of follow-up mechanisms application of the recommendation is, at best, uncertain. Gender is often not sufficiently anchored in log frames and therefore in danger to be sidelined in evaluations

EQ 10: To what extent is gender mainstreaming also consistently claimed and applied for new instruments and aid modalities such as Sector Wide Approaches, the implementation of the Paris Declaration and other processes such as Poverty Reduction Strategy Papers?

The new aid modalities are a challenge for all donors and there are as yet no consolidated good practices. The rise of GRB is directly related to the recognition that established gender mainstreaming techniques apply to the aid format of project and programmes, but fail in complex donor-recipient arrangements reaching into regular budgetary processes. Successive ADA gender desks have been and are remarkable engaged in engendering basic policy directives at international levels. An excellent ADA checklist on gender-sensitive programme funding for lack of resources found neither advocate nor trainer to make it meaningful to ADC actors. In Ethiopia, as would be the case with most countries, the entire country programme is a contribution to the Ethiopian version of a Poverty Reduction Strategy, called Growth with Transition. The highly complex, jointly funded PBS programme even in its 4th extension, is far from having come to terms with gender mainstreaming.

EQ 11: Which are the measures used and at which level does ADC contribute to the implementation of UNSCR 1325 (policy, programme, awareness and other internal or external capacity building activities)?

Austria is one of the presently 36 UN member states having adopted a National Action Plan (NAP) on UNSCR 1325 ff. (Austria 8/2007, Norway, 3/2006, Switzerland 10/2010). So far 3 reports have been submitted on the NAP. The Strategic Guidelines on Security and Development (11/2011) refer to the NAP und underline the importance of women's rights. At programme level UNSCR and the NAP have an awareness raising effect and organise a variety of activities (conflict management, peace building etc.) under one heading. The gender desk effectively uses UNSCR 1325 ff as a vehicle for gender lobbying (e.g. with the EU) and on insisting with partners on gender mainstreaming in conflict and security issues. In Ethiopia this is followed up by the head of office.

EQ 12: Which are the means (costs of interventions, concrete project/programme funding) that were spent for gender, gender mainstreaming and women-targeted interventions in the evaluation period?

Over the evaluation period commitments to projects/programmes with GEWE being a significant (marker 1) or the principal (marker 2) objective have not increased (2004: 56.54%; 2010: 55.26%).

The average percentage of commitments to gender marker 1 and 2 project and programmes over the years is at 63.5%. Marker 2 projects, albeit from a low starting point (2004:2.68%) have risen considerably (2010:10.34%).

Data referring to projects/programmes attributed marker 1 have to be read with great caution. Valid statistical methods to identify gender relevant expenditures do not exist; the very idea may, in fact, defy the concept of gender mainstreaming. In the majority of cases the attributions constitute an 'advance' on merited rating on the condition, that the recommendations of the gender assessment are fully implemented – which is far from certain.

EQ 13: Which role have the gender guidelines in ADC partner countries, are the guidelines being considered?

The gender policy document per se, that is, as donor guidelines, is virtually irrelevant in partner countries and for project partners, all the more so as it contains no operationally helpful advice regarding project/programme entry points and key aspects to give attention to. Irrespective of specific guidelines the mainstreaming part of gender mainstreaming appears to be generally acknowledged and widely shared. There is a certain consensus that gender issues and the narrowing, if not closing of the omnipresent gender gap should form part of development. Therefore development actors as well as governments are obliged to give attention to gender issues and to women's participation in all areas and all activities. Gender responsive budgeting is understood as an extension of that obligation. The concept of gender mainstreaming may not require lobbying any more, walking the talk does.

EQ 14: Which contents of the gender guidelines should be updated following the results of the evaluation?

All references to inexistent features (Gender Management System, gender audit, strategy papers, application of the Calvert Women's Principles, annual meetings of the gender experts in the coordination offices), should be deleted, unless processes leading to their institutionalisation / elaboration / use have come to fruition. Basic concepts such as gender, gender mainstreaming, and empowerment require clarification. The notion of core areas needs to be critically reviewed as to its actual pertinence to the guidelines themselves as well as to the implementation process via gender questionnaire and gender assessment. Generally the guidelines need to be reviewed concerning claims made (e.g. coordination offices follow-up on the recommendations of the gender assessments). Finally, a revised version would do well to identify a minimum of sectoral entry points, possibly along with checklists indicating key areas and aspects to deal with.

EQ 15: To what extent do the core areas mentioned in the gender guidelines (capacities, opportunities, personal security) when implemented on their own contribute to the sustainability of equality/women empowerment measures? To which extent should these three core areas be linked with each other?

The core areas cannot be implemented on their own. They denote conceptual approaches to development under specific perspectives, drawing on only vaguely related, in part hardly compatible development discourses. They can be useful as a normative sub-frame substantiating human rights in specific areas. Even then, the notions of capabilities (not capacities!), opportunities, and personal security offer too much room for diverging objectives as to provide clarification and guidance.

EQ 16: How can ADC institutionalise and maintain capacities for gender and gender mainstreaming in a sustainable manner?

The sustainability of ADC gender policy interventions is precarious. Major reasons for this are the absence of mechanisms ensuring compliance, few operative tools, lack of a gender knowledge management system, and much too limited resources. As the question asks for recommendations, this will be taken up in chapter 8, particularly under recommendations b) enhancement of existing instruments, c) introduction of new instruments and d) human resources management.

7. Lessons Learnt

1. Two key factors for effective implementation of the gender policy document are missing in the terms of reference (ToR) for this evaluation by omission and by explicit exclusion. These are the administrative structure of ADC and the option of increased resources. Lines of command and accountability and an active engagement with gender mainstreaming on the part of the senior management shape the gender performance of any agency and do so with the MFA and ADA. Because gender mainstreaming is an innovation in an administrative machinery used to running gender blind, it requires means to fill gaps and create knowledge and skills. A gender desk with a cross-sectoral mandate but no funds is not a winning proposition.

2. The ToR places the guidelines and their implementation. Unaccompanied by operative tools, insufficiently resourced, unconnected to a gender knowledge management system and a consistent PCM gender throughput backed by accountability, they stand all too much on their own.

3. The gender questionnaire is under-, the gender assessment overrated. The information, data and communication generated in the process of filling out the questionnaire carries a potential which at present appears to be underutilised. The assessments and their recommendations are systemically threatened by a disconnect from project/programme implementation, while absorbing an inordinate amount of the gender desk's work time.

4. The ADC gender process is highly personalised, vesting training, assessments, advice (including to the MFA) and networking in one person. Quality assurance does not offer a systemic environment (gender knowledge management). Sector desks are not obliged to meet gender demands, in order to permit the gender desk to perform a catalytic function.

5. Coordination offices have a crucial role to play. With the rise of the new aid modalities, gender sensitivity of the heads of office acquires particular importance. The established gender mainstreaming instruments have been developed in the context of the project/programme format. For multi-donor, multi-agency schemes, programme funding and the like, ready to use instruments do not yet exist. GRB is very much in the beginning. Negotiations and discussions usually take place at the level of heads of missions/agencies. It is therefore of great importance that heads of office show commitment and determination to strive for gender compatible solutions. By the same token a solid introduction into a state of the art gender tool box is a must.

6. The position of Gender Focal Points is surprisingly loosely anchored: rarely entered into the job description, usually tacked on to a job in an area vaguely associated with gender without an intra-office redistribution of the work load, never endowed with funds. The official impression created appears to be basically underwritten by personal commitment.

7. As to positive examples of effective gender mainstreaming the synergies created between the Albania based EiG Project and the regional programme on GRB supported by UNIFEM and UN Women appear to have enhanced impact. SDC found regional gender action plans with subse-

quent progress reports particularly useful. In addition gender strategies at country level to be evaluated at a later stage proved effective instruments. Both however, are voluntary and only countries and regions with more dedicated staff actually make use of them. NORAD, too, recently has been suggesting to embassies to elaborate country gender action plans and provided them with outlines to that effect.

8. At a conceptual level and drawing on the gender planning debate of the nineties: A tendency is noticeable to narrow gender equality and women's empowerment to the meeting of practical needs. This is understandable, particularly so in situations of utter poverty and deprivation. Also, practical needs are more easily quantified, indicated and measured. Strategic needs, i.e. changes in the social status of women and in power relations are less obvious. Yet, the normative frame of the guidelines is rights-based, not merely needs-based. Project partners as well as ADC staff need inspiration how to move from practical to strategic gender needs.

9. It would certainly be asking too much, were the gender desk expected to formulate a new concept of gender. The misleading association of gender with women presumably results from the fact that women are more likely than men to challenge a social status quo imbalanced to their detriment. However, this ever recurring narrow reading of gender is not acceptable. There are two obvious, under-utilised entry points for a more adequate understanding in areas of ADC support: economic empowerment and gender in violent conflict. In both areas it does not take much to address the responsibility of men in matters of intra-household (re-)distribution of labour and those of non-oppressive protection and respect.

10. Within ADA with its 68% female staff there is a striking absence of state of the art personnel management. Tele-working, result-based work management, flexible working hours, family friendly time arrangements and the like are not in use. Given the dedication of the staff encountered during the evaluation this is particularly puzzling.

8. Recommendations

The recommendations fall under the following four categories:

a) Revision of the gender policy document / gender guidelines (mainly addressed to MFA)

b) Enhancement of existing instruments (mainly addressed to ADA/MFA)

c) Introduction of new instruments (mainly addressed to ADA)

d) Human resources management (mainly addressed to ADA)

a) Revision of the gender policy document / gender guidelines

1. The somewhat hybrid format of the gender policy document / gender guidelines should be disentangled. The MFA Section VII, with assistance and advice from ADA, should take charge of formulating a consistent gender policy directive. While doing so, the following points should be given particular attention:

- Rethink the concept of core values

- Clarify basic concepts (gender, gender mainstreaming, empowerment)

- Delete references to inexistent elements (and the no harm adjunct)

- Give more thought and inspiration to new aid modalities, GRB, and policy dialogue

- Add entry points and first key questions

b) Enhancement of existing instruments

1. A section should be added to the gender questionnaire specifying which of the data generated in the process of responding to the questionnaire are to inform the construction of indicators and are to be reported upon.

2. The timing of gender assessments needs to be in pace with project planning. The recommendations must be realistic and feasible. Therefore they should:

- Stay close to immediate implementation requirements

- Remain within the limits of project/programme funding

- Be equipped with indicators and integrated into the log frame and thus acted and reported upon

3. Projects attributed marker 1 should be entered into the OECD/DAC data bank only after the gender desk verified satisfactory inclusion of gender in the log frame.

4. A consolidated annual gender report based on the response to the EU GAP should be submitted to ADA's CEO and to the MFA. The report should be discussed with both under the aspects of successes, best practices, and bottlenecks, including those requiring the attention of MFA and ADA senior management.

5. Coordination offices should be encouraged to use monies from the small project funds to contract the services of a local consultant for gender backstopping of projects/programmes. Depending on complexity backstopping tasks could cover one or several projects/programmes.

c) Introduction of new instruments

1. ADA needs to develop operative tools for in-house and MFA use as well as for partner organisations. There is a particular need for

- Guides for gender analysis in ADC relevant sectors, raising characteristic issues and questions, defining benchmarks

- Guides for M&E and reporting requirements

- Examples assisting with all types of terms of reference

- Examples assisting with engendering log frames

2. Elaborate guides to gender in PCM pertinent to the various financing instruments which show at which phases of the entire project/programme cycle which type of gender input is required

3 Gender training (and further training) has to become a regular feature in ADC for all staff in headquarter as well as in coordination offices. The gender training should be guided by a concept that places great emphasis skills training in gender mainstreaming rather than on awareness raising and basic gender knowledge.

4. To a large extent planning processes, programme profile, and the management of new aid modalities are shaped by the influence of the coordination office, more specifically by the head of office. Prior to taking up their assignments heads of office need to be introduced to gender reflections, in particular to tools and instruments (e. g. GRB) with a potential to effectively bring gender to the levels of policy dialogue.

5. Equally, staff assigned GFP should receive gender training. As the basics of gender mainstreaming and project planning are fairly similar this could well be by way of participation in gender training provided by other donors or in-country entities.

6. A study would be useful which analyses the ADC gender implementation process (questionnaire, assessment, project document, implementation, reporting) to identify recurrent areas where gender issues are lost sight of.

7. Quality assurance might want to initiate a coordinating mechanism to strive for gender-relevant complementarity and coherence between the different financing instruments.

d) Human resources management

1. The gender desk should hold a full position (40 hours per week) and be equipped with a gender desk fund.

2. In order for the gender desk to play more of a catalytic role, 'decentring' of gender responsibility to country and sector desk should be aimed at by way of

- Regular gender training, refresher courses and further training
- Availability of operative tools
- Accountability mechanisms

3. Appraisal interviews (Mitarbeitergespräche) and agreements on objectives (Zielvereinbarungen) should contain attention to gender.

4. The management, in cooperation with staff representation, should initiate result-based personnel management and family friendly work arrangements, particularly for ADA staff in parental leave. A „family-friendly enterprise" certificate through the audit „berufundfamilie" as recommended by the Ministry of Economy, Family and Youth should be aimed at.

9. Annexes

9.1   List of Persons Met

In Vienna

Name	Position	Organisation/ Unit	Team Member	Date
Kick-off Meeting, Vienna				
Prof. Dr. Petra Dannecker	Head	Institute for International Development	Claudia von Braunmühl	24.11.2011
Mag. Karin Kohlweg	Head of Unit	Evaluation Unit, ADA	C. v. Braunmühl, Andrea Queiroz de Souza, Miriam Amine	25.11.2011
Mag. Laurence Hengl		Evaluation Unit, ADA		
Christina Stummer		Gender Desk, ADA		
Mag. Sonja Grabner		Gender Desk, ADA		
Dr. Margit Scherb	Head of Unit	Unit Quality Assurance und Knowledge Management, ADA		
Dipl. Ing. Günter Engelits		East Africa Country Desk, ADA		
Mag. Norbert Bieder		Country Desk Albania, Kosovo, Macedonia, Moldova, ICM-Serbia, ADA		
Mag. Andrea Schmid	Head of Unit	NGO-Cooperation International, ADA		
Mag. Klaus Steiner	Head of Section	MFA, Section VII 2a Policy and Evaluation		
Mag. Karin Kohlweg	Head of Unit	Evaluation Unit, ADA	C. v. Braunmühl Andrea Queiroz de Souza	
Mag. Laurence Hengl		Evaluation Unit, ADA		
Mag. Christina Stummer		Gender Desk, ADA	Miriam Amine	
Mag. Laurence Hengl		Evaluation Unit, ADA		
Mag. Sonja Grabner		Gender Desk, ADA		
Mag Karin Kohlweg	Head of Unit	Evaluation Unit, ADA		
Mag Anton Mair	Deputy Head of Section	MFA, Section VII. 2, Dev. Coop. coop. w. Middle and Eastern European States,	C. von Braunmühl Andrea Queiroz de	

Name	Position	Organisation/ Unit	Team Member	Date
Dr. Anita Weiss-Gänger	DAC focal point	coordination of development policy	Souza	
Mag. Christina Stummer		Gender Desk, ADA	C. v. Braunmühl	28.11.2011
Dr. Dominique Claire Mair		Peacebuilding and Conflict Prevention, ADA		
Dr. Rudolf Holzer	Director	General Administration, ADA		
Mag. Susanne Thiard-Laforet		Business Partnerships and Private Sector Development, ADA		
Mag. Andrea Schmid	Head of Unit	NGO-Cooperation International, ADA		
Prof. Dr. Walter Schicho	Prof. emeritus	Institute for International Development		
Prof. Dr. Petra Dannecker	Head	Institute for International Development		
Mag Ursula Steller	Head	Unit Countries and Regions, ADA	C. v. Braunmühl	29.11.2011
Mag. Laurence Hengl		Evaluation Unit, ADA		
Mag. Erwin Künzi		Environment and Natural Resources, ADA		
Mag. Elisabeth Sötz		Environment and Natural Resources, ADA		
Mag. Günter Engelits		East Africa Country Desk, ADA		
Christine Jantscher		Issues across divisions, ADA		
Mag. Laurence Hengl		Evaluation Unit, ADA		
Mag. Gertraud Findl	Education and Science	ADA	C. v. Braunmühl, Andrea Queiroz de Souza	14.12.2011
Mag. Roswitha Kremser	Public Finance Management and Public Administration			
Mag. Andreas Loretz	Statistics			
Dr. Gunter Schall	Head of Unit Private Sector and Development			
Mag. Norbert Bieder	Country Desk Albania		Andrea Queiroz de Souza	

Name	Position	Organisation/ Unit	Team Member	Date
Dr. Helmut Hartmeyer	Director of Funding Civil Society		C. v. Braunmühl	
Mag. Hannes Bauer	Sustainable Energy			
Mag. Georg Huber-Grabenwarter	Head of Unit Organisational Development			
Dr. Brigitte Holzner	Former Gender Desk		C. v. Braunmühl Andrea Queiroz de Souza	15.12.2011
Mag. Robert Zeiner	Director Programmes und Projects International			
Dr. Margit Scherb	Head of Unit Quality Assurance and Knowledge Management			
Mag. Karin Kohlweg Mag. Laurence Hengl	See above			

