

Evaluation

Nordic Influence in Multilateral Organizations: A Finnish Perspective



Evaluation report 2012:6

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

- REPORT 2012:6 Nordic Influence in Multilateral Organizations: A Finnish Perspective
ISBN: 978-952-281-027-4 (printed), ISBN: 978-952-281-028-1 (pdf), ISSN: 1235-7618
- REPORT 2012:5 Finnish support to development of local governance
ISBN: 978-952-281-002-1 (printed), ISBN: 978-952-281-003-8 (pdf), ISSN: 1235-7618
- REPORT 2012:4 Finnish Concessional Aid Instrument
ISBN: 978-951-724-995-9 (printed), ISBN: 978-951-724-996-6 (pdf), ISSN: 1235-7618
- SPECIAL EDITION POLICY BRIEF: Country Programmes between Finland and Nepal, Nicaragua and Tanzania
2012:1 ISBN: 978-951-724-655-2 (printed), ISBN: 978-951-724-659-0 (pdf), ISSN: 1235-7618
- REPORT 2012:3 Country Programme between Finland and Tanzania
ISBN: 978-951-724-993-5 (printed), ISBN: 978-951-724-994-2 (pdf), ISSN: 1235-7618
- REPORT 2012:2 Country Programme between Finland and Nepal
ISBN: 978-951-724-987-4 (printed), ISBN: 978-951-724-988-1 (pdf), ISSN: 1235-7618
- REPORT 2012:1 Country Programme between Finland and Nicaragua
ISBN: 978-951-724-983-6 (printed), ISBN: 978-951-724-984-3 (pdf), ISSN: 1235-7618
- REPORT 2011:5 Junior Professional Officer Programme of Finland
ISBN: 978-951-724-966-9 (printed), ISBN: 978-951-724-967-6 (pdf), ISSN: 1235-7618
- REPORT 2011:4 Finnish Aid for Trade
ISBN: 978-951-724-964-5 (printed), ISBN: 978-951-724-965-2 (pdf), ISSN: 1235-7618
- REPORT 2011:3 VERIFIN Training Programme on Verification of Chemical Weapons
ISBN: 978-951-724-951-5 (printed), ISBN: 978-951-724-952-2 (pdf), ISSN: 1235-7618
- REPORT 2011:2 Results-Based Approach in Finnish Development Cooperation
ISBN: 978-951-724-941-6 (printed), ISBN: 978-951-724-942-3 (pdf), ISSN: 1235-7618
- REPORT 2011:1 Finnish Support to Energy Sector
ISBN: 978-951-724-894-5 (printed), ISBN: 978-951-724-895-2 (pdf), ISSN: 1235-7618
- REPORT 2010:6 Agriculture in the Finnish Development Cooperation
ISBN: 978-951-724-896-9 (printed), ISBN: 978-951-724-897-6 (pdf), ISSN: 1235-7618
- REPORT 2010:5/III Forestry Sector: Preliminary Study
ISBN: 978-951-724-880-8 (printed), ISBN: 978-951-724-881-5 (pdf), ISSN: 1235-7618
- REPORT 2010:5/II Finnish Support to Forestry and Biological Resources. Country and Regional Reports
(Parts 1 Kenya, 2 Mozambique (Eng, Por), 3 Tanzania, 4 Zambia, 5 Lao Peoples
Democratic Republic, 6 Vietnam, 7 Western Balkans, 8 Central America)
ISBN: 978-951-724-878-5 (printed), ISBN: 978-951-724-879-2 (pdf), ISSN: 1235-7618
- REPORT 2010:5/I Finnish Support to Forestry and Biological Resources
ISBN: 978-951-724-876-1 (printed), ISBN: 978-951-724-877-8 (pdf), ISSN: 1235-7618
- REPORT 2010:4 Sustainability in Poverty Reduction: Synthesis
ISBN: 978-951-724-874-7 (printed), ISBN: 978-951-724-875-4 (pdf), ISSN: 1235-7618
- REPORT 2010:3 The Finnish Development Cooperation in the Water Sector
ISBN: 978-951-724-848-8 (printed), ISBN: 978-951-724-849-5 (pdf), ISSN: 1235-7618
- REPORT 2010:2 Development Cooperation with Ethiopia 2000–2008
ISBN: 978-951-724-839-6 (printed), ISBN: 978-951-724-840-2 (pdf), ISSN: 1235-7618
- REPORT 2010:1 The Transition Towards a New Partnership with Egypt
ISBN: 978-951-724-837-2 (printed), ISBN: 978-951-724-838-9 (pdf), ISSN: 1235-7618

Evaluation

Nordic Influence in Multilateral Organizations: A Finnish Perspective

Evaluation report 2012:6

Evaluation

Nordic Influence in Multilateral Organizations: A Finnish Perspective

Nordic countries influencing the World Bank's and
African Development Bank's Gender Policies in 2006–2011

Contribution to a joint-Nordic Comparative Evaluation Study

Pauliina Aarva
Satu Zukale
Annika Magnusson

With contributions from
Isabela Nogueira de Morais

Evaluation report 2012:6

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

This evaluation was commissioned by the Ministry for Foreign Affairs of Finland to Impact Consulting Oy Ltd. The consultants bear the sole responsibility for the contents of the report. The report does not necessarily reflect the view of the Ministry for Foreign Affairs of Finland.

© Ministry for Foreign Affairs of Finland 2012

This report can be accessed at <http://formin.finland.fi>
Hard copies can be requested from EVA-11@formin.fi
or

The Ministry for Foreign Affairs of Finland
Development Evaluation (EVA-11)
P.O. Box 451
FI-00023 GOVERNMENT
Finland

ISBN 978-952-281-027-4 (printed)

ISBN 978-952-281-028-1 (pdf)

ISSN 1235-7618

Cover photo: Matti Nummelin

Cover design: Anni Palotie

Layout: Taittopalvelu Yliveto Oy

Printing house: Kopijyvä Oy

Translations from English to Finnish and Swedish by AAC Global Ltd; the Finnish and Swedish texts further edited by EVA-11.

Anyone reproducing the content or part of the content of the report should acknowledge the source. Proposed reference: Aarva P, Zukale S, Magnusson A & Nogueira de Morais I 2012 *Evaluation of Nordic Influence in Multilateral Organizations: A Finnish Perspective*. Evaluation report 2012:6. Ministry for Foreign Affairs of Finland, Kopijyvä Oy, Jyväskylä, 106 p. ISBN 978-952-281-027-4 (printed).

CONTENTS

PREFACE	xi
ACRONYMS AND ABBREVIATIONS	xiii
ABSTRACT	1
Finnish	1
Swedish	2
English	3
SUMMARY	4
Finnish	4
Swedish	7
English	10
Summary of key findings, conclusions and recommendations	13
1 INTRODUCTION	17
2 OBJECTIVES AND FRAMEWORK	19
2.1 Specific objectives	19
2.2 Framework	19
2.3 Tasks and scope	20
2.4 Definitions	21
3 METHODOLOGY	22
3.1 Materials of the study	22
3.2 Study questions	24
3.3 Data analysis	24
3.4 Measurement of influence	25
3.5 Limitations	26
4 GENDER IN DEVELOPMENT COOPERATION	27
4.1 Growing similarity of global gender policies	27
4.1.1 Slow progress	28
4.1.2 Uniform gender policies	28
4.1.3 Neo-liberalism and human rights	29
4.2 Gender policies of development cooperation in the Nordic Countries	29
4.2.1 Is there a Nordic aid model?	29
4.2.2 Common approach to gender equality	30
4.2.3 Finland's gender policy in development assistance since 2004	32
4.3 Multilateral organizations' gender policies	34
4.3.1 The United Nations	34
4.3.2 The World Bank	34
4.3.3 The African Development Bank	35
5 NORDIC DEVELOPMENT ASSISTANCE IN AFRICA THROUGH WORLD BANK AND AFRICAN DEVELOPMENT BANK	36
5.1 Financial instruments of World Bank and African Development Bank	36

5.1.1	World Bank Group	36
5.1.1.1	Management structures of World Bank	36
5.1.1.2	International Development Association	37
5.1.1.3	World Bank Trust Funds	37
5.1.2	African Development Bank Group	38
5.1.2.1	Management structure of the African Development Bank	38
5.1.2.2	African Development Fund	39
5.1.2.3	African Development Bank Trust Funds	39
5.2	Nordic Constituencies	39
5.2.1	Nordic-Baltic Constituency in the World Bank Group	39
5.2.2	Nordic-India Constituency in the African Development Bank Group	40
6	FINDINGS: GENDER, INFLUENCE AND NORDIC AGENDA	41
6.1	Activities of the constituencies in gender equality	41
6.1.1	Nordic-Baltic Constituency (World Bank)	41
6.1.2	Nordic-India Constituency (African Development Bank)	43
6.2	Influencing mechanisms	44
6.2.1	World Bank	45
6.2.1.1	Board of Governors	45
6.2.1.2	Development Committee	50
6.2.1.3	Executive Board	51
6.2.1.4	International Development Association	51
6.2.1.5	Trust Funds (World Bank)	54
6.2.2	African Development Bank	57
6.2.2.1	Board of Governors	57
6.2.2.2	Committees	57
6.2.2.3	Executive Board (African Development Bank))	58
6.2.2.4	ADF replenishments	58
6.2.2.5	Trust Funds (African Development Bank)	59
6.3	Changing Gender Policies in World Bank and African Development Bank	59
6.3.1	World Bank	60
6.3.1.1	From “women’s sectors to smart economic”	60
6.3.1.2	Transition Plan	62
6.3.1.3	“Africa’s Future and the World Bank’s Support to It”	64
6.3.2	African Development Bank	65
6.4	Nordic reflections in the policy and the decision making in World Bank and African Development Bank	69
6.4.1	World Bank	69
6.4.2	African Development Bank	70
6.5	Nordic Agenda – Nordic image as promoter of gender equality	71
6.6	Modalities of influencing	75
6.7	Coordination mechanisms of the constituencies	79

6.8	Challenges for gender mainstreaming – results of evaluations.....	81
6.8.1	Results of the African Development Bank Synthesis Evaluation.....	81
6.8.2	Finnish experiences	83
6.9	Country case: Zambia	85
7	CONCLUSIONS.....	89
7.1	Policy Dimension.....	89
7.1.1	Nordic influence - progress in gender mainstreaming.....	89
7.1.2	Development paradigm and gender	89
7.1.3	Nordic Gender Agenda	90
7.1.4	Politics of gender.....	91
7.2	Influencing mechanisms and modalities.....	91
7.2.1	Board of Governors and Executive Directors	91
7.2.2	Replenishment negotiations and Trust Funds	91
7.2.3	Role of embassies.....	92
7.2.4	Innovative influencing	92
7.3	Lessons learned	92
8	RECOMMENDATIONS	93
8.1	Policy Dimension.....	93
8.2	Influencing mechanisms and modalities.....	94
	REFERENCES.....	96

ANNEX 1	TERMS OF REFERENCE	107
ANNEX 2	PEOPLE INTERVIEWED ¹⁾	
ANNEX 3	DESCRIPTION OF THE MANAGEMENT STRUCTURE, OFFICIAL DECISION MAKING STRUCTURE AND CORE FUNCTIONS OF THE WORLD BANK AND AFRICAN DEVELOPMENT BANK ¹⁾	

¹⁾Annexes 2-3 are non-edited and contained in the attached CD

TABLES

Table 1	The study material discussing development assistance policies and/or gender equality in the context of World Bank, African Development Bank and Nordic constituencies, classified by the type of document ...	23
Table 2	The year of establishment of the gender unit or gender policy and ratification of the Convention for the Elimination of all forms of Discrimination Against Women by selected countries from the Organisation for Economic Co-Operation and Development	31
Table 3	Summary of the World Bank Nordic-Baltic Constituency's priorities and actions and World Bank reports and statements on gender equality and economic empowerment of women in 2006–2011	46
Table 4	Modalities of influence by the Nordic countries in gender policies of the World Bank and the African Development Bank by the type of influencing actor.....	78

BOXES

Box 1	Indicators for measuring the progress of gender mainstreaming listed in the World Bank IDA 16 report	52
Box 2	The statement of the World Bank Development Committee on World Development Report 2012 Gender Equality and Development in September 2011 meeting	53
Box 3	Outcome indicators in relation to gender equality in the Mid-Term Monitoring Framework 2011–2015 in the World Bank Africa Strategy ..	65

FIGURES

Box 1	Funds held in World Bank Group Trust (US\$ billions)	38
Box 2	Summary of consultations related to the Zambia Country Assistance Strategy	88

PREFACE

The effectiveness of multilateral organisations has been and currently is an important issue in Finland's development policy and also in other donor countries. A number of different methodologies have been developed over the years for donors to assess the work of multilateral organizations. Yet, there has been much less documented studies on the mechanisms of donors own effectiveness in influencing and driving important themes through in the decision-making of the multilateral organizations. In 2011 the Swedish Agency for Development Evaluation (SADEV) came up to study how the Nordic countries, which traditionally have had good informal and formal coordination mechanisms between the members of the group, have exercised their influence in multilateral organizations. Subsequently, an evaluative study was mounted on influencing mechanisms by the Nordics on two development banks, namely the World Bank and the African Development Bank. Finland decided to contribute to this study.

For a number of reasons, the study became an exercise in two phases, the first of which included some collection of basic document materials and performance of interviews in the headquarters of the two banks. To expedite the work, also the second phase of the study was agreed to be divided into two distinct parts, one dealing with the Finnish perspective and the other with that of Sweden and potentially other Nordic countries, with an ultimate aim of the two studies contributing to a joint report. This phase was essentially a desk study, including massive document collection and analyses, including the material of interviews of the headquarter visits.

Due to a number of severe limitations in the material available for analyses in the desk-study and methodological difficulties in the first phase of the work, the Finnish desk study took a research approach rather than an evaluation approach to the topic, which was focused on gender.

Despite the methodological constraints beyond the control of the current desk-study phase, the report on the Finnish perspective of influencing the two major development banks' decision-making, may offer an interesting insight into the theory and issues of "influencing", with a focus on gender equality, which always is topical.

This evaluative study will be offered to SADEV as Finland's contribution to the joint report by SADEV.

Helsinki, 13.09.2012

Aira Päivöke
Director
Development Evaluation

ACRONYMS AND ABBREVIATIONS

%	Per cent
ADF	African Development Fund
AfDB	African Development Bank
AfDBG	African Development Bank Group
AsDB	Asian Development Bank
AGI	Adolescent Girls Initiative
AIDS	Acquired Immunodeficiency Syndrome
AM	Annual Meeting
ARKKI	Internal Electronic Archiving System of MFAFi
BOG	Board of Governors
CAS	Country Assistance Strategy
CEDAW	Convention for the Elimination of all forms of Discrimination Against Women
CGA	Country Gender Assessment
CIDA	Canadian International Development Agency
CODE	Committee on Development Effectiveness
DAC	Development Assistance Committee
DC	Development Committee
EB	Executive Board
ED	Executive Director
EEW	Economic Empowerment of Women
EIU	Economist Intelligence Unit
EU	European Union
EUR, €	Currency of the European Union
EVA-11	Development Evaluation of the Ministry for Foreign Affairs of Finland
FC	Financial Committee (WB)
FIF	Financial Intermediary Fund
FN	Förenta Nationer (United Nations in Swedish language)
FY	Fiscal Year
GAD	Gender and Development
GAP	Gender Action Plan
GDI	Gender-Related Development Index
GE	Gender Equality
GEM	Gender Empowerment Measure
GENFUND	Trust Fund for Gender Mainstreaming in the World Bank
GMR	Global Monitoring Report
GPI	Gender Parity Index
GPOA	Gender Plan of Action
HIPC	Heavily Indebted Poor Countries Initiative
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome

HRMD	Human Resources Management Department
HQ	Headquarters
IBRD	International Bank for Reconstruction and Development
ICSID	International Centre for Settlement of Investment Disputes
IDA	International Development Association
IDA 16	International Development Association 16th Replenishment
IDB	Inter-American Development Bank
IEG	Independent Evaluation Group (WB)
IFC	International Finance Corporation
IFI	International Financial Institution
IMF	International Monetary Fund
INGO	International Non-Governmental Organizations
KPI	Key Performance Indicator
MDG	Millennium Development Goals
MFA=MFAFi	Ministry for Foreign Affairs of Finland
MFADen	Ministry of Foreign Affairs of Denmark
MFANor	Ministry of Foreign Affairs of Norway
MFASwe	Ministry for Foreign Affairs of Sweden
MIGA	Multilateral Investment Guarantee Agency
MTR	Mid-term review
MTS	Medium-Term Strategy
NBC	Nordic-Baltic Constituency (WB)
NBO	Nordic-Baltic Office (WB)
NGA	Nordic Gender Agenda
NGO	Non-governmental organizations
NIC	Nordic-India Constituency (AfDB)
NIO	Nordic-India Office (AfDB)
Norad	Norwegian Agency for International Cooperation
NTF	Nordic Trust Fund
NTFG	Nordic Trust Fund for Governance (AfDB)
ODA	Official Development Assistance
OECD	Organisation for Economic Co-Operation and Development
PREM	Poverty Reduction and Economic Management Network
PRSC	Poverty Reduction Strategy Credit
PRSP	Poverty Reduction Strategy Paper
RMC	Regional Member Countries (AfDB)
SADEV	Swedish Agency for Development Evaluation
SWAp	Sector-Wide Approach
TF	Trust Fund
TFESSD	Trust Fund for Environmentally and Socially Sustainable Development
TP	Transition Plan
UA	Units of Account
UGPOA	Updated Gender Plan of Action
UK	United Kingdom

UM	Ministry for Foreign Affairs of Finland (Utrikesministeriet in Swedish language)
UN	United Nations
UNDP	United Nations Development Program
UNIFEM	United Nations Development Fund for Women
USA	United States of America
US\$	Currency of USA
WB	World Bank
WBG	World Bank Group
WDR	World Development Report
WEOI	Women's Economic Opportunity Index
WID	Women in Development
WINGO	Women's International Non-Governmental Organizations
YK	United Nations (in Finnish language)

Evaluointi

Pohjoismaiden vaikuttamisesta monenkeskisissä järjestöissä: Suomen näkökulma

Pauliina Aarva, Satu Zukale, Annika Magnusson ja Isabela Nogueira de Morais

Suomen ulkoasiainministeriön evaluointiraportti 2012:6

ISBN 978-952-281-027-4 (painettu); ISBN 978-952-281-028-1(pdf);
ISSN 1235-7618

Koko raportti on luettavissa osoitteessa <http://formin.finland.fi>

TIIVISTELMÄ

Tässä asiakirjapohjaisessa työssä tarkastellaan sitä, miten Pohjoismaat ovat vaikuttaneet monenkeskisten järjestöjen, Maailmanpankin ja Afrikan kehitys pankin, sukupuolten tasa-arvon edistämiseen liittyvään politiikkaan, etenkin Afrikan maissa vuosien 2006 ja 2011 välisenä aikana. Työssä keskitytään yhteisiin pohjoismaisiin kantoihin suomalaisesta näkökulmasta. Aineisto koostuu noin 600 asiakirjasta, jotka vaihtelevat linjauksista ja strategioista sekä virallisesta kirjeenvaihdosta puhtaaksikirjoitettuihin haastattelusisältöihin. Lisäksi tarkastellaan tapaustutkimuksena Maailmanpankin Sambialle laatimaa maakohtaista apustrategiaa.

Analyysin tuloksista ilmenee, että Pohjoismaat ovat pystyneet vaikuttamaan Maailmanpankin ja Afrikan kehitys pankin päätöksentekoon sukupuolten tasa-arvon edistämiseksi Afrikassa. Hyviä esimerkkejä ovat Pohjoismaiden aktiivinen rooli Maailmanpankin vuoden 2012 kehitysraportin (World Development Report 2012) valmistelussa. Raportissa keskitytään sukupuolten väliseen tasa-arvoon. Pohjoismaat ponnistelivat myös voimakkaasti, jotta sukupuolten tasa-arvo päätettiin valita kansainvälisen kehitysrahaston (International Development Association) 16. lisärahoituksen erityisteemaksi.

Tarkastelu antaa suosituksia ja muun muassa kehottaa Pohjoismaita investoimaan 2012 kehitysraportin tulosten konkreettiseksi toimeenpanemiseksi Afrikan maissa ja hyödyntämään tilaisuuksia käynnistää innovatiivisesti arvokeskusteluja ja poliittista vuoropuhelua kyseisissä pankeissa ja Afrikan maissa. Käytännössä sukupuolikysymysten valtavirtaistamista voitaisiin edistää nimittämällä Afrikan maihin ja maaryhmien toimistoihin Pohjoismaiden rahoittamina sukupuolikysymysten asiantuntija tai asiantuntijoita. Lisäksi suositellaan yhteispohjoismaisen strategian laatimista suhteista uusiin avunantajamaihin.

Avainsanat: Pohjoismaat, vaikutus, Maailmanpankki, Afrikan kehitys pankki, sukupuolten välinen tasa-arvopolitiikka

Utvärdering

Nordiskt inflytande i multilaterala organisationer: Finländskt perspektiv

Pauliina Aarva, Satu Zukale, Annika Magnusson och Isabela Nogueira de Morais

Utvärderingsrapport för Utrikesministeriet i Finland 2012:6

ISBN 978-952-281-027-4 (tryckt); ISBN 978-952-281-028-1(pdf);
ISSN 1235-7618

Rapporten finns i sin helhet på adressen <http://formin.finland.fi>

ABSTRAKT

Denna rapport är en dokument studie som undersöker hur de nordiska länderna har influerat främjandet av jämställdhetspolitiken i afrikanska länder genom multilateral organisationer, nämligen Världsbanken (WB) och Afrikanska utvecklingsbanken (AfDB), under en sexårsperiod (2006–2011). Studien fokuserar på en gemensam nordisk linje ur finländsk synvinkel. Forskningsmaterialet består av ca 600 dokument, som omfattar politiska och strategiska dokument, officiell korrespondens och nedtecknade intervjuer. Därtill ingår en dokument fallstudie av WB:s biståndsstrategi för Zambia.

Resultaten av analysen visar att de nordiska länderna har kunnat påverka WB:s och AfDB:s beslutsfattande för att främja ökad jämställdheten i Afrika. Tydliga exempel är Nordens aktiva roll i beredningen av rapporten World Development Report 2012 Gender and Development (WDR 2012) och insatserna för att infoga jämställdhet som ett särskilt tema i besluten om den 16:e påfyllnaden av Internationella utvecklingsfonden.

Bland studiens rekommendationer finns en uppmaning till de nordiska länderna att satsa på konkret tillämpning av WDR 2012 i afrikanska länder och innovativt utnyttja möjligheterna att inleda diskussioner och politiska dialoger om värderingar i bankerna och i afrikanska länder. För att praktiskt förbättra integreringen av jämställdhetsperspektiv bör de nordiska länderna genom finansiering bidra till att experter på sådan integrering kan anlitas för uppdrag i afrikanska länder och på valkretskontoren. Dessutom rekommenderas utarbetande av en gemensam nordisk strategi för hur man bör närma sig nya givarländer inom utvecklingsgemenskapen.

Nyckelord: Norden, inflytande, Världsbanken, Afrikanska utvecklingsbanken, jämställdhetspolitik

Evaluation

Nordic influence in multilateral organizations: A Finnish perspective

Pauliina Aarva, Satu Zukale, Annika Magnusson and Isabela Nogueira de Morais

Evaluation report of the Ministry for Foreign Affairs of Finland 2012:6

ISBN 978-952-281-027-4 (printed); ISBN 978-952-281-028-1(pdf);
ISSN 1235-7618

The full report can be accessed at <http://formin.finland.fi>

ABSTRACT

This paper reports on a desk study that explores how the Nordic countries have influenced the promotion of gender equality (GE) policies in the African countries through the World Bank (WB) and the African Development Bank (AfDB) over a period of six years (2006 to 2011). The assessment focuses on the joint-Nordic positions from a Finnish point of view. The study materials consist of around 600 documents, ranging from policy and strategy papers and official correspondence to transcribed interviews. A document-based case study of the WB Country Assistance Strategy (CAS) for Zambia is also carried out.