Name	Position	Organisation/ Unit	Team Member	Date
Presentation of Inception Report, Vienna				
Mag. Anton Mair	Head of Section VII. 2	Section VII. 2, MFA	C. v. Braunmühl, Andrea Q. de Souza	30.01.2012
Mag. Karin Kohlweg	Head of Unit	Evaluation Unit, ADA		
Dr. Margit Scherb	Head of Unit	Unit Quality Assurance and Knowledge Management, ADA		
Mag. Laurence Hengl		Evaluation Unit, ADA		
NGO Focus Group Discussion				
Gertrude Eigelsreiter-Jashari		Südwind Niederösterreich und WIDE	C. v. Braunmühl, Andrea Q. de Souza	30.01.2012
Barbara Kühhas	Senior Gender Desk	Care Austria		
Elisabeth Moder	Programmes and Projects – Human Rights, Civil Society, Gender	Horizont 3000		
Petra Navara-Unterluggauer		Globale Verantwortung		
Annette Schneider	Head of Unit International Programmes und Projects	Österreichisches Rotes Kreuz (Austrian Red Cross)		

Name	Position	Organisation/ Unit	Team Member	Date
Heidi Liedler-Frank	Head of Unit Information und Communication	ADA	C. v. Braun-mühl, Andrea Q. de Souza	30.01.2012
Country Desk Focus Group Discussion				
Mag. Michaela Ellmeier	Head of Unit	MFA, Section VII. 1a, EU Coordination	C. v. Braunmühl	31.01.2012
Dr. Maria Rotheiser-Scotti	Director	MFA, Section VII. 1, Multilateral Dev. Coop.	C. v. Braunmühl	31.01.2012
Dr. Manfred Schnitzer	Head of Unit Africa	MFA Section VII. 5, Dept. F. Dev. Coop. Programming and planning	C. v. Braunmühl	31.01.2012
Mag. Dr. Ursula Werther-Pietsch	Deputy Director	MFA Section VII. 4, Security and Development	C. v. Braunmühl	31.01.2012
Petra Schirndorfer	Desk South East Europe, Moldova	ADA	C. v. Braunmühl	31.01.2012
Mag. Gertrude Leibrecht	Desk Southern Africa, Kimalaya	ADA	Andrea Q. de Souza	31.01.2012
Mag. Christina Todeschini	Desk Central America und Carribean, Africa Regional	ADA		
Mag. Monika Tortschanoff	Desk Western und Eastern Africa	ADA		
Mag. Norbert Bieder	Desk Albania	ADA	Andrea Q. de Souza	31.01.2012
Maria-Waltraud Rabitsch	Poverty Reduction, Rural Development, Decentralisation	ADA	Andrea Q. de Souza	31.01.2012
Dr. Johannes Binder	Desk Serbia, Montenegro, Referent Serbien, Montenegro, CIS	ADA	Andrea Q. de Souza	31.01.2012
Mag. Daniela Krejdl	Palestinean Territories, BiH und Humanitarian Aid	ADA	C. v. Braunmühl	01.02.2012
Mag. Robert Burtscher	Water und Sanitation	ADA	C. v. Braunmühl	01.02.2012
Mag. Claudia Thalheimer	Coordinator	WIDE	C. v. Braunmühl	01.02.2012
Eva Klawatsch	Chairperson			
Mag. Milena Müller	Member			
Mag. Bernadette Gierlinger	Viceminister / board member of ADA	Federal Ministry of Economy, Family and Youth)	C. v. Braunmühl	01.02.2012

Name	Position	Organisation/ Unit	Team Member	Date
Mag. Magda Seewald	Palestine, Gender and Conflict, Gender	Vienna Institute for International Dialogue and Cooperation (VIDC)	C. v. Braunmühl	01.02.2012
Mag. Dr. Gabi Slezak	Country documentation, editor information service	ÖFSE	Andrea Q. de Souza	01.02.2012
Mag. Silvia Angerbauer	Head of Division UN und International Cooperation	BMLVS, Division Defence Policy	Andrea Q. de Souza	01.02.2012
Mag. Silvia Moosmaier	Senior Gender Advisor	BMLVS, Defence Staff Division	Andrea Q. de Souza	01.02.2012
Mag. Gottfried Traxler	Business Partnerships	ADA	Andrea Q. de Souza	01.02.2012
Mag. Ulrike Nguyen	Head of Division International Women's Affairs und other cross-sectoral issues related to human rights	MFA	Andrea Q. de Souza	01.02.2012

Phone Interviews

Name	Position	Organisation/ Unit	Team Member	Date
Sonja Grabner	Gender Desk	ADA	Andrea Q. de Souza	15.02.2012
Mag. Astrid Wein	Head of Coordination Office, Albania	ADC	Andrea Q. de Souza	16.02.2012
Dr. Annemarie Sancar	Gender Policy Advisor , Regional Cooperation	SDC	Andrea Q. de Souza	30.04.2012
Regula Kuhn Hammer	Head of Equal Opportunities Unit	SDC	Andrea Q. de Souza	02.05.2012
Dr. Elisabeth Gruber	Division International Financing Institutions	Federal Ministry of Finance	Andrea Q. de Souza	03.05.2012
Mag. Jacqueline Niavarani	Office of the Federal Minister for Women and Public Services, Women's Desk: International affairs, migrants	Chancellor's Office	Andrea Q. de Souza	09.05.2012
Mag. Kristin Duchâteau	Head of Unit Programme Advice	Austrian Development Bank	Andrea Q. de Souza	10.05.2012
Bjoerg Skotnes	Policy Director Gender	NORAD, Dept. f. Economic Dev., Energy, Gender and Governance	C. v. Braunmühl	4.6.2012
Frederik Arthur	Ambassador for Women's Rights and Gender Equality	Norwegian Ministry of Foreign Affairs, Section for UN politics and Gender Equality	C. v. Braunmühl	5.6.2012

List of Persons Met in Albania

Name	Position	Organisation/ Unit	Team Member	Date
Florenc Qosja	Deputy Head of Office	ADA	Andrea Q. de Souza / Raimonda Duka	05.03.2012
Merita Mansaku-Meksi	Programme Officer	ADA	Andrea Q. de Souza / Raimonda Duka	05.03.2012
Entela Lako	Programme Analyst	UNDP	Andrea Q. de Souza / Raimonda Duka	05.03.2012
Dolly Wittberger	Consultant, former head of Programme "Gender Equity"	Freelance consultant	Andrea Q. de Souza / Raimonda Duka	05.03.2012
Monika Kocaqi	Executive Director	Refleksione Association / NGO Network	Andrea Q. de Souza / Raimonda Duka	05.03.2012
Rezart Xhelo	Policy Specialist – GRB and Statistics	UN WOMEN	Andrea Q. de Souza / Raimonda Duka	06.03.2012
Estela Bulku	National Programme Coordinator One UN Joint Programme on Gender Equality	UN WOMEN	Andrea Q. de Souza / Raimonda Duka	06.03.2012
Manjola Duli	Coordinator	Department for Strategy and Donor Coordination, Council of Minister, GoA	Andrea Q. de Souza / Raimonda Duka	06.03.2012
Josif Gjani	Coordinator	Department for Strategy and Donor Coordination, Council of Minister, GoA	Andrea Q. de Souza / Raimonda Duka	06.03.2012
Eglantina Gjermeni	Member of Parliament, Former director of GADC	Parliament	Andrea Q. de Souza / Raimonda Duka	06.03.2012
Alenka Verbole	Senior Democratization Officer	Democratization Department, OSCE	Andrea Q. de Souza / Raimonda Duka	06.03.2012
Elvana Lula	National Civil Society and Gender Officer	Democratization Department, OSCE	Andrea Q. de Souza / Raimonda Duka	06.03.2012
Teuta Korreshi	Vice Mayor	Municipality of Lushnja	Andrea Q. de Souza / Raimonda Duka	07.03.2012
Laureta Xhafa	Gender Equality Employee	Municipality of Lushnja	Andrea Q. de Souza / Raimonda Duka	07.03.2012
Evgjeni Pelivani	Vice Mayor	Municipality of Berat	Andrea Q. de Souza / Raimonda Duka	07.03.2012

Name	Position	Organisation/ Unit	Team Member	Date
Enkelejda Hajrrullaj	Gender Equality Employee	Municipality of Berat	Andrea Q. de Souza / Raimonda Duka	07.03.2012
Anne Savary	Deputy Country Director	SDC	Andrea Q. de Souza / Raimonda Duka	08.03.2012
Silvana Mjeda	Programme Officer	SDC	Andrea Q. de Souza / Raimonda Duka	08.03.2012
Merita Mansaku-Meksi	Programme Officer	ADA	Andrea Q. de Souza / Raimonda Duka	08.03.2012
Daniel C. Wagner	Team Leader	Regional Development Programme Northern Albania	Andrea Q. de Souza / Raimonda Duka	08.03.2012
Rudina Toto	Deputy Team Leader	Regional Development Programme Northern Albania	Andrea Q. de Souza / Raimonda Duka	08.03.2012
Judith Knieper	Deputy Sector Fund Manager	Open Regional Fund for SEE – Legal Reform, Gender Focal Point Albania, GIZ	Andrea Q. de Souza / Raimonda Duka	09.03.2012
Alida Tota	Director	Directorate for Equal Opportunities and Family Policies, MoLSAEO	Andrea Q. de Souza / Raimonda Duka	09.03.2012
Brunilda Dervishaj	Specialist	Directorate for Equal Opportunities and Family Policies MoLSAEO	Andrea Q. de Souza / Raimonda Duka	09.03.2012
Irena Benussi	Specialist	Directorate for Equal Opportunities and Family Policies, MoLSAEO	Andrea Q. de Souza / Raimonda Duka	09.03.2012
Florenc Qosja	Deputy Head of Office	ADA	Andrea Q. de Souza / Raimonda Duka	09.03.2012
Merita Mansaku-Meksi	Programme Officer	ADA	Andrea Q. de Souza / Raimonda Duka	09.03.2012
Fabiola Laco-Egro	Programme Director	Useful for Albanian Women (UAW)	Andrea Q. de Souza	29.03.2012

List of Persons Met in Ethiopia

Organisation/ Unit	Name	Position	Team Member
Addis Ababa			
ADC	Mrs. Doris Gebru-Zeilermayr Mr. Habertheuer Mr. Dereje Kebede	Programme Manager Gender, Governance, Scholarship Head of Coordination Office Rural Development & Food Security Officer	Claudia von Braunmühl Almaz W/Tensaye Edetto
EPA, Reducing Emission from Deforestation and Degradation (REDD) Project	Mr. Shimeles Sima	Officer in charge	Claudia von Braunmühl
Visit in Gondar	Refer to Gondar table		Claudia von Braunmühl Almaz W/Tensaye Edetto
FSP, SOS Children's Villages	Mrs. Aster Asfaw Mr. Eyob	National Officer Programme coordinator	Claudia von Braunmühl Almaz W/Tensaye Edetto
Handicap International	Mr. Matteo Caprotti Mr. Melaku Meaza Ms. Sabina Cicconi	Country Representative Project Manager Expert	Claudia von Braunmühl Almaz W/Tensaye Edetto
New Life Community Organisation Project E	Mr. Mesele Tikuye	Project Manager	Claudia von Braunmühl Almaz W/Tensaye Edetto
Institute of Peace and Security Studies (IPSS)	Mr. Mulugeta G/Hiwot	Director	Claudia von Braunmühl Almaz W/Tensaye Edetto
Conflict and Early Warning Response system (CEWARN), IGAD	Mr. Abdirashid A.Warsame	Response Coordinator	Claudia von Braunmühl Almaz W/Tensaye Edetto
Gender Equitable Local Development UNCDF (GELD)	Ms. Eva Garzon Hernandez	Programme Officer	Claudia von Braunmühl Almaz W/Tensaye Edetto
UN WOMEN Liason Office of AU	Mrs. Tikikel Alemu	Project Officer	Claudia von Braunmühl Almaz W/Tensaye Edetto
Network of Women Association (NEWA)	Mrs. Saba G/Medhin	Executive Director	Claudia von Braunmühl Almaz W/Tensaye Edetto
Ethiopian Women Law-	Ms. Genet Shume	Project Officer	Claudia von Braunmühl

yers Association (EWLA)			Almaz W/Tensaye Edetto
Ethiopia Goji Lemadawi Dergitoch Aswegaj Mahber	Mr. Abate Gudunfa Mr. Ali Hassen	1. Volunteer 2. Executive Director	Claudia von Braunmühl Almaz W/Tensaye Edetto
EU	Mr. Juan-Jose Villa Chacon	Attaché Good Governance and Civil Society	Claudia von Braunmühl
Support to the implementation of Regional Health Development Plan	Dr. Yusuf Mohammed	Deputy Bureau Head, Somali Regional State Health Bureau	Claudia von Braunmühl
Ministry of Women Children Youth Affairs (MoWCYA)	Mrs. Tesfayenesh Lema	Women and Youth Issue Mainstreaming Directorate Director	Claudia von Braunmühl Almaz W/Tensaye Edetto
UNWOMEN Country Office	Ms. Maria Karadenzilli	Programme Specialist	Claudia von Braunmühl Almaz W/Tensaye Edetto
Norwegian Embassy	Johan Heland	First Secretary Sr. Development	Claudia von Braunmühl
ADC	Mrs. Doris Gebru-Zeilermayr	S.a.	Claudia von Braunmühl
Debriefing at ADC	Mrs. Doris Gebru-Zeilermayr Mr. Habertheuer Mr. Dereje Kebede	S.a.	Claudia von Braunmühl Almaz W/Tensaye Edetto

Gondar			
Date/Location	**Type of Activities**	**Beneficiaries present (No.)**	**Technical staff**
18. April 2012 7:40 AM	Flight to Gondar		
18 April 2012 PCU	Brief discussion on the tentative schedule of the visit to Gondar		Coordinator Gender expert
18 April 2012 Gondar Zuria Woreda Denzaz Kebele	Sheep credit	25	Gender expert Focal person Agriculture
18 April 2012 PCU	Discussion with PCU staff	2	Coordinator Gender expert

18 April 2012 Gondar town PLWHIV	Cattle fattening and vegetable farming (IGA) grant beneficiaries	10	Gender expert Focal person Agriculture
19 April 2012 Lay Armacheho Woreda	Watershed Development and sheep/goat credit	35	
19 April 2012 Wogera Woreda	Energy saving stove production (IGA) credit	1	
19 April 2012 Travel to Debark Woreda			
20 April 2012 Debark Woreda	Discussion with Land Administration Office	5	Gender expert Office head Experts
20 April 2012 Debark Woreda	Cross heifer and energy saving stove production (IGA) credit	3	Gender expert Focal person Agriculture
20 April 2012 Debark town PLWHIV	Grinding mill grant	5	Gender expert Focal person Agriculture
20 April 2012 Travel back to Gondar			
21 April 2012 PCU	Wrap up session	2	Coordinator M&E team leader
21 April 2012 11:30	Flight back to Addis Ababa		

9.2 Schedule for the Evaluation

Table 4: Schedule for the Evaluation

Activities	N1	N7	N14	N21	N28	D5	D12	D19	D27	J2	J9	J16	J23	J30	F6	F13	F20	F27	M5	M12	M19	M26	A2	A9	A16	A23	A30	My7	My14	My21	My28	Ju4	Ju11	Ju18	Ju25
Signature of contract	▤			▤																															
Inception Phase/ First Phase																																			
Review of strategic and operational documents and other general sources			▭	▭	▭					▭	▭																								
Workshop with ADC and team meeting in Vienna				●																															
First round of interviews				▭																															
Research and selection of other donor countries					▭	▭	▭																												
Christmas break								▮	▮																										
Interviews Vienna							▭																												
Final definition of evaluation questions (incl. for field visits)						▭	▭																												
Assessment of gender markers in the data base				▭								▭	▭																						
Elaboration of possible hypotheses												▭	▭																						
Further development of methodology for next phases												▭	▭																						
Writing of Inception Report							▭					▭	▭																						
Quality assurance													▭																						
Submission 1. draft Inception Report													●																						
Presentation and discussion of Inception Report														●																					
Submission of written comments by ADC															●																				
Revision of Inception Report															▭	▭	▭																		
Submission of final Inception Report																●																			
Feldphase/Second Phase																																			
Further document review															▭													▭							
Interviews Vienna																		▭	▭																
Written survey in the 12 coordination offices																				▭			▭		▭										
Telephone interviews where applicable with coordination offices																												▭		▭					
Assessment of gender markers																			▭	▭															
Analysis and interpretation of gender assessments																			▭	▭															
Travel to two other donor countries and additional donor interviews (tbc)																			▭		▭														
Preparation of Field Phase																		▭	▭					▭											
Field visit Ethiopia (planned)																									▨	▨									
Field visit Albania (planned)																							▨												
Reporting phase																																			
Writing of Final Report																												▭	▭	▭					
Quality assurance																														▭					
Submission of 1. draft Final Report																															●				
Presentation and discussion of Final Report																																	●		
Submission of written comments by ADC																																	●		
Revision of Final Report																																	▭	▭	
Submission of Final Report																																		●	
Other																																			
Translation Executive Summary																																			▨