The analysis results indicate that the Nordic countries have influenced the WB and AfDB decision-making in order to improve GE in Africa. The active role of the Nordics in the preparation of the World Development Report 2012 Gender and Development (WDR), and efforts made in getting GE selected as a Special Theme of the International Development Association 16th Replenishment (IDA 16) decisions are sound examples.

Among various recommendations, the study urges the Nordics to invest in promoting the concrete use of the WDR 2012 in African countries and to use the opportunity to innovatively open up value discussions/policy dialogue in the Banks and in the African countries. In order to enhance the gender mainstreaming in practice, gender expert(s) financed by the Nordics, should be assigned to work in African countries and in the constituency offices. It is also recommended to construct a joint Nordic strategy on how to approach new donor countries within the development community.

Key words: Nordic countries, influence, World Bank, African Development Bank, gender equality policies

YHTEENVETO

Tarkoitus, ala ja tehtävät

Tässä asiakirjoihin pohjautuvassa työssä tarkastellaan, miten Pohjoismaat ovat yhdessä toimien vaikuttaneet sukupuolten tasa-arvopolitiikkoihin, päätöksentekoon ja työhön Maailmanpankissa ja Afrikan kehityspankissa vuodesta 2006 vuoteen 2011. Tutkimuksen tarkoitus on selvittää pohjoismaisen yhteistyön tämänhetkistä merkitystä toimissa, joilla monenkeskiset järjestöt edistävät sukupuolten tasa-arvoa Afrikan maissa.

Tutkimuksen tavoitteet ovat:

1. tarkastella, noudattavatko Pohjoismaat toiminnassaan yhteistä pohjoismaista sukupuolikysymysten toimintasuunnitelmaa (Nordic Gender Agenda, NGA);
2. havainnollistaa Pohjoismaiden vaikutusmekanismeja Maailmanpankin ja Afrikan kehityspankin sukupuolipolitiikoissa;
3. arvioida, miten Pohjoismaat vaikuttavat näiden kahden kansainvälisen rahoituslaitoksen päätöksentekoon sukupuolikysymyksissä.

Tehtävät ovat:

1. analysoida joukko ulkoasiainministeriön arkistoista ja internetistä saatuja poliittisia ja hallinnollisia asiakirjoja, jotka liittyvät Maailmanpankkiin, Afrikan kehityspankkiin ja sukupuolten väliin tasa-arvokysymyksiin;
2. analysoida joukko Maailmanpankin ja Afrikan kehityspankin pääkonttoreissa tehtyjä, puhtaaksikirjoitettuja haastatteluja;
3. tarkastella Maailmanpankin Sambialle laatimaa maakohtaista avustusstrategiaa (CAS) ja muita Sambiaan liittyviä asiakirjoja ja analysoida, onko ja miten, niissä on käsitelty sukupuolten välisiä tasa-arvokysymyksiä.

Materiaali ja menetelmät

Tutkimusmateriaali koostuu noin 600 asiakirjasta, joihin kuuluu linjauksia ja strategioita, muistioita ja virallista kirjeenvaihtoa, tieteellisiä artikkeleita, evaluointiraportteja ja puhtaaksikirjoitettuja haastatteluja. Ulkoasiainministeriön sähköisistä arkistoista asiakirjat valittiin avainsanojen perusteella, ja tulostetut asiakirjat valittiin manuaalisesti. Työn aiemmassa vaiheessa tehdyt haastattelut Maailmanpankin ja Afrikan kehityspankin päätoimipaikoissa olivat avoimia, vuoropuhelutyylisiä ja epämuodollisia. Arvioinnissa keskitytään yhteisiin pohjoismaisiin kantoihin suomalaisesta näkökulmasta. Tässä tutkimuksessa vaikutus on määritelty kyvyksi saada jotain aikaan, muuttaa jotain tai pitää jokin muuttumattomana. Analyysimenetelmä oli yhdistelmä laadullista sisällönanalyysia ja diskurssianalyysia.

Rajoitukset

Tutkimuksen tulokset ovat todenmukaisia ja luotettavia, kun otetaan huomioon joukko rajoituksia. Ensinnäkin analysoitavaksi saatiin ainoastaan pieni osa Maailmanpankin ja Afrikan kehityspankin päätoimipaikoissa ja Helsingin ministeriöissä tehdyissä

haastatteluissa kerätyistä tiedoista (18 haastattelua noin 70 tehdystä haastattelusta), johtuen siitä, että haastattelujen tekijät olivat osaksi eri henkilöitä kuin tämän työn tekijät. Toiseksi haastateltavien valinta, jonka suoritti Pohjoismaiden ja Baltian toimisto Maailmanpankissa ja Pohjoismaiden ja Intian toimisto Afrikan kehityspankissa, saattoi aiheuttaa tulosten poikkeamista myönteiseen suuntaan. Kolmanneksi yksilöiden välisiin suhteisiin liittyvää epäsuoraa, epävirallista vaikuttamista ei voitu arvioida, koska analysoijien käytössä ei ollut asiaan liittyvää haastattelumateriaalia. Neljänneksi ulkoasiainministeriön sisäisestä sähköisestä ja tulostarkistointijärjestelmästä valikoitu materiaali saattaa olla epätäydellistä kaksivaiheisen valintaprosessin takia, vaikka valinnat tehtiinkin järjestelmällisesti avainsanoja käyttämällä.

Sukupuolipolitiikat

Tärkeimpien läntisten avunantajamaiden, monenkeskisten järjestöjen ja avunsaajamaiden keskuudessa vallitsee laaja yksimielisyys sukupuolten välisen tasa-arvon merkityksestä, mikä viittaa yleiseen yhteisymmärrykseen sukupuolten tasa-arvon tarpeellisuudesta kehitysyhteistyössä. Yhdistyneet kansakunnat (YK) on työskennellyt sukupuolten tasa-arvon edistämiseksi ja naisten aseman parantamiseksi erittäin aktiivisesti 1960-luvulta lähtien. Sukupuolten tasa-arvoa painotetaan myös YK:n vuosituhannen kehitystavoitteissa. Maailmanpankin sukupuolipolitiikka perustuu vuodelta 2002 peräisin olevaan sukupuolikysymysten valtavirtaistamisstrategiaan, jossa viitataan Maailmanpankin jäsenmaiden YK:n vuosituhannen huippukokouksessa vuonna 2000 tekemiin sitoumuksiin. Afrikan kehityspankki otti toiminnassaan käyttöön sukupuolikysymysten valtavirtaistamista koskevan lähestymistavan vuonna 1987. Viimeisintä kehitystä edustaa päivitetty sukupuolikysymysten toimintasuunnitelma 2009–2012 (UGPOA). Lisäksi sukupuolten tasa-arvopolitiikkaa tukee maailmanlaajuisesti suuri määrä naisten kansainvälisiä kansalaisjärjestöjä (WINGO) sekä naisliikkeitä.

Naisten oikeudet, sukupuolten välinen tasa-arvo ja naisten rooli kehitysyhteistyöpolitiikoissa ovat keskeinen osa kaikkea Pohjoismaiden kansainvälistä politiikkaa. Kaikkien Pohjoismaiden Afrikkaa koskevissa poliittisissa asiakirjoissa korostetaan yhteyttä naisille annettavan mahdollisuuden osallistua poliittiseen ja taloudelliseen elämään ja talouskasvun nopeutumisen välillä.

Pohjoismaiden maaryhmät

Maailmanpankissa Pohjoismaat – Islanti, Norja, Ruotsi, Suomi ja Tanska – muodostavat yhteisen maaryhmän yhdessä Latvian, Liettuan ja Viron kanssa, ja Afrikan kehityspankissa maaryhmä muodostetaan Intian kanssa. Maaryhmät edustavat maaryhmien jäsenmaiden valtiovarain- tai ulkoasiainministeriöitä. Muodollinen vaikuttaminen pankeissa tapahtuu hallintoneuvostoissa, johtokunnissa, lisärahoitusneuvotteluissa ja rahastoissa. Epävirallisesti Pohjoismaat vaikuttavat pankkien politiikkaan ja päätöksentekoon neuvottelukokouksissa ja seminaareissa, tapaamisissa puheenjohtajan ja pankin henkilöstön kanssa, yhteyshenkilöiden ja verkostojen kautta sekä kannanottojen, arviointien, analyysiraporttien sekä viestintämateriaalin avulla.

Pohjoismainen vaikutus

Analyysein tuloksista ilmenee, että vaikka sukupuolikysymysten valtavirtaistaminen on edistynyt hitaasti kehitysavussa, Pohjoismaat ja Baltian maat yhdessä Sveitsin ja Intian kanssa ovat vaikuttaneet Maailmanpankin ja Afrikan kehityspankin päätöksentekoon, jotta sukupuolten tasa-arvo Afrikassa paranisi. Näkyviä esimerkkejä ovat Pohjoismaiden aktiivinen rooli Maailmanpankin vuoden 2012 kehitysraportin (World Development Report 2012, jossa keskitytään sukupuoleen ja tasa-arvoon) valmistelussa sekä ponnistelut sukupuolten välisen tasa-arvon valitsemiseksi erityisteemaksi kansainvälisen kehitysjärjestön (International Development Association) 16. lisärahoitusta (kausi 2011–2014) koskevissa päätöksissä.

Näyttää siltä, että sukupuolten tasa-arvon rooli kehitysyhteistyössä ymmärretään nykyään paremmin Maailmanpankin jäsenmaissa. Pohjoismaat näyttävät maineensa avulla vaikuttaneen huomattavasti päätöksentekoon tuottamalla analyyseja, muotoilemalla ideoita ja tarjoamalla ratkaisuja. Muodostumassa oleva moninapainen järjestelmä, joka tekee vaikuttamisesta monimutkaisempaa, haastaa kuitenkin myös Pohjoismaat etsimään uusia ja innovatiivisia vaikuttamisen muotoja.

Tutkimuksessa suositellaan Pohjoismaille pikaista investoimista vuoden 2012 kehitysraportin konkreettisen käytön edistämiseen Afrikan maissa. Käytännössä sukupuolikysymysten valtavirtaistamista voitaisiin edistää nimittämällä johonkin Afrikan maahan tai maihin ja maaryhmien toimistoihin Pohjoismaiden rahoittama sukupuolikysymysten valtavirtaistamisen asiantuntija tai asiantuntijoita. Tutkimuksessa ehdotetaan, että Pohjoismaat käynnistäisivät innovatiivisesti arvokeskusteluja ja poliittista vuoropuhelua kehityspankeissa sekä Afrikan maissa sukupuolikysymysten valtavirtaistamistoimien tukemiseksi.

Suosituksena on pohjoismaisen yhteistyön vahvistaminen ja sellaisen yhteispohjoismaisen strategian laatiminen, joka koskee uusiin avunantajamaihin suhtautumista ja yhteistyön luomista näiden kehitysyhteistyöyhteisön uusien ja muiden toimijoiden kanssa. Lisäksi ehdotetaan, että Pohjoismaat harkitsisivat sukupuolen mukaan eriytettyjen kahdenvälisen hankkeiden käynnistämistä. Ne voisivat olla urauurtavia toimia, joissa yhdistyvät kaikkien osapuolten intressit ja joiden tavoitteena olisi tutkia yhdessä sukupuolten tasa-arvon edistämisen tuomia hyötyjä. Kehityspankkien maaryhmien toimistoille suositellaan henkilöstöarviointijärjestelmän käyttöönottoa.

Molemmilla pankeilla on nyt hyvin valmisteltu sukupuolten tasa-arvoon liittyvä politiikka, vaikkakin sen täytäntöönpanoa on parannettava. Syyt hitaaseen edistykseen sukupuolikysymysten valtavirtaistamisessa liittyvät sekä ”painaviin” tekijöihin (lainsäädäntöön, rahoitus- ja hallintorakenteisiin) että ”kevyisiin” tekijöihin (asenteisiin, arvoihin ja ajattelutapoihin). Jos historiallisesti syvälle juurtuneet kulttuuriset asenteet ja arvot – ei ainoastaan afrikkalaiset vaan myös eurooppalaiset – pysyvät entisellään, minkään kulttuurin naisulottuvuus ei kukoista. Pohjoismailla on edessään haasteellinen tehtävä eli ”painavan” yhdistäminen ”kevyeen” kehityspankkien sukupuolipolitiikkojen täytäntöönpanon vahvistamiseksi.

SAMMANFATTNING

Syfte, inriktning och uppgifter

Denna dokument studie undersöker hur de nordiska länderna via gemensamma insatser har influerat Världsbankens (WB) och Afrikanska utvecklingsbankens (AfDB) jämställdhetspolitik, beslutsfattande och arbete under sexårsperioden 2006–2011. Syftet med studien är att belysa nuläget i det nordiska samarbetet för att främja jämställdheten i afrikanska länder genom multilaterala organisationer.

Studiens mål är att

1. undersöka i vilken omfattning de nordiska länderna följer den gemensamma planen (Nordic Gender Agenda, NGA)
2. belysa vilka medel de nordiska länderna använder för att påverka WB:s och AfDB:s jämställdhetspolitik
3. studera vilka former av påverkan de nordiska länderna använder i beslutsfattandet inom de två internationella finansiella institutionerna när det gäller jämställdhetsfrågor.

Forskningsuppgifterna är att

1. analysera ett antal politiska och administrativa dokument med anknytning till WB, AfDB och jämställdhet från arkiven inom Utrikesministeriet i Finland (UM) och från Internet
2. analysera ett antal nedtecknade intervjuer som gjordes på WB:s och AfDB:s huvudkontor
3. studera WB:s biståndsstrategi och andra dokument för Zambia och utvärdera hur jämställdhetsperspektivet beaktas i dessa.

Material och metoder

Forskningsmaterialet består av ca 600 dokument som omfattar politiska och strategiska dokument, promemorior, officiell korrespondens, vetenskapliga artiklar, utvärderingsrapporter och nedtecknade intervjuer. Urvalet av dokument från UM:s elektroniska arkiv gjordes med hjälp av nyckelord. Dokument i pappersform valdes ut manuellt. Intervjuerna på WB:s och AfDB:s huvudkontor, som gjordes före denna arbetsfas, var öppna, ostrukturerade intervjuer i dialogform. Utvärderingen fokuserade på gemensamma nordiska ståndpunkter ur finländsk synvinkel. Med inflytande avses i denna studie kraft att påverka, förändra eller bibehålla något. Analysmetoderna var en kombination av kvalitativ innehålls- och diskursanalys.

Begränsningar

Forskningsresultaten kan anses vara gällande och tillförlitliga med beaktande av vissa begränsningar. Den första begränsningen är att endast en liten del av den inhämtade informationen vid intervjuerna på WB:s och AfDB:s huvudkontor och ministerierna i Helsingfors var tillgängliga för analys (18 intervjuer av totalt 70) in denna arbetsfas. Den andra är att intervjuerna valdes ut av Nordisk-baltiska kontoret vid WB och

Nordisk-indiska kontoret vid AfDB, vilket kan ha medfört vissa positiva avvikelser i resultaten. Den tredje är att implicit, informellt inflytande via personliga kontakter inte kunde bedömas eftersom tillgång till relevant intervjumaterial saknades. Den fjärde är att urvalet av material från UM:s interna elektroniska arkiv och pappersarkiv kan vara ofullständigt, trots systematisk användning av nyckelord, eftersom urvalsprocessen genomfördes i två steg.

Jämställdhetspolitik

Bland viktiga västliga givarländer, multilaterala organisationer och mottagarländer finns ett stort samförstånd om jämställdhetsfrågornas betydelse som utgår från en gemensam uppfattning om att jämställdhetsperspektivet behöver beaktas i samband med beslut om utvecklingsbistånd. Förenta nationerna (FN) har sedan 1960-talet arbetat mycket aktivt för att främja jämställdheten och förbättra kvinnors ställning. Jämställdheten betonas också i FN:s millenniemål. WB:s jämställdhetspolitik utgår från en strategi för jämställdhetsintegrering 2002 som hänvisar till medlemsländernas åtaganden vid FN:s millennietoppmöte 2000. AfDB introducerade en strategi för integrering av jämställdhetsperspektiv i verksamheten 1987. Bland de senaste åtgärderna ingår handlingsplanen Updated Gender Plan of Action 2009–2012 (UGPOA). Dessutom stöds jämställdhetsarbetet globalt av en rad internationella kvinnoorganisationer och kvinnorörelser.

Kvinnors rättigheter, jämställdhet och kvinnors roll i utvecklingspolitiken är centrala frågor i den internationella politiken i alla nordiska länder. I ländernas dokument om Afrikapolitiken betonas sambandet mellan arbetet för att öka kvinnors möjligheter att delta i det politiska och ekonomiska livet och större ekonomisk tillväxt.

Nordiska valkretsar

De nordiska länderna – Danmark, Finland, Island, Norge och Sverige – bildar tillsammans med Estland, Lettland och Litauen en gemensam valkrets inom WB. Inom AfDB bildar Norden tillsammans med Indien en valkrets. Valkretsen företräder ländernas finans- eller utrikesministerier. Formellt inflytande utövas genom bankernas guvernörsstyrelser, exekutivstyrelser, påfyllnadsförhandlingar och fonder. De nordiska länderna påverkar bankernas politik och beslutsfattande informellt genom samrådsmöten, seminarier, möten med bankens chef och personal, kontakter och nätverk samt ståndpunktsdokument, granskningar, analysrapporter och informations- och kommunikationsmaterial.

Nordiskt inflytande

Trots att integreringen av jämställdhetsperspektiv inom utvecklingsbiståndet gått långsamt visar resultaten av analysen att de nordiska och baltiska länderna tillsammans med Schweiz och Indien har kunnat påverka WB:s och AfDB:s beslutsfattande för att främja ökad jämställdhet i Afrika. Tydliga exempel är Nordens aktiva roll i beredningen av rapporten World Development Report 2012 Gender and Development (WDR 2012) och insatserna för att infoga jämställdhet som ett särskilt tema i besluten om den 16:e påfyllnaden av Internationella utvecklingsfonden (IDA 16) för perioden 2011–2014.

Studien visar att insikten om jämställdhetsfrågornas betydelse inom utvecklingsbiståndet har ökat i WB:s medlemsländer. De nordiska länderna förefaller ha haft stor inverkan genom sitt anseende och sina analyser, idéer och förslag inom detta område. Framväxten av ett multipolärt system gör det emellertid svårare att påverka beslutsfattandet och medför utmaningar för de nordiska länderna att söka efter nya och innovativa former av påverkan.

I studien rekommenderas att Norden omgående satsar på konkret tillämpning av WDR 2012 i Afrika. För att praktiskt förbättra integreringen av jämställdhetsperspektiv bör de nordiska länderna genom finansiering bidra till att experter på sådan integrering kan anlitas för uppdrag i utvalda afrikanska länder och på valkretskontoren. Ett förslag är att de nordiska länderna innovativt ska utnyttja möjligheterna att inleda nya diskussioner och politiska dialoger om värderingar i bankerna och i afrikanska länder för att stödja integreringen av jämställdhetsperspektiv.

Dessutom rekommenderas att man förstärker det nordiska samarbetet och utarbetar en gemensam nordisk strategi för hur man närmar sig och bildar allianser med nya givarländer och andra aktörer inom utvecklingsgemenskapen. Ett förslag är att man ska granska möjligheterna att starta bilaterala jämställdhetsprojekt som kan göra banbrytande insatser genom att förena alla parterns intressen och gemensamt utforska fördelarna med ökad jämställdhet. I fråga om valkretskontoren vid bankerna rekommenderas att ett system för utvärdering av personalens arbetsinsatser införs.

Båda bankerna har nu en väl utarbetad jämställdhetspolitik, även om genomförandet behöver förbättras. Att integreringen av jämställdhetsperspektiv går långsamt beror lika mycket på ”tunga” faktorer (lagstiftning, finansiella och administrativa strukturer) som på ”lätta” faktorer (attityder, värderingar, tänkande). Om djupt rotade kulturella attityder och värderingar – inte bara afrikanska utan även europeiska – inte förändras blir den kvinnliga dimensionen inte fullt utvecklad i någon kultur. De nordiska länderna möter utmaningen att kombinera ”tungt” med ”lätt” i syfte att förbättra genomförandet av bankernas jämställdhetspolitik.

SUMMARY

Purpose, scope and tasks

This desk study discusses how the Nordic countries, through their joint efforts, have influenced gender equality (GE) policies, decision-making and the work in the World Bank (WB) and in the African Development Bank (AfDB) over a period of six years from 2006 to 2011. The purpose of the study is to shed light on the current status of the Nordic collaboration in the promotion of GE in the African countries through multilateral organizations.

The objectives of the study are:

1. To explore whether the Nordic countries work under a joint umbrella of the Nordic Gender Agenda (NGA).
2. To illustrate the influencing mechanisms of the Nordic countries in WB and AfDB gender policies.
3. To assess the modalities of influencing the gender -related decision-making in these two International Financial Institution (IFIs) by the Nordic countries.

The tasks are:

1. To analyze a set of policy and administrative documents related to WB, AfDB and gender issues retrieved from the Ministry for Foreign Affairs of Finland (MFAFi) archives and from the internet.
2. To analyze a set of transcribed interviews conducted in the headquarters (HQs) of WB and AfDB.
3. To review WB Country Assistance Strategy (CAS) and other documents for Zambia and to analyze whether and how the gender issues are addressed in these documents.

Material and methods

The study materials consist of around 600 documents ranging from policy and strategy papers, memos and official correspondence to scientific articles, evaluation reports, and transcribed interviews. The selection of the documents from the MFAFi electronic archives was done using key words and hard copy documents were selected manually. The interviews in the HQs of the WB and AfDB were conducted using the open, dialogue-style unstructured interview model. The assessment is focused on the joint-Nordic positions from the Finnish point of view. Influence in this study is defined as power to make a difference, change or keep something unchanged. The analysis method was a combination of qualitative content analysis and discourse analysis.

Limitations

The findings of the study are valid and reliable with consideration of a set of limitations. First, only a small part of the information collected through the interviews (18 interviews out of around 70 conducted) in the HQ of the WB and AfDB and in the ministries in Helsinki was available for the analysis. Second, the selection of the

interviewees done by the Nordic-Baltic Office (NBO) in WB and by the Nordic-India Office (NIO) in AfDB may have caused some positive deviation of the findings. Third, the implicit, informal influencing that is related to the connections between individuals was not assessed due to unavailability of the relevant interview material. Fourth, the selection of the material from the internal electronic and hard copy archiving system of MFAFi, although done systematically using the key words, might be incomplete due to the two-stage selection process.

Gender policies

There is a wide consensus about the importance of GE among major western donor countries, multilateral organizations, and recipient countries that refers to the general shared understanding of the need for GE in the development assistance. United Nations (UN) has worked for the promotion of GE and the advancement of women very actively since 1960s. GE is also emphasized by the Millennium Development Goals (MDGs) of the UN. WB gender policy draws on the gender mainstreaming strategy from 2002 that refers to the commitments made by WB's member countries at the UN Millennium Summit in 2000. The AfDB introduced the gender mainstreaming approach in its operations in 1987. The latest developments include the Updated Gender Plan of Action 2009-2012 (UGPOA). In addition, GE is supported globally by a large number of women's international non-governmental organizations (WINGOs) and women's movements.

Women's rights, GE, and the role of women in development cooperation policies are at the heart of all the Nordic countries' international politics. The Africa policy documents of all Nordic countries emphasize the link between enabling women to participate in political and economic life and increased economic growth.

Nordic constituencies

At the WB, the Nordic countries – Denmark, Finland, Iceland, Norway and Sweden – together with Estonia, Latvia, and Lithuania form a joint constituency, and at the AfDB the constituency is formed with India. The constituencies represent the Ministries of Finance or Ministries for Foreign Affairs of the constituency member countries. The formal influencing in the Banks takes place through Boards of Governors (BOGs), Boards of Executive Directors (EDs), replenishment negotiations, and Trust Funds (TFs). Informally Nordic countries influence on the Banks' policies and decision-making in consultation meetings and seminars, meetings with the President and Bank staff, liaison and networks, and through position papers, reviews, analysis reports, and communication and public relations materials.

Nordic influence

The analysis results indicate that despite of the slow progress of gender mainstreaming in development assistance, the Nordic and Baltic countries together with Switzerland and India, have influenced the WB and AfDB decision making in order to improve GE in Africa. The active role of the Nordics in the preparation of the World Development Report 2012 Gender and Development (WDR 2012), and efforts made in terms of getting GE selected as a Special Theme of the International Develop-

ment Association 16th Replenishment (IDA 16) decisions (period 2011-2014) are visible examples.

Increased understanding of the role of GE in development assistance among the WB member countries is evidenced. The Nordic countries seem to have exercised considerable reputational influence in decision-making by producing analyses, formulating ideas, and providing proposals. But the emerging multi-polar system, making influencing more complicated, challenges also the Nordic countries to search for new and innovative influencing modalities.

The study recommends the Nordics to urgently invest in promoting the concrete use of the WDR 2012 in African countries. In order to enhance the gender mainstreaming in practice, gender mainstreaming expert(s) financed by the Nordic countries should be assigned to work in a selected African country or countries and in the constituency offices. The Nordic countries are suggested to innovatively open up value discussions/policy dialogue in the Banks and the African countries to support the gender mainstreaming efforts.

It is recommended to strengthen Nordic collaboration and to construct a joint Nordic strategy on how to approach the new donor countries and how to form alliances with these new and other players within the development community. It is suggested to consider launching gender specific bilateral projects to serve as pioneering efforts that combine the interests of all parties and with an aim to explore jointly the benefits of promoting GE. Within the Constituency offices of the Banks the staff performance evaluation system is recommended to be established.

Well-prepared GE policy is now in place in both Banks, though its implementation needs to be reinforced. The reasons for the slow progress of gender mainstreaming are related to the “heavy” factors (legislation, financial and administrative structures) as much as to the “light” factors (attitudes, values and modes of thought). If the deeply historically rooted cultural attitudes and values – not only African, but also the European ones – remain unchanged, the female dimension of any culture will not flourish. The Nordic countries face challenges to combine “heavy” with “light” to reinforce the implementation of the Banks’ gender policies.

Summary of findings, conclusions and recommendations

Findings	Conclusions	Recommendations
Policy Dimension		
During the study period, gender mainstreaming as one of the key cross-cutting themes in the Bank's policies was strengthened, in particular in the WB: WDR 2012 and IDA 16 are focused on GE.	The policy shift was the result of many forces, including Nordic influence through their joint efforts.	The Nordic countries should invest in increasing the concrete use of the WDR 2012 in African countries to distribute information to decision makers, researchers, civil society etc.
Increasing Nordic influence in GE promotion requires reputational influence by means of high level expertise, research and analytical work.	In all Nordic countries there is a lot of gender expertise: WINGOs, academic chairs on gender research, female politicians, women as company directors etc.	More active use of these resources is needed: recruitment of gender mainstreaming expert(s) financed by the Nordic countries to work in a selected African country or countries and in the constituency offices.
Slow progress of gender mainstreaming in WB and AfDB is linked with the development paradigm and its historical roots (e.g. Zambia gender policy). They are related both to the "heavy" and "light" factors.	The old-style male-based gender thinking may be changed only if both "heavy" and "light" factors will change. Along with the structural, system changes this requires development of values and attitudes.	Nordic countries could innovatively open up value discussions in the Banks and partner countries through intensified policy dialogue to emphasize the linkage between human rights and economy, values and finance.
The Nordic countries share a common understanding, values and jointly identified tasks to enhance GE in the developing countries.	Nordics are considered strong in making a difference for GE and women's rights in WB and AfDB.	

Influencing mechanisms and modalities

<p>The strengths of the Nordic countries are the ability of working together and building coalitions, negotiation skills and analytical work.</p>	<p>The most important formal influencing platforms are the BOG and Board of EDs in the Banks. The role of EDs is extremely important.</p> <p>The ED leading the constituency office is the face of the constituency.</p> <p>Emerging new donors will have a role in the future development assistance policies.</p>	<p>The Nordic EDs and the offices in both Banks should work together more effectively to facilitate the gender mainstreaming in WB and AfDB.</p> <p>Staff performance evaluation system should be developed for the constituency offices, and reporting improved.</p> <p>The Nordics should form a joint strategy on how to approach the new donor countries and how to form alliances with the newcomers and other donor countries.</p>
<p>There is a tendency to decentralize the Banks' activities to the regions and countries and delegate decision making power from the HQ to the field. This tendency was intensified during the study period, in particular at the AfDB.</p>	<p>The decentralization should have consequences also to the organization of Nordic constituencies' work in Africa.</p>	<p>It is recommended to assess the role and redefine the responsibilities of the embassies in the future development assistance and study how the decentralization of the decision making to the country level within the Nordic constituencies could be put into action including efforts to enhance GE.</p>
<p>TFs have emerged as a significant pillar of the global aid architecture.</p>	<p>The mixed views on the role and usefulness of TFs include those recommending the Banks to adopt a more disciplined approach to the mobilization of TFs and those considering TFs important tools to influence policies of the Banks.</p>	<p>A Nordic TF to promote GE could be established.</p> <p>Gender specific bilateral projects involving private sector, government and NGOs could serve as pioneering Nordic inputs in the development of GE in Africa.</p>

<p>The current gender policies of WB and AfDB are relevant and sound.</p>	<p>Failure in the implementation of gender mainstreaming leads to “implementation evaporation” despite the sound policy.</p>	<p>More inputs should be given to monitoring and evaluation of gender developments at the country and project levels, to work for minimizing “the implementation evaporation”.</p> <p>An in-depth analysis of the experience gained from the gender points at the country level is also recommended.</p>
---	--	--

1 INTRODUCTION

This study discusses how the Nordic countries, through their joint efforts, have influenced the policies, decision-making and work in the World Bank (WB) and the African Development Bank (AfDB) over a period of six years, from 2006 to 2011. These Banks receive the highest joint commitment by the Nordic countries as compared to the other multilateral development banks. The geographical focus of this study is on Africa as it is the priority region of the Nordic countries' development assistance. In both Banks, the Nordic countries form part of the same constituencies. A special focal theme of the evaluation study is gender equality. The study was commissioned by the Development Evaluation of the Ministry for Foreign Affairs of Finland (EVA-11) as a Finnish contribution to the joint-Nordic evaluation study led by Swedish Agency for Development Evaluation (SADEV).

Accordingly, this report is an input to a report consisting of a similar study conducted in Sweden in line with the gender policies and programmes of WB, AfDB and of the Nordic countries. This study was preceded by an initial phase, started in the autumn of 2011, that included collection of basic materials and interviews, including those carried out in the headquarters (HQs) of the two development Banks. The current desk study phase was implemented from March to July, 2012, and it has utilised the materials of the initial phase to the extent it was available and documented.

The Nordic countries – Denmark, Finland, Iceland, Norway and Sweden – have been among the top group of the aid-giving countries on per capita basis. Historically there has been a strong focus on economic and social justice in the development policies of the Nordic countries. Fair income distribution, effective and just state, environmental aspects, democracy and human rights are all part of the socially oriented Nordic Aid model and well reflected throughout the aid provision. The Millennium Development Goals (MDGs) emphasizing the promotion of gender equality (GE) and empowerment of women are pivotal in the development policies of the Nordic countries. This is obvious, as the socio-economic status of women in African countries is very low, for example, 645 out of every 100,000 African women die in childbirth (World Bank 2011a).

Based on the international experiences, the countries usually tend to prioritize different sectors, and therefore face constraints for collaboration. For example, Cumming and Chafer (2011), assessing the collaboration between the United Kingdom (UK) and France, argue that Britain's emphasis on primary education and budgetary aid is not matched with France, which attaches greater importance to tertiary education and prefers more visible project work (Cumming & Chafer 2011). This is not so much the case with the Nordic countries that have a long history of collaboration in development assistance activities globally and in Africa, although the ongoing changes in the aid system dominated by the Organisation for Economic Co-Operation and Development (OECD) countries, is giving way in significance to aid from emerging powers

exclusively designed to promote business relations, which obviously will be mirrored in the Nordic collaboration, too (Odén 2011, p. 5).

Today the development assistance architecture is facing constant changes. The multi-polar world diverges from the one that dominated the development assistance ideology in 1960s with two superpowers being most influential in the world and just a few Western donor countries with a lot of poor recipient countries. Today the picture looks different. China, Brazil and Turkey are donor countries. Furthermore, there is no more such a clear cut distinction between a donor, beneficiary, and recipient. Greece was an International Development Association (IDA) donor, now it is a big recipient of assistance. Kazakhstan is using the WB loans and is entering into the block of donors as Kazakhstan joined the pool of IDA donors in 2010 under the IDA 16th Replenishment, IDA 16 (IMF 2011).

Finland's policy for Africa emphasises the principle of coherence between policy segments. This includes emphasis on support for African regional integration, with a special focus on security, peace-keeping and human rights. The policy framework programme refers to coherence, complementarity and effectiveness acting as the main principles guiding its implementation (MFAFi 2009a).

This study concerns Nordic influence in the WB and in the AfDB. The WB's mission is to help reduce poverty in the developing world through economic and social development and reconstruction. The Bank, founded in 1944, is formally one of the United Nations' (UN) specialized agencies with own autonomous financing and decision-making and 188 member countries as shareholders. The World Bank Group (WBG) includes five separate institutions. The AfDB's mission is also to help reduce poverty, to improve living conditions for Africans and to mobilize resources for the continent's economic and social development. The Bank has 77 member countries comprising 53 African/regional and 24 non-African/non-regional member countries as shareholders. AfDB, founded in 1964, has developed into the African Development Bank Group (AfDBG) comprising three institutions.

GE has been widely discussed within the international community since 1970s when the UN started the activities in enhancing equality between men and women, and the international women's movements globally emerged. There is a wide consensus about the importance of GE among the major western donor countries, multilateral organizations, and the recipient countries that refers to the general shared understanding of the need for GE in the development assistance.

Equality between men and women is both a human right and a development goal, the fundamental cornerstones for achieving development results. In 2008, the Ministers of developing and donor countries responsible for promoting development and heads of multilateral and bilateral development institutions endorsed the Accra Agenda (OECD 2008) for Action to accelerate and deepen the implementation of the Paris Declaration on Aid Effectiveness (OECD 2005). The Accra Agenda has specifically

outlined that developing countries and donors will ensure that development policies and programmes are designed and implemented to take into consideration one of the agreed international commitments, the GE.

GE is also emphasized by the MDGs of the UN. The main message of the recently published World Development Report 2012, Gender and Development (WDR 2012), is that very rapid and, in some cases, unprecedented progress has been made in some dimensions of GE, but that it has not reached all women or been uniform across all dimensions of GE (World Bank 2012a, p. 51). This is the reason for the further improvement of the joint efforts of the Nordic countries to support the development policies and practices to promote GE in Africa.

2 OBJECTIVES AND FRAMEWORK

2.1 Specific objectives

This desk study covers two multilateral organizations where the Nordic countries jointly provide an important contribution in terms of Official Development Assistance (ODA). The WB and the AfDB were chosen to be studied with the geographical area of actions being Africa. A special focal theme of the study is gender and how the Nordic countries participate in the decision-making process in the Banks on this cross-cutting issue. The purpose of the study is to shed light on the current status of the Nordic collaboration in the promotion of GE in the African countries through the multilateral organizations.

The specific objectives are:

1. To explore whether the Nordic countries work under the joint umbrella of the Nordic Gender Agenda (NGA), and if there is such an umbrella, how is it influencing in policies and programmes of WB and AfDB.
2. To illustrate the influencing mechanisms of the Nordic countries in WB and AfDB policies that are reflected in the documentation available for this study. The study applies the Finnish perspective to the subject under assessment.
3. To assess the modalities of influencing the gender-related decision making in these two International Financial Institution (IFIs) by the Nordic countries.

2.2 Framework

In this study, gender is considered an example of various policy issues related to development assistance. The study is constructed in a way that allows follow up of three paths in the analysis of the selected study material:

1. Through the mirror of gender, the influencing mechanisms within the context of Nordic countries and WB and AfDB are explored.
2. As influencing in development assistance gender policy is very multifaceted in nature, the role of a single or a group of actors will be explored in the global context including other governments, institutions, and International Non-Governmental Organizations (INGOs). Therefore, the study takes into consideration also other relevant international and national stakeholders and developments, such as global women's rights movements having influenced the gender policies all over the world during the decades since 1960s.
3. This is a desk evaluation study based on documents that are publicly available in a printed or electronic form, documents retrieved from the Ministry for Foreign Affairs of Finland (MFAFi) archives, and transcriptions of interviews conducted during the initial phase of the study in November-December 2011 in the HQ of WB and AfDB.

2.3 Tasks and scope

This desk study on influencing mechanisms of the Nordic countries in WB and AfDB covers the years 2006-2011. The desk study is focused on mapping of the discourses and argumentations concerning “influencing” and identified in the study documents. These include printed and electronic documents and transcribed interviews conducted in WB and AfDB HQ in November-December 2011.

According to the objectives and the framework of the evaluation study listed in section 2.2 and in the Outline of the terms of reference for this evaluation tasks (Annex 1), three main tasks were identified:

1. To analyze a set of policy and administrative documents related to WB, AfDB and gender issues retrieved from MFA archives and from the internet.
2. To analyze previously gathered and transcribed interviews conducted in the HQ of WB and AfDB (for more details, section 3.1 Materials of the study).
3. To conduct a case study, i.e. review WB Country Assistance Strategy (CAS) and other WB documents for Zambia and to analyze whether and how the gender issues are addressed in these documents.

As the Finnish document material to a large extent is relevant to the MFAFi, the assessment is focused on the joint-Nordic positions and constituencies from the Finnish point of view. Specific studying of other individual Nordic and Baltic countries was left outside the scope. To the extent possible, and the documentation allowing, this evaluation tried to explore the tasks in view of joint-Nordic positions and constituency.

2.4 Definitions

Influence, i.e. power to make a difference, change or keep something unchanged, is crucially important in any policy process. Influence is related to the connections between individual actors. Policy making is formulated by actors who seek to use the resources at their disposal to have their concerns taken seriously. In the development assistance arena, the Board members of the WB and AfDB are clearly important political actors. Although they exercise significant power in relation to gender policy in the Banks, they rely on other actors, those who provide resources, produce analyses, formulate ideas and provide proposals. The decision-making in the Banks requires money, expertise and collaboration.

The accumulation and use of the Nordic resources is important in supporting GE in the IFIs policy formulations. This study that examines the discourses related to the influence of the Nordic actors in gender policy arena in the WB and the AfDB, defines the key terminology used as follows:

First, **NGA** is understood in this study as a common understanding, shared values and jointly identified tasks to enhance GE in the developing countries, in particular in Africa.

Second, **influence/influencing** on gender policy of development assistance in Africa in the framework of WB and AfDB is defined as a demonstrated capacity to do one or more of the following:

1. **Shape ideas about policy** – this is the ability to quickly and credibly generate politically usable information and move it to where it will have the most impact.
2. **Initiate policy or programme proposals** – this is the ability to call upon actions that make sense of a situation for the target audience.
3. **Substantially change or veto others' proposals or affect implementation policy** – this is the effort to hold powerful actors to the new or their previously stated policies or principles or the ability to call upon actors to affect a situation.

In the development assistance system the concrete influencing may be seen as **positional/formal** (e.g. use of financial or human resources, agenda setting power, high position in hierarchy, dominance in specific area) or as **reputational/informal** (high level of activity, political unity/coordination, expertise, alliance building/cooperation, communication skills, legitimate tactics, reliability, coherence, organizational strength and/or strategic convergence) (Lewis 2006; Rubenzer 2008; Acosta 2012).

Third, **levels to influence** in IFIs explored in this study are understood as follows:

1. **High level decision making:** Board of Governors (BOG) and Executive Boards (EBs) and other High Level Meetings.
2. **Negotiations on resources:** such as replenishment discussions, Trust Funds (TFs) and Nordic Staff in the Banks.
3. **Influencing other actors:** IFIs' Management/departments, constituencies and others.

3 METHODOLOGY

3.1 Materials of the study

This evaluation study was identified by the MFA to be a desk work, which does not include any interviews or personal contacts with any of the stakeholders, as the interviews were conducted in the initial stage of the joint-Nordic initiative. In 2011, a joint initiative involving the Nordic evaluation offices was launched to study the influencing mechanisms of the Nordic countries in the WB and the AfDB with a purpose to identify a Nordic agenda, if any that is pursued in IFIs, and the modalities of influencing the decision-making in different levels and contexts within IFIs. During the initial period September 2011-January 2012, a bulk of relevant archived material was collected and interviews performed in the WB and AfDB, and among Finnish authorities dealing with these financial institutions. The material accumulated up to January 2012 was used in this study, and was substantially supplemented in March-June 2012 through search of archived documents in the MFA and the internet.

The selection of the additional material from the MFA archives was retrieved with the assistance of the MFA information service. The selection of the material in electronic format was done by using the search words “Africa”, “World Bank”, “African Development Bank”, “gender”, “women”, “evaluation”, “Finland” and “Nordic” in different combinations in Finnish and in English. Those documents that were available only as hard copies were chosen by looking through all archived documents related to WB and AfDB for the years 2006-2011. Relevant papers dealing with the study theme were picked up and copied for the analysis. Due to the transforming of the MFAFi archive system from paper to digital archives, part of the documents were in paper and others in digital form, and there was some overlapping, as well.

The final set of around 600 documents included documents collected during the initial identification period and retrieved in March-June 2012 from internet and MFAFi archives covering the period 2006-2011. The documents chosen for the analysis comprise policy and strategy papers, guidelines and programmes of WB and AfDB, minutes of Governors’ and Executive Directors’ (ED) Board meetings, memos and communiqués of different committee meetings, Annual and Progress Reports, memos on discussions, workshops and conferences related to the Africa-aid, WB, AfDB, Nordic countries and gender issues, correspondence between Finnish Embassies and development cooperation offices with HQ and Board members of the Banks, Nordic-Baltic Constituency (NBC) and Nordic-India Constituency (NIC) reports, evaluation reports, scientific articles and the transcribed interviews. The evaluation reports related to gender were chosen for the analysis from a set of the most recent gender evaluation reports covering IFI’s policies and activities. Also, a set of WB Zambia policy, strategy and evaluation documents were collected for the review.

Table 1 The study material discussing development assistance policies and/or gender equality in the context of World Bank, African Development Bank and Nordic constituencies, classified by the type of document.

Type of the document	Number of documents	Notes
Policy papers, strategy documents, guidelines and evaluation reports	15	List of References
Minutes and official notes of Board meetings, and Communiqués and Summary Proceedings of Annual meetings and memoranda and communications of MFAFi and different committee meetings e.g. Development Committee (DC) of WB	100	Partly confidential
Annual, Progress and Development Reports of WB, AfDB, NBC and NIC	30	List of References
Other administrative documents, such as memos on discussions, workshops, conferences and correspondence between the stakeholders	in the range of 350-400	Partly confidential
Country policies, strategies and evaluations of Zambia prepared by the assistance of the WB	5	List of References
Policy studies and scientific publications	15	List of References
13 transcribed interviews and five brief interview notes	18	80 pages
Total in the range of	600	

The study material also included interviews of the representatives of WB and AfDB, including Nordic offices in the HQ of the banks in Washington and Tunis, conducted during the initial phase of the study by two experts. The interview technique used was the open, dialogue-style unstructured interview with focus on interviewees' perception of a Nordic influence on policy matters in the two Banks. A short questionnaire highlighting the most important questions to those to be interviewed was sent in advance to the Nordic-Baltic Office (NBO) in WB and to the Nordic-India Office (NIO) in AfDB. The selection of the interviewees was made by staff members at the respective Nordic Office in the Banks. Altogether 18 interview transcriptions were available for the analysis.

3.2 Study questions

The main study questions are:

1. What are the key values and characteristics of the NGA and how they are reflected in the policies and decisions of the highest level decision-making bodies in the WB and AfDB? (Objective 1).
2. What kind of hierarchies of influencing by the Nordic countries in the WB and AfDB decision making can be identified from the study materials? (Objective 2).
3. What does the study material tell about the modalities of Nordic influence in the gender related policies and practices of the WB and AfDB in Africa? (Objective 3).
4. What do the recent evaluations tell about the Gender Mainstreaming in development assistance in Africa and what kind of links can be identified between country policies, strategies and programmes of Zambia and the WB Gender Mainstreaming Policy? (Objective 1).

3.3 Data analysis

The printed/electronic material and the interviews were analyzed separately. The analysis method was a combination of qualitative content analysis and discourse analysis. When analyzing the printed/electronic documents, i.e. policy papers, minutes of the Board meetings, progress reports and other administrative documents, the purpose was to search from the documents for the concrete gender policy statements that would show the official position of the relevant institution/organization. **First**, all documents of “Nordic origin” were looked through and those that included some kind of statement (e.g. more than just listing gender as one of the priorities) were picked up. Nordic origin in this context means that the documents were produced by or for the NBC in the WB or the NIC in the AfDB or Nordic Ministries, mainly the MFAFi. **Second**, the key publications of the Banks representing the official position of the Banks on the development of GE were identified and reviewed. **Third**, the links between Nordic actions reported in the study materials of the “Nordic origin” and the statements on GE in the Banks’ policy and strategy publications were searched.

The analysis of the interviews was slightly different following the principles of the qualitative discourse analysis, which allows to identify frequently appearing themes, ways of discourse and types of argumentation related to gender and influence mechanisms (ways, modes) in the interview transcriptions. As the interviewer and the analyst of the transcriptions for this study were different persons, the analysis started from getting the overall impression of the discourses. Then the material was read through the second time for the purpose of “open coding” of the texts with a focus on identification of common themes and emerging similarities among individual interviews. The aim of this was to produce provisional concepts which arise from the data. Then the third reading was to make a grouping of those parts of the interviews that were related to the concept of “influence” in general and related to GE in particular.

When reading the interview transcriptions it was also kept in mind if the global GE developments and the question of “influencing in GE” are seen by the interviewees as something specifically ‘Nordic’ or is it something more general that the Nordic countries together brought to the international development agenda as a part of wider donor context or wider gender movement. In other words, have the policies and actions of the Nordic countries been interpreted by the interviewees to be something intrinsically ‘Nordic’ or could it be something more generic that the Nordic countries share with many others?

Mapping “influence” requires the identification of potentially influential actors. In this study they may be:

1. Those with **positional influence**, i.e. holding positions in the top levels at the WB and AfDB, recipient governments and donor governments and having the voting power, and those having agenda setting power over others.
2. Those with **reputational influence**, i.e. having advocacy networks that are coalitions influencing through their soft power strategies.

The Nordic Influence was assumed to manifest in the study materials both **in the form of positional and reputational influence**.

3.4 Measurement of influence

The assessment of the Nordic influence on the development of GE in Africa was done based on the descriptive analysis. Although this study did not measure the volume or direction of influence (section 3.5), the changes of gender policies over time from 2006 to 2011 in the Banks were traced by studying: what kind of policy and strategic decisions were made by the key decision makers, how GE was discussed in policy and strategy documents at the different levels of decision-making in the Banks and how these changes corresponded to Nordic viewpoints and landmarks during the study period 2006-2011.

Also, it was traced from the interview transcriptions, how influential the Nordic countries were perceived to be by the interviewees in the WB and AfDB, and how the influence structures and mechanisms were described in the interview texts and in other study documents. The official policy networks were explored in order to examine positional influence of the Nordic countries on gender policy within the context of WB and AfDB. Reputational influence was assessed mainly through the analysis of the interview transcriptions.

The reflections of the gender policy of the WB in the Zambia CAS were assessed by studying the relationships between WB gender policy developments, selected country evaluations and assessment, and The Zambia CAS 2008-2011.

3.5 Limitations

The findings of this desk study are valid and reliable with five significant limitations.

First, only a small part of the information collected through the interviews in the HQ of the WB and AfDB and in the ministries in Helsinki was available for the analysis. This is because two separate expert teams worked in this study. The first team responsible for the initial phase (September 2011-January 2012), before the assignment was closed, did not provide clear data documentation for the second team working during the desk study phase (March-July 2012), e.g. the actual list of people interviewed was missing, there was no information of which data was actually collected and how it was gathered. Only 13 interviews were transcribed and five brief notes written out of around 70 interviews conducted in the Banks according to the interview programme (Annex 2). Interviews were carried out also with Government officials at the MFAFi and Ministry of Finance in Finland. The serious shortcoming is the lack of transcriptions of these interviews, not allowing to assess the influencing links between the Finnish donor administration, constituency offices, and IFIs management. Despite of one team member working in both study phases, all information collected was not available for this study.