Legend:
- ● Meeting/ Workshop
- ● Submission of report
- ● Deadlines for comments

9.3 Distribution of bilateral ADC funds 2004-2010

Table 5: Distribution of bilateral ADC funds 2004-2010 by sectors in EUR m

DAC code	Designation	2004	2005	2006	2007	2008	2009	2010
		EUR m						
110	Education	9.67	10.04	11.65	8.57	9.20	9.42	9.59
120	Health	4.67	5.30	6.27	4.47	4.82	3.11	2.88
130	Population poli-cies/progr., reproductive health	0.99	0.56	1.68	1.32	1.72	1.28	0.84
140	Water supply and sani-tation	8.96	9.33	8.86	10.94	8.81	9.53	9.64
150	Government and civil society, conflict preven-tion, resul., peace and security[126]	11.34	13.66	16.40	17.86	21.86	17.23	17.20
160	Other social infrastruc-ture and services	3.41	3.90	5.82	5.61	6.76	5.66	5.48
100	**Social Infrastructure and services**	**39.05**	**42.79**	**50.77**	**48.77**	**53.15**	**46.23**	**45.61**
210	Transport and storage	0.23	0.29	0.07	0.05	0.24	0.21	-
220	Communications	0.44	0.13	0.91	0.51	0.23	0.15	- 0.02
230	Energy generation and supply	1.20	1.82	3.22	2.75	4.29	4.19	5.06
240	Banking&finan. services	0.26	0.21	0.24	0.68	0.18	0.28	0.13
250	Business&other services	0.44	1.35	2.98	3.31	6.53	2.18	3.60
200	**Economic infrastruc-ture and services**	**2.57**	**3.80**	**7.42**	**7.30**	**11.47**	**7.00**	**8.78**
310	Agriculture, forestry, fishing	3.59	4.12	6.92	4.90	6.22	5.61	4.35
320	Industry, mining and construction	3.04	5.58	4.12	3.05	1.94	2.92	2.93
330	Trade and tourism	1.37	2.51	2.06	3.06	2.11	3.18	3.07
300	**Production sectors**	**7.99**	**12.21**	**13.10**	**11.01**	**10.27**	**11.72**	**10.35**
410	General environment protection	1.75	1.56	2.73	1.92	1.72	1.77	3.91

---

[126] Sector 420, Women in development, is no longer included in the statistics as of 2006. Henceforth relevant projects are coded in the respective sectors and provided with a gender marker. Assistance for women's equality organisations and institutions is included in sector 150, Government and civil society.

DAC code	Designation	2004	2005	2006	2007	2008	2009	2010
420	Women in Develop-ment[127]	0.40	0.71					
430	Other multi-sectoral measures	11.64	9.24	8.44	9.96	8.93	10.34	10.93
400	**Multi-sectoral measures**	**13.79**	**11.52**	**11.17**	**11.87**	**10.65**	**12.12**	**14.84**
500	**Commodity and general programme assistance**	**0**	**0.21**	**-0.07**	**0.30**	**3.20**	**1.60**	**3.20**
700	**Humanitarian aid**	**2.51**	**5.96**	**4.98**	**3.26**	**5.88**	**3.29**	**1.12**
910	Donor's administrative costs	0.39	0.84	0.56	0.69	0.86	0.86	0.65
920	Support to NGOs[128]	0.95	0.91	1.01	0.70	0.18	0.44	
998	Unspecified	5.58	6.43	5.88	8.11	7.10	7.11	9.57
900	**Unspecified and other**	**6.92**	**8.18**	**7.45**	**9.51**	**8.14**	**8.41**	**10.22**
	ADC total	**72.84**	**84.66**	**94.82**	**92.02**	**102.77**	**90.36**	**94.13**

Table 6: Distribution of bilateral ADC funds 2004-2010 by sectors in percentages

DAC code	Designation	2004	2005	2006	2007	2008	2009	2010
		In %						
100	Social Infrastructure and services	53.61	50.55	53.55	53.00	51.72	51.16	48.46
200	Economic infrastructure and services	3.53	4.49	7.82	7.93	11.16	7.75	9.33
300	Production sectors	10.97	14.42	13.81	11.97	9.99	12.96	11.00
400	Multi-sectoral measures	18.93	13.60	11.78	12.90	10.36	13.41	15.77
500	Commodity and general programme assistance	0.00	0.25	-0.07	0.30	3.11	17.7	3.40
700	Humanitarian aid	3.45	7.04	5.25	3.54	5.72	3.64	1.19
900	Unspecified and other	9.50	9.66	7.86	10.33	7.92	9.30	10.86

---

[127] See previous footnote.
[128] Sector 920 is no longer included in the statistics as of 2010. The relevant projects are coded in the respective sector the organisation works in or in the multi sectoral sector.

9.4 Inclusion of Gender Equality in ADC policy and strategic documents

Table 7: Inclusion of GEWE in ADC policy documents

Policy Document	Gender as ADC principle	Gender in sector context (analysis)	Sector strategies on gender equality	Gender Reference Sources	Other Observations
NGO Cooperation (2007)	-	-	-		Gender not addressed
International Humanitarian Aid (2007)	-	Women mentioned as particularly vulnerable	Women as specific target group	Gender guideline in bibliography	Gender not addressed
Water Supply, Sanitation, Water Resources (2008)	Mentioned	Explained	Detailed	3 Sector specific references	
Human Rights (2009)	Mentioned	Gender as part of human rights	Women as specific target group	-	
Peace building and conflict prevention (2009)	-	References to 1325	Women as specific target groups, GMS as a principle	1 Sector specific references	
Energy for Sustainable Development (2009)	Mentioned	Women particularly affected	Women as specific target group		Gender not addressed
Poverty Reduction (2010)	Mentioned	Women mentioned as particularly vulnerable	Women as specific target group		
Economy and Development (2010)	Mentioned	-	Women as specific target group		Gender only addressed in coherence
Good governance (2011)	Mentioned	GG and MDGs including gender equality	Detailed on gender governance		

Table 8: Inclusion of GEWE in ADC regional and country strategies

Regional / Country Strategy	References to national gender context	Gender in general context analysis	Specific analysis of gender context	References to gender in ADC policy/ strategy	Strategy to address gender outlined	Utilisation of objectives and indicators	Gender specific objectives & indicators	Other observations
Regional Strategy								
Central America 2008-2013	- No - Some ref. to women NGOs	No	No	Yes	No	Yes	Neither gender nor women	
South Caucasus 2006-2008	No	No	No	Gender mainstreaming	No	No		
Country Strategy								
Nicaragua 2011-2013	- No - Some ref. to women NGOs	No	No	Yes	- Cross-cutting issue - Focus of NGO interv., agric. research, health	Yes	- No - Health objective with maternal mortality indic.	
Bosnia Herzegovina (BiH) 2011-2013	Yes (BiH Gender Action Plan, Gender Equality Agency)	- No - Figure on male /female unemployment	No	Yes	- Cross-cutting issue - Regional: GRB and anti-trafficking	No	No	
Uganda 2010-2015	Yes (Gender in National Development Plan, National Gender Action Plan)	- Little (on women's lack of access to justice)	Not under specific heading	Yes	- Yes (gender strategy for water, rule of law / human rights)	Yes	Several indicators under water and justice violence	References to UN, EU and other international frameworks
Mozambique 2010-2013	Yes (Gender in Provincial Development Plans)	- No - Figure on male/female alphabetis. rates	No	Yes	- Two track strategy	Yes	- Indicators under rural dev. result (access to extension and land titles)	CS refers gender guidelines
Bhutan 2010-2013	Yes (National	No	Yes, about	Yes	- Two track strategy	Yes	No	- Gender

Regional / Country Strategy	References to national gender context	Gender in general context analysis	Specific analysis of gender context	References to gender in ADC policy/ strategy	Strategy to address gender outlined	Utilisation of objectives and indicators	Gender specific objectives & indicators	Other observations
	Gender Action Plan)		governm. efforts					referred to under governance
Moldova 2010-2015	Yes (National Gender Action Plan)	No	No	Yes	- More specific - entry points and measures described	Yes	Gender as cross-cutting issue with purpose, results and indicators	
Ethiopia 2008-2012	Yes (Gender analysis of PASDEP)	No	Brief analysis of GoE gender pol. & women's situation	Yes, relatively detailed	Rather detailed strategic outline: gender focus in agric. and health, pool funding & project support)	Yes	Gender equality as one result in health and rural livelihoods	
Kosovo 2008-2011	Yes (National Gender Action Plan)	Yes (e.g. on education status, employment)	- Yes (1325, trafficking, women in economy)	Yes, relatively detailed	Rather detailed strategic outline	Yes	Neither gender nor women	Reference to 1325 as part. relevant
Burkina Faso 2008-2013	No	No	No	No	Gender equality interventions included in rural development strategy	No		
Albania 2007-2009	Yes (Committee on Gender Equality, anti-discrim. law)	Yes, rather detailed	Yes	Yes	Gender as a focal theme	Yes	Objective on strengthening of women's rights, one indic. on women in tourism	
Serbia 2006-2008	No	- No - Figure on male /female	No	Gender mainstreaming	No	Yes	Neither gender nor women	

Regional / Country Strategy	References to national gender context	Gender in general context analysis	Specific analysis of gender context	References to gender in ADC policy/ strategy	Strategy to address gender outlined	Utilisation of objectives and indicators	Gender specific objectives & indicators	Other observations
		unemploy-ment						
Albania 2004-2006	No	No	No	No	No	No		Women mentioned only briefly

Table 9: Inclusion of GEWE in ADC three-year programmes

	2003	2005	2006	2007	2009	2010
Commitment to GMS	X	X	X	X	X	
Support of UNIFEM / UN Women	X		X	X	X	X
Act on development cooperation, principle of gender quality		X	X			
Human rights based approach		X	X			
Security concept		X				
Specific chapter on support of women		X				
Gender intervention areas			X	Unchanged	Unchanged	
Women in post-conflict / peace building			X	X	X	X
Gender inclusion IFI strategy				X		

1325 Action plan				X	X	X
Anti-trafficking				X		
EU Gender Action Plan					X	X
Gender Budgeting						X

9.5 Gender assessments analysed

Table 10: Gender assessments analysed

Projekt Nr.	Name	Author	Marker	n/T	E+G / G	Project profile	Empfehlung		
							operative	**resources**	**Concept/ strategy**
Gender Assessments stratified sample:									
2665-00/2011	Water, Climate and Development	Stummer	0	n	G	yes	mostly		
2296-00/2009	Capacity Dev. F. Bhutanese Dept. Of Energy - support f. Dagachhu	Holzner	0	n	E+G	yes		add. resources	impact study gender
2564-00/2008	Material Supply and technical Support to Health Posts in North Gondar	Holzner	0	n	E+G	yes	none	none	none
8047-00/2004	Macedonia Solarthermie	Holzner	0	T	G	No	reporting, gender analysis	expertise	
1963-00/2004	Nicaragua Fomento de iniciativas de mujeres para el desarrollo económico en Esteli	Grünberg	0	n	G	yes	none	none	none
1695-02/2005	Mozambique-PADM Förderprogramme für	Holzner	1	T	G	no			theory language

Projekt Nr.	Name	Author	Marker	n/T	E+G / G	Project profile	Empfehlung		
	Distrikt- und Munizipal-								
1992-00/2007	Support to the imple-mentation of HSDP III in Somali Regional State	Holzner	1	n	E+G	yes			theoretic lan-guage, strategic recommendations,
2549-01/2008	Southern African Civil Society Poverty En-gagement Support Pr.	Holzner	1	n	E+G	yes		staff/ con-sultant	highly theoretical
2631-00/2011	Training, Research and Outreach for the African Union in the field of Peace and Security	Stummer	1	n	G	yes	mostly	consultant	
2606-00/2009	Energy and Env. Part-nership Pr. with South-ern + East Africa	Holzner	1	n	G	yes	some		highly theoretical
2560-00/2008	Efficient Integration of non-conventional Water Management	Holzner	1	n	E+G	yes	concrete/ opera-tive		
2158-00/0205	Buffer Zone Develop-ment Makalu-Barun Nationalpark, Nepal	Holzner	1	T	G	no	operative		
2277-00/2004	Supporting caregivers in strengthening children's resiliency	Gubitzer	1	n	E+G	yes, but vague	operative		
21o2-00/2004	Austro-Bhutanese Co-operation in the Energy Sector. Basochhu Hydro Electric Power Scheme	Gubitzer	1	n	E+G	yes	operative		
1494-00/2005	Umsetzung des Ge-sundheitsmodelles der autonomen Atlantik-region und HIV/AIDS Betreuung	Gubitzer	1	n	E+G	yes	partly operative		partly strategically far reaching rec-ommendations

Projekt Nr.	Name	Author	Marker	n/T	E+G / G	Project profile	Empfehlung		
7888-01/2006	Wasserversorgung Opovo II	Holzner	1	n	E+G	yes	on reporting		
8129-00/2008	Enabling the Environment for introducing Energy Efficiency in Buildings in the Republic of Macedonia	Holzner	1	n	E+G	yes	none	none	none
7980-02/2005	Kosovo Unterstützung der Universität Pristina 2005-2007	Holzner	1	T	G	no	none	none	none
8171-00/2006	Serbia UNDP employment programme, Severance to jobs	Holzner	1	n	E+G	yes	operative	funds, expertise	
8163-00/2006	Montenegro, Entwicklung von touristischen Standorten im Hinterland Montenegros	Holzner	1	n	G	yes	indicators, monitoring	funds, expertise	
8028-00/2008	Bosnia and H. Land Administration Project	Holzner	1	n	E+G	yes	specific/operative		ref. to CEDAW
8167-00/2007	Consolidating the legal and institutional foundations of social dialogue in the countries of Western Balkans and Moldova	Holzner	1	n	E+G	yes	lots of add. activities, gender analysis	funds, expertise	ref. to CEDAW, ILO, EU
2299-00/2004	Uganda Rural Water Supply	Gubitzer	1	n	E+G	yes	add. Indicators and	funds, expertise	
2465-00/2009	Burkina Faso Education et formation pour un développement endogène (EFORD)	Holzner	1	n	E+G	yes	none	none	none
1731-00/2004	Nicaragua Programa de desarrollo sostenible en el municipio El Castillo	Grünberg	1	n	G	yes	proportion of female benefic.		deepen focus on women

Projekt Nr.	Name	Author	Marker	n/T	E+G / G	Project profile	Empfehlung		
0245-00/2008	Austria 44 Lehrgang am Institute of Tourism and Hotel Management Klessheim, Salzburg	Gubitzer	1	n	E+G	yes			qualitative-strategic
2443-00/2006	Ethiopia Stopping FGM in Afar	Holzner	2	T	G	no			qualitative-strategic
1989-01/2005	Uganda Leadership development for women councilors in South-Western Uganda	Holzner	2	T	G	no			qualitative-strategic
8146-01/2005	Gender Equity Pro-gramme Albania 2006-2010	Holzner	2	n	E+G	yes	additional indica-tor		on coordinaton
2561-00/2010	Diabetes Clinic for Preg-nant Women at Holy Family Hospital	Holzner	2	n	G	yes	additional activi-ty, indicator qual-ity	funds	
2539-00/2007	Food Security Initiative for Poor Women using Local Produce	Holzner	2	N	E+G	partly	additional activity	funds, expertise	
Gender assessments random selection:									
o.Nr. 21.4 2010	Fostering sustainable dev. In Montenegro - institutional capacity and technical assistance	Holzner	1	n	G	yes			very far-reaching strategic recom-mendations
7995	Society in the Western Balkans: Development and Progress	Gubitzer	1	n	E+G	yes	partly concrete		partly comprehen-sive strategic recom.
8230-00/2007	Community based small business Trainings and Micro-credit Revolving Fund for Azerbaijan	Holzner	1	n	E+G	yes			very far-reaching rec: radical redis-tribution of care work