Second, the selection of the interviewees in the Banks was done by the NBO in WB and NIO in AfDB, which may cause some positive deviation of the findings, as it may be that those selected for the interview had good contact with the representatives of the NBO and NIO and their opinions might have been too positive and/or more positive than the opinions of those not interviewed.

Third, to assess the influencing mechanism personal interviews are important in particular for exploring those influencing schemes that are rather implicit and informal. These schemes may not be revealed by analyzing published documents, administrative memoranda and correspondence. Mapping social networks of interpersonal ties would allow generate a detailed picture based on individual connections. However, the study material did not provide information on who is informally connected to whom and thus did not allow to see who has access to informal network resources and who exercises the control within such network. Therefore, informal networks, structures and channels which usually play a crucial role in decision making and the interaction between the Nordic field offices, HQ and the Bank management, were not assessed due to unavailability of the relevant data, as the interview transcriptions available for the desk study give limited information on the influencing practices.

Fourth, the selection of the printed and electronic study material was done in two phases. The selection criteria of the data collected during the first, initial phase of the study (September 2011-January 2012) were not documented. Therefore, during the second, desk study phase (March-July 2012) the additional data collection from the ARKKI (internal electronic archiving system of MFAFi) and from the internet was conducted. Although the second phase selection was done systematically for the elec-

tronic material using the key words, it might be that the study material was not complete. The documentation on gender related materials in the WB, AfDB and MFAFi is extensive, causing possible selection error especially when picking up the study material from the huge amount of archived documents.

Finally, the materials and the original design (the initial phase) of this study did not give the possibility to assess the causal relationship of the influence of the Nordic countries, i.e. it was not possible to make any conclusions about the specific, measurable Nordic influence into the two Banks' policies, strategies and actions. This is because the influence may also "flow" from Banks to the Nordics, and from other countries and constituencies to the Nordic Constituencies, and the study material and design did not allow to demarcate or measure the direction of the influence (i.e. from Nordics to the Bank or *vice versa*). Neither was it possible to assess, what is the share or strength of influence by the Nordic countries compared to other actors, because this study did not analyze other countries or constituencies' policies and procedures. Also, quantitative methods to measure the level of "influence" were not applicable for this study, as the data collection methods, in particular, the interviews used during the initial phase did not include any quantitative indicators.

With these limitations in mind, this evaluation study describes the discourses and articulations on gender and Nordic influence in the framework of WB, AfDB, Nordic and Finnish development policies and programmes in a reliable way.

4 GENDER IN DEVELOPMENT COOPERATION

4.1 Growing similarity of global gender policies

Public policy innovations have spread around the globe in the last half a century regardless of local characteristics. Growing similarity of development assistance policy and reference to emerging global consensus on development issues has been a striking trend also in the development assistance community in recent years.

One example of a common policy frame that has been adopted by nearly all donors is the focus on women and gender inequality. In 1970, only one donor (Sweden) had a dedicated Women in Development (WID) unit, but by 2007, nearly all major donors have adopted some form of a WID/GAD (Gender and Development, GAD) policy. Most of the factors responsible for the internalization of women's rights and GE as a development donor concern stem from the creation of a global agenda for states and civil society to support women's rights across society (Dobbin, Simmons & Garret 2007; Swiss 2012).

4.1.1 Slow progress

The growth in support to women's rights across the globe corresponds to the expansion of the women's movement, increased attention paid to these issues in international conferences. The rise of WID, which later became GAD, had its origin in the women's movement in the late 1960s and early 1970s. It culminated in the UN Mexico Women's Conference of 1975, the related international Decade of Women, and the passing of the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) in 1979, that is the most widely supported international human rights treaty (WDR 2012, p. 57).

Since the Beijing Fourth World Conference on GAD in 1995, the majority of multi-lateral and bilateral donors have put in place gender policies and/or strategies to promote equality in the design and delivery of development assistance to partner countries. Commitments for improving GE were also made at the UN Millennium Summit in 2000 identifying two key objectives with special significance:

1. To promote GE and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable.
2. To combat all forms of violence against women and to implement the CEDAW (UN 2000).

These concerns have, however, been very slow to transform themselves into policy (Kilby & Olivieri 2008). Despite of the slow progress globally, a large number of women's international non-governmental organizations (WINGOs) were established. World society's influence on the creation of this model of enhancing GE was thus strong and wide-ranging. This was reflected – although slowly – also in policies of developing countries. They were more likely to ratify women's rights conventions in years of rights conferences, when they were members of related international organizations (Dobbin *et al* 2007).

4.1.2 Uniform gender policies

Swiss (2012) argues that despite different political, social and cultural contexts, development assistance in gender issues is carried out in most instances in a very uniform manner throughout the Development Assistance Committee (DAC) donor countries. The world polity effect was tested on the spread of GAD policies and institutional structures among 22 donors of the OECD DAC from 1968 through 2003. The influence of international organizations, treaties, and UN conferences on the adoption of gender policies by development assistance donor agencies of major western democracies was demonstrated through cross-national event history analysis. Thus, the spread of similar donor institutions and women/gender policies among the OECD donor countries can be explained by the influence of the world polity: the members of the development assistance community adopted similar approaches from each other (Swiss 2012).

Breuning (2006) examined the DAC donor states of the OECD and the African recipients of their ODA using gender-related development index (GDI) and gender empowerment measure (GEM) as measurement tools. The study concludes that donor states with high GE domestically (GDI and GEM) are more likely to be motivated to foster gender-related development and alleviate poverty than donor states which are characterized by greater disparities in GE (Breuning 2006). The Nordic countries share a relatively high level of GE compared to other donor countries e.g. in the political arena (WDR 2012, p. 177), which gives the reason to assume that in general they all are more motivated in GE work than other donor countries.

4.1.3 Neo-liberalism and human rights

Although convergence around approaches to GAD seems to be globally shared at least at the rhetorical level (Swiss 2012), there are also views about the disappearance of the importance of women's human rights from the development agenda due to the emergence of the neoliberal values into the development assistance.

Neo-liberalism is a loosely demarcated set of political beliefs which include the conviction that the only legitimate purpose of the state is to safeguard individual, especially commercial, liberty, as well as strong private property rights. The state ought to be minimal or at least drastically reduced in strength and size. The system of free markets and free trade ought to be implemented at the international level as well; the only acceptable reason for regulating international trade is to safeguard the same kind of commercial liberty and property rights which ought to be realised on a national level. Neo-liberalism generally also includes the belief that freely adopted market mechanisms is the optimal way of organising all exchanges of goods and services (Thorsen & Lie 2012).

Kilby and Olivieri (2008) argue that in line with WB and other donors' gender policies, gender policy is influenced by **neo-liberal approach** more than a **human rights approach**, which may have consequences to the form and content of the world wide gender agenda (Kilby & Olivieri 2008).

4.2 Gender policies of development cooperation in the Nordic Countries

4.2.1 Is there a Nordic aid model?

Internationally, there has been a tendency to refer to the Nordic countries as a group and in a number of international aid or development ranking they form a cluster at the top level. Based on the comparative content analysis of the Africa policy documents of Denmark, Finland, Norway and Sweden and interviews e.g. of civil servant and researchers, Odén (2011) argues that traditional "Nordic aid model" has eroded

in recent years as the current development cooperation policies of the different Nordic countries in Africa and elsewhere seem to be heading in different directions. In this respect, according to Odén (2011) Nordic countries no longer form the core of a like-minded group (Odén 2011, p. 9).

Despite this development at the policy level, operational-level cooperation among Nordic embassies remains very strong in many African partner countries. This cooperation often arises from donor harmonisation rather than from Nordic countries as a group cooperating with the host country government. The level and form of cooperation shifts with the content of particular national programmes, the personal “chemistry” between personalities stationed at a given time, and the attitude of the local European Union (EU) community (Odén 2011, p. 51).

Other arenas for intense Nordic operational cooperation are the meetings and decision-making processes in a large number of multilateral organisations, many of them part of the UN family. The joint Nordic/Baltic executive directorships in the WB, International Monetary Fund (IMF) and AfDB are mentioned by Odén as an example of intense Nordic cooperation, including on Africa (Odén 2011, p. 51).

Odén (2011) gives a few options for increased cooperation should the political will for joint or coordinated policy grow within Nordic governments. He proposes among other issues more joint analytical work and joint efforts by researchers from Nordic and African countries, and more intense links between Nordic field offices and Nordic constituency offices in WB and AfDB (Odén 2011, p. 52).

4.2.2 Common approach to gender equality

Women’s rights, GE and the role of women in development cooperation policies are at the heart of all the Nordic countries’ international politics. The Africa policy documents of all Nordic countries analyzed by Odén (2011) emphasise the link between enabling women to participate in political and economic life and increased economic growth (Odén 2011, p. 33).

Among the Nordic countries, Sweden has historically been the most innovative in terms of establishment of gender unit or policy within the donor agency. Sweden established the unit in 1968, Norway in 1975, Denmark in 1983 and Finland 1986. Sweden was also the first to ratify the CEDAW in 1980. Table 2 shows that GE-approach arrived into the Finnish development co-operation agenda much slower compared to other Nordic donors (Swiss 2012).

Table 2 The year of establishment of the gender unit or gender policy and ratification of the Convention for the Elimination of all forms of Discrimination Against Women by selected countries from the Organisation for Economic Co-Operation and Development.

Country	Gender unit/policy within donor agency Year	CEDAW ratification Year
Canada	1976	1981
Denmark	1987	1983
Finland	1995	1986
France	2000	1983
Germany	2001	1985
Greece	2002	1983
Netherlands	1986	1991
Norway	1975	1981
Sweden	1968	1980
Switzerland	1993	1997
UK	1988	1986
US	1973	-

Source: Swiss 2012.

Note: Island and the Baltic countries were not included in Swiss (2012) research.

Today, GE is on one of the key priorities also in the Finnish development policy and cooperation. Finland emphasizes the rule of law, democracy, human rights and sustainable development. The special priorities are education, decent work, reducing youth unemployment, and **improving the status of women and children**. In these activities, Finland emphasizes coherence, quality and effectiveness of aid as well as coordination with other donor countries and organizations, and stresses that investing in women and girls is a necessary strategy to achieve all of the MDGs (Government of Finland 2011; MFAFi 2007a; 2011a; 2012).

Similar principles guide also other Nordic countries' development policies emphasizing equal right, life prospects and opportunities of women and men, and girls and boys, and the power to shape their own lives and contribute to society. Women's participation and women's rights are of paramount importance. GE is promoted through mainstreaming, targeted actions and political dialogue (MFANor 2009; MFA Swe 2010a; MFADen 2011).

4.2.3 Finland's gender policy in development assistance since 2004

Finland adopted the Human Rights Based Approach for development in 2003, which was confirmed in the government resolution of 2004 on official development policy (MFAFi 2004). The promotion of the rights of women and girls and of GE has been a central theme of Finland's development policy. Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003-2007 refers to two reasons for this:

1. GE is one of the main goals of Finland's development policy. Promotion of women's and girls' rights is also one of the priorities of Finland's human rights policy and a goal that has been agreed by all countries of the world.
2. More equal relations between men and women are a pre-condition for sustainable people-centered development. The promotion of women's rights and GE is essential for the reduction of poverty and the achievement of democratic development (MFAFi 2003, p. 4).

GE as one of the goals of Finland's developing country policy is a manifestation of Finland's long tradition of promoting it. The Government of Finland is committed to mainstreaming GE in all its activities in development policy (MFAFi 2003, p. 5). Part I of the document sets forth the Strategy while Part II is dedicated to guide the actions. The objective of the Strategy and Action Plan was to achieve a fundamental increase in the impact of Finland's development policy with regard to GE and women's rights by the year 2007 (MFAFi 2003, p. 10).

In terms of multilateral cooperation, Finland conducts political dialogues on many levels. Nordic cooperation also often provides an important forum for discussions. Finland's tasks include the promotion of GE and the rights of women and girls in all multilateral cooperation, working nationally, in cooperation with the other Nordic countries and as part of the EU (MFAFi 2003, p. 42).

The Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003-2007 claims that Finland has good possibilities to exert an influence on the work of the international organisations and funds that it finances (MFAFi 2003, p. 43). A reference is made to Finland cooperating actively with other Nordic countries to promote GE in the UN organisations and in the development finance institutions. Finland is said to be able promote GE particularly through Board memberships, Annual Meetings (AMs) and country strategy discussions. GE must be systematically kept to the forefront in the operational work of organizations and banks, as well as in issues regarding their own personnel, such as earning and career possibilities. In addition to mainstreaming, organizations supported by Finland support the elimination of gender inequalities through specific activities. Financial support for the GE work of banks or UN organizations is to be linked to their own financing. Seminars on particular themes or topics are also channels of influence (MFAFi 2003, p. 43).

The document summarizes that the implementation of the Strategy and Action Plan calls for the clear support of political and administrative leaders, commitment of all officials and civil servants to promoting GE, and broadening of the professional skills of all the personnel. Mainstreaming the promotion of GE in Finland's developing country policy is about everyone at every level being responsible for promoting it in and through his or her own work (MFAFi 2003, p. 52).

One of the main principles of the Finnish development policy in the 2004 document (MFAFi 2004, p. 5) is commitment to a rights-based approach meaning that the realization of the rights of an individual, as defined by international human rights agreements, is taken as the starting point in Finland's development policy. Finland's commitment to achieve the MDG by 2015, including MDG3 focusing on promoting GE and empowerment of women, is set forth (MFAFi 2004, p. 6.). As to implementation of MDGs, a particular reference is made to education to all with focus on increasing girl's access to education and developing of basic health care and sexual and reproductive health (MFAFi 2004, p. 9).

Finland's development and human rights policies support each other in many different areas. The human rights policy focuses on groups that are more often discriminated against than others. These include women, children, minorities and indigenous peoples. The rights of the disabled are also emphasised (MFAFi 2004, p. 15).

The Policy Paper of Multilateral Cooperation in Finland's Development Policy, published in 2008 (MFAFi 2008, p. 5) states that alongside the UN system, international development financing institutions play a significant role in the implementation of Finland's development policy. Among the guiding principles of multilateral cooperation (coherence, complementarity, effectiveness), the cross-cutting themes, i.e. improving the status and rights of women and girls, strengthening gender and social equality, reinforcing the position and equal participation of easily marginalized or otherwise vulnerable groups (children, people with disability, indigenous peoples and ethnic minorities), and combating HIV/AIDS, are goals that steer multilateral cooperation (MFAFi 2008, p. 9).

The document states that Finland will continue to cooperate with the WB and the African, Asian and Latin American development financing institutions (MFAFi 2008, p. 11). The thematic priorities listed: trade, energy, private sector development and promotion of economic growth, do not refer to gender (MFAFi 2008, pp. 11-12). However, when listing the priorities of multilateral cooperation in order to promote socially sustainable development, a priority set forth is promotion of equality and empowering the participation of women, girls and easily marginalized groups while women are specifically on the agenda also in terms of strengthening of women's role and decision-making power in conflict prevention, conflict resolution and peace building, and increasing women's safety and security (MFAFi 2008, p. 13).

In dialogue with the WB, Finland stresses the importance of improving the participation and possibilities of the poorest developing countries, especially African countries, to exert influence in the administrative bodies of the Bank (MFAFi 2008, p. 18). Human rights do not fall within the mandate of the international financing institutions, but activities to promote human rights are a part of the institutions' operations. Together with other Nordic countries, Finland set up a Human Rights Fund in the WB that aims to strengthen the human rights perspective in operations of the Bank and its member states. The idea is, through the fund, to integrate human rights issues in the Bank's policies and analyses, with due consideration to the commitments of developing countries, and to enhance the Bank's knowledge of human rights (MFAFi 2008, p. 18). In its development policy, Finland places even stronger emphasis than before on climate and environmental issues, which are also increasingly stressed in multilateral cooperation. Particular attention is paid to equality, with the aim of enhancing the position of women in international climate policies (MFAFi 2008, p. 19).

GE, reduction of inequality and climate sustainability are the cross-cutting objectives of Finland's Development Policy Programme 2012. These objectives will be promoted in all development policy and development cooperation through mainstreaming, targeted actions and policy dialogue as well as communication in bilateral, multilateral and EU cooperation. The integration of these cross-cutting objectives in all development cooperation activities is a binding obligation, deviation from which must always be specifically justified (MFAFi 2012, p. 23).

4.3 Multilateral organizations' gender policies

4.3.1 *The United Nations*

UN has worked for the promotion of GE and the advancement of women very actively since 1960s, and eventually strengthened its gender policy recently. In 2010 the UN General Assembly created the United Nations Entity for Gender Equality and the Empowerment of Women, also known as UN Women. In doing so, UN Member States took a historic step towards accelerating the Organization's goals on GE and the empowerment of women. Womenwatch, established by UN in 1997, provides an internet space for global GE issues (UN 2012).

4.3.2 *The World Bank*

WB gender policy draws on the gender mainstreaming strategy from 2002 that refers to the commitments made by WB's member countries at the UN Millennium Summit in 2000 and at the Fourth World Conference on Women in Beijing in 1995. Despite the progress in GE work in 1990s (section 4.1), the Strategy recognized the need to improve Bank's effectiveness by paying more systematic and widespread attention to gender issues in the context of its poverty reduction mandate. The opportunities for improving the development impact of the Bank's work through gender mainstream-

ing included making Bank interventions more responsive to country gender conditions and commitments; making these interventions more strategic; and improving the alignment of Bank policies, processes, and resources to support such interventions (World Bank 2002a).

A key component of the strategy was the multi-sectoral Country Gender Assessment (CGA) that identifies critical areas in which gender-responsive actions are likely to enhance growth, poverty reduction, and well-being in a particular country context. CGAs were suggested to be prepared periodically for the analysis of the gender dimensions of development across sectors and for the identification of gender-responsive interventions in sectors identified in the Country Assistance Strategies. Four actions were designed to enable the process of diagnosis, strategy formation, and integration into operations:

1. Integrating a gender dimension into relevant analytical work and lending instruments.
2. Supporting the strategic integration of gender issues into operations.
3. Aligning resources with the elements of the strategy.
4. Monitoring and evaluation (World Bank 2002a).

The current GE work is based on a three-year Road Map for Gender Mainstreaming 2011-2013 that identifies the priority actions in client countries on the basis of trends and projections in development data (World Bank 2010a). The WDR 2012 serves as a unique tool to more effectively help disseminate information and novel development approaches for GE (WDR 2012).

4.3.3 The African Development Bank

The AfDB introduced the gender mainstreaming approach in its operations in 1987. Since then gender policy has been characterized by activities that sought to lay the foundation for the integration of WID in the Bank including the adoption of the WID policy (AfDB 2001).

The latest developments include the Updated Gender Plan of Action 2009-2012 (UGPOA) that is a Bank commitment to its Deputies in order to realign the work on GE with the approved Bank Medium-Term Strategy (MTS) 2008-2012 and emphasize the focus on the key priority areas. The overall goal of the Bank's GE and women's empowerment plan of action is to support economic growth and poverty reduction in regional member countries (RMC). The specific objective is to promote sustainable and equitable economic empowerment of men and women (AfDB 2009a).

5 NORDIC DEVELOPMENT ASSISTANCE IN AFRICA THROUGH WORLD BANK AND AFRICAN DEVELOPMENT BANK

5.1 Financial instruments of World Bank and African Development Bank

5.1.1 *World Bank Group*

5.1.1.1 Management structures of World Bank

Since inception in 1944, the WB has expanded from a single institution to a closely associated group of five development institutions: International Bank for Reconstruction and Development (IBRD), IDA, International Finance Corporation (IFC), Multilateral Investment Guarantee Agency (MIGA), and International Centre for Settlement of Investment Disputes (ICSID). The WB has over 100 country offices. The HQ is located in Washington, USA.

The WB's highest decision making body is its BOG, representing member countries as government shareholders. The Governors, generally finance and development ministers from all member countries, meet once a year for an AM, jointly with the IMF and twice a year at a 25 member DC meeting providing political guidance for the Bank. The daily decision-making is delegated from Governors/Ministers to 25 EDs representing one or several of the 188 shareholders in the EB.

The AMs, which generally take place in September-October, have customarily been held in Washington for two consecutive years and in another member country in the third year. They occur ahead of the meetings of the IMF and Financial Committee (FC), the DC, the Group of Ten, the Group of Twenty-Four, and various other groups of members. At the conclusion of their meetings, the IMF, the FC and the DC, as well as several other groups, issue communiqués. The AMs will include a day of plenary sessions, during which Governors take up matters of business and consult with one another. At the AMs, the BOG makes decisions on how current international monetary issues should be addressed and approves corresponding resolutions. The AMs are chaired by a Governor of the WB and IMF, with the chairmanship rotating among the membership each year. Every two years it elects EDs. Each year any new members are welcomed into the WB and IMF.

Because the AM brings such a large number of member country officials together, they provide opportunities for consultations large and small, formal and informal. Numerous seminars are held in conjunction with the meetings, including seminars conducted by staff members for members of the press. The AM Program of Seminars is designed to foster creative dialogue among the private sector, government delegates and senior WB and IMF officials (World Bank 2012b).

5.1.1.2 International Development Association

For the development of Africa, the most important of the WB's five institutions is the IDA, established in 1960. Since its inception, IDA credits and grants have totaled US\$ 238 billion, averaging US\$ 15 billion a year in recent years and directing the largest share, about 50%, to the poorest countries in Africa (World Bank 2012b).

IDA is one of the world's biggest donor institutions funded largely by contributions from the governments of its richer member countries. IDA helps the world's poorest countries and aims to reduce poverty by providing interest-free credits and grants for programs that boost economic growth, reduce inequalities and improve people's living conditions, while the WB's other lending arm, IBRD, serves middle-income countries. It is one of the largest sources of assistance for the world's 81 poorest countries, 39 of which are in Africa. It is the single largest source of donor funds for basic social services in the poorest countries. IDA provides credits on concessional terms. This means that IDA credits have zero or very low interest charge and repayments are stretched over 25 to 40 years, including a five to 10-year grace period. IDA also provides grants to countries at risk of debt distress. IDA covers for around 20% of all ODA in the world. In 2010 IDA commitments were US\$ 15 billion with half of the sum targeted to Africa (MFAFi 2011b; World Bank 2012c).

5.1.1.3 World Bank Trust Funds

TFs are financial and administrative arrangements with an external donor that leads to grant funding of high-priority development needs, such as technical assistance, advisory services, debt relief, post-conflict transition, and co-financing.

TFs are vehicles for channeling aid funds from donors to be administered by a trustee organization such as the WB, the AfDB, United Nations Development Program (UNDP), or other multilateral organizations. TFs are not programs but rather dedicated sources of funding for programs and activities agreed between the donor(s) and the trustee organization. TFs have emerged as a significant pillar of the global aid architecture. Donors use TFs to address limitations of bilateral aid and fill gaps in the operations of the multilateral institutions by earmarking their TF contributions to particular countries core development issues.

TFs administered by the WB are highly varied. They comprise single-donor and multi-donor funds, and may provide financing to single or multiple recipient countries in support of a specific issue. There are three categories of WB TFs:

1. Bank executed funds that are a part of the Bank's budget. There is a lot of this kind of TFs, although the total volume (amount of money) is small. They enable the Bank to explore further a specific issue.
2. Recipient executed. These are almost like lending, but they are managed by the Bank for the country.
3. Financial Intermediary Funds (FIFs) for which the Bank holds, invests, and disburses funds when instructed by another body without Bank supervision or

oversight of the use of the resources. FIFs are designed to support a particular sector or theme in multiple recipient countries, such as the Education for All/Fast Track Initiative and the Gender TFs (IEG 2011, pp. vi, x).