Projekt Nr.	Name	Author	Marker	n/T	E+G / G	Project profile	Empfehlung		
2540-00/2007	Emergency Water Supply and Sanitary Facilities for Returning populations to place of origins in Northern Lira and Kitgum Districts	Holzner	1	n	E+G	yes			anti rape strategy in water user committees
2104-00/2005	Training of Weavers in Khaling Weaving Centre	Holzner	2	T	G	no		gender expert	redistribution of care, intra-household benefit sharing
2270-03 COOPI	Human Rights Protection and Conflict Resolution for Women Living in IDP Camos in Kitgum and Pader Districts, N. Uganda	Holzner	2	T	G	No	planning workshop		point out differences STD and AIDS
Gender assessments country specific, Albania:									
6525-00/2011	Water Sector Capacity Development Programme Albania 2011-2013 (on project document)	Wittberger	0	T	G	no	indicators	consultants	gender sensitive strategies
8265-00/2009	TACT CPSN - Transnational Action against Child Trafficking: Child Protection Safety Net	Wittberger	1	n and T	E+G	yes		funds, expertise	inclusion of men, masculinity concepts
8140-01/2010	Regional Development Programme in Northern Albania	Wittberger	1	n and T	G	no			rec. to tender document, not to project planning
8247-00/2009	AL BIZ (Albanian Business Schools) - Reform der wirtschaftsschuli-	Wittberger	1	T	G	no	none	none	none

Projekt Nr.	Name	Author	Marker	n/T	E+G / G	Project profile	Empfehlung	
	schen Ausbildung in Albanien							
8138-00/2010	Addressing social inclusion through vocational education and training	Wittberger	1	T	G	no	many	
Gender Assessments country specific, Ethiopia:								
2014-05/2005	Action Professionals' Association for the People, Three Years Plan	Holzner	2	T	G	no	language advice	
2443-01/2009	Stopping FGM in Afar	Holzner	2	n	E+G	yes	baseline data, indicators	
2565	Ethiopian Women Lawyers Association – Funding Support to Strategic Plan 2008-2010	Holzner	2	n	E+G	yes	mid-term review	monitor court cases
2508-00/2007	Multi-Donor-Support for the Democratic Institutions Programme Ethiopia	without name	1	n	E+G	yes		highly strategic
1733-00/2005	Integrated Livestock Development Programme, Phase III	Holzner	1	T	G	no		time poverty, childcare, intra-household conflicts
2509-00/2008	Sustainable Resource Management in North Gonder (Phase 1)	Holzner	1	n	E+G	no	gender analysis and indicators	CEDAW/BPfA
2631-00/2011	Training, Research and Outreach for the African Union in the field of Peace and Security	Stummer	1	n	G	yes	UN 1325 gender analysis + indicators	
2567-00/2008	PBS – Protection of Basic Services	Holzner	1	n	E+G		gender analysis	gender expert, gender advisory

Projekt Nr.	Name	Author	Marker	n/T	E+G / G	Project profile	Empfehlung		
							group		
2631-00/2009	CEWARN – Response Fund	Holzner	1	n	E+G	yes	UNSCR 1325		specially targeting women's groups
1992-00/2007	Support to the Implementation of HSDP in Somali Regional State	Holzner	1	n	E+G	yes	gender indicators		
2638-00/2009	Support to local level Consultation and Participation for REDD Readiness in Ethiopia	Doris Gebru-Zeilermeyer	0	T	G	no	follow WB gender guideliine		

9.6 Projects visited / discussed during country visits

Table 11: Projects visited / discussed during country visits

Project nr.	Name	Commitment in EUR	Period	Partner(s)	Gender Marker	Phase
Albania:						
8000-00/ 2003	Encouragement of women in local politics	62,228	2003-2004	Horizont 3000 /GADC	2	Completed
8108-01/ 2004	Improving gender balance at the decision-making level	60,000	2004-2006	Horizont 3000 /GADC	2	Completed
8146- 00/2006	Gender Equity Programme Albania	785,000	2006-2011	Horizont 3000 /GADC	2	Completed
8181-00/ 2006	Gender-Responsive Budgeting in Southeast Europe for Moldova, Albania, Macedonia, Bosnia & Herzegovina	200,000	2006-2007	UNIFEM	2	Completed
8181-00/ 2008	Support for gender-responsive budgeting in Southeast Europe	500,000	2008-2009	UNIFEM	2	Completed

Project nr.	Name	Commitment in EUR	Period	Partner(s)	Gender Marker	Phase
FMA-UN.7.08.15/ 0007-VII.1/ 2008)	ONE-UN Albania: Delivering as One – pilot project Albania	Yearly 200,000	2008-2011	UNDP	x	Ongoing
8140-01/ 2010a	Regional Development Programme (RDP) - Northern Albania (Anteil ADA)	4,256,832	2010-2014	ÖAR Regional-beratung	1	Inception Phase
7813-04/ 2007	Consolidation of water supply system Shkodra	1.900.000	2008-2011	KfW	0	Completed
	Technical Assistance to the Water Supply and Sanitation Sector					Tender Phase
Ethiopia						
2631-00/ 2011	Capacity Development in the area of Peace and Security for African Union Representatives, Regional Organisations and Civil Society	250.000	3/2011-12/2012	Institute for Peace and Se-curity Studies, Addis Ababa University	1	ongoing
2632-00/ 2009	CEWARN – Rapid Response Fund	360.000	11/2009-10/2011	CEWARN / IGAD	1	ongoing
	Shared Values Programme, Pillar III	200.000	5/2012-4/2013	African Union Commission	2	beginning
I. 2509-00/ 2008 II.2509-01/ 2011	Sustainable Resource Management Pro-gramme in North Gondar	I. 6.660.000 II. 2.870.000	I. 2008-2011 II. 2011-2013	ANRS Bureau of Finance and Economic De-velopment	1	ongoing
1992-01/ 2010	Support to the Implementation of the Health Sector Development Programme in Somali Na-tional State (Phase 2)	7/2010-12/2012	1.650.000	Somali Region-al Health Bu-reau	1	ongoing (since 1998)
2443-01/ 2009	Stopping Female Genital Mutilation in Afar	2009-2011	200.000	Afar Pastoralist Development Association	2	ongoing

Project nr.	Name	Commitment in EUR	Period	Partner(s)	Gender Marker	Phase
2567-03/ 2011	PBS II Beitrag 2011	7/2011-7/2012	1.900.000	Ministry of Finance and Economic Development	1	ongoing since 2008
2638-00/ 2009	Support towards local level consultation and participation for REDD readiness in Ethiopia	11/2010-1/2011	30.000	Federal Environmental Protection Authority	0	completed
	Nachhaltigkeitsstrategien für SOS-Familienstärkungsprogramme in Afrika und dem Mittleren Osten	3/2010-12/2012	985.037	SOS Children's Village Ethiopia		ongoing
	Duale Sekretärinnen-Ausbildung für Waisen	10/2011-9/2014	200.000	New Life Community College		ongoing
6501-00/ 2011 Sub 6	Developing Prevention, care and support for people with disabilities victims of violence and sexual abuse in Ethiopia	6/2011-10/2011	9.560	Handicap International		completed
	A Gender Equitable Local Development (GELD)	12/2010-	210.000	UNCDF/UNDP/ UNIFEM		ongoing
	UN Women Liaison to AU			UN Women		ongoing
2565-00/ 2008	Funding Support to Strategic Plan 2008-2010			Ethiopian Women Lawyers Association	2	stalled

9.7 Job description of ADA gender desk

Table 12: Job description of ADA gender desk

Stellenbeschreibung	
Stelle	
a) Bezeichnung der Stelle	Referentin Gender
b) Ziel der Stelle	Koordination und Begleitung der Aktivitäten der ADA im Bereich Gender Durchführen der erforderlichen PCM-Maßnahmen
c) Funktionsbezeichnung der Stelleninhaberin	Referentin mit komplexen unterschiedlichen Aufgaben
Die Stelleninhaberin untersteht	
a) disziplinarisch	dem Geschäftsführer
b) fachlich	dem Abteilungsleiter
Die Stelleninhaberin übersteht	
a) disziplinarisch	
b) fachlich	
Die Stelleninhaberin a) vertritt	Referentinnen (kurzfristige vorherige Klärung)
b) wird vertreten durch	Referentinnen (kurzfristige vorherige Klärung)
Zentrale Aufgabenbereiche	
a) Sachaufgaben	Errichtung und Betrieb eines Gender Management Systems in der ADA Formulierung und Monitoring einer Gender policy der ADA (e.g. duales Gender Mainstreaming) Unterstützung bzw. Mitwirkung bei der Politik- und Strategie- und Programm-formulierung des BMeiA/Sektion VN Mitwirkung bei der Rollenklärung/ Etablierung einer funktionsfähigen Ar-beitsteilung zwischen einzelnen Akteu-ren (BMeiA/ADA/NGOs und innerhalb der ADA zwischen Länderdesks und KOBÜs) Formulierung und Monitoring einer gen-der-bewussten Methodologie der Poli-cy-Operationalisierung gender budgeting, gendern analysis, Projektbeurteilungskriterien, gender-focused logframe, gender indicators, gender-focused impact assessments, gender audits, gender training, Evaluie-rung von gender-relevanten Maßnah-men zur Armutsbekämpfung und zu Empowerment Praktische Unterstützung der Länderre-ferate (Desks und Kobüs bei Konzepti-on bzw. Bewertung von Projektdoku-menten), gegebenenfalls Durchführung der abschließenden Genderprüfung capacity building: Konzeptualisierung, Organisation und Ausführung von internen Fortbild-

	ungsangeboten für Mitarbeiterinnen (Gender Trainings) Konzeptualisierung, Organisation, Ausführung und Dokumentation von Thematagen, Expert meetings etc. Koordination und Monitoring der horizontalen Verankerung des gender mainstreaming Kommunikation und Networking; mit Regierungsinstitutionen, EU, Zivilgesellschaft, NGDOs Teilnahme an policy-dialogues und Geberkoordinationstreffen (teilweise im Auftrag des BMeiA/Sektion VII.)
b) Personalführungsaufgaben	Keine
Besondere Befugnisse/Vollmachten	Keine

9.8 Gender Marker Distribution data

Table 13: ADC gender marker distribution 2004-2010 (in commitments and %) 129

	2004		2005		2006		2007		2008		2009		2010	
	Commit-ments	Distr. in %	Commit-ments	Distr. in %	Commit-ments	Distr. in %	Commit-ments	Distr. in %	Commit-ments	Distr. in %	Commit-ments	Distr. in %	Commit-ments	Distr. in %
Gender principal obj. (Code = 2)	2.05	2.68	5.38	5.17%	7.34	7.21%	12.01	11.34%	6.24	5.69%	5.12	5.23%	9.49	10.34%
Gender significant obj. (Code = 1)	41.33	53.96	59.72	57.39%	48.71	47.88%	58.37	55.11%	74.08	67.59%	65.55	66.95%	41.25	44.92%
Total Gender Equality Aid (1+2)	**43.38**	**56.64**	**65.10**	**62.57%**	**56.05**	**55.09%**	**70.38**	**66.46%**	**80.32**	**73.29%**	**70.67**	**72.18%**	**50.74**	**55.26%**
Not targeted (Code = 0)	33.21	43.36	33.27	31.98%	37.46	36.82%	25.29	23.88%	23.62	21.55%	19.61	20.03%	33.90	36.92%
Not screened (Code = X)	-	-	5.68	5.46%	8.24	8.10%	10.24	9.67%	5.66	5.16%	7.63	7.79%	7.19	7.83%
Total OEZA (ODA-relevant)	**76.59**	**100**	**104.06**	**100.00%**	**101,75**	**100.00%**	**105.91**	**100.00%**	**109.60**	**100.00%**	**97.90**	**100.00%**	**91.82**	**100.00%**

Table 14 ADC gender marker distribution 2004-2010 (in disbursements EUR m and %)

	2004		2005		2006		2007		2008		2009		2010	
	Disb	in % ADC	Disb.	in % ADC	Disb.	in % ADC	Disb.	in % ADC	Disb	in % ADC	Disb.	in % ADC	Disb	in % OEZA
Gender principal obj. (Code = 2)	2.75	3.78	4.14	4.89	4.80	5.06	8.83	9.60	7.30	7.10	6.40	7.08	6.29	6.68
Gender significant obj. (Code = 1)	39.78	54.61	43.31	51.16	45.48	47.97	46.50	50.53	60.86	59.22	58.53	64.77	52.21	55.47
Total Gender Equality Aid	**42.53**	**58.39**	**47.45**	**56.05**	**50.28**	**53.03**	**55.33**	**60.12**	**68.16**	**66.33**	**64.93**	**71.85**	**58.49**	**62.14**

---

129 All data used have been extracted from the ADA financial and gender database.

(1+2)													
Total ADC (ODA relevant)	72.84	100.0	84.66	*100.00*	94.82	*100.00*	92.02	*100.00*	102.77	*100.00*	90.36	*100.00*	94.13	*100.00*

Figure 3: Net OEZA disbursements 2004-2012 in EUR m
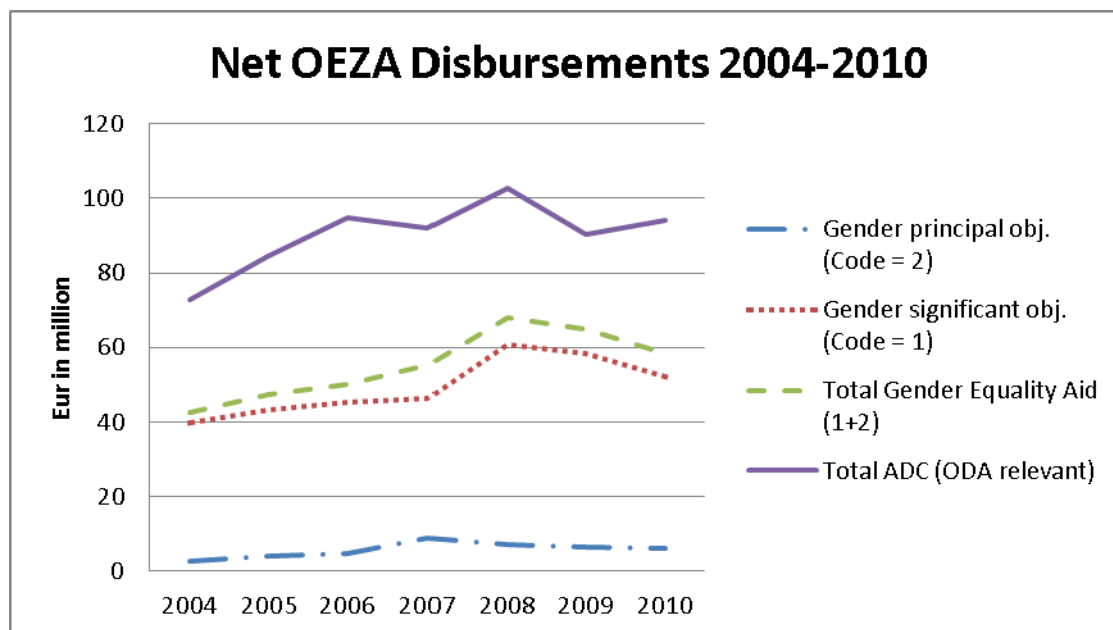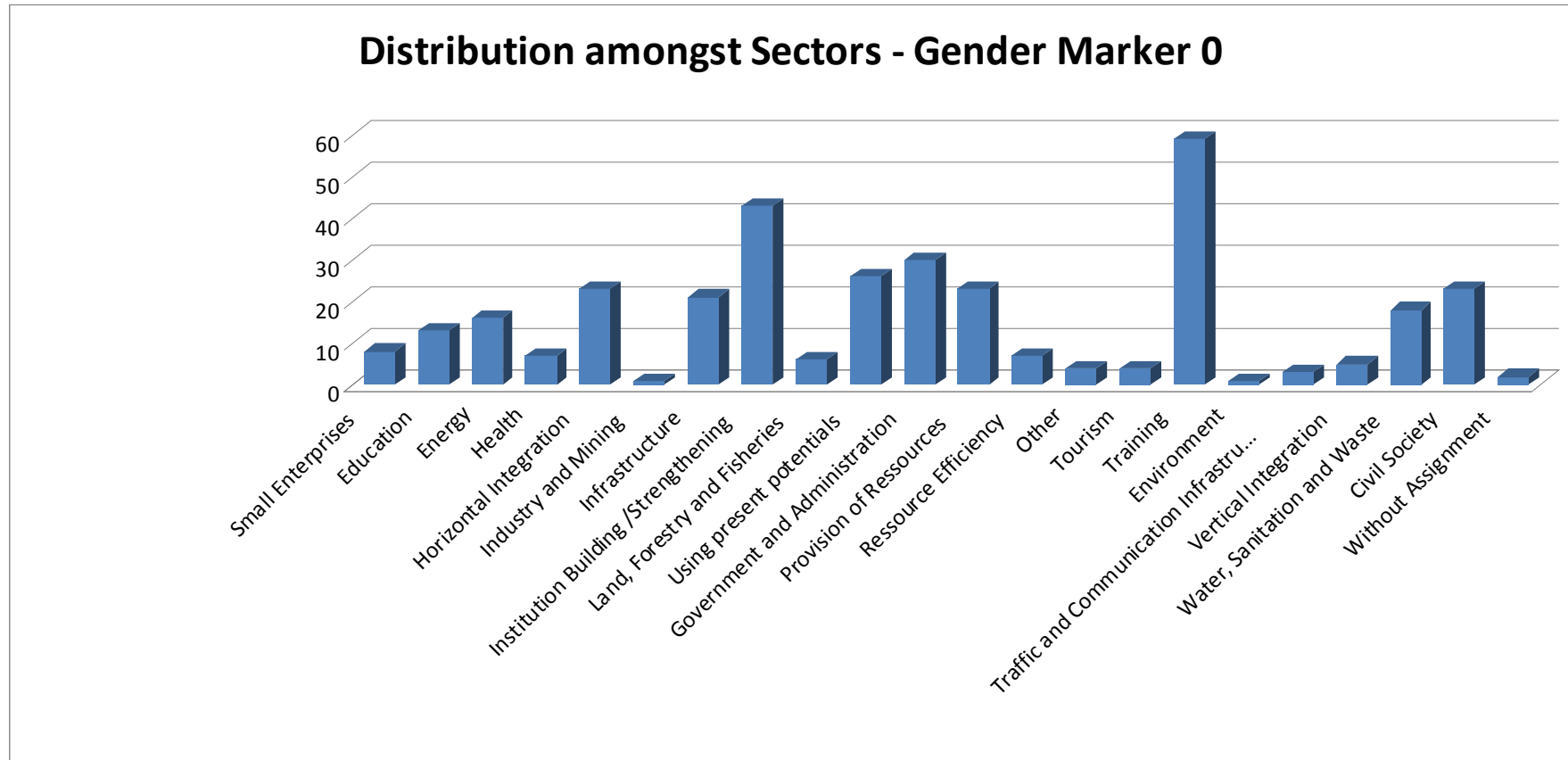
Figure 4: Distribution amongst sectors – Gender Marker 0