In 2011, the WBG held US\$29.1 billion of funds in trust. Of this amount, US\$10.4 billion corresponded to IBRD/IDA TFs, US\$18.0 billion to the FIFs and US\$0.7 billion to IFC TFs. Contributions receivable from donors reached US\$13.0 billion at the end of fiscal year (FY) 2011. The growth of the WBG’s funds held in trust was primarily driven by the FIFs which doubled in size from 2007 (Figure 1).

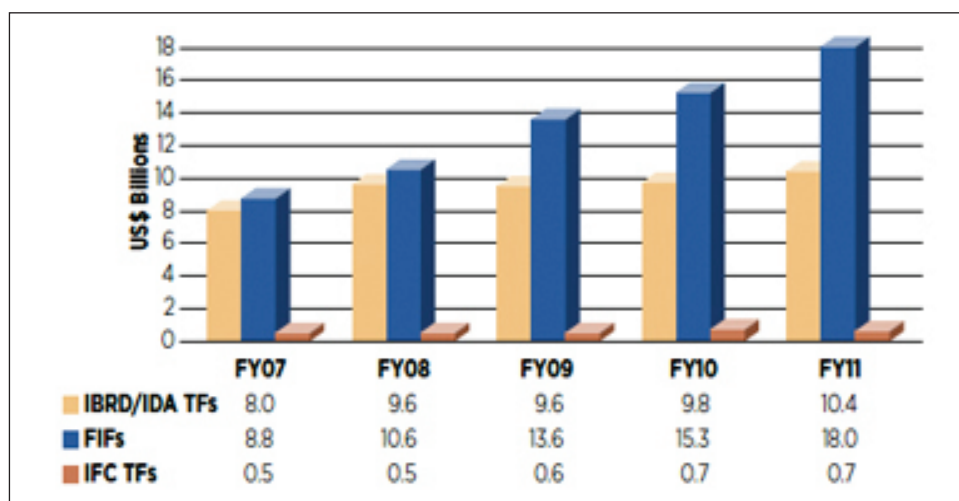


Figure 1 Funds held in World Bank Group Trust (US\$ billions).

Source: World Bank 2012d, p. 5.

TFs are a flexible arrangement that enable the WBG to engage in a wide range of partnerships and leverage development assistance at the country, regional, and global levels. IBRD/IDA TFs complement the Bank’s work in fragile states, disaster response, and global programs. FIFs leverage public and private resources in support of global priorities. IFC TFs allow extending advisory services and investment activities, particularly for poor countries (World Bank 2012b).

5.1.2 African Development Bank Group

5.1.2.1 Management structure of the African Development Bank

The AfDBG includes the AfDB, the African Development Fund (ADF) and the Nigeria TF, having the HQ in Abidjan (Côte d’Ivoire) and a temporary relocation in Tunis, Tunisia. The AfDB has approved in 1967-2010 altogether over 3,500 loans and grants totaling Units of Account (UA) 55.93 billion. In 2011, the Bank committed UA 5.72 billion toward its operations in all sectors (AfDB 2012a).

The management structures of the AfDB follow, in principle, the one of the WB with minor differences (further details are provided in Annex 3).

5.1.2.2 African Development Fund

The ADF is the concessional window of the AfDBG. Established in 1972, the ADF became operational in 1974. It is administrated by the AfDB and comprises State Participants (donor countries) and recipient countries. Its main objective is to reduce poverty in the RMCs by providing loans and grants.

The ADF contributes to the promotion of economic and social development in 40 least developed African countries by providing concessional funding for projects and programs, as well as technical assistance for studies and capacity building activities (ADF 2012).

5.1.2.3 African Development Bank Trust Funds

The AfDB had 314 ongoing TFs projects with a total of US\$ 398 million out of which 40% were for knowledge-based activities in 2011. The AfDB has moved away from tied bilateral TFs to multi-donor TFs of which most are of thematic nature. AfDB also has altogether 19 bilateral TFs with the allocation of funds totaling nearly EUR 140 million (MFAFi 2011c).

5.2 Nordic Constituencies

5.2.1 Nordic-Baltic Constituency in the World Bank Group

At the WB, representative of an individual country or a group of countries (constituency) in the BOG is the Minister of Finance or Minister for Foreign Affairs from the country or one of the constituency member countries. Finland is represented by the Minister of Finance. At the WB EB the five Nordic countries – Denmark, Finland, Iceland, Norway and Sweden – together with the three Baltic States, Estonia, Latvia and Lithuania – form a joint constituency, which is represented at the Board by an ED. The EB is a resident Board, which meets several times a week. The ED is assisted by the NBO.

The NBC consists of relevant departments within the Ministries of Foreign Affairs and the Ministries of Finance of each capital of the Nordic-Baltic countries. The NBO is located in Washington, and is led by an ED supported by around 10 staff members representing all the member countries.

The Ministries of Finance and Foreign Affairs in the Nordic capitals coordinate joint instructions to the ED. The main part of the work at the Board is carried out with a rule of consensus. In January each year a NBC meeting is held when division of la-

bor on thematic issues and country specific work is decided upon. NBC puts focus on Country Strategies, thematic priorities and coordination responsibilities. A list of development countries prioritized by NBC in terms of relevance to the Nordic countries is agreed upon and regularly updated. The Nordic country which is given the coordination responsibility for a specific recipient country will write the comments on topics such as CAS, Poverty Reduction Strategy Credit (PRSC), Heavily Indebted Poor Countries Initiative (HIPC) etc. In 2011, there were 47 low-income countries selected, and the assigned coordinating countries were Sweden, Norway, Denmark and Finland.

The NBO writes the reports on relevant Board and Committee meetings as well as on key issues that have been raised on a bilateral basis and are relevant to several capitals. The reports are submitted to the constituency countries. It is also expected that the NBO provides guidance for the constituency countries on key issues which are discussed in the Board meetings. The guiding should serve with the following:

- relevant background;
- preliminary views from other chairs;
- highlight of the key policy or specific issue to focus on;
- suggest a Nordic-Baltic position;
- indicate when earlier Nordic interventions have had an impact particularly on long running issues;
- potential links with other Board discussions.

The countries (the relevant ministries) task is to send the instructions to the ED concerning the constituency position on the issue to be discussed/decided in the EB.

The ED position of the NBC in the WB was held by Norway in 2006-2009 and by Sweden in 2009-2011. The constituency's voting power concerning IDA in 2009 was 5.11% of all votes (MFAFi 2009b).

5.2.2 Nordic-India Constituency in the African Development Bank Group

At the AfDB, the four Nordic countries Denmark, Finland, Norway and Sweden together with India form a constituency (NIC), which is represented at the EB by an ED. Switzerland was a member of the constituency until 2010, when the constituencies of the AfDB were slightly changed due to the fact that South Africa, now one of the large actors of the regional countries in the AfDB, was to be offered a more prominent seat. In this shift Switzerland moved out of the joint Nordic-India-Swiss constituency and is now pooled together with other European countries.

The countries holding ED position of the NIC in AfDB in 2006-2012 years: Norway (2006-2007), Switzerland (2007-2010) and Denmark (2010-2012). The voting power of the ED is 4.8% of all votes of the EDs (AfDB 2012b).

6 FINDINGS: GENDER, INFLUENCE AND NORDIC AGENDA

6.1 Activities of the constituencies in gender equality

This section gives a summary of the activities and statements of the Nordic constituencies in 2006-2011 related to the work to enhance GE.

6.1.1 *Nordic-Baltic Constituency (World Bank)*

The NBC prepared, in each year covered by this study (2006-2011), a list of priorities to guide the concrete work (NBC 2006; 2007; 2008; 2009; 2010; 2011). In all years of the period studied, except in 2006, gender was included as one of the priorities. The gender related priorities are listed in Table 3. NBC Status Reports (NBO 2006; 2007; 2008; 2009) and NBC Annual Reports (NBO 2010; 2011) describe how these priorities were met each FY.

The 2006 NBC Status Report pointed out the importance of human rights approach in all development assistance. Although the WB is focused on economic issues, the NBC argued that in practice it has been evidenced that mostly it is difficult or impossible to demarcate the decisions based on economic factors or those related to political ones. Traditionally promotion of democracy or human rights has not been a part of the Bank's agenda. The NBC, however, interpreted the WB regulations to allow the Bank to take into account the political dimensions referring to the rights based approach of the WB e.g. in relation to GE activities implemented by the Bank as early as in the beginning of 2000s (NBO 2006; MFAFi 2006a).

The 2006 NBC Status Report informed about the Nordic constituency activities including proposals made for the preparation of a Gender Action Plan (GAP). High Level Consultation on Gender Equality MDG in 2006 was sponsored by the Bank, Government of Norway, United Nations Development Fund for Women (UNIFEM) and others, resulted in a commitment to prepare a GAP focusing on the promotion of economic opportunities with an aim to empower women (World Bank 2006a). Before 2006 mainstreaming of gender issues had been stronger in the social sectors than in the non-social sector within the Bank (NBO 2006).

As to the policy priorities of the NBC, the infrastructure and energy sector were prioritized along with the development paradigm of the NBC including justice and fair income distribution, an effective and just/fair state, social and environmental aspects of development, the rights of children and women and betting on poor – with a focus on Africa (NBO 2006).

In 2007, the NBC Spring meeting discussed gender issues and considered GE to be a critical development factor in Africa with the strategy being threefold:

1. opportunities for business;
2. participation in financial market;
3. support enterprises to integrate women in business.

The NBC Status Report 2007 pointed out that the Bank has deepened its work on many of the priorities of NBC including the focus on Africa and gender. The year was characterized as “the Year of the Governance and Anti-Corruption”. In 2007, the EB approved a new WB Strategy on Health, Nutrition, and Population, based on extensive consultations with development partners. In the middle of the process, a draft strategy was leaked, stirring up concern over what many actors, including the Nordic and Baltic countries, viewed as a lack of focus on sexual and reproductive health. Management responded to the critique and revised the Strategy document: in its final version the Strategy clearly addresses these important issues (NBO 2007).

The NBC Status Reports 2008 and 2009 further referred to the GAP (World Bank 2006a) among other NBC priorities, such as “Voice” and participation initiative and the so called “back to basics” –sectors (energy, infrastructure and agriculture), which was seen as a sign that the priorities of developing countries are taken seriously. The Status Report 2009 referred to the importance of Bank’s involvement in Gender issues listing the action taken by the WBG, but the specific Nordic activities in the field were not mentioned (NBO 2008; 2009).

The NBC Annual Report 2010 saw the NBC as having an important role in holding Bank management accountable on two important dimensions: implementation/action and focus on fighting poverty, thus, doing its part to assist developing countries to reach MDGs. Similarly, the NBC was seen to have a key role in advancing the work of WBG in critical areas, such as **Gender**, Climate Change and assisting Fragile and Conflict Affected States. The report drew the special attention to gender issues emphasizing the leading role of the NBC Chair in Board discussions on this matter (NBO 2010). In the same year, in the meeting with the President of the WB, the NBC pointed out gender aspects to be included in the Poverty Reduction policies and plans (MFAFi 2010a; NBO 2010).

In 2011, the NBC expected a visible input by putting forward the positive consequences of GE in all international contexts and having an active approach in policy discussions with the client countries. The constituency meeting suggested that the gender agenda should be reflected concretely in the core activities of the Bank instead of specific gender projects (MFAFi 2011d). In 2011, the most important development in relation to GE work was the preparation of the WB’s WDR 2012.

The WDR 2012, prepared in 2010-2011, emphasizes GE as smart economics and provides lessons learned and recommendations for the Bank and the international community to support and promote it in developing countries more effectively. The NBC, in line with its priorities for 2007-2011, was actively involved in the writing and financing of the report. It pushed for an active Board involvement in the implemen-

tation of the recommendations of the WDR 2012 in Bank operations. The NBC was actively promoting the use of internal administrative funds of the Bank to finance gender mainstreaming work. NBC also played an active role in the Board when discussing the update of the introduction of the Gender Transition Plan, using the Annual Gender Monitoring Report as an entry point. GE and Development was the overarching theme at the AM of the WBG in September 2011, which had been heavily advocated by the NBC (NBO 2011a; World Bank & IMF 2012a).

The NBC Status and Annual Reports of the years 2006-2011 provided comprehensive information on the Bank's activities and achievement, but they did not give much information about what the team working in the NBO had achieved, i.e. what has been the impact of the NBO in the Bank's work. The two latest reports (2010 and 2011), however, give more a detailed picture of the work of the team than the four preceding reports did.

A summary of the Nordic priorities in the WB and the related actions by the WB is presented in Table 3.

6.1.2 Nordic-India Constituency (African Development Bank)

In 2007, the Nordic-India-Switzerland Constituency of AfDB reported in its annual report (NIO 2007) that it is commonly recognized that the Bank has positioned itself well in preceding years with an array of up-to-date policy documents, easily comparable to those of other multilateral development agencies. These policies also cover cross-cutting development issues of gender, environment and governance. The subsequent challenge has been to operationalize the policies. The main focus in promoting GE in the AfDB has been on gender aspects in project design, and operational guidelines for mainstreaming in different sectors, e.g. agriculture and education. However, capacity for dialogue with the RMCs was seen by the ED of the Constituency in need of further enhancement, e.g. in production of country gender profiles. Equally, a minimum of gender expertise at the Bank field offices was seen necessary for the ongoing decentralization. The Africa Women in Business Program being developed by the Private Sector Department of the AfDB was seen to hold a positive potential for being applied widely on the continent (NIO 2007).

The NIO 2008 Report described the AfDB policies and actions on GE as a traditional cross-cutting issue with no specific emphasize on it except the notion that the results indicators should be included in the actions. The 2009 and 2010 Reports gave the own section for Gender instead of it being included under the Cross-Cutting Issues. The report 2009 argued that the Mid-term Strategy 2008-2012 of the Bank (AfDB MTS 2008-2012), defining gender as an area for mainstreaming in all operations, was more rhetoric than able to influence the activities. It was reminded that the Bank is far from implementing an effective gender mainstreaming. Gender seemed often "added-on" late in the design of the projects and with poor indicators. The Report also pointed out that gender mainstreaming cannot be left to the newly estab-

lished gender unit only with very limited resources, but needs to be the responsibility of all task managers of Bank projects (NIO 2009). In 2010 the gender issues were reported by listing the AfDB achievements in this field (NIO 2010, also section 6.3.2).

The NIO's opinion in 2011 was that the Bank's projects in infrastructure tend to lag behind in the field of the so called "software" that is governance, community work, maintenance, regulatory environment etc., necessary to assure that the project will have the desired development impact. Gender issues were considered "soft", and therefore it can be concluded that there still is a lot to do to get the gender mainstreaming to the place it deserves in the programme planning and implementation. In regional integration and regional projects, the challenges are even bigger than in country programmes as the Regional Economic Communities' capacity tends to be weak, and there is still the issue of the country ownership, the Report mentioned (NIO 2011).

The NIO Annual reports in 2006-2011 described the Bank's policies, plans and actions to give the necessary information for the representatives of the member countries on the developments in the Bank. The reports give rather little information about the concrete work conducted by or outputs achieved by the NIO itself with the exception of office staff travels during the year.

Other documents, however, showed that the NIO with the assistance of the Nordic ministries commented in writing various draft reports and proposals that were brought for the EB and Committee meetings. Eg. in July 2011 a draft report of an evaluation synthesis "Mainstreaming Gender Equality: A road to results or a road to nowhere?" (AfDB 2012c) was in the Committee on Development Effectiveness (CODE) under discussion, and the NIC presented long and in detail justified list of proposals for improvement of the report with the purpose of pushing GE higher into the Bank's agenda (Pedersen 2011, AfDB 2011). The evaluation synthesis is discussed in more details in section 6.8.1.

6.2 Influencing mechanisms

The **formal influencing** mechanisms in the Banks include influencing through:

- BOGs /AMs;
- Working in Committees (e.g. DC);
- Board of EDs;
- IDA and ADF replenishment negotiations;
- TFs.

Additionally, **informal influence** takes place in various conferences, consultation meetings and seminars, meetings with the President and Bank staff, liaison and networks, that relies on person-to-person interactions involving officials, experts and organization representatives. Position papers, reviews, analysis reports and communication and public relations materials are also useful modes of influence.

6.2.1 World Bank

The review of the NBC documentation in 2006-2011 shows that the Nordic countries have been active in all levels of influence to enhance the GE related policies, strategies and financial decisions to serve the empowerment of women in all sectors of society in Africa.

6.2.1.1 Board of Governors

The BOG gives the policy guidance and influences on general directions/lines of the assistance policies. The WB AMs increasingly discussed the gender issues in 2006-2011. Although the official Communiqués of the Annual and Spring Meetings of the IMF and the WBG, distributed to the public, did not mention GE, the Summary Proceedings of the AMs included, in particular in 2011, had a lot of statements on GE (World Bank & IMF 2012a).

In 2006, the Finnish Governor on behalf of the NBC referred to the crucial role of the education system to put an end to the gender disparity in primary and secondary education. The need for a stronger attention to GE in fighting against poverty was raised and the WB's effort to formulate an action plan that seeks to advance women's economic empowerment was applauded. GE was also included in the speech of Sweden in 2007, Estonia in 2008, Denmark in 2009, and Latvia in 2011 (Table 3). The NBC joint speeches are agreed in advance by the partners (e.g. MFAFi 2009c).

The NBC was the only constituency to talk about GE in 2006, while in 2010 four and in 2011 altogether 14 countries or constituencies emphasized the urgency of more effective work for GE. This is a sign of increasing understanding of the role of GE in development assistance among the WB member countries, with the NBC being one of the key actors influential in the process of lifting gender higher in the WB agenda (World Bank & IMF 2012a).

GE and Development was the overarching theme at the AM in September 2011, which had been heavily advocated by NBC. The WDR 2012 was discussed in the Annual BOG Meetings in 2011 with the aim to use the WDR to ramp up gender mainstreaming across the WBG to improve development outcomes (NBO 2011a). The WDR 2012 argues that GE is a core development objective in its own right. GE can bring substantial economic gains, raise productivity, improve other development outcomes, and contribute to more representative decision-making. The report identifies the areas where gender gaps are most persistent and require direct policy interventions. These are:

- reducing excess female mortality and closing education gaps;
- improving access to economic opportunities for women;
- increasing women's voice and ability to make choices;
- limiting the reproduction of gender inequality across generations;
- generating gender related data (World Bank 2012a; World Bank & IMF 2012a).

Table 3 Summary of the World Bank Nordic-Baltic Constituency's priorities and actions and World Bank reports and statements on gender equality and economic empowerment of women in 2006 -2011.

Year	Gender equality as a priority of NBC	Discussions and decisions in WBG Annual meetings; high level consultations	WB Reports / statements
2006	Human rights (gender not mentioned separately)	<p>AM: NBC/Fin: Stronger attention to GE in fighting against poverty; 1 Governor referred to GE</p> <p>NBC proposal in Spring meeting for GE as GMR special theme</p> <p>DC: -growth requires gender equity -need to expand women's economic opportunities</p> <p>High Level Consultation on GE/ MDG in Feb, sponsored e.g. by Norway, resulted in a commitment to prepare GAP"</p>	<p>Gender equality as smart economics : a World Bank Group Gender Action Plan – FY 2007-2010</p> <p>47 % of the operations were gender informed</p>
2007	<ul style="list-style-type: none"> - Support and follow-up of the gender action plan - Advocate for better mainstreaming of gender perspective in Bank documents and operations. - Stress the need for the Bank to support and follow up on the implementation of the Security Council Resolution 1325 - Advocate for the Bank to strengthen its efforts to improve women's sexual and reproductive health and rights 	<p>AM: NBC/Swe: GE contributes growth and stability GE need for reaching MDGs; 2 Governors referred to GE</p> <p>Chair of DC noted importance of GE</p> <p>DC :-GE important for reaching MDGs as a whole, full and rapid implementation of the Bank's Gender Action Plan needed, integration of gender aspects into the Bank's results framework</p> <p>IDA 15: GE important for education, achieving MDGs, EEW for economic sector, need for gender-disaggregated data at country level</p>	<p>Global Monitoring Report 2007: Confronting the Challenges of Gender and Fragile States</p>

2008	<ul style="list-style-type: none"> -Financial support to the GAP, follow-up for staffing and funding resources. -Advocate for better mainstreaming of GE in Bank documents and operations -Support President suggestion to organize a major side event on GE and EEW in the Spring Meeting -Advocate Bank to strengthen its efforts to improve women's sexual and reproductive health and rights. 	<p>AM: NBC/Est: EEW's impact on private sector strong, climate change impact difference by gender; 2 Governors referred to GE</p> <p>DC: need to treat advancement of girls and women's EE as central development issue</p> <p>Spring meeting: high level discussion forum "Ways to bridge gender gaps" introduced new Banks' actions to improve EEW</p>	
2009	<ul style="list-style-type: none"> -Push for WDR 2011 (or 2012) on gender -Closely follow the implementation of President's MDG3 commitments. -Financial support to the GAP; follow-up the coming mid-term review of the GAP in order to ensure Bank ownership to the GAP -Ensure a serious board discussion on IEG report of gender mainstreaming -Push for gender to be part of the IDA review -Follow up on IDA 15's commitment to produce gender disaggregated statistics. (NBC Priorities 2009) 	<p>AM: NBC/Den. climate change and GE relation, call for GE to be included in final COP 15; 2 Governors referred to GE President of WBG mentioned GE</p> <p>DC: Economic crisis has driven more than 50 million people into extreme poverty, particularly women and children</p>	<p>Gender and Development; An evaluation of World Bank support, 2002-2008. The report was presented to the Board in October 2009. Published 2010.</p>

2010	<ul style="list-style-type: none"> -Push for gender to be a key part of IDA 16 with clear targets and indicators in its result matrix and its Results Measurement System -Continue to advocate for a World Development Report 2012 on gender -Closely follow the implementation of President Zoellick's six MDG3 commitments -Follow-up on the recommendations of the IEG report on the Bank's implementation of its gender mainstreaming strategy. -Promote concrete, time-bound targets for gender mainstreaming in IBRD and IDAs work for sectors and regions in the GAP Transition Plan, and that these are integrated in other strategic documents where possible, and in IDA 16 as applicable -Advocate internal funding for gender mainstreaming, Bank ownership and accountability -Ensure Financial support to the final year of the Gender Action Plan 	<p>AM: Chair of DC claimed for further strengthening and mainstreaming of the WBG's work on gender.</p> <p>4 Governors referred to GE (not NBC) donors agreed to make gender one of four special themes for IDA16</p> <p>DC: Support for further strengthening and mainstreaming of the WBG's work on gender</p>	<p>Applying GAP lessons: a three-year roadmap for gender mainstreaming (2011 - 2013)</p> <p>This Transition Plan to strengthen the implementation of the Bank's gender policy was presented to the Board of EDs in June 2010</p> <p>IDA 16 replenishment negotiations. Gender selected for a Special Theme for IDA 16.</p> <p>67% of the operations were gender informed</p>
------	---	--	--

2011	<ul style="list-style-type: none"> -Promote concrete, time-bound targets for gender mainstreaming in IBRD and IDA's work for sectors, countries and regions in the Gender Transition Plan, building on IDA16 commitments - Follow-up on IDA 16 commitments on gender - Promote an analytically sound and operationally-oriented WDR 2012 to help make a “business case” for gender equality. - Promote gender equality as a topic for the DC at the Annual Meetings in conjunction with the WDR launch - Play an active role in the Board to update of the introduction of the Gender Transition Plan, using the Annual Gender Monitoring Report as an entry point. -Continue to advocate for increased internal funding for gender mainstreaming, Bank ownership and accountability - Play an active role in the reshaping of the Gender Advisory Council 	<p>AM: NBC/Lat: Human rights approach to GE, must be strategic priority of WBG and integrated in all WBG work; UN Women important; 14 Governors referred to GE</p> <p>President: GE was key theme of speech</p> <p>DC: GE urged integration of GE in operations and reporting</p> <p>IDA16: Gender as a Special; emphasis on results, EEW in agriculture and education, gender-related development indicators.</p> <p>WDR is a clear message that equality between women and men is smart economics and an essential ingredient in poverty reduction</p> <p>urging the WBG to integrate further equality between women and men into its operations and reporting</p>	<p>Africa’s Future and the World Bank’s Support to It. Strategy. Pillar 1:</p> <ul style="list-style-type: none"> a) Closing the gender gap in girls’ education, b)The empowerment of women to accelerate economic development— e.g. as entrepreneurs and farmers, c) Female reproductive health: maternal mortality <p>IDA 16. See Annex X</p> <p>Excerpt of the Report (Gender part)</p> <p>World Development Report 2012 “Gender Equality and Development” broadly discussed</p>
2012			WDR Gender Equality and Development

6.2.1.2 Development Committee

The DC has a crucial role in guiding the strategic planning of the WBG activities. The DC meetings discussed the achievement of the Bank in GE work in several meetings. In April and September 2006, the DC mentioned that achieving rapid, sustained, and shared growth will require among others further actions to address issues of equity, including gender equity, and welcomed the Bank's GAP to expand women's economic opportunities in developing countries (World Bank & IMF 2012b).