Distribution amongst Sectors - Gender Marker 0

Figure 5: Gender Marker 0 per region

Frequency Gender Marker 0 per Region

- Africa — 28%
- Asia including Middle East — 22%
- Latin America — 10%
- South East Europe — 30%
- Europe — 4%
- Without Assignment — 6%
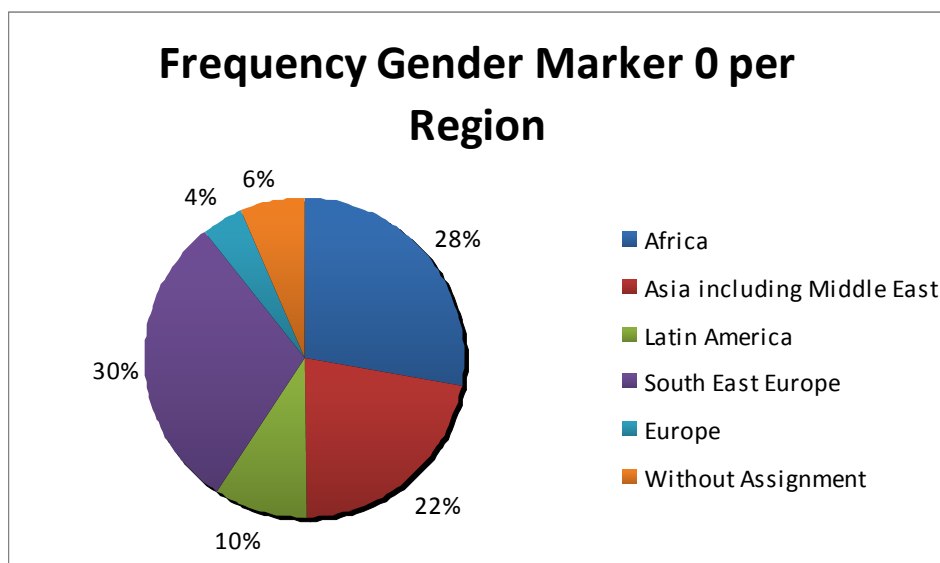
Figure 6: Distribution amongst sectors - Gender Marker 1

Distribution amongst sectors - Gender Marker 1
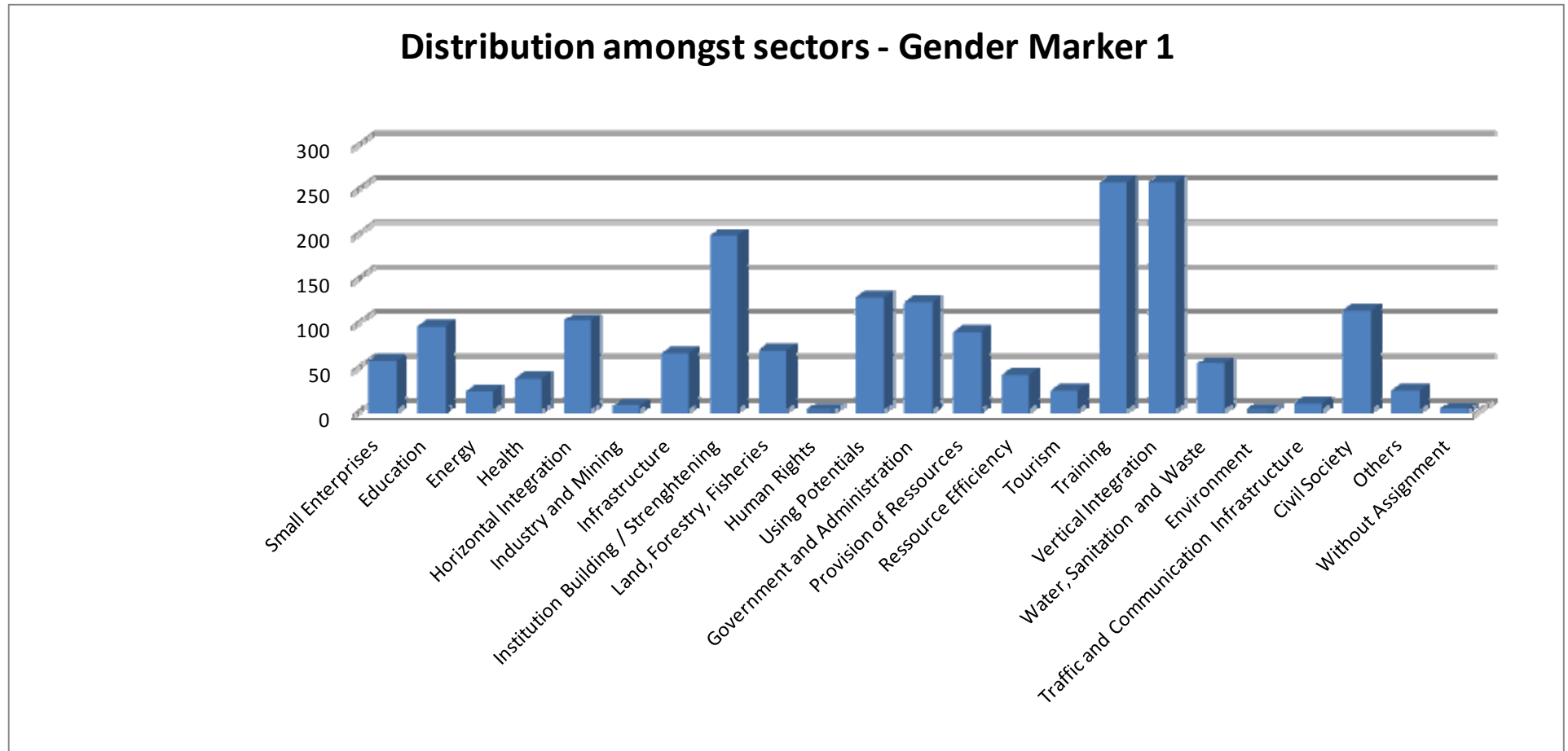
Figure 7: Frequency Gender Marker 1 per region

Frequency Gender Marker 1 per region

- Africa
- Asia including Middle East
- Latin America including Caribbean
- South Eastern Europe
- Europe
- Without Assignment
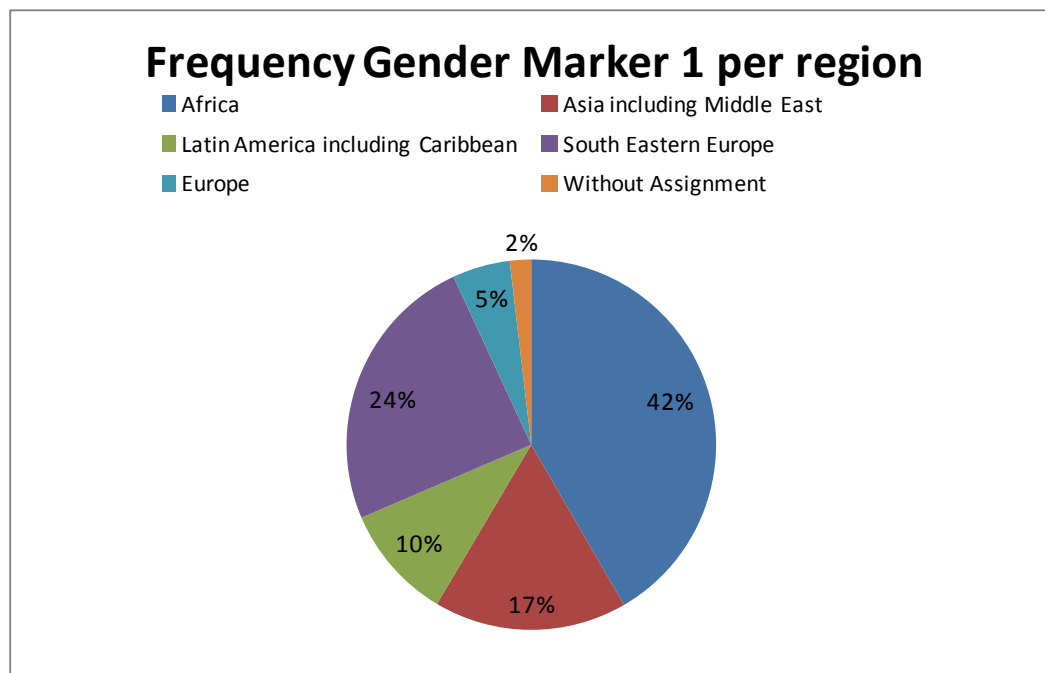
Figure 8: Distribution amongst sectors - Gender Marker 2

Distribution Amongst Sectors - Gender Marker 2
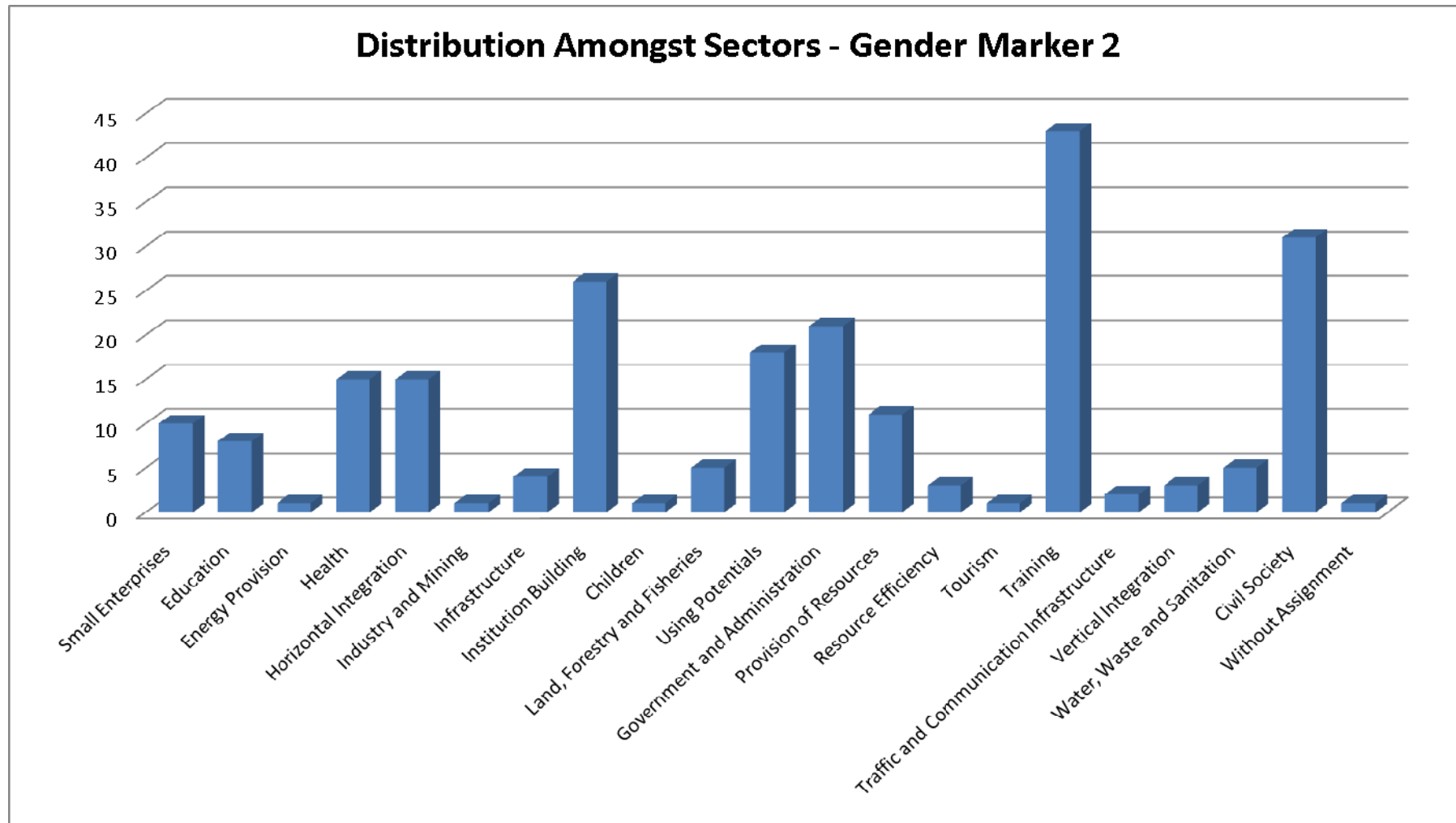
Figure 9: Gender Marker 2 per region

Frequency Gender Marker 2 per Region

- Africa
- Asia including Middle East
- South Eastern Europe
- Latin America including Caribbean
- Europe
- Without Assignment

50% (Africa), 11% (Asia including Middle East), 32% (South Eastern Europe), 0%, 6% (Europe), 1% (Without Assignment)
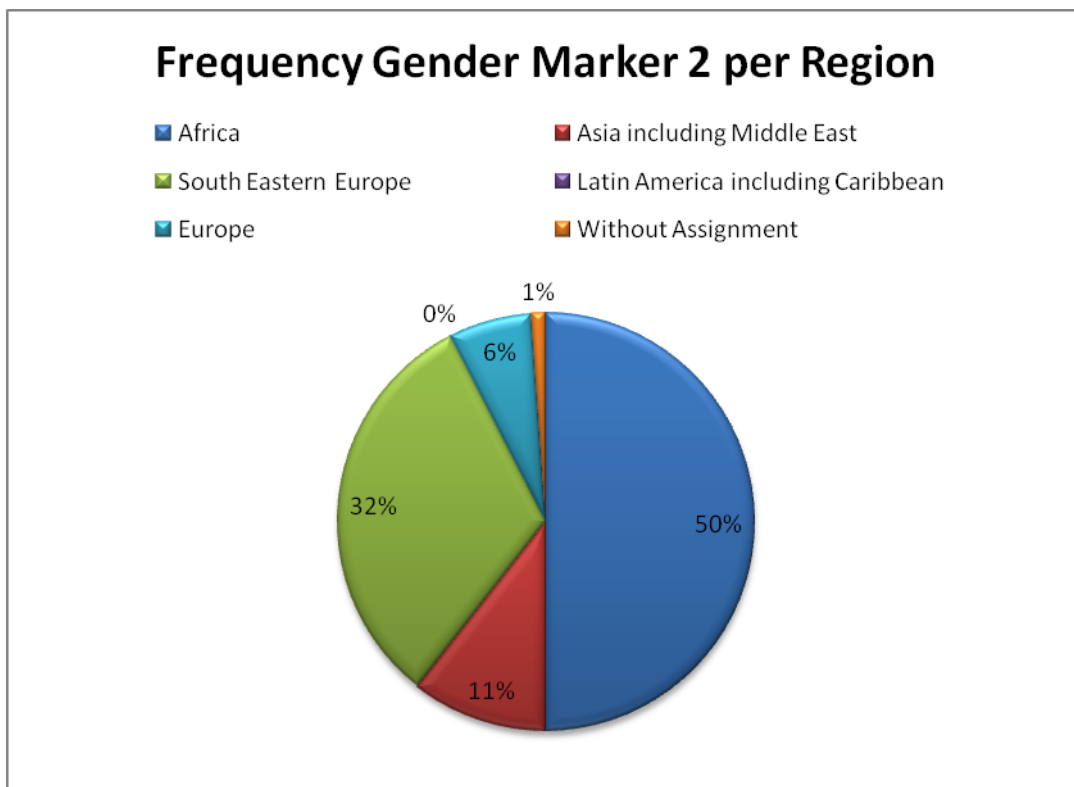
9.9 Bibliography