In 2007, GE and the empowerment of women were mentioned to be important not only for achieving gender-specific aspects of the MDGs (such as progress on GE in school enrollments and literacy, and the share of women in non-agricultural employment and national parliaments), but also for the attainment of the MDGs as a whole. The DC called for full and rapid implementation of the Bank's GAP for 2007-2010 (World Bank 2006a), focusing on areas where it has comparative advantage, including scaling up support for economic empowerment of women (EEW). Then the DC 2007 April meeting emphasized the need for further gender mainstreaming in Bank's operations using a country based approach, and for the integration of gender aspects into the Bank's results framework and improvements in the statistical basis for monitoring progress, working closely with the UN and other agencies. GE and women's rights were noted in the DC meeting in October to be crucial for sustainable poverty reduction (World Bank & IMF 2012b).

The 2008 April and October meetings of the DC welcomed the progress made so far under the GAP (World Bank 2006a), stressed the need to treat the advancement of girls and women's economic empowerment as central development issues and called for addressing issues of global public goods including climate change, supporting health delivery systems in developing countries and promoting GE and the empowerment of women (World Bank & IMF 2012b).

In the 2009 DC April meeting, the drastic deterioration of the global economy was the key theme. The crisis was seen to hamper hard-earned progress towards the MDGs. The crisis had driven more than 50 million people into extreme poverty, particularly women and children (World Bank & IMF 2012b).

The DC April and October meetings of 2010 emphasized the support for further strengthening and mainstreaming of the WBG's work on gender and scaling-up efforts to increase women's economic opportunity that include:

- Increasing the focus in agriculture with specific attention to women's increased access to assets (particularly land).
- Intensifying private-sector work to improve the productivity of women entrepreneurs.
- Targeting training and other active labor market interventions to help smooth the transition of girls and young women from school to productive employment.
- Expanding collection and analysis of sex disaggregated statistics.
- Measuring what works, what does not, and why (World Bank & IMF 2012b).

In 2011, the April and September meetings the DC strongly welcomed IDA16's focus on gender and the WBG's WDR 2012 on Gender Equality and Development and its clear message, and agreed that the WDR has important lessons globally and that GE requires specific action from governments, the private sector and development partners. The DC urged the WBG to integrate further equality between women and men into its operations and reporting, working within its mandate and respecting national values and norms. Clear majority of the DC, including many of the representatives of developing countries, emphasized the urgent implementation of GE measures (MFAFi 2011e; World Bank IDA 16 2011; World Bank & IMF 2012b).

6.2.1.3 Executive Board

In practice most of the decision making takes place in the EB, responsible for the management and the corporate policy, sector and country strategies as well as the decision on the programmes. Coordination of the approaches and views of the member countries is strong within the Board where the ED speaks with one voice on behalf of all Nordic countries and other constituency members. This was shown by the interviews in the Banks and by the Annual Reports of the constituencies. The minutes of the meetings of the EB were not reviewed, because the amount was too high (e.g. in the WB approximately 2000 minutes in 2006-2011) and a proper search tool to find those minutes that addressed gender issues was not available.

The WB NBC Annual Reports showed the EDs crucial role in pushing the GE into the Board agenda in particular during the two last years of the study period. The NBC had specific yearly priorities for GE in 2007-2011 (NBC 2006; 2007; 2008; 2009; 2010; 2011).

6.2.1.4 International Development Association

IDA replenishment negotiations are the most important mechanism to influence the Bank's work globally and in Africa. The decisions of the Boards, based on the negotiations every three years, define the areas of importance in the coming three years of action.

During the process for the IDA 16 round for the financial period of 2011-2014, the representatives of donor governments ("the IDA Deputies") and representatives of borrower countries negotiated the Replenishment of IDA's resources over a series of four meetings during 2010. The IDA16 consultations included observers from international development institutions and management and staff of the WBG. Participants sought the views of African opinion leaders in Bamako, Mali in June 2010. In addition, comments on the draft IDA Deputies' Report were invited from the civil society. The policy papers discussed at the replenishment meetings were posted on IDA's external website, as were summaries of the discussions at each of the meetings. Progress on the implementation of the IDA16 arrangements are reviewed by IDA Deputies and borrower representatives at the IDA16 Mid-Term Review, which would take place in the second quarter of FY 2013 (World Bank IDA 16 2011, p. 209).

The overall priorities identified by the IDA replenishments are translated into assistance for each country, customized on the basis of a CAS in line with IDA's country-based approach. With the complexity of the aid architecture and the risks of proliferation and fragmentation, IDA's country-based development model helps countries align aid to their national development priorities. The CAS provides the strategic basis for IDA's support to a country. It supports a country's development strategy as outlined in its Poverty Reduction Strategy Paper (PRSP). The CAS also enables IDA to help countries address global and regional development challenges at the country level, and serves as a vehicle for other WBG activities and other donors' assistance. IDA's support is provided flexibly through a range of financing and knowledge services (World Bank IDA 16 2011, p. 214).

The concern about the poor performance of the implementation of GE policy of the Bank has been constantly discussed in the Banks' publications during the past ten years. In 2006, the Bank stressed the need for increasing financial resources to promote GE. Gender is now a part of the 16 criteria for the allocation of funds. During the IDA16 negotiations the participants called on IDA to strengthen gender mainstreaming in its operations and analytical work, introduce a robust results framework and implement an action plan to accelerate progress on the gender-related MDGs (World Bank IDA 16 2011).

During the study period it was, for the first time, when the specific indicators that track progress on the IDA-16 special themes were integrated into the overall results framework. Box 1 summarizes, how GE measures and indicators are listed in the IDA 16 report (World Bank IDA 16 2011).

Box 1 Indicators for measuring the progress of gender mainstreaming listed in the World Bank IDA 16 report.

IDA 16 Special theme: Accelerating progress on gender mainstreaming and gender related MDGs

Objective: Intensify support for the efforts IDA countries are making to promote gender equality.

Action: Implement and review progress on the Action Plan on Gender Mainstreaming and Gender-Related MDGs, including:

- 100 % of IDA CASs will draw on and discuss the findings of a gender assessment, which would be supported through the issuance of a guidance note on the WB gender policy, training for staff on how to mainstream gender issues in CAS and more robust corporate review of gender analysis of CAS by the Poverty Reduction and Economic Management Network (PREM).
- Proportion of gender-informed IDA projects (60%, currently 46%).
- Increase gender-informed IDA investments and monitor progress.

- Continue to track three indicators to measure IDA's support to gender-based country outcomes in:
 - percentage of safety nets projects designed to mitigate risk and vulnerability for women and girls;
 - percentage of agriculture and rural development operations that target women;
 - percentage of health projects that address high fertility and maternal mortality.
- Preparation of Regional GAPs.
- Implementation of the Reproductive Health Action Plan with a focus on 52 priority countries with high maternal mortality and total fertility rates, including 25 countries in the Africa Region.
- Completion of the forthcoming Education Sector Strategy and the subsequent implementation of a program of action targeting gender issues in high priority countries.

Product: Annual Gender Monitoring Reports.

Source: World Bank IDA 16 2011.

In the IDA negotiations, each Nordic country has its own delegate with his/her own instructions and mandate. The priority Nordic positions on policy issues are mostly coordinated, but there may also appear differing positions between the Nordic delegates on specific issues.

In 2011, the IDA16's focus on gender, fragile states and climate change and emphasis on results of the assistance, important for the Nordic countries, too, were welcomed in the AMs in April, and in September the WDR 2012 was strongly glorified by the DC.

Box 2 The statement of the World Bank Development Committee on World Development Report 2012 Gender Equality and Development in September 2011 meeting.

“We strongly welcome the WBG’s ‘World Development Report on Gender Equality and Development’ and its clear message that equality between women and men is smart economics and an essential ingredient in poverty reduction. We agree that the WDR has important lessons globally and that gender equality requires specific action from governments, the private sector and development partners. To this end, we endorse the recommendations for the WBG set out in the accompanying implications note and look forward to reviewing its implementation in a year. We urge the WBG to integrate further equality between women and men into its operations and reporting, working within its mandate and respecting national values and norms”.

Source: World Bank & IMF 2012a.

6.2.1.5 Trust Funds (World Bank)

The Independent Evaluation Group (IEG) in the WB evaluated the Bank's TFs Portfolio. In 2007-08, TFs accounted for about 11% of the total ODA and they now finance a substantial part of the WB's business. Contributions to the Bank administered TFs within the WB surpassed contributions to IDA already in 2008. The WB administers the largest amount of donor TFs resources of any development organization. Over the period 2002-10, donors contributed US\$ 57.5 billion to TFs operated by the World Bank. Their total TFs contributions exceeded their IDA contributions in each of the last three IDA replenishment periods covering the FYs 2003-05, 2006-08, and 2009-11 (IEG 2011, p. vii).

The Evaluation made recommendations to establish a kind of an umbrella facility which would provide a structured approach to fundraising and management of the large amount of TFs. In FY 2010, there were about 1 075 active TFs. They have introduced non-traditional ways of mobilizing finance and the scaling up of IDA operations, financing other investments or funding technical assistance to build up capacity. The resources provided have supported post-conflict countries which were unable to borrow from IDA or IBRD (IEG 2011).

The evaluation recommended the Bank to adopt a more structured and disciplined approach to the mobilization and deployment of TFs. For TFs other than FIFs, the Bank was proposed to consider adopting a three-pillar structure, consisting of country-specific TFs, global and regional partnership programs, and umbrella facilities (World Bank 2012d, p. 39).

All donor countries use TFs. There may be small technical assistance funds for implementation of specific projects or the donor country allocates money to large vertical funds, such as health funds. For the small countries, TFs provide an option to have on the development agenda issues important for them. TFs play an important role in expanding the Bank's knowledge work. For GAD programs and the Governance Partnership Facility, TFs have been combined with competitive awards to raise awareness of gender and governance issues in the Bank and in the development community.

The interviews conducted in the WB HQ showed that in general the TFs financed by the Nordic countries were seen to work very influentially by the Bank officials interviewed. The Nordic Trust Funds (NTF) supporting a knowledge and learning program to help the WB to develop human rights approach in promoting economic growth and poverty reduction (NTF 2010, p. 3) was said in the interview transcriptions to have a strong influence in education sector. It was the first time that the staff in the Bank started looking at the whole education system and reforming the education policies instead of implementing separate education projects. That required conducting a basic analysis of the functions and concrete operations of the education system and then preparation of a reform programme for the country. This was funded by the NTF.

As of October 2010, the NTF had received donor contributions equal to US\$ 11.1 million. The NTF supported the WB's South Africa country team in identifying opportunities to strengthen the work for GE (NTF 2010, p. 15-16). Finland's contribution in 2008-2010 to the NTF was 2.1 EUR million (MFAFi 2011f, annex).

Finland considers TFs important tools to influence policies of the WB. TFs give a good opportunity to focus on the issues important to Finland and to complement the core financing in the sectors seen important by Finland. Recently, the Finnish allocation to the WB TFs has increased. In the end of 2010 altogether 40 TFs received funding from Finland. The total amount of financing has increased from EUR 40 million in 2008 to EUR 47 million in 2009 and up to EUR 71 million in 2010. The increased volume is explained by the additional funding in 2010 to the biggest five TFs financing development assistance activities all over the world. In addition to the TFs funding, Finland allocated resources through IDA altogether EUR 56 million, thus totaling EUR 127 million in 2010 for WBG, the second IFI after the EU in terms of fund allocation of Finland for financing multilateral development assistance. Although the share of TFs allocation increased, and was higher than the core funding for WBG in 2010, Finland continues to emphasize the core financing of the multilateral development cooperation (MFAFi 2011f).

The NBC has the similar view, though there is no joint Nordic decision on how to approach the current developments of the TFs. In September 2010, NBC meeting the proliferation of TFs, and its effects on IDA, was discussed. Ideally core funding was regarded as preferable, but it is not always possible in the political reality where ODA needed to be spent on certain priorities. Ambitious targets for the special themes would help avert that, demonstrating what IDA delivers on particular issues of interest the meeting stated (MFAFi 2010b).

Norway is among the top ten donor countries to finance WBG TFs (World Bank 2012d, p. 16). It is obvious that Norway has used the channeling of funds through TFs as a very effective way of gaining more influence in the Bank. The Expression "Money Talks" was often used by interviewees in the Bank as a reply to the growing role of TFs. The so called issue-based TFs also permit a wide range of seminars and workshops to take place, often in the fund provider's country which in itself facilitates a fruitful dialogue and possibility of influence. In particular, TFs are valuable when used as catalytic "seed money" e.g. conducting the analytical work to explore the new areas of development. According to the interviewees, TFs seem to be very typically a national issue. It is country's money and does not necessarily go through any Board management structure. TFs are mainly focused on poor countries; middle income countries traditionally are not the recipients of TF resources. "Money, TFs and influence are linked, but it is not clear how effective and efficient it is to act through TFs", said one interviewee (Interviews in the WB 2011).

The Norwegian government, which has a long track record of supporting WB gender activities, initiated a TF for Gender Mainstreaming in the World Bank (GENFUND)

in 2001. The TF was designed to support strategic and innovative work on GE, with a strong focus on poverty reduction and an emphasis on activities that would produce good results and could be replicated (Milimo, Manchonga, Mushota, Lyangu & Ponga 2004).

TFs have also supported the implementation of the GAP 2007-2010, launched to help mainstream gender in the design of Bank operations, and provided complementary funding for the WDR 2012. The financial contribution to the GAP TF from Nordic countries amounted to US\$ 23.9 million or 63% of the total budget for the GAP in December 2010. In the program of Adolescent Girls Initiative (AGI), the Nordic donors' pledges amounted to US\$ 12 million or 58% of the total budget in December 2010. Direct funding support was also committed to fill an important information gap in the WDR 2012 on GE and development with respect to gender issues in 15 countries (MFASwe 2010b). Finland contributed to GAP with EUR 1 million in 2008-2010 (MFAFi 2011f, annex).

Another example of the Nordic collaboration in relation to the TFs is The Trust Fund for Environmentally and Socially Sustainable Development (TFESSD) established by the Norwegian Government in 1999. Finland joined this fund in 2002. The TF provides grant resources to mainstream environmental, social and poverty reducing dimensions of sustainable development into overall Bank work. A Reference Group of Norwegian and Finnish experts advises the Governments of Norway and Finland on the progress, direction and usefulness of the TFESSD, and assists in promoting a substantial dialogue between the WB and the Norwegian and Finnish Environmentally and Socially Sustainable Development communities (World Bank 2012e). Finland's contributions to this TF in 2008-2010 were EUR 4.5 million (MFAFi 2011f, annex).

The TFESSD was evaluated jointly by the Norwegian Agency for Development Cooperation (Norad) and MFAFi. The evaluation confirms the rationale of the fund, that is, with an appropriately designed trust fund mechanism and with relevant themes and criteria for project selection, it has been possible to influence the WB. Despite the small amount of funds allocated through the TFESSD compared the funding available from other TFs, and overall WB assistance resources, this TF catalysed and mainstreamed sustainable development approaches and practices in WB policy and operations. Several of the assessed country-specific projects have influenced country level policies and projects (Olesen, Hartoft-Nielsen, Dahl-Østergaard, Pannula-Toft, Nabulega, Davidsen, Farstad-Larsen & Mikkelsen 2008, p. 12).

The interviews indicated that at the WB board level there are different views on the TFs. Some of the interviewees stated being rather skeptical, as they suspect that TF financiers are trying to change WB policies through the back door. Others are worried for the fiduciary reputational risk for the Bank. The growing number of TFs clearly challenges the Bank's strategy formulation. Over 1000 TFs and contributions of nearly 60 billion dollars in 2008-2010, with new commitments every year, form such a

large part of the business outside the strategic overview, outside the Board decisions, that makes the setup really challenging. This is the reason for the ongoing TF reform to help to align the Trust Fund Agenda with the Banks overall Agenda and the ongoing discussions on the changes of the TF architecture (Interviews in the WB 2011).

6.2.2 African Development Bank

6.2.2.1 Board of Governors

GE was discussed in all AfDBG AMs during the study period including the discussion on Country Gender Profiles (AfDB 2006; 2007a; 2008; 2009b; 2010a; 2011; MFAFi 2007b).

In the 2006 AMs in Ouagadougou, the governors encouraged the AfDB to mainstream gender issues into development programming, as these issues were considered critical for development. In this regard, they applauded the appointment of two women as vice-presidents—out of five vice presidents—and encouraged the President to pursue efforts to ensure gender balance at all levels (AfDB 2006). The NIC raised GE in the constituency speech. The Bank's main focus in 2006 was on infrastructure, social sectors remaining less prominent (MFAFi 2006b).

The 2008 AMs in Maputo emphasized continued focus on the social sector (health, education), agriculture, and gender issues (AfDB 2008). During the Bank's 2010 AMs in Abidjan, a meeting was held on the implementation of the UN security resolutions on “Women in Fragile States: From Passive Victims to Active Agents of Change” (AfDB 2010a).

In 2011, in the AMs in Arusha, the President affirmed that the Bank was poised to assume a leadership role by promoting inclusive growth in Africa. In this regard, he recommended among others that actions should be taken to promote GE (AfDB 2011, p. 31).

6.2.2.2 Committees

According to the documents analyzed, the committee work in the AfDB seems to have different significance than in the WB. A permanent committee on decentralization was established in 2010 with the responsibility of implementing a comprehensive and transparent action plan to ensure reasonable performance on the decentralization (AfDB 2010b). No specific Committee for enhancing GE has been established, but the Working Group was established by the President focused on GE in 2008 (AfDB 2008).

The key for the gender issues is the CODE that has addressed also gender issues in its meetings. In July 2011 CODE discussed the Evaluation Synthesis report (AfDB 2012c) and made the following conclusions:

1. Bank does not have accountability and incentive system for gender.
2. Financial and human resources are insufficient.
3. Many gender related procedures and practices have been in use only ephemerally and then they have gradually declined in use.
4. The Bank lacks constant monitoring and evaluation of GE.
5. Gender should better integrated into new aid modalities.

The main achievement of the meeting was that gender was put back to agenda of the Bank after a relatively long practical absence, states the ED of NIC in his summary of the meeting (Pedersen 2011).

6.2.2.3 Executive Board (African Development Bank)

Most of the decision making also in the AfDB takes place in the Board of ED. The Board is made of 20 EDs, elected by the BOG for a period of three years renewable once. Regional members have 13 Directors while the remaining seven come from non-regional states (AfDB 2010b). The EDs have key role to promote gender mainstreaming in the Bank's projects. Only two out of the EDs pictured in the Annual Report 2011 were women, one of them representing NIC (AfDB 2011, p. x). The minutes of the meetings of the EB were not available for an analysis.

As in the WB, also in the AfDB, the EDs have a prominent role in advocating the GE in the Boards. The NIC had no specific yearly priorities for GE in 2006-2011. Based on the document analysis, it seems that the AfDB/NIC was less active in this area having no explicit gender policy or priorities.

6.2.2.4 ADF replenishments

The ADF 11th replenishment report in 2007 stated that to support gender mainstreaming, the ADF will:

- increase and enhance the use of Gender Profiles, especially joint gender assessments (with the WB and/or other partners in the field);
- increase sensitization and incentives of Board, management and staff at all levels to promote
- and mainstream gender-related issues;
- support capacity building for gender disaggregated data collection and reporting, including in project completion reports;
- enhance specialized staff capacity; and
- ensure more effective prior review of gender issues in individual operational proposals and incorporate appropriate components and monitorable indicators into project design (ADF 2007).

Instructions given by the NIC in 2010 for the 12th replenishment did focus on a number of different aspects such as private sector development, climate change, but

also on GE in particular through formulation of projects and strategies. Priorities in investments enhancing women's economic power were emphasized, as well as gender responsive budgeting and gender divided auditing in relation to budget support (MFASwe 2010c). These recommendations were reflected in the report of the ADF-12 as well as the ambitions to continue to develop gender profiles and tools guiding the integration of gender into all operations (ADF 2010).

6.2.2.5 Trust Funds (African Development Bank)

In the AfDB, the Nordic countries finance different projects and programmes through TFs. For example in 2007, the Nordic Trust Fund for Governance (NTFG) financed 12 activities for the amount of UA 1.3 million, in support of good governance and capacity building. Norway financed in 2007 from Norad Consultancy Trust Fund an update of the GAP and Denmark provided a socioeconomist/gender specialist in the African Water facility of the Bank. Finland financed a private sector advisor, water sanitation engineer, and a rural sanitation program under the Finnish TF (AfDB 2007a).

The resources of the Finnish TF with the AfDB are used for funding services of consultants and consulting firms in the areas of Environment, Climate Change, Adaptation and Mitigation, Science and Technology related to Renewable and Clean Energy, and Forestry Management (AfDB 2012d). In the AfDB, there was never a specific TF for Gender established. An initiative called "African Women in Business" was put in place in order to support women entrepreneurs in West Africa. The NTFG, established in 2002, has served to promote innovative activities in support of good governance carried out by local/national organizations, governments and non-governmental organizations (NGOs) in AfDB RMC. The NTGF has been used to finance activities which are not traditionally financed by the Bank's lending and grant instruments. It has also allowed strategic thinking in the area of governance and pushed boundaries in terms of needs and capacity problems in the public sector and civil society. Significant outcomes of this support have been the implementation of measures against corruption, credible audits and promotion of sound public finances (AfDB 2009c).

In 2011, the AfDB conducted an independent evaluation on the effectiveness of the TFs. The evaluation concluded that the strategic use of the TFs and linkage with the operational work as well as reporting of the results and the management need to be further developed (MFAFi 2011c).

6.3 Changing Gender Policies in World Bank and African Development Bank

This section describes how policy changes and actions related to gender policies of the two Banks were documented in the study material in the course of the years 2006-2011.

6.3.1 World Bank

6.3.1.1 From “women’s sectors to smart economic”

The idea behind developing a gender strategy paper in 2002 was to strengthen the country-level approach by introducing a new diagnostic tool CGA that, however, narrowed down the entry point for gender interventions into only those areas identified in a CAS (World Bank 2002a). This resulted in a rather restricted scope. The restrictions brought disappointment, as most often only soft, the so called “women’s sectors”- social and education – were identified and other areas of economic interest such as agriculture and infrastructure did not integrate gender in their procedures. The absence of explicit results framework translating Bank support for gender into specific gender-related outcomes also diminished the policy’s relevance.

In February 2006, a Consultation meeting with WB and UN representatives and around 120 policy makers all over the world, concluded the failure of the MDG intermediate target on diminishing the gender disparity in primary and secondary education, and strategic actions were proposed with a focus on women’s economic opportunities. Later the same year, the Bank launched a four-year GAP called “Gender Equality as Smart Economics” (2007-2010) where integration of gender into operations and activities in predetermined economic sectors of importance for women’s economic empowerment was emphasized (World Bank 2006a; b). It was not designed to replace the gender mainstreaming strategy, but rather to advance its implementation. The GAP aimed at intensifying the Bank’s efforts to promote women’s economic empowerment in the following economic sectors: labor, financial and agricultural markets and infrastructure (World Bank 2006a; NBO 2010).