Government of Austria

Republik Österreich: Entwicklungszusammenarbeitsgesetz inklusive EZA-Gesetz-Novelle 2003

Bundesministerium für Finanzen: Strategischer Leitfaden des MOF für die Internationalen Finanzinstitutionen, 2009

Ministry of European and International Affairs

DreijahresProgramme: 2004-2006; 2005-2007; 2006-2008; 2007-2009, 2008-2010 2009-2011;

Leitfäden der österreichischen Entwicklungspolitik:

- Strategischer Leitfaden Sicherheit und Entwicklung der österreichischen Entwicklungspolitik, November 2011
- Strategischer Leitfaden Umwelt und Entwicklung der österreichen Entwicklungspolitik, September 2009

Leitlinien der OEZA:

- Wirtschaft und Entwicklung, April 2010
- Armutsminderung, Januar 2009, Neuauflage September 2010
- Wasser – Wasserversorgung, Siedlungshygiene, Wasserressourcen, Oktober 2008
- NRO-Kooperation, Mai 2007
- Internationale humanitäre Hilfe, Juni 2007
- Energie für nachhaltige Entwicklung, Mai 2006, Neuauflage Juni 2009
- Geschlechtergleichstellung und Empowerment von Frauen, April 2006, Neuauflage März 2010 (dt. und eng.)
- Menschenrechte, April 2006, Neuauflage Juli 2009
- Friedenssicherung und Konfliktprävention, April 2006, Neuauflage Februar 2009
- Good Governance, April 2006, Neuauflage Juli 2011

Regional- und Landesprogramme der OEZA / ADC Regional and Country Strategies:

- Albanien Landesprogramme 2007-2009
- Albanien Landesprogramme 2004-2006
- Bosnia and Herzegovina, Country Strategy 2011-2013
- Mozambique Country Strategy 2010-2013
- Country Strategy Bhutan 2010-2013
- Moldova Country Strategy 2010-2015
- Ethiopia Country Strategy 2008-2012
- Kosovo Country Programme 2008-2011
- Nicaragua Landesstrategie 2011-2013
- Memorandum D'Entente sue le Programme Indicatif de Cooperation entre la Republique d'Autriche et le Burkina Faso, Periode 2008-2013
- Regionalstrategie Zentralamerika 2008-2013
- Serbia Country Programme 2006-2008
- Regionalkonzept Südkaukasus 2006-2008

- Uganda Country Strategy 2010-2015

ODA Bericht 2008

OEZA Bericht 2009: Thematische Schwerpunkte, Dezember 2010Österreichischer Aktionsplan zur Umsetzung von VN-Sicherheitsratsresolution 1325 (2000), August 2007

Weltnachrichten 3/2005, 4/2005, 4/2010

OEZA Qualitätskriterien Armutsminderung (ohne Datum)

Austrian Development Agency (ADA)

Unternehmenskonzept 2005 – 2007 (genehmigt am 20.12.2005), 2010

Geschäftsberichte 2004, 2005, 2006, 2007, 2008, 2009

Arbeitsprogramme der ADA 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011

Leitfaden für Projekt- und Programmevaluierungen, Oktober 2010

Privatsektorentwicklung durch NRO, Leitfaden für Business Development Services, Juni 2009

Handbuch Gender – Instrumente zur Geschlechtergleichstellung (2000-2009), Juni 2010

Personalentwicklungskonzept der Austrian Development Agency (ADA), 2007, Dr. Rudolf Holzer,

Privatsektorentwicklung durch NRO – Leitfaden für Business Development Services, Juni 2009

Building Peace – Empowering Women. Gender Strategies to make UN Security Council Resolution 1325 work. Public Meeting and Symposium, Vienna, 6-7 April 2006

Making Budgets Gender-Sensitive: A Checklist for Programme-Based Aid, Jänner 2009

Fokus: Gleichstellung der Geschlechter und Empowerment von Frauen, Oktober 2009

Fokus: Frauen, Gender und bewaffnete Konflikte, Jänner 2011

Analyse und Reflexion der Querschnittsmaterien „Armutsminderung und „Gender Equality" in den Politiken und Programmen der OEZA, vorgelegt von E.M. Reinthaler, März/April 2003

Evaluierung der Tätigkeit der Austrian Development Agency (ADA). Schlussbericht, vorgelegt von Dr. Horst Breier und Bernhard Wenger, April 2008

Evaluation of the Paris Declaration Phase 2, Case Study Austria, Final Report, Dec. 2010

Projektealbum Frauen. Österreichisches Engagement für die Rechte von Frauen, November 2009

Verfahrensweisen:

- Formatvorlage Projektdokument, Januar 2010
- Formatvorlage Fortschrittsbericht (ohne Datum)
- Formatvorlage Aktivitätenbericht (ohne Datum)
- OEZA Qualitätskriterien Glossar (ohne Datum)

Folder: Frauen stärken – Chancen für alle, April 2006

Albania

OEZA: Planung des Arbeitsfeldprogramms 2005, 2006, 2007, 2008, 2009, 2010, 2011

OEZA: Albanien Landesprogramm 2007-2009, 2004-2006

OEZA: Albanien Länderinformation, September 2011

Republic of Albania / Ministry of Labour, Social Affairs and Equal Opportunities: National Strategy on Gender Equality and Domestic Violence and Violence against Women 2011-2015, Draft, December 2010

Republic of Albania / Ministry of Labour, Social Affairs and Equal Opportunities and UN WOMEN: Harmonised Indicators on Gender Equality and the Status of Women in Albania, June 2011

Republic of Albania / Ministry of Labour, Social Affairs and Equal Opportunities: National Strategy on Gender Equality and Domestic Violence 2007-2010, 2008

Republic of Albania / Council of Ministers: National Strategy for Development and Integration, March 2008

Republic of Albania / Ministry of Foreign Affairs: CEDAW, 3rd National Periodic Report, Albania, December 2008

KEK-CDC Consultants: Evaluation of Austrian Cooperation with Albania 1991/1992 – 2004, December 2005

CEDAW: Consideration of reports submitted by State parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women. Third periodic report of States parties. Albania, December 2008

CEDAW: Consideration of reports submitted by State parties under article 18 of the Convention on the Elimination of All Forms of Discrimination against Women. Third periodic report of Albania (continued), October 2010

SEDA/UNDP: Pro-Poor and Pro-Women Policies and Development in Albania. Approaches to Operationalising the MDGs in Albania, March 2005

UNIFEM: Improving Data Collection on Violence against Women in South East Europe, January 2010

Ministry of Labour, Social Affairs and Equal Opportunities: National Strategy on Gender Equality and Domestic Violence 2007-2010

GIZ: The situation of women in the Balkans with a special emphasis on Albania, November 2011

GIZ: Gender analysis of the GIZ human resources development programme and the vocational education and training sector in Albania, October 2011

GIZ: Gender analysis for the water supply and sewerage sector in Albania, November 2010

USAID: CEDAW Assessment Report Albania, December 2005

SDC: Swiss Cooperation in Albania at a glance 2010-2013

Gender Alliance for Development Center, et. al.: Shadow Report on the Impementation of the CEDAW Convention in Albania, June 2010

Women's International League for Peace and Freedom: CEDAW 46th Session: Albania Third Periodic Review. National NGO involvement shadow report, without date

Brunnbauer, Ulf: From equality without democracy to democracy without equality? Women and transition in southeast Europe, In: South-East Europe Review, p. 151-168, 3/2000

Calloni, Marina: Albanian Women after Socialism and the Balkan War. In: Athena (Advanced Thematic Network in Activities in Women's Studies in Europe),The Making of European Women's Studies, eds. R.Braidotti, I.Lazaroms, E.Vonk, Utrecht: Utrecht University, 2002, pp. 49-60.

Ethiopia

Ministry of Finance and Economic Development (MoFED): Ethiopia: Building on Progress. A Plan for Accelerated and Sustained Development to end Poverty (PASDEP) Vol. I: Main Text

ADC, Ethiopia Country Strategy 2008 – 2012 (version May 2009)

Planung des Arbeitsfeldprogramms: 2005, 2006, 2007, 2008, 2009, 2010, 2011

Ministry of Finance and Economic Development (MoFED): Ethiopia: Building on Progress. A Plan for Accelerated and Sustained Development to end Poverty (PASDEP) Vol. I: Main Text

Ministry of Finance and Economic Development (MoFED): Ethiopia: 2010 MDG Report. Trends and Prospects for meeting MDGs by 2015

Ministry of Women, Children and Youth affairs (MOWCYA) 2009-2011 GPF Accomplishment Report

Ethiopia Demographic and Health Survey 2011. Preliminary Report. Central Statistical Agency, Addis Ababa

United Nations Country Team, The Situation of Women and Girls in Ethiopia, October 2010

Äthiopien Länderinformationen (8/2011) (ADA)

Memorandum of Understanding on the Austrian-Ethiopean Indicative Country Programme 2008-2012

Ethiopia: Building on Progress. A Plan for Accelerated and Sustained Development to End Poverty (PASDEP). 2005/06-2009/10. Vol. I. Main Text. Ministry of Finance and Economic Development (Mo-FED), National Action Plan for Gender Equality (NAP-GE) 2006-2010. Addis Ababa 2006

International multi- and bilateral agencies

OECD/DAC

Prüfbericht über die Entwicklungszusammenarbeit Österreichs. Internationale Entwicklung, 2000

Austrian DAC Peer Review 2000, 2004, 2009

The Evaluation of the Paris Declaration, Phase 2, Executive Summary and Final Report, May 2011

Findings from the Gender Equality Module of the 2011 Paris Declaration Monitoring Survey, o.J. (2011)

Guiding Principles for Aid Effectiveness, Gender Equality and Women's Empowerment, 2008

Quality Standards for Development Evaluation, DAC Guidelines and Reference Series, 2010

OECD/DAC, Aid in support of Gender Equality and Women's Empowerment, Statistics based on DAC Members' reporting on the Gender equality Policy Marker, 2008-2009. Creditor Reporting System database, March 2011

Findings from the Gender Equality Module of the Paris Declaration Monitoring Survey, November 2011

OECD/DFID, Summary Record of the Workshop on Strengthening the Development Results and Impacts on the Paris Declaration through Work on Gender Equality, Social Exclusion and Human Rights, London, 12– 13 March 2008

The DAC Gender Equality Policy Marker. Excerpt from: Reporting Directives for the Credito Reporting System, Joint Biennial Workshop of the DAC Network on Gender Equality and the UN's Inter-Agency Network on Women and Gender Equality, January 2008

Annex 6: Reporting on the policy objectives of aid. The DAC policy marker system, 2002

Mainstreaming Gender Equality. Emerging Evaluation Lessons, From: evaluation Insights, November 2011

Managing for gender equality results in donor agencies. Gender equality, women's empowerment and the Paris Declaration on Aid Effectiveness. Issues Brief 4, May 2009

Aid in Support of Gender Equality in Fragile and Conflict-affected States, October 2010

DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, Development Cooperation Guidelines Series, 1999

DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation, 1999 GENDERNET Practice Notes

http://www.oecd.org/document/13/0,3746,en_2649_34541_44833933_1_1_1_1,00.html

OECD/DAC Peer Review Norway. 2005
OECD/DAC Peer Review Norway. 2008

European Union

2011 Report on the Implementation of the "EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2012" (draft)

EU Plan of Action on Gender Equality and Women`s Empowerment in Development 2010-2015, March 2010

Toolkit on Mainstreaming Gender Equality in EC Development Cooperation, 2004

Comprehensive approach to the EU implementation of the UNSCR 1325 and 1820 on women, peace and security, Brussels 2008

Gender Equality and Women's Empowerment in Development Cooperation – Conclusions of the Council and of the Representatives of the Governments of MS, May 2007

Thematic Evaluation of the Integration of Gender in EC Development Co-operation with Third Countries, Volumes 1-3, March 2003

United Nations

Department of Economic and Social Affairs: The World's Women 2010. Trends and Statistics, New York 2010

Security Council: Resolutions 1325 (October 2000), 1820 (June 2008), 1888 (September 2009), 1889 (October 2009)

Other International Bodies

African Development Bank Group: Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere. Evaluation Synthesis, Operations Evaluation Department, May 2011

4th High Level Forum on Aid Effectiveness: Busan Outcome Document, December 2011

4th High Level Forum on Aid Effectiveness: Busan Joint Action Plan for Gender Equality and Development, December 2011

Bilateral Agencies

Bundesministerium für Wirtschaftliche Zusammenarbeit und Entwicklung: Die Berücksichtigung von Genderfragen in der deutschen EZ: Förderung der Gleichberechtigung und Stärkung der Frauen, Evaluierung, Bonn, Juli 2005

Canadian International Development Agency (CIDA): Evaluation of CIDA's implementation of its Policy on Gender Equality, April 2008

DFID: Evaluation of DFID's Policy and Practice in Support of Gender Equality and Women's Empowerment. Volume 1: Synthesis Report, Volume 2: Country Case Studies, Volume 3: Thematic Studies, August 2006

GIZ: Genderanalysen – Eine Arbeitshilfe für die genderdifferenzierte Ausgestaltung von TZ-Vorhaben, Mai 2011

Irish Aid: Gender Equality Policy – Review Report Executive Summary, 2010

Swedish International Development Cooperation Agency (SIDA): Gender Equality in Swedish Development Cooperation, Final Evaluation Report, February 2010

SIDA: Mainstreaming Gender Equality – SIDA's support for the promotion of gender equality in partner countries. Coutry Report South Africa, January 2002

Norwegian Ministry of Foreign Affairs / NORAD

NORAD: Handbook on Gender and Empowerment, 1999

NORAD: Gender and Development – a review of evaluation reports 1997-2004, Oslo 2005

NORAD: Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005)", November 2005

NORAD: Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005), Country Case Study Afghanistan", November 2005

NORAD: Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005), Country Case Study Bangladesh", November 2005

NORAD: Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005), Country Case Study Zambia", September 2005

NORAD: Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997-2005)". Summary. Evaluation Report 5/2005

NORAD: Gender Review: Mainstreaming Gender in the Development Portfolio of the Norwegian Embassy in Ethiopia. NORAD Report 5/2009 Discussion. Final Report

NORAD: Lessons from Evaluations of Women and Gender Equality in Development Cooperation, January 2006

NORAD: Lessons from Evaluations of Women and Gender Equality in Development Cooperation, Synthesis Report, October 2006

NORAD: On Equal Terms: Women's Rights and Gender Equality in International Development Policy, Report No 11 (2007-2008) to the Norwegian Parliament, Stortinget (White Paper 2008)

NORAD: Gender Review: Mainstreaming Gender in the Development Portfolio of the Norwegian Embassy in Ethiopia. NORAD Report 5/2009 Discussion. Final Report

NORAD: Gender Review. Women's Right and Gender Equality at three selected embassies/mission. August 2009

NORAD: Women, Peace and Seccurity. Noray's strategic plan 2011-13, February 2011

NORAD: Lessons Learned from Gender Reviews of Norwegian Embassies, November 2011

NORAD: Guidelines for developing an Embassy Action Plan for Women's rights and Gender Equality in Development Corporation, March 2012

NORAD: Template for annual reporting on Women's Rights and Gender Equality for Pilot Embassies (no date)

NORAD: Mid-Term Review of the Norwegian Action Plan for Women's Rights and Gender Equality in Development Cooperation (2007-2009). NORAD Report 14/2009 Discussion

Norwegian Ministry of Finance: Norway's Strategy for Sustainable Development. Published as part of the National Budget 2008

Norwegian Ministry of Foreign Affairs: Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007-2009. 5/2007, extended to 2013

Norwegian Ministry of Foreign Affairs: The Norwegians Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security, March 2006

Norwegian Ministry of Foreign Affairs: Women, Peace and Security. Norway's strategic plan 2011-13, February 2011

Norwegian Ministry of Foreign Affairs: On Equal Terms: Women's Rights and Gender Equality in International Development Policy, Report No 11 (2007-2008) to the Norwegian Parliament, Stortinget (White Paper 2008)

Swiss Development Cooperation (SDC):

SDC: Evaluation of SDC's Performance in Mainstreaming Gender Equality, February 2009

SDC: Annual Progress Report on Gender Equality: 2009, 2010, 2011

SDC: Swiss Development Cooperation in Albania at a Glance 2010-2013

SDC: Gender in Practice. A tool-kit for SDC and its partners, 2003

SDC: Gender Equality. A key for poverty alleviation and sustainable development, 2003

SDC: Gender and skills development. A practical tool to mainstream gender equality into skills development projects for better employment opportunities, 2006

SDC: Gender and Water. Mainstreaming Gender Equality in water, hygiene and sanitation interventions, 2005

SDC: Gender and Qualitative Interpretation of Data, 2006

SDC: Gender Equality. A Key for Poverty Alleviation and Sustainable Development, 2003

SDC: Instructions and framework for Equal Opportunity Policies in Swiss Cooperation Offices, 2011

National and international NGOs

National

Luise Gubitzer, Elisabeth Klatzer, Katharina Mader, Katharina Muhr, 2008, Gender – social accountability. Gender Budgeting als Gleichstellungsstrategie in der EZA? Studie zur Geschlechtergerechtigkeit und die Rolle der zivilgesellschaftlichen Organisationen unter veränderten Rahmenbedingungen der Entwicklungszusammenarbeit, VIDC

International

CONCORD Aid Watch Briefing: Between Austerity and political will: EU MS ODA budgets in 2011, Feb. 2011, http://www.concordeurope.org/Files/media/0_internetdocumentsENG/3_Topics/Topics/Aidwatch/AidWatch-briefing-final.pdf

Horizont 3000 Vienna/Gender Alliance Development Center Tirana: Gender Equity Programme Albania, Mid-Term Review Report, by Schläppi / Mazari, May 2010

Terre des Hommes: Developing a Child Protection Safety net in Albania, Peer review, by Shuteriqui / Balbo, May 2011

WIDE: Gender Mainstreaming in Development and Trade Policy and Practice: Learning from Austria, Belgium and the UK, June 2004

Books

Rounaq Jahan: The Elusive Agenda: Mainstreaming Women in Development. London: Zed books, 1995

Naila Kabeer (2003), Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals. A Handbook foe Policy Makers and other Stakeholders, http://www.idrc.ca/EN/Resources/Publications/Pages/IDRCBookDetails.aspx?PublicationID=229

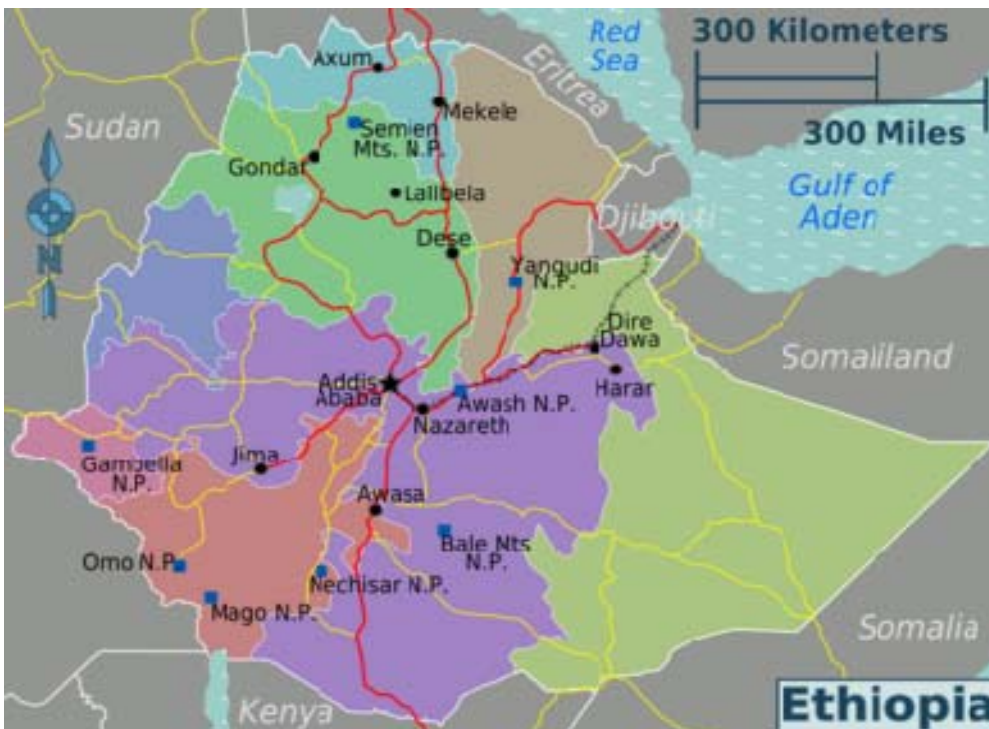## 9.10 Maps of Countries for Case Studies

Figure 10: Map of Ethiopia

Figure 11: Map of Albania

9.11   Terms of Reference for this Evaluation

Terms of Reference

Evaluation of the Austrian Development Cooperation (ADC) Gender Policy between 2004-2011

1.   Background

Internationally there is a broad consensus that gender equality and women empowerment constitute a fundamental element of development. In a series of conferences and international agreements equality of women and men was identified as an important condition for economic and social development.

Austria has committed itself in various international agreements to implement appropriate measures to reach the goal of equality between women and men (gender equality) in development cooperation, particularly in the framework of the United Nations, of the Development Assistance Committee (DAC) of the OECD and the European Union.

International instruments Austria adheres to are: The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action, the guidelines of the OECD DAC and various European Union commitments. Additional basic principles of the Austrian Development Cooperation (ADC)[130] are primarily the Federal Act on Development Cooperation, the UN Millennium Development Goals (2000), the UN Resolution 1325 (2000), complementary UN-Resolutions, Resolutions of the Monterey Consensus (2002), the Paris Declaration on Aid Effectiveness (2005), the comprehensive approach to the EU Implementation of the United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security (2008) and the EU Gender Action Plan, which was approved 2010 as Council Directive.

With the ministerial council decision of 11.07.2000[131] gender mainstreaming became a guiding principle for the Federal Government and therefore also mandatory praxis in the Austrian Development Cooperation. Likewise the Federal Act on Development Cooperation[132]entails a commitment to a non discriminatory gender policy. Consequently it was decided to develop and formulate a guideline which should be compulsory for ADC and highly relevant for the entire ODA due to the coherence mandate of the Federal Government. The Three-Years programmes of the Austrian Development

---

[130] The notion Austrian Development Cooperation (ADC) refers to the bilateral and multilateral development cooperation from the Federal Ministry of European and International Affairs and the Austrian Development Agency. ADC is a small part of the total Austrian ODA.
[131] http://www.imag-gendermainstreaming.at/cms/imag/attachments/7/0/3/CH0518/CMS1060357872986/mrvt11.pdf
[132] Federal Act on Development Cooperation 2002 inc. amendment 2003

Policy also highlight "gender mainstreaming as a strategy to reach equality between women and men". This gender policy also provides the basis for a dialog with partners in Austria and abroad.

In the beginning of the 1990s a Gender Desk was established within the Federal Ministry of European and International Affairs. Following the foundation of ADA in 2004, the Gender and Development Desk moved to the Department of Quality and Knowledge Management in ADA. Since mid 1990 a gender policy was developed which was strongly influenced by the OECD/DAC gender network. Likewise trainings were conducted and important documents were disseminated. The guideline "Gender Equality and Empowerment of Women"[133] was published in April 2006 and provides an essential conceptual and strategic base for the Austrian development cooperation. Also in 2006 the themes gender and conflict were connected in order to emphasize their relevance.

The gender policy of ADC focuses conceptually and strategically on the core areas of capacities, opportunities and personal security reflecting the ADC goals of poverty reduction, environment, peacekeeping and conflict prevention. Within these core areas ADC has committed itself to mainstream gender equality and empowerment of women (bilateral and multilateral programmes).

Gender is a cross-cutting theme in ADC, which is reflected in all sector policies, thematic areas, country strategies, programme based approaches and in special assistance programmes of non governmental organisations, private sector development and development communication and education in Austria.

The inclusion and implementation of gender relevant goals in ADC is conducted through a standardised questionnaire, on the basis of the DAC Gendernet Guideline. All projects and programmes are examined and if necessary recommendations are provided. According to the DAC Peer Review 2009 some gender instruments could be improved. In addition the Peer Review also recommends strengthening the capacities for this cross-cutting theme.

2. Purpose and objectives of the evaluation

The purpose of this evaluation is to analyse the relevance and quality as well as the implementation of the policy guideline "Gender Equality and Empowerment of Women" (2006).Thereby strengths and weaknesses of the implementation of this guideline should be identified and analysed[134]. Further, it should also be clarified how ADC's gender praxis responded to the new international developments and trends of previous years (i.e. Paris Declaration, EU communication, Security Council Resolutions particularly UNSCR 1325).

The findings and results from this evaluation should include recommendations how gender can be better anchored in ADC in future and identifies measures which need to be taken in order to implement the EU Gender Action Plan according to the European requirements. It is also important to

---

[133] To simplify the guideline will be further quoted as the gender guideline.
[134] The gender guideline mentions that after three years after coming into force an evaluation should be carried out.

reflect how gender can be mainstreamed effectively within ADC in future without having an own budget.

It is expected that the evaluation will suggest concrete and practical measures. With the results of the evaluation ADC should also be able to update the gender policy guideline.

The evaluation focuses on the ADC gender activities between 2004-2011 in order to learn for the future. Gender policies of other donors should also be considered for "lessons learned".

The objectives of the evaluation are:

- To submit an independent assessment of the relevance of the guideline for ADC/ODA and its implementation and impact.
- To analyse the organisational and institutional framework for the implementation of gender measures.
- To suggest concrete recommendations for the further development of the gender strategy (strategy, priorities, measures, instruments etc.) and its implementation.

From this evaluation different target groups should benefit: The Federal Ministry for European and International Affairs (MFA), the Austrian Development Agency (ADA), other ministries, institutions and organisations which implement ADC interventions and other stakeholders, which whom ADC is interfacing.

3. Subject and Focus of the Evaluation

Subject of the Evaluation is the guideline "Gender Equality and Empowerment of Women" (2006) as well as gender interventions supported by ADC in the period from 2004 to 2011[135].

For the assessment the evaluation will draw on all five DAC evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability.

As part of this evaluation lessons learned and good practices from other donors also need to be considered. On the one hand two donors should be analysed, on the other hand the evaluation team should not limit itself to these two donors but should rather also draw on[136]other good practice examples from the literature[137]. It will also be important to consider interesting examples from partner countries if they are brought up by the coordination offices.

---

[135] In case new relevant thematic events are arising or are taking place during the evaluation period (2012) it is expected that they will also be considered and reflected in the evaluation.
[136] See also gender evaluation reports and meta analysis from other donors, DAC Network on Development Evaluation .
[137] Lessons learned from other donors should refer to the main questions of the evaluation. An overview matrix from other donors, their structure, organisation, instruments etc. should additionally appear in the annex of the report

As part of this evaluation the coordination offices in Albania and Ethiopia will be visited in order to assess the relevance of the gender guideline for the policy dialogue, the programming process, the project portfolio and in respect to impact.

Criteria for the selection of the partner countries were:

- Priority country/region of ADC, presence of a coordination office, preferably in Africa;
- Proportional high percentage of projects with the gender Marker 1 and 2;
- Systematic application of the topic;
- A Gender Focal point in the coordination office.

Further, an analysis of the data base will be required in order to interpret the results of the proportion of projects with the gender marker 0.1 and 2 of the various financing instruments and according to the countries. Which core areas (capacities, economic and political opportunities, personal security) can be attributed to the gender marker 1 and 2?[138]

In addition the gender assessments and their quality should be assessed. Details can be found in chapter 5.

4. Main evaluation questions

4.1 Relevance

1) To what extend is the guideline "Gender Equality and Empowerment of Women" from the year 2006 still relevant for ADC but also for other partners (Ministries[139], non governmental organisations) of the Austrian ODA[140]?

In ADC is the conceptual and strategic gender approach to assign gender to specific core areas still adequate and relevant? To which extend can the ADC-commitments be allocated effectively to these core areas (see Gender marker, creditors reporting system)?

Which thematic gender priorities were developed in ADC and why?

How did ADC's gender praxis react to the international developments (i.e Paris Declaration, EU, MDGs, UN)? How far was it possible to actively participate in international networks, forums and discussions?

---

[138] This partial analysis can also be integrated into the analysis of the gender assessments.
[139] Federal Ministry for Women and Civil Service, Federal Ministry of Labour, Social Affairs and Consumer Protection, Federal Ministry of Health, Federal Ministry of Finance (i.e. International Financial Institutions), Federal Ministry of Economy, Family and Youth, Federal Ministry of Agriculture, Forestry, Environment and Water Management, non governmental organizations.
[140] Official Development Assistance

How meaningful and significant is the gender policy of ADC compared to the ones of other donors?

2) How best can ADC implement the EU Action Plan on Gender Equality and Women's Empowerment in future?

Regarding prioritisation for implementing the EU Gender Action Plan which recommendations can be proposed under the current budgetary situation? Which preconditions need to be put in place?

3) Which varying definition of "Gender", "Gender Equality", "Gender Mainstreaming" and "Empowerment of Women", as well as perceptions of how to implement these in interventions can be currently found in ADC (including the coordination offices) but also with other partners of ODA?

Is there a unified common understanding of these concepts?   How far can people differentiate between gender mainstreaming and women empowerment measures? Which images and stereotypes are transported with these terms/concepts?

4) Which measures for gender-coherence were undertaken in ADC/ODA?

How coherent is the gender policy guideline implemented in the bilateral and multilateral ADC/ODA?

How coherent are other donors related to gender? What can be learnt from their coherence efforts?

5) How is gender mainstreaming incorporated in ADC sector policies[141] (policy and strategic guidelines) and country and regional strategies[142]?

To what extend was a gender analysis with sex disaggregated data used for developing strategies?

How far were recommendations of the CEDAW committee, the national poverty reduction strategy and the national action plans taken into consideration for the compilation of country strategies?

4.2   Effectiveness

6) As a cross-cutting theme is gender sufficiently anchored in ADC?

Are the organisational, institutional, budgetary and personal requirements for an up-to-date, effective gender policy available in ADC?

---

[141] Education, Water and Sanitation, Energy, Rural Development, Private Sector & Development, Environment, Good Governance and Human Rights including Peace and Security
[142] See priority countries: Bhutan, Burkina Faso, Ethiopia, Mozambique, Uganda, Nicaragua, Palestinian Territories, Albania, Bosnia and Herzegovina, Kosovo, Macedonia, Montenegro, Serbia, Moldavia, Armenia, Georgia.

How far are the prerequisites, which are listed in the gender guideline, adequately fulfilled in ADA headquarters and in the coordination offices (i.e gender focal points, trainings, documentation) in order to have gender, gender mainstreaming, gender equality and empowerment of women sufficiently anchored?

How can effectiveness potentially be enhanced even if the resources can not be increased? Are there i.e potentials to improve the exchange between gender focal points and ADA headquarters?

Are there factors within the ADC structure or in the implementation praxis which hamper or undermine the implementation of the gender policy guideline?

Which measures have other donors put in place to anchor gender equality, gender mainstreaming and empowerment of women?

7) <u>How effective is the whole gender management system i.e. knowledge management[143] of ADC?</u>

How can institutional learning (i.e. trainings, workshops) regarding gender generally be judged?

How useful are the available gender documents and relevant documents for ADC, other ministries and NGOs?

What can ADC generally learn from the gender management system of other donors?

8) <u>How did bilateral[144] and multilateral gender projects/programmes develop? Were they planned strategically, happened due to an event or by coincidence?</u>

9) <u>How was gender equality integrated in all stages of the project cycle management including evaluations?</u>

To what extend is the instrument of gender examination (gender assessment) considered during the preparation phase of projects and programmes? How is the quality of the gender assessment recommendations generally perceived in ADC? How are the gender assessment recommendations' implemented in practice, professionally accompanied and monitored? How are the gender assessments perceived and used by partners? In which form is the gender analysis conducted in practice which is needed to complete the gender questionnaire?

Are there evidences of interventions that one could call gender-blind?

Is the gender marker allocated according to the OECD standards?

---

[143] Genderbox, Gender profil, Gender Analysis, engendered Logframe, training material.
[144] Differentiated by various financial instruments.

Which relevant experiences or instruments do other donors have related to PCM and Gender? What can ADC learn from them?

10) <u>To what extend is gender mainstreaming also consistently claimed and applied for new instruments and aid modalities such as Sector Wide Approaches, the implementation of the Paris Declaration and other processes such as Poverty Reduction Strategy Papers?</u>

How is gender mainstreaming also included in sector or basket-funds supported by ADC?

Which gender responsive budgeting initiatives are supported by ADC? Which challenges arise in this regard and how far is ADC involved in the national debate?

Which good practices can be found with other donors regarding gender mainstreaming and new aid modalities respectively instruments?

11) <u>Which are the measures used and at which level does ADC contributes to the implementation of UNSCR 1325 (policy, program, awareness and other internal or external capacity building activities)?</u>

How was the Austrian Action Plan regarding UNSCR 1325 taken into consideration and implemented on project and programme level? Which awareness/level of knowledge in this regard can be found in headquarters and in the coordination offices.

4.3 Efficiency

12) <u>How high are the means (costs of interventions, concrete project/programme funding) that were spent for gender, gender mainstreaming and women-targeted interventions in the evaluation period?</u>

Which percentage is this amount in relation to the total ADC budget?
Which proportion does this amount correspond to in comparison to funds of other donors which are involved in these areas?