In 2007, the Global Monitoring Report (GMR) of the WB “Confronting the Challenges of Gender and Fragile States” was published and broadly discussed in the DC among others (World Bank 2007a; World Bank & IMF 2012b). The GMR is an annual assessment of the contributions of developing countries, developed countries and IFIs towards the MDGs. The GMR 2007 highlighted GE and the empowerment of women to be important for basic reasons— fairness, equality of opportunity, and economic well-being. Increasing efficiency and achieving the full potential of men and women alike was considered a precursor to prosperity. The report revealed that, after concerted efforts, gender parity in school enrollments had been reached in 83 of 106 developing countries. Still much remains to be done, in order to build on these educational achievements to integrate women in the economy and in political decision-making. The report, therefore, made a strong case for deep involvement of the IFIs in monitoring access to opportunities and rights and voice and in helping countries with what the report terms as “smart economics” (World Bank 2007a). Denmark, Norway and Sweden of Nordic countries continued to support the mainstreaming gender issues in the Bank’s work (World Bank 2007b).

Between 2007 and 2010, the GAP sought to promote women’s access to jobs, land rights, financial services, agricultural inputs, and infrastructure. In 2007, the GAP

mobilized significant resources from both the Bank's own resources and donors. Under the GAP, US\$ 14.9 million was allocated in 2007-2009 to finance activities under its four windows which elicit substantial demand from Bank staff to engender Bank work in the economic sectors. 71 projects were selected from a total of 171 proposals submitted by Bank staff. The plan supported initiatives in 56 countries. Two strategic activities have been added to the original plan to expand economic opportunities for adolescent girls; and a two-year program of research and advocacy to include a gender dimension in Doing Business. The GAP has mobilized international political support which was endorsed by the DC in April 2007, by the German Chancellor in February 2007 and later in June 2007 also by all other G8 countries (NBO 2008; World Bank 2008a; World Bank & IMF 2012b).

The year 2008 was also marked by new commitments to women's economic empowerment and the launch of new GAP initiatives: the AGI and the Private Sector Leaders' Forum. The Bank's new commitments to promote GE were announced at a side-event to the 2008 Spring Meetings by President Zoellick, who also launched the AGI at an event on the sidelines of the 2008 AM in October (World Bank & IMF 2012b).

In 2008, the GAP expanded its country coverage from 56 to 72. As part of GAP's efforts to improve the collection of gender-disaggregated data, and further advance the agenda for women's economic empowerment, the Women's Economic Opportunity Index (WEOI) was developed by the Economist Intelligence Unit (EIU) in cooperation with the WB. This index provides countries with indicators to measure the business environment for women, evaluate how different indicators affect countries' performances, and even compare different regions and countries (World Bank & IMF 2012b).

The Annual Report 2009 of the WBG admitted that Africa lags behind at all levels for MDG target to Promote GE and empower women (World Bank 2009). The evaluation commissioned by the IEG of the WB covering the years 2002-2008, however, considered the Bank's gender policy sound and the attention to gender mainstreaming in Bank's support improved since 1990. In the latter part of the evaluation period (2006-2008), the implementation of 2002 Gender Strategy was concluded to have weakened. The evaluation recommendations emphasized the improvement of the institutional arrangements to ensure the accountability for gender integration for adequate financing and better integration of gender in CASs (IEG 2010). The report was presented to the EB in October 2009. IEG recommendations were well received by the Board and the Board requested Bank management to be proactive in ensuring proper implementation of the Bank's gender mainstreaming policy (NBO 2010).

By December 2010, the GAP had mobilized US\$ 70 million for 270 Bank operations in 80 countries. Monitoring showed a significant increase in the Bank's attention to gender (World Bank 2011b). The "GAP lessons learned" was published in 2010 with a plan that contemplated to derive an improved universal metrics for the Bank *to measure gender integration* that covers project and policy lending. Also, *sector-specific indicators that can easily be collected and reported by sex* were planned to be developed, and proposals

were made to improve the performance on GAD, to strengthen the implementation of the Bank's gender policy; lay a special emphasis on improving attention to gender in Bank instruments, i.e. CASs (World Bank 2010b). Also, the analysis of gender inequalities in Africa and of achievements and lessons learned in gender mainstreaming was conducted by the Resource Mobilization Department WB, which led to the selection of gender as a Special Theme for IDA 16 (World Bank IDA 16 2010).

The assessment of the progress made over the five years (2006-2010) in increasing the gender content of WB interventions, and in the institutional commitment to gender as a major development priority, revealed noticeable progress in gender mainstreaming. In Africa, 67% of operations were gender informed in 2010, compared to 47% in 2006. The social sectors still lead the way in the depth (level) of gender mainstreaming; however the rate of progress over the four years was greater in the economic sectors, suggesting that these sectors were 'catching-up,' though their higher growth rate may also be a function of their initial low levels. This monitoring result was consistent with the focus of the GAP and suggestive that the Plan paid-off, that is, that the GAP investments led to strengthening gender integration in the formerly mostly gender-blind economic sectors. Progress was particularly noticeable in Agriculture and Rural Development (World Bank 2011c; 2012a).

In 2010, the WBG published two specific gender-related reports. A report "Women, Business and Law 2010" presents a set of indicators based on the data from the on-line Gender Law Library, launched in October 2008 as a part of Doing Business Gender Project. The second report was WEOI launched by the EIU. In the same year donors suggested making gender one of the special themes for IDA 16 with the aim to raise the importance of gender integration in Bank operations and improve the monitoring of IDA-funded operations to measure gender results, as well as ultimately accelerate progress towards gender related MDGs. In March 2010 donors agreed to make gender one of four special themes for IDA16 (World Bank 2010b).

6.3.1.2 Transition Plan

Although progress had been made, the gender agenda had yet to be fully institutionalized and a number of challenges remained. Therefore, in 2011 the Bank launched Applying Gender Action Plan Lessons: A Three-Year Road Map for Gender Mainstreaming (2011–2013). Seeking to replicate and scale up some of the innovative mechanisms used in the GAP 2007-2011, the Road Map aims to direct more of the Bank's technical assistance, projects, and programs to improving economic opportunities for women.

The Road Map, called also Transition Plan (TP), focuses on key areas such as increasing women's economic empowerment, lowering maternal mortality, reducing gender disparity in education and social protection, and generating gender related data. A robust results framework was introduced to help to strengthen the Management's accountability and allow track the progress better. Four key elements of the Road Map made the difference compared to the previous action plans.

First, it proposes a robust results framework with specific indicators and targets that have been developed in collaboration with Bank Sectors. Second, it proposes to continue the focus on women's economic empowerment, based on both internal and external analysis, while also broadening the scope to support Bank efforts to respond to the situation of vulnerable boys and men, effectively addressing gender inequality, and to provide safety nets in response to crises. The plan proposes to expand the focus also to maternal mortality and reproductive health—issues with great impact on the MDGs and on long term development prospects. Third, the TP shifts efforts towards working more closely with clients through regular Bank operations. And finally, it seeks to secure adequate funding by a growing reliance on bank budget resources, while also seeking TF resources increasingly for initiatives that have a strong “public goods” rationale, such as knowledge creation and dissemination, in-country capacity-building and improving availability and quality of gender-related statistics (World Bank 2010a).

Management of the Bank highlighted six major differences between the GAP and the TP:

1. The GAP has relied on incentives for gender mainstreaming solely in the economic sectors, whereas the TP builds on the work that the Bank is doing both in economic and social sectors.
2. The TP has a results framework with three levels of indicators and targets which should help to strengthen Management's accountability for gender mainstreaming.
3. The TP strengthens gender integration into country assistance strategies.
4. The TP focuses on women's economic empowerment as an area where the Bank has a comparative advantage, but the range of topics has been expanded to include e.g. crisis responses and reproductive health that are relevant for the achievement of the MDGs.
5. The TP is more focused on working with clients than the GAP which primarily is targeting Bank staff.
6. The financing of the TP, unlike the GAP's financing, is routed in the Bank's core budget, although some activities are still planned to be financed through the TFs (NBO 2010).

In March 2011, a Special Theme “Accelerating Progress on Gender Mainstreaming and Gender-Related MDGs”, including the statement of multi-sector nature of gender issues and the need to scaling up gender mainstreaming, was approved by donors (World Bank IDA 16 2011). This designation helped accelerate the integration of gender into Bank operations and to expand the coverage of gender issues in analytical work and policy dialogue. The IDA results framework was planned to be strengthened and expanded to include indicators for gender priority areas, and IDA will implement an action plan to accelerate progress on the gender-specific MDGs (World Bank 2011b, p. 10).

The IDA report reminded IDA being the largest source of concessional finance for low-income countries and, therefore, it can play a critical role in investing in women's health, education and access to economic opportunities. It was also noted that gender inequalities can best be addressed when *both women and men are actively engaged in policy dialogue*. These Special Themes are an integral and complementary part of the IDA16 results package which includes the overarching pursuit to achieve and measure results (World Bank IDA 16 2011).

6.3.1.3 “Africa’s Future and the World Bank’s Support to It”

The Bank unveiled its new strategy for Africa in March 2011. The new strategy was prepared at a time with strong optimism with respect to the prospects for Africa, as indicated by strong economic growth and some reduction in the poverty rate over the last decade. The main challenges in Africa are found in the large number of fragile states where the MDGs seem far from attainable, the performance of the Bank's portfolio is lagging, and the governance and capacity problems are most pronounced. Improved agricultural productivity and more investment in infrastructure are the key parts of the strategy. The new Africa strategy will attempt to underpin country strategies with a multi-sector approach (NBO 2011b).

The new strategy “Africa’s Future and the World Bank’s Support to It” (World Bank 2011d) was constructed on two pillars:

1. Competitiveness and employment.
2. Vulnerability and resilience, and on the foundation – governance and public-sector capacity.

The first pillar (competitiveness and employment) includes the need for following actions:

- Closing the gender gap in girls’ education to contribute to women’s economic empowerment through increased participation in the labor market.
- The empowerment of women to accelerate economic development— e.g. as entrepreneurs and farmers.

The second pillar (vulnerability and resilience) points out importance of female reproductive health, as maternal mortality is the “neglected MDG”, with Africa accounting for 47% of global incidence (World Bank 2011d, p. 20).

The improved measurement of the results to be achieved is the clear change in the Africa Strategy 2011, compared to the previous programmes. The Mid-Term Monitoring Framework 2011–2015 of the strategy for accelerated growth and strengthened inclusiveness lists outcome indicators in relation to gender (Box 3).

Box 3 Outcome indicators in relation to gender equality in the Mid-Term Monitoring Framework 2011–2015 in the World Bank Africa Strategy.

1. Labor Force Participation Rate, adult, female (% ages 15-64). Baseline 2010: 61.2%. Projected: under development.
2. Maternal Mortality rate (number of deaths per 100,000 live births) (IDA 16 Tier 1). Baseline 2008: 650. Projected 2015:<500.
3. Gender Parity Index (GPI) (IDA16). Ratio of girls to boys in primary and secondary education, Gross Enrolment Ratio (%). Baseline 2008: 0.88. Projected 2015: 0.91

Source: World Bank 2011d, p. 44.

An implication of growing importance of gender issues in the WB's development assistance policy is the publication of the WDR 2012 with a lot of side events and actions combined to the process of the Report preparation. The WDR 2012 is the flagship of the GE development worldwide drawing the clear picture of the development in reaching the MDG3. It sets out the vision to further strengthen the GE policies in developing countries. The Report may be used as evidence based data set and a policy tool in preparing country policies and strategies. The preparation of the report and the draft report were widely discussed in 2010-2011 at different levels of the WBG management. The NBC as a group and the individual Nordic countries worked intensively to get the Report prepared and published.

6.3.2 African Development Bank

The commitment of the AfDB to promote gender mainstreaming as a means of fostering poverty reduction, economic development and GE on the continent was defined in 2001 (AfDB 2001). The Strategic Plan 2003-2007 guided the Bank's work until 2007 (AfDB 2002). It proclaimed support to be given to cross-cutting development themes including gender concerns. Special attention was given to facilitating access of women to land and improving GE in all aspects of rural development. A particular emphasis was placed on the gender dimensions of the HIV/AIDS pandemic. An increased consideration was given to women's participation in agriculture and in rural and micro-finance programs and the training of small-scale entrepreneurs (AfDB 2002, pp. 13-17). The Bank GE work was lead by the Gender Plan of Action (GPOA) 2004-2007 (AfDB 2007b).

GE was discussed in all Annual Reports of the study period 2006-2011 (AfDB 2006; 2007a; 2008; 2009b; 2010a; 2011) and it was referred by the High Level Panel of the AfDB in 2007 in relation to agriculture, said to have a strong impact on GE, given the key role to women (AfDB 2007c). The Annual Report 2006 mentioned human resources in relation to GE declaring the management's commitment to create a more diverse and balanced workforce in terms of geographical representation, gender, age, and language, as well as to mainstream cross-cutting experts. Gender mainstreaming was listed in the 2006 report as one of the core commitments and operational priorities (AfDB 2006, pp. 18-22).

In 2006, the guidelines for mainstreaming gender into the education and agriculture and rural development sectors were completed and two gender profiles (Namibia and Angola) were prepared (AfDB 2006). In 2007, the Bank Group conducted the mid-term review of its GPOA 2004-2007 to determine progress, gaps, challenges, and the way forward. The review highlighted areas where gender perspectives have been incorporated into the Bank's major thematic and sector policies. These include the micro-credit policy; human resource management policies and the integration of gender analysis into programming tools. The review also identified areas that required further action: scaling up the development of gender mainstreaming tools; putting in place a process to ensure staff accountability in gender mainstreaming at all levels; and ensuring gender-sensitive compliance (AfDB 2009a, pp. 4-5). Four Country Gender Profiles were under preparation (AfDB 2007d).

The AfDB proclaims clear commitments to a number of set targets in its MTS of 2008-2012 including higher ambitions to mainstream the key cross-cutting themes. Gender opportunity and equity must be a basic guiding principle for all its operations, it states. A more effective implementation of the GAP is underlined and new guidelines elaborated ensuring that gender issues will be fully embedded across the organization. The Strategy continues emphasizing gender mainstreaming in all the Bank Group's operations, and urges more strongly than did the previous strategy the Bank, to make a greater contribution to gender opportunity and equity as a basic guiding principle for all of its operations. The purpose was to intensify its mainstreaming of gender issues into the full range of its operational work, including through more effective implementation of the GAP. Specific gender guidelines for operational work were foreseen to be designed, and disseminated to all operations staff, with appropriate training provided (AfDB MTS 2008-2012, p. 22).

In the context of the ADF 12th replenishment cycle, the Bank has adopted a results measurement framework which will be applied across the Bank for reporting on results during implementation of the MTS. For this purpose corporate Key Performance Indicators (KPI) on gender were developed:

- percentage of Gender Mainstreaming in Operations (%) to increase from 0 in 2007 to 45 by 2012 and
- gender balance percentage among the Professional Level Staff to increase from the baseline 23 in 2007 to 34 by 2012 (AfDB MTS 2008-2012, p. 26).

These indicators are reported quarterly from sector departments to the Banks performance management group, which then prepares a bank-wide assessment to the President (NIO 2010).

The Mid-Term Review of the Bank's strategy concluded that the Bank has made notable strides in policy and institutional reforms to accelerate GE and women's empowerment. Gender sensitive performance indicators were included in all operations and the Bank elevated the gender and social development function to place it more strategically in the organization. In the review period (2008-2010), the Bank approved an UGPOA to strategically reposition the institution to deliver on its GE-related

commitments (AfDB 2009a). The Bank also undertook gender assessments in poverty reduction, health, and education projects, and a multinational study on gender-responsive budgeting. In addition, it finalized Country Gender Profiles for South Africa and Kenya and sensitized RMCs on the need to provide gender-disaggregated data at all levels. The Bank also engaged in partnerships to facilitate collaboration, coordination, harmonization and exchange of experiences and best practices on gender mainstreaming. In this regard, the Bank joined the OECD GenderNet and the Steering Committee for the upcoming Beijing+15 events. The gender balance among the Professional Level Staff was 27% in 2010 and gender mainstreaming in Operations 100% (AfDB MTR 2008-2012, p. 10).

In 2008, at an institutional level, the Bank approved a fine-tuning of its organizational structure, which resulted in the creation of the Gender, Climate Change, and Sustainable Development Unit, with a clear mandate to address these specific cross-cutting areas and accelerate their mainstreaming in the Bank's work. Through this mandate, the Bank intensified its focus on the gender agenda. The Bank's GPOA served as the key document for gender mainstreaming. In 2008, work continued on finalizing gender mainstreaming checklists for the infrastructure sector, as well as for higher education, science and technology and the health sector. Moreover, project-specific Environmental and Social Impact Assessments were reviewed by gender specialists to ensure that gender issues had been sufficiently addressed. The work also continued during the year in collaboration with the statistics function of the Bank, to support sex-disaggregated data collection and capacity building. The Bank was also represented at various key international meetings and conferences during 2008 that focused on the broad gender agenda (AfDB 2008).

The UGPOA intends to build on the lessons learnt from the mid-term review of the Bank's GPOA conducted in 2007, the Gender Equality Institutional Assessment conducted by the Canadian International Development Agency (CIDA) in July 2008, the conclusions and recommendations of the President's Working Group on Gender (September 2008), as well as several internal gender mainstreaming review notes. It outlines the gender mainstreaming and equality priority actions to support the priority areas of the Bank as outlined in the ADF 11 Deputies Report of December 2007 (ADF 2007) and the Bank's MTS (AfDB 2009a). The UGPOA, 2009-2011 was approved by the Board in May 2009 (AfDB 2009a). The main areas of intervention were:

- result-based focus on GE;
- transport and improved livelihood and participation of women and men in economic development;
- energy sector, clean energy and GE;
- water and GE;
- extractive industries and gender empowerment sensitization;
- women farmers and food security and farm input;
- women and micro-finance and small- and medium-scaled industry;
- health services and maternal health;
- higher education and GE.

During 2010, for the first time, the Bank included GE in its quality assurance and monitoring. In addition, following a trial run during the course of the year, the Bank developed a gender results tracking system which proposed GE as a new quality-at-entry standard. To assist its operations, the Bank produced three Country Gender Profiles and conducted assessments of gender mainstreaming in Social and Human Development, and gender-responsive budgeting. It also mainstreamed GE in some policies, including the Bank's new Energy Policy. Gender specialists in Operations and in Quality Assurance and Results Monitoring assisted in raising the quality of operations by participating in the project-cycle activities and other country dialogue work (AfDB 2010a).

In the area of partnerships, the Bank deepened its collaboration with the OECD/DAC gender network and organized among other the Africa Women's Economic Summit. The Summit is a forum for business women, bankers, and politicians to discuss the challenges and opportunities of expanding women's access to financial products and decision making. A Regional Development Banks network on gender has been implemented, and enforced attention has recently been put on Gender Based Violence, especially in Fragile States (AfDB 2010a; NIO 2010).

In 2011, in terms of the gender balance, there has been an increase in proportion of female employees in AfDB. In 2007, the gender balance index was 23%, in 2008 it was 24%, while in 2010 it was 27% and at the end of 2011 it was 28% of professional level staff. Altogether 55% of general services staff was female in 2011 (AfDB 2008; AfDB 2011, pp. 29-30).

Furthermore, during the period of this study (2006-2011), several tools to follow up the areas of intervention strategies have been introduced. Sector specific gender mainstreaming checklists for project assessments were elaborated and training sessions organized in topics such as: gender and agriculture, gender and infrastructure, gender and poverty reduction and gender and the MDG. Six gender mainstreaming checklists for various sectors, such as health, governance and infrastructure, to support the successful implementation of actions in the RMCs were prepared and published at the Bank's website. Altogether 28 Country Gender Profiles were prepared and the yearly gender statistics for Africa published in 2006-2011 that are available on the website of the Bank (AfDB 2012e).

At the Bank, there is still a need to work for re-enforcing a Bank wide ownership and understanding for many of the cross-cutting issues including gender. The Bank has tried to address this handicap by establishing special coordinating bodies that draw representatives from all complexes of the Bank to make sure that the new policies will be properly implemented and the departments of the Bank can improve their coordination and cooperation. This has been considered as a positive step, the results of which still remain to be seen (NIO 2011).

The NIO commented in 2011 that the core of the Bank's strategic focus is sound. There is no need to change the strategic priorities at the end of the MTS period in

2012. However, in the framework of the existing MTS, the Bank should consider putting particular emphasis on 2-3 issues as it responds to the changing context in Africa. For gender mainstreaming there seems to be great challenges. “A silo mentality is too strongly entrenched in the Bank’s way of organizing itself which has an impact on the Bank’s ability to deliver for example on important cross-cutting issues like gender” (NIO 2011, p. 3).

Although gender mainstreaming is mentioned in all Annual Reports of the AfDBG in 2006-2011, the documentation shows that GE still does not gain very prominent position in those reports. GE is included in social sector in the Bank’s sector definitions together with education, health, population, and stand-alone poverty alleviation projects, and gives the reason to believe that GE is not on the top in the decision making priorities of the Bank.

6.4 Nordic reflections in the policy and the decision-making in World Bank and African Development Bank

This section discusses how Nordic inputs in GE and other development themes were considered in the transcriptions of the interviews conducted in the WB and AfDB HQs in November-December 2011.

6.4.1 World Bank

The preparation of the WB GAP 2007-2010 “Gender Equality as Smart Economics” that was strongly financially and intellectually supported by the Nordic countries, in particular Norway, is an example of a process to influence the Bank to move forward in development of GE. Norway’s support was crucial in the preparation of the gender analysis for the basis of the GAP. It also shows how the current value order (value dominance) in the world defines the vocabulary of negotiations and argumentations. A saying “Language defines thinking” meaning that the words or the ways of speaking that dominate the discourses, also often dominate the thinking, and consequently people start to value the things expressed in the dominant language. What has this to do with the social and economic focus of GE in the WB? As the WB is traditionally considered as a strong economic global actor with an economic focus in alleviating poverty (cf. Kilby & Olivieri 2008), gender issues that are also traditionally kept as “soft social matters” could have been easily left out from the “Agenda of Importance” at the Bank. Within the dominating thinking “economy is the basis for the societies”, it seemed to be necessary that the gender issues were spelled out in economic terms using economic vocabulary.

Consequently, showing through the analysis how countries that have sound gender policies also have sound economic performance, seemed more convincing for the decision makers than relying –as was done before - on the human rights approach or moral aspects only in reference to GE (Interviews in the WB 2011). In this respect the Nordic countries run smart strategy on the one hand, but on the one hand they ac-

cepted along with the pre-defined economic language also the economic value dominance in development assistance, and in particular in enhancing GE.

It became clear that the general opinion among the interviewees in WB was that NBC, in particular Norway and Denmark, even outside the NBC, have been very active in pushing GE into the mainstreaming processes in the WB. As a consequence, the corporate policies of the WB have been gradually changed adding more emphasis on gender in all sectors of the development collaboration. The congruence between the Bank decisions and the Nordic Agenda is evident (Table 3). However, from the documentation it is difficult to assess how big the role of the NBC in comparison with the other constituencies has been for getting the gender as a special theme of the IDA 16 and a theme for WDR 2012. Still, the documentation shows that the Nordic priorities on GE are now reflected in the current gender policies both of the WB and AfDB (sections 6.1 and 6.3).

The interviews in the WB indicate that the Nordic countries have also been active in rearrangement of the allocation system in term of the balance between regional and performance based allocation to reach the right balance between needs and performance in development projects and actions. The interviews in the WB reported that the model of Nordic countries has been used as an example with the newcomers (e.g. Russia) on how the development assistance model of a country or a group of countries can be organized: having a multifold model with multilateral, bilateral and a mix of those two (Interviews in the WB 2011).

In the study material there is a lot of discussion and statements on the need to decentralize the policy development and implementation and delegate decision making power from the HQ to the field, to the countries where the development is being supported. Voice to Africa, good governance, and decentralization are also the Nordic priorities. The Nordic countries have in various African capitals their Embassies, which might have a role in supporting such development at the country level.

An indication of the strong Nordic influence in gender policies in the WB is also seen in the critical comments of a few interviewees on the “too much pushing” style of the NBO. This means that there are among the Bank staff opinions that the NBC is even too active in this issue. This is according to the interviews seen as one of the most extreme forms of tension between the gender agenda and the demands from the beneficiary countries. The Nordic values versus beneficiary countries’ own values sometimes confront in the minds of the representatives of the African countries, as stated in the interview excerpt (Excerpt 5, WB).