4.4 Impact

13) <u>Which role has the gender guideline in ADC partner countries, is the guideline being considered?</u>

Are there evidences in the visited countries (Albania, Ethiopia) that implemented interventions derived from the gender guideline have influenced and significantly changed the situation of women and men in partner countries or have provoked institutional change? If yes, which players respectively alliances have contributed to these changes? What has changed concretely for women and men?

4.5 Sustainability

14) Which contents of the gender guideline should be updated following the results of the evaluation?

15) To what extend do the core areas mentioned in the gender guideline (capacities, opportunities, personal security) when implemented on their own contribute to the sustainability of equality/women empowerment measures? To which extent should these three core areas be linked with each other?

16) How can ADC institutionalise and maintain capacities for gender and gender mainstreaming in a sustainable manner?

4.6 Evaluation questions for Albania and Ethiopia:

- How far is gender considered as a cross-cutting theme according to the guideline at all levels (country strategy, sectors, financial instruments)?

- How far is gender mainstreaming consequently applied at program and project level[145]?

- Which specific women empowerment measures are implemented?

- What can be said regarding the impact/results from selected programs and projects?

- How is gender mainstreaming be implemented at organisational and structural level by partner organisations? How could they be better supported by donors, if necessary?

5. Approach and methodology of study

The evaluation team has to base its work on the OECD/DAC evaluation criteria and has to document its work in a manner that demonstrates that they have been adhered to. The DAC evaluation criteria also have to be used during the field visits in Albania and Ethiopia. Concrete questions related to the DAC criteria have to derive from the TOR and must be developed in the inception phase[146].

Different methods should be used during the various evaluation phases: analysis of documents, desk review of projects/programmes and evaluation reports (on the basis of samples), qualitative interviews with different stakeholders, focus group discussions, written questionnaire including the 12 coordination offices.

---

[145] The analysis should go beyond the visited projects and programmes.
[146] It needs to be considered if "the theory of change for gender mainstreaming" could be useful for this evaluation.

It is assumed that approximately 55-60 persons (ADA, MFA, other ministries, NGOs) will be interviewed in Vienna (single interviews and focus group discussions).

Currently there are approximately 560 Gender assessments (status of April 2011) stored in the ADA data base. To assess the quality of these gender assessments, the evaluation team has to develop criteria, how best to judge them and propose a sampling method for all 12 focus countries/regions. For the visited countries (Albania, Ethiopia) there will be the possibility to discuss the gender assessments in detail personally on the spot. For the other countries it is assumed that there will be the possibility to clarify further details by phone after the receipt of the first written feedback from the survey.

An analysis of the data base (gender marker 0,1,2) is also necessary.

Triangulation is an essential element of the data analysis. The approach of triangulation must be outlined in the inception report.

It is also expected that the recommendations are realistic, concrete and practice oriented. Recommendations must be addressed to the relevant stakeholders.

The **first phase** of the evaluation ends with the compilation of an inception report involving the following steps:

a) Study of relevant strategic and operational documents of ADC.
b) Participation in a one-day workshop in Vienna, organised jointly by the ADA Evaluation Unit and the Gender Desk. At this workshop, the review team will be introduced to the ADC policy and gender. A common reflexion about the ToRs will also take place.
c) Organising and analysis of relevant information of other donors and <u>suggesting two other donors</u>. The selection criteria of these two countries must be comprehensibly outlined in the inception report. It is expected from the evaluation team, that it has the necessary experience and knowledge to be able to concretely elaborate such a proposal.
d) First personal and/or telephone interviews with key people from ADA headquarters and MFA.
e) Preparation of an inception report, which should be sent to ADA at least one week before its presentation and which should cover the following aspects:

- Proposal of donor countries which should be compared to Austria and justification for choice;
- Preliminary findings and possible hypothesis referring to the main evaluation questions.   The use of an overview matrix, see data collection planning worksheet (model can be found under Annex 7.10 in the guidelines for project and programme evaluation on ADA homepage under "Evaluation")
- Specifying the evaluation questions for Albania and Ethiopia
- Specifying the intended methodological approach for the following phases (planned instruments, processing, sampling-methods, analysis and interpretation, data triangulation, quality assurance, additionally required information, details for the databank analysis etc.)

  f) Presentation and discussion of the draft inception report with FMA and ADA in Vienna.

  g) Incorporation of comments in the final inception report, subsequently approval of the report through ADA Evaluation Unit

An interview with the former ADA Gender Expert, which has left ADA and is currently working in Kosovo, should also take part in the first phase.

The **second phase** includes:

  h) Execution of extensive interviews in Vienna (MFA, ADA, other
   ministries, NGOs, others).

  i) A written survey in the 12 coordination offices (gender focal
   points, coordinators, respectively other colleagues) and telephone
   interviews if necessary.

  j) Database analysis of the gender marker.

  k) Analysis and interpretation of the gender assessments

  l) Discussions with other donors.

  m) Visits to Albania and Ethiopia.

In the third phase the evaluation team compiles the first draft of the evaluation report. This report is distributed to MFA, ADA and other stakeholders with the invitation to provide comments. The evaluation team will present the report with its results and recommendations in Vienna approximately three to four weeks after the submission of the written draft report. Subsequently the conclusions of the discussions and other comments need to be incorporated into the final report by the evaluation team. The ADA Evaluation Unit approves the final report. The decision of dissemination of the final report is taken in consultation with MFA.

6. Travel

Altogether three to four travel to Vienna are planned, one possible travel to Kosovo, one travel in two other donor countries, together with one travel to Albania and one to Ethiopia.

7. Time schedule

Tender procedure   July-October 2011

Award of Tender   October 2011

First Phase (Inception Phase)   Oct/Nov 2011-February 2012

| Second Phase (Interviews Austria, other travel) | February-April 2012 |

Second Phase
(Interviews Austria,
other travel)   February-April 2012

Third Phase (Draft Report)   April/May 2012

Presentation, final report,   Beginning of June 2012
accounting)

8. Evaluation Team

The evaluation team should consist of a core team with two experts, having the following qualifications and experiences:

 a) Outstanding knowledge regarding "gender" (policies, strategies, instruments, interventions) in development cooperation (at least seven years of relevant experience).

b) Knowledge of how gender is institutionalised within other donors (bilateral and multilateral).

c) Experience in conducting evaluations and/or reviews in the area of gender, gender-policies, strategies and interventions.

d) Experience as team leader of evaluations and/or reviews, as well as very good knowledge of evaluation methods.

e) Excellent English and good German knowledge, as numerous documents are only available in German.

f) Excellent knowledge in social science methods.

g) Statistics knowledge and excellent knowledge of access for the database analysis.

The technical expertise as well as the evaluation experience of the international experts need to be proven in relevant CVs and reference evaluations/reviews.

If needed national experts for Albania and Ethiopia can be consulted.

Relevant reference documents (one copy each) respectively relevant internet addresses need to be added to the bidding documents.

The offer should document the extent of work of the experts and mention her/his role (in days differentiating between field days and days at the home base of the team).

9. Reporting

The following reports need to be prepared:

Inception report: This report has to be sent to the ADA Evaluation Unit for approval, comprise <u>maximum 20-25 pages,</u> written in English.

Draft final report including a draft executive summary: This report should be sent to the ADA Evaluation Unit for approval (criteria for the draft report are the same as the final report)

Final report: This report should have a maximum of 60 pages excluding annexes; it should be written in English and has to adhere the DAC criteria. The report needs to be structured according to the main evaluation questions. Lessons learned from other donors should also be structured according to the main evaluation questions. An overview chart of the structure, organisation, instruments etc..of other donors needs to be listed in an annex A five to six page long executive summary listing the main findings and recommendations needs to be included. This summary has to be submitted in English <u>and</u> German.

The final report with the incoporated comments have to be sent electronically no later then 30th of June 2012 to the ADA Evaluation Unit for approval. It has to be written in a format that permits publishing without any further editing. All strategic evaluation of ADC are published on the webpage under:

http://www.entwicklung.at/aktivitaeten/evaluierung

The following criteria will be used to judge the quality of the final report and will be decisive for the approval of the final report:

- Have the ToRs been fulfilled in an adequate manner and is this reflected in the final report?
- Is it comprehensible that the general OECD/DAC evaluation standards were applied?
- Is the final report structured according to the OECD/DAC criteria and the evaluation questions?
- Were <u>all</u> evaluation questions answered?
- Are the conclusions/recommendations derived from the evaluation questions stated in the ToR?
- Does the report clearly differentiate between conclusions, recommendations and lessons learnt?
- Is it transparent how and why the evaluators arrive at their conclusions?
- Have all key stakeholders been consulted?
- Have all key documents been taken into account and adequately presented in the report?
- Is it clear to whom recommendations are addressed?
- Are the methods and processes of the evaluation sufficiently presented in the evaluation report?
- Does the report include a clear and comprehensive executive summary?
- Does the report present its findings in a reader-friendly and logical manner?
- Can the report be published right away or does it need further editing?

10. Coordination and responsibility

The ADA Evaluation Unit is responsible for managing the evaluation and for all contractual agreements with the evaluation team.

A reference group, consisting of the ADA Evaluation Unit, the ADA Gender Desk, the relevant department of MFA, and other relevant players will be constituted during the preparation phase to guide the evaluation.

11. Relevant documents

Austrian Development Agency. Focus: Frauen, Gender und bewaffnete Konflikte, Jänner 2011

http://www.entwicklung.at/uploads/media/Fokus_Gender_und_Konflikt_Jaen2011.pdf

Austrian Development Agency. Evaluation of the Paris Declaration Phase 2. Case Study Austria. Vienna 2010.

http://www.entwicklung.at/aktivitaeten/evaluierung/2010/

Austrian Development Agency, Weltnachrichten 3/2010

Austrian Development Agency Handbuch Gender. Instrumente zur Geschlechtergleichstellung (2000-2009), und Handbuch Gender, Sammlung von Instrumenten zu Geschlechtergleichstellung, 2010, http://www.entwicklung.at/uploads/media/Gender_Handbuch.pdf http://www.entwicklung.at/themen/gender/

Austrian Development Agency. Das Unternehmenskonzept 2010. Wien, Dezember 2009

http://www.entwicklung.at/uploads/media/ADA_Unternehmenskonzept_2010.pdf

Austrian Development Agency. Das Unternehmenskonzept 2005-2007. Wien, Dezember 2005

http://www.ada.gv.at/fileadmin/user_upload/ADA/media/2-Aussenpolitik_Zentrale/OEZA_ab_Februar_2006/2225_unternehmenskonzept_2005_2007.pdf

Austrian Development Agency. Geschäftsbericht 2008, Geschäftsbericht 2007, Geschäftsbericht 2006, Geschäftsbericht 2005, Geschäftsbericht 2004. Wien

http://www.entwicklung.at/uploads/media/ada_geschaeftsbericht_2008.pdf

Austrian Development Agency. Arbeitsprogramme 2004-2011. Operative Programm- und Projektplanung der Österreichischen Entwicklungszusammenarbeit und Ostzusammenarbeit. Wien

Austrian Development Agency: Making Budgets Gender-Sensitive: A Checklist for Programme-Based Aid, Jänner 2009

http://www.entwicklung.at/uploads/media/CHECKLIST_12032009_barriere.pdf

Austrian Development Agency: Fokus: Gleichstellung der Geschlechter und Empowerment von Frauen, Oktober 2009

http://www.entwicklung.at/uploads/media/Fokus_Genderpolitik_Okt2009.PDF

Austrian Development Agency; Projektalbum Frauen, Österreichisches Engagement für die Rechte von Frauen, November 2009

http://www.entwicklung.at/uploads/media/Projektalbum_Frauen_Nov2009.pdf

Austrian Development Agency. Building Peace – Empowering women,

Gender Strategies to make UN Security Council Resolution 1325 work

Public Meeting and Symposium, Vienna, 6-7 April 2006, Conference Proceedings

http://www.entwicklung.at/uploads/media/LL_Buildung_peace_empowering_women_01.pdf

Austrian Development Agency, Weltnachrichten Special 4/2005; Stimmen aus dem Süden

http://www.entwicklung.at/uploads/media/WNR4_2005_spezial_stimmen_aus_dem_sueden.pdf

Austrian Development Agency, Weltnachrichten 3/2005: Ohne Frauen keine Entwicklung

http://www.entwicklung.at/uploads/media/WNR3_2005.pdf

Austrian Development Agency: Folder: Frauen stärken - Chancen für alle

http://www.entwicklung.at/uploads/media/ADA_Frauenfolder.pdf

Bundesministerium für Europäische und Internationale Angelegenheiten

Dreijahresprogramm der Österreichischen Entwicklungspolitik i.d.g.F., Fortschreibung. Dezember 2009, Fortschreibung Dezember 2008, Fortschreibung Dezember 2007, Fortschreibung November 2006, Fortschreibung November 2005

http://www.bmeia.gv.at/aussenministerium/aussenpolitik/entwicklungs-und-ostzusammenarbeit/entwicklungspolitik.html

Bundesministerium für Europäische und Internationale Angelegenheiten

OEZA Bericht 2009. Regionen und Schwerpunktländer (Teil 1), Öffentliche Entwicklungshilfeleistungen (Teil II)

http://www.entwicklung.at/uploads/media/OEZA_Bericht_2009_Web_01.pdf

Bundesministerium für Europäische und Internationale Angelegenheiten

OEZA Bericht 2008. Regionen und Schwerpunktländer (Teil 1), Öffentliche Entwicklungshilfeleistungen (Teil II)

http://www.ada.gv.at/index.php?id=2225&L=0

Bundesministerium für Europäische und Internationale Angelegenheiten/Austrian Development Agency. Geschlechtergleichstellung und Empowerment von Frauen – Leitlinien der Österreichischen Entwicklungs- und Ostzusammenarbeit. Wien, April 2006

http://www.entwicklung.at/themen/gender/

http://www.entwicklung.at/themes/gender/en/

Bundesministerium für Europäische und Internationale Angelegenheiten; Österreichischer Aktionsplan zur Umsetzung von VN-Sicherheitsratsresolution 1325, 2000

http://www.entwicklung.at/uploads/media/Oesterreichischer_Aktionsplan_01.pdf

European Commission, Gender Equality in development cooperation (*all documents*)

http://ec.europa.eu/development/policies/crosscutting/genderequ_en.cfm

European Commission, EU Plan of Action on Gender Equality and Women's Empowerment in development 2010-2015, 2010

http://ec.europa.eu/development/icenter/repository/SEC_2010_265_gender_action_plan_EN.pdf

Council of the European Union, Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security, 2008 http://www.consilium.europa.eu/ueDocs/cms_Data/docs/hr/news187.pdf

Montoya, Swanhild, Gender-Training bei der Austrian Development Agency (ADA), Wien, 2004

Montoya, Swanhild, Erste Bestandaufnahme bei Organisationen der Österreichischen Entwicklungszusammenarbeit 1996-1999, Wien, 2000

OECD DAC, Austrian DAC Peer Review, 2009

http://www.entwicklung.at/aktuelles/oecd-pruefbericht.html

OECD DAC, Austrian DAC Peer Review, 2004

http://www.oecd.org/dataoecd/41/14/34225768.pdf

OECD DAC, Aid in Support of Gender Equality in Fragile and Conflict-affected States, October 2010

http://www.oecd.org/dataoecd/58/9/46206455.pdf

OECD DAC Guiding Principles for Aid Effectiveness, Gender Equality and Women's Empowerment, 2008

http://www.oecd.org/dataoecd/14/27/42310124.pdf

OECD DAC, Summary Record of the Workshop on Strengthening the Development Results and Impacts of the Paris Declaration through Work on Gender Equality, Social Exclusion and Human Rights, London, 12-13 March 2008, http://www.oecd.org/dataoecd/2/39/40776061.pdf

OECD DAC Evaluation Network, DAC Evaluation Quality Standards, March 2006

http://www.oecd.org/department/0,3355,en_2649_34435_1_1_1_1_1,00.html

OECD DAC: Aid *Effectiveness, Gender Equality and Women's Empowerment* 1-5,
http://www.oecd.org/document/62/0,3343,en_2649_34541_42288382_1_1_1_1,00.html

OECD DAC Gendernet, Practice Notes

http://www.oecd.org/document/13/0,3343,en_2649_34541_44833933_1_1_1_1,00.html

Reinthaler, Elisabeth, Analyse und Reflexion der Querschnittsmaterien „Armutsminderung" und „Gender Equality" in den Politiken und Programmen der ÖEZA, Wien, 2003

Republik Österreich, Entwicklungszusammenarbeitsgesetz inklusive EZA-Gesetz-Novelle 2003

http://www.bmeia.gv.at/index.php?id=65019&L=0

Gender-Evaluierungsberichte sind auch auf der Homepage des OECD DAC Evaluation Resource Center (DEReC) zu finden, siehe:

http://www.oecd.org/document/63/0,3746,en_35038640_35039563_35067327_1_1_1_1,00.html

9.12   Survey Report