6.4.2 African Development Bank

Similar developments can be identified also within the AfDBG with the Nordic countries having been among the leading actors in pushing the gender mainstreaming higher in the Bank’s agenda. From the documentation it is again difficult to assess

how big the role of the NBC in comparison to the other constituencies has been for getting the gender as a special topic, as there is a wide diversity of the actors having the similar approaches, Canada to mention one of those actors. Also the spillover effect from the WB to the AfDB may have some influence that was not, however, the subject of this study.

The interviews conducted in the AfDB reflected the view that there are more policy statements than real activities in the countries. The interviews also indicate that the TF resources from the Nordic countries have been used effectively. The NTFG (2002) was seen catalytic, as it raised internal awareness of good practices in governance and was in no way a burden to the administration. On this basis one interviewee proposed the establishment of a Gender Trust Fund, although a few years ago there was an attempt to establish such a Fund. That time no donors were interested (Interviews in AfDB 2011).

6.5 Nordic Agenda – Nordic image as promoter of gender equality

This section answers the study question “What are the key characteristics of the NGA?” and “How NGA is reflected in the policies and decisions of the highest level decision making bodies in the WB and AfDB” stated by the study documents and reflected in the opinions of those interviewed in the Banks.

The analysis of the Nordic documents and the interviews indicate that the Nordic countries share a common understanding, values and jointly identified tasks to enhance GE in the developing countries. In the Nordic countries the policy executives have clearly recognized that by working together in Africa, the countries can better pursue common interests and increase their relative power within the international system. Systemic pressures for closer cooperation have translated into joint action in those areas that are valued in the same way in the participating countries. Poverty reduction and democracy promotion, including GE, are the core values of the Nordic development assistance. This is stipulated in the national policy documents of the individual Nordic countries (section 4.2.), and in the Annual Reports of the Nordic constituencies in WB and AfDB. A common understanding on the needs and priorities in enhancing GE became clear also from the discourses among the Bank’s staff derived from the interview transcriptions.

Most clearly the common position on approaches, point of entry and events, suitable for advancing GE, and the need for joint initiatives from the Nordic constituencies was made in January 2011, when a joint Meeting of the Nordic Constituencies at the WB, AfDB, Asian Development Bank (AsDB) and Inter-American Development Bank (IDB) (MFAFi 2011g) discussed on:

- how to advance the GE agenda in the Boards in a situation of shifting power and influence;
- how to influence demand for support to gender related work at the country level;
- how to deal with insufficient understanding of gender dynamics, particularly at the level of the household but also as a result of globalization.

The meeting noted that the WDR 2012 is very important in addressing trends, constraints and opportunities from a two-way perspective for the development of GE:

- the extent to which growth contributes to GE and development and the areas where the growth impact is the most pronounced; and
- the extent to which GE contributes to growth and development.

The meeting also stated that the Nordic and Baltic countries have been instrumental in securing broad based support for GE in the WB and a prominent position on the agenda of IDA16 – as a special theme, with a good strategic framework and a solid set of indicators for measuring progress on commitments. There is considerable potential for influencing and learning from WDR 2012, for the development community in general, concerning the normative, convening and implementing roles of multilateral organizations (MFAFi 2011g).

The interview transcriptions also indicate that the Nordic countries have come to be known on one hand as **strong actors in pushing GE into the agenda of IFIs** and on the other hand as **generous donors and active and constructive contributors** to international policy debate. They were even considered good global citizens (Interview Excerpt 1).

Interview Excerpt 1, WB:

“Economies of scale and scope are very important. That is the true justification for multilateral institutions. If we want peace, we have to collaborate. For that the Nordics have been extremely good global citizens. And may be on the forefront of what other countries are starting to do more and more.”

NBC in the WB was seen by the interviewees to be a **strong chair**, “like a parent” pushing the key issues, such as GE being proactive in other themes, too, such as fragile states, climate, cooperation with UN, budget support and transparency of governance. The **coordination** practices of the NBC were highly appreciated among the ED Board members and the Bank managers. A special strength of the NBC according to the interview transcriptions was its ability and effectiveness of **working together** and of **building coalitions** with other European countries, which was seen magnify its leverage. In the Bank, the NBC has a unified voice not only concerning the gender issues, but other development policies and actions as well. Also, Nordic countries were said to be very good in **negotiations and analytical work**, they are prepared for the meetings and they use to analyze things. Then “They come with the proposal and there is a consensus between themselves”.

Although NBC is a small constituency with the total voting power of the Nordic block being less than 10% of all votes (section 5.2.1), the reputational power of the Nordic countries seem to be stronger than the positional power especially in GE issues.

The documentation studied does not show any discrepancies between Nordic countries' statements on gender issues. Policy makers in different Nordic and Baltic capitals may, however, experience or interpret development in Africa in a relatively different way. This may affect their readiness to collaborate on African policy. Participating in African development may play a crucial role in enhancing a country's rank in the international pecking order, while for another country it may be much more centrally a development issue. Alongside these possible differences, there have been instances where the policy-makers have simply decided to go for it alone; Norway being an example in terms of financing special TFs. Norway's activity does not, however, contradict with the joint values and approached to work for GE in Africa.

Thus, the analysis of the study material showed that **there is a NGA** concerning the GE work in both Banks, that is reflected both in the gender policy documents of the Banks. This was evidenced in particular for the WB Gender Policies (Interview Excerpt 2). The Nordic Agenda seems to be a broad concept that is understood as a combination of national agendas, which are with a minor exception rather similar in all Nordic countries, and the reflection of the international women's movement through the last decades.

Interview Excerpt 2, WB:

"The Nordics are well-known for playing the role of the Good-doers with a focus on the soft issues such as poverty alleviation, social welfare, environment and gender. This genuine and constant agenda of the Nordics have influenced the Bank considerably over the years. The dry economic label which was prominent in the 80'ies is not the case any longer. Many of the normative aspects are taken on board and the awareness amongst Bank staff in these issues has increased substantially."

In more concrete terms, the NGA in the WB context is stipulated in the specific priorities prepared each year jointly by the NBC countries to guide the activities of the NBO in the WB (NBC 2006; 2007; 2008; 2009; 2010; 2011). In the AfDB, the NIC does not have a practice to formulate explicit priority lists on the GE enhancement.

Along with the shared values on developing GE in Africa, the Nordic countries share a lot of economic, human and social values and development approaches that may be interpreted as a **joint Nordic development agenda**. This agenda seems rather different from the dominant views of the African countries, as one of the interviewees put it into words (Interview Excerpt 3)

Interview Excerpt 3, WB:

“Within the WB context the Nordics talk about gender equality, good governance, climate change and energy, while the African countries talk about infrastructure and private investments.”

Based on the analysis, it is evident that NGA is reflected in the policies and decisions of the highest level decision making bodies both in the WB and AfDB. It has been successful in **broadening understanding on the linkages of different sectors** in the development cooperation. Although there is an image of the Nordic countries to promote soft sectors (Interview Excerpt 2), the Nordic countries themselves have systematically and consistently emphasized that gender issues or education should not be seen only as soft sectors, as they are hard in terms of influencing the economy of the country and welfare of the population.

The excerpts 3 and 4 reflect the opinion that the African countries do not yet – despite of much GE work - rank gender or social sectors high on their agenda, but prioritize infrastructure and private investments instead without linking gender issues to these sectors.

Interview Excerpt 4, WB:

“You push us to do ‘X’ everywhere, while there is in-consistency with the government of the countries we are trying to work with. We fund government expenditures and government programmes. To us much of the tension with your agenda is not necessarily that we disagree with the main elements of that agenda, but the consistency with the way you approach with us and the way we all believe we are supposed to work in the field.”

One interviewee compared the gender to the migration referring to Clemens (2011) latest research setting consideration for economists: development is people, not places, and therefore the focus should not be only on developing countries, but on people, also those living and wanting to work outside the home country (Interview Excerpt 5).

Interview Excerpt 5, WB.

“There is an issue as to whether the big emphasis on gender - noble as it may be - is taking away attention from some bigger issues, like migration. Very little research is done by the Bank on migration in comparison to gender issues, although it might be an option for development to open up some boarders. In Nordic countries this is a very sensitive issue”.

One interviewee commented: “Is there already a victory on this issue? Is gender now main streamed sufficiently? And is it the time for the Nordics to move forward?”

6.6 Modalities of influencing

This section describes the forms of influence by the Nordic countries revealed from the interview transcriptions.

Section 6.2 discussed the formal, positional levels of influencing, i.e. those formal structures within the Bank system that allow personal and reputational factors to take effect. This section discusses the modalities of reputational influence. The power to make a difference, to initiate changes is the combination of positional and reputational influence, is about having advocacy networks and the coalitions to influence throughout the soft power strategies.

The mixture of the decision making mechanisms in the IFIs makes it challenging to achieve justified and evidence-based decision making processes and results. Within the bureaucratic management structures based on the direct subordination it is clear that the top-management and the countries with the highest financial input have the strongest voice. Bureaucratic procedures prevail in most formal organizations, such as private enterprises, ministries and other government institutions. This is true for the WB and AfDB offices, too. Although the members of the Boards of Governors in the Banks are clearly most important political actors in the development assistance arena, and they exercise significant positional power in relation to gender policy in the Banks, their decisions are based on collaboration and expertise. The reputational influence plays here a crucial role, and it is very much linked with the ability to use the network resources.

Network as a resource is a symbolic utility where actors may have both positional and reputational resources. Within the network, individuals are able to influence, because they have resources embedded in 1. organizational position, because of 2. their own personal resources (e.g. charisma, education) or because of 3. their ties to others who also have resources.

The Nordic countries are big donors in comparison to the size (population) of the countries, but still their voting power is small, less than 10% in both Banks (sections 5.2.1 and 5.2.2), because the bigger European countries, Japan and USA allocating more resources and, thus, having more positional, official voting power. The interview transcriptions show, however, that small countries can influence when they act together and rely much on reputational influence producing analyses, formulating ideas and providing proposals. In addition to money, the changes in GE policies necessitate other resources as well: expertise, negotiation skills and collaboration.

The interview transcriptions revealed those modalities that showed to be influential in the constituency work in promoting GE by the Nordic countries. These include 1. shaping ideas, 2. initiating policy/strategy proposals, and 3. influencing others' proposals and policy implementation. Table 4 summarizes the findings on influencing modalities that are here described.

1. Shaping ideas by arranging multi-country consultation conferences and seminars is a typical influencing modality. The WB Consultation Seminar in 2006 “Promoting the Gender Equality Millennium Development Goal: The Implementation Challenge” and those actions and events that followed in 2007-2011 are an example of the long process of getting the issue on a visible agenda. The seminar brought together 120 policy makers, bilateral donors and multilateral agencies and NGO with a purpose to revitalize support for promoting GE and empowering women in line with the third MDG. The meeting listed most of the themes that are highlighted in the documents published in the later years up till 2012, when the WDR 2012 was published (Excerpt 6).

Interview Excerpt 6, WB:

“The contribution of the NBC has been instrumental in several areas including in shaping the WB’s support to the gender issue and mainstreaming that important issue into Bank’s operations. In fact they have been instrumental in bringing about the WDR 2012 on Gender. The same holds true for the operationalization of the 2011 WDR on Conflict, Security and Development.”

The professional work and expertise, which relies on a whole chain of staff in HQ and at the NBO, is highly appreciated by many Board members. At the end of this chain there are the negotiations skills of the chair which provide results.

2. Initiating policies. Updated Gender Policies have been initiated e.g. through organization of meetings in the ministries of individual Nordic countries and interactions with and visits of the development agency staff of the Nordic countries.

In the WB the negotiation abilities and skills of the NBC staff, in particular the ED, were highly appreciated by the interviewees. Among other the so called “like-minded countries” it was considered easy to align with the Nordics, as they were seen to be good performers, have no colonial strings, are consistent in pushing the soft agenda and keep good values at their heart. It was also expressed that the Nordics are reliable and would not change their position suddenly, which is often the case with other stakeholders, one interviewee in the WB said. Meetings of the President of WB and AfDB with the representatives of the countries and the constituencies are considered as an important forum to exchange views on future policies and strategies.

Although the Nordic aid administration is challenging due to many stakeholders (ministries in capitals, Nordic offices in the HQs of WB and AfDB, embassies in countries), the strategic directions are jointly prepared in the NBC and the priorities set on gender issues. The NBC practice to produce position papers was applied through the entire study period. Position papers are to reflect NBCs’ common position and provide a more in-depth analysis on a given topic. Non-papers are to provide relevant background on a given topic, reflect the different opinions and views among NBC and contribute to deeper analyses and further understanding. Such documents for the AfDB were not reported to be prepared.

3. Influencing others' proposals and implementation of policy is important in particular in the IDA replenishment negotiations. Participating actively in the discussions on the topics to focus on, and commenting the IDA draft report were seen crucial in influencing the outputs of the negotiations. The Nordic countries, in particular Sweden and Norway, have been active and a lot of those comments have been given on gender, and much of them were included in the report. The IDA-negotiations search a balance between the Bank getting funding, and the donors aiming at influencing the Bank policies and procedures (Interview Excerpt 7). The order of proceeding is that discussion at the negotiations is first focusing on the policies and the working mechanisms. Once a reasonable consensus has been reached on the policies, called "special themes" in the replenishment language, then the weight of the discussion can be shifted to funding and contributions. The pre-IDA negotiations that are held both separately with the Nordic countries and then together with the President are a visible part of the influencing package. There is plenty of influence, which is not visible in the official documents. By the time of the first negotiation meeting, when the WB introduces the "special themes" of the ongoing negotiations, a lot of influence has already been exerted.

Interview Excerpt 7, WB.

"It's a negotiation of you giving money and us agreeing to certain types of policy, or ways of delivering, or areas of emphasis."

The NBC is seen as very influential, because the IDA replenishment is very much a discussion around the deputies, and the deputies influence how the money that the Nordic countries provide is used.

The interviews confirmed that the most efficient way of influencing in the AfDB is through active participation in different working groups and committees as well as approaching management directly. Informal meetings at high levels, in particular when crucial information from field offices/Embassies is revealed, is of high value and can really make a difference. The traditional constituency breakfasts with the AfDB's President during the AMs are useful as well as the meetings with the High Level Panel.

The EB in AfDB is considered very dynamic, and a lot of interaction takes place before the Board meetings. Recently the method of informing different Board members in advance in order to avoid too much debate in the Board meetings was changed. The earlier routine made it possible for the management to lobby their project proposals to different chairs ahead of the meetings in the Board. These interactions enabled management to reach a higher level of already settled and agreed proposals. Now, the whole discussion takes place in the Board meetings which makes them longer and less effective, according to managers in the Bank. There is currently an on-going process of self-evaluation with an idea is to examine the work and procedures of each ED office in order to look into efficiency and effectiveness.

Table 4 Modalities of influence by the Nordic countries in gender policies of the World Bank and the African Development Bank by the type of influencing actor.

Type of Actor	Modalities of influence		
	Shape ideas	Initiate policies	Influencing others' proposals & implementation
Positional	<p>Speeches of Governors in High Level Meetings</p> <p>Informal discussions and presentations of ED's</p>	<p>Consultation meetings</p> <p>President meeting with countries and NBC</p> <p>ED negotiations with the Bank Management and other constituencies</p> <p>Position papers</p>	<p>Coalitions for Board and DC meetings</p> <p>Arrangement of joint financing</p> <p>Joint strategy for replenishment negotiations</p> <p>Agreements between the Nordic countries in advance for the key issues</p> <p>Arrangement of joint financing</p>
Reputational	<p>Consultation seminars and conferences</p> <p>Professional work, expertise, research, analyses</p> <p>Communication</p> <p>Public Relations & Marketing</p>	<p>Interaction with and visits of development agency/administration staff</p> <p>Liaison & network with powerful NGOs and women's movements</p> <p>Discussions with the recipient countries</p> <p>Advocacy networks</p>	<p>Expertise during the replenishment negotiations, e.g. commenting draft proposals and draft reports</p> <p>Networks and coalitions with other constituencies</p> <p>Activity of Nordic office, in particular of ED in liaison</p>

Liaison and networking was seen as strength of the NBO by the interviewee in the WB. The NBO, represented by an ED, has a good track record of being very active and efficient in liaison and networking. This was a general comment from many actors interviewed. The chair of the NBO has a reputation of being very pro-active and keen to liaise with management of the WB as well as with other constituencies. The pragmatic approach of the NBO, which includes the whole office, is also regarded effective. Another important issue is the image of consistency. The fact that the Nordics have been represented in the same constituency for a very long period reinforces

it substantially. Many of the other chairs in the Board have quite a mix of countries which makes it more complicated to find consensus in critical issues.

As in all social interaction human factors, in particular the activity of the EDs, are crucial in promoting the Nordic views in the IFIs. Pro-activity combined with the high motivation for the improvement of GE topped up with strong knowledge base leads usually to the support also from other constituencies. The interviews revealed that also the Governors and EDs representing other governments – both donor and borrowing countries – are seen as significant players to get the Nordic views to the Agenda of the Boards indicating that the Nordic countries are capable to build coalitions and alliances. Norway has been very active in influencing that the WB leadership gives higher priority to gender issues also in the internal culture of the Bank, its operations, and in its dialogue with partner countries.

Effective communication and marketing of the ideas and new approaches among the stakeholders, and wider in the society, is significant in getting the ideas step by step into the agenda of the highest decision makers. Interestingly, this was not discussed at all in the interview transcriptions, although it is one of the basic elements of the influencing processes.

6.7 Coordination mechanisms of the constituencies

This section gives a summary of the coordination mechanisms described in the study materials.

Coordination mechanisms support interaction with the members of the Constituencies to form joint positions or instructions to be delivered by EDs in the Board and other meetings of the WB and AfDB.

In the WB, aid administrations at HQ in Nordic capitals are consulted by the NBOs when necessary, and the Embassies of all the Nordic and Baltic countries abroad take an active part in the dialogue. The Embassies abroad may form an alliance and submit coordinated replies on relevant topics such as country assistance strategies or other themes. Instructions to guide the NBO in Washington, when exercising its representation in Board meetings, steering committee meetings and other forum of the WBG, are regularly sent through a coordination mechanism. The coordination is managed through a network which links all the actors using a common web-based information system.

In addition to the AM, there are two NBC meetings in capitals and two others for the preparation of the spring and AM of the WB. These meetings are for discussion to reach the common policy options for coordination and decision making on the joint Nordic actions and procedures. For example the content of the joint speeches by the NBC to be given in the AMs, the strategy papers, financial arrangements and the work plans are the subject of the meetings (e.g. MFAFi 2010b; MFAFi 2011d).

The venues of the Nordic-Baltic meetings circulate regularly from capital to capital. A draft instruction shall be based on guidance from the NBO with suggested positions. Draft instructions are then sent to all capitals for comments. A schedule looking three months ahead, indicating topics and country issues which will appear on the Board, is updated and circulated to capitals every two or three weeks. The schedule gives information on when these prioritized issues will show up. When the topics finally are listed for a board or committee meeting, there is less time to act. The procedure foresees that a first instruction will be sent out to capitals at the earliest opportunity but not later than five weekdays prior to Bank discussion, provided that the relevant Board document has been made available. A final instruction should be sent to the NBO no later than three days before a Board or Committee meeting (Interviews in the WB 2011; MFAFi 2010b).

In the AfDB, the coordination mechanism is less formal than the setup for WB instructions. The NIO in Tunis goes through the agenda of the Board and selects topics of interest and forwards these to either Embassies or Nordic capitals. The NIO is responsible for making these selections and also for the report writing. India does not participate much in the coordination, although they have four officers in charge at the Ministry for Foreign Affairs in Delhi. Every week, on Monday mornings, there is a telephone conference with all the Nordic capitals and the NIO where preparations and topics are settled in relation to the records.

The constituency holds the coordination meetings similar to the NBC meetings (e.g. MFAFi 2006c; 2007c; 2007d). In 2009, Finland launched the idea of a joint Nordic speech at the AM of the AfDB that was later agreed to be a speech of all constituency members (MFAFi 2009d).

At this moment there apparently is no strict form to regulate how instructions are sent, however, there is a general high level of coherence among the Nordics and it is quite obvious what kind of policy issues are pushed. According to the interviews, there is a very high level of team spirit in the Nordic cooperation within the AfDB. The ED sends regularly Reports to the NIC members to the capitals (e.g. MFAFi 2011h).

The effective Nordic-Baltic cooperation in the WB context meets sometimes **institutional constraints** (or, more specifically, different bureaucratic set-ups, 'national policy styles' and institutional approaches). For example, the time required for the decision making e.g. when preparing the instructions for the NBO, takes different amount of time and effort in the countries. The study did not assess the mutual trust between the civil servants of participating constituency countries. Although there seem to be a rhetorical readiness to collaborate, in practice it seems that e.g. the preparation of the instructions, despite the clear guidelines, are sometimes late, thus, not always allowing present a well-prepared joint statement on development issues to be discussed in the Boards (Interviews in the WB 2011; MFAFi 2010b).

6.8 Challenges for gender mainstreaming – results of evaluations

This section summarises the main conclusions of the evaluation synthesis “Mainstreaming Gender Equality: A road to results or a road to nowhere?” (AfDB 2012c) and highlights the recent gender evaluation results from Finland.

6.8.1 Results of the African Development Bank Synthesis Evaluation

A comprehensive assessment of 26 gender evaluations selected from approximately 100 evaluations conducted by donor agencies between 1990 and 2010 was published by the AfDB in 2012. The main conclusions listed in the synthesis report are:

- Leadership has not consistently supported or prioritized gender mainstreaming in policy or operations, resulting in what has been widely described as “policy evaporation.” Mainstreaming requires that organizational culture breaks with old ways of thinking and acting, and accepts and acts on new concepts. A key challenge to mainstreaming GE has been the failure of senior management of donor organizations to move beyond policy rhetoric and actively commit to the concept, to put in place the organization-wide systems and resources necessary to make gender everyone’s business.
- The lack of accountability and incentive systems is a key factor limiting the integration of GE into organizational processes and interventions. Financial and human resources have not been sufficient to enable effective mainstreaming of GE within donor organizations and interventions. Mainstreaming calls for financial and human resources. Donor organizations have not devoted sufficient resources to support mainstreaming GE; and this lack of resources is largely a symptom of the lack of leadership focus.
- Many of the procedures and practices introduced, following the adoption of new gender policies or strategies, have been actively pursued for only a short period before gradually declining in use. The most common technical responses to support mainstreaming have involved developing procedures and practices such as GAPs, gender analysis, toolkits, manuals, checklists, and staff training. Most of them are not used systematically because of the lack of rules mandating their use or incentives.
- Results reporting and learning have been seriously challenged by inconsistent monitoring and evaluation of GE. In addition, gender is often included in project design to satisfy bureaucratic requirements for approval and then dropped during implementation when the operation focuses on the main priorities of the intervention.
- Integrating GE into new development assistance modalities, such as general budget support and sector-wide approach (SWAp), presents many new challenges to donor organizations, as gender is not being mainstreamed systematically in these interventions. SWAps focused on the education, health, and social safety net sectors report better integration of gender concerns than other sec-

tors and types of modalities, but again, these are the sectors traditionally associated with women.

- There are also challenges on inconsistent ownership of gender within partner governments and the lack of donor harmonization around gender issues, resulting in an inconsistent focus on gender in the policy discussions (AfDB 2012c, pp. 32-34).

The evaluation synthesis suggests four options to address the gender mainstreaming challenges:

1. Gender focusing approach would focus on those sectors where GE has made some progress, and create linkages with related sectors. This would continue the traditional emphasis on education and health SWAs and interventions. Donors could then work with partner governments to add additional entry points for gender in other sectors, such as improvement of labor market policies to break down gender-based discrimination in private sector development and the investment enabling environment, as part of an intervention strategy designed to increase market competitiveness and economic development.
2. WID Plus-option would make this approach strategically explicit, building on the experiences that have delivered results, but incorporating more fundamental analysis of gender power structures, with the intention of positioning interventions to empower women economically and politically.
3. The increasing use of new aid modalities has created an additional set of challenges for integrating GE into interventions requiring policy dialogue on GE in new aid modalities.

Within the context of option 1, donor organizations and partner governments could enhance the consideration of GE and women's empowerment by focused policy dialogue and development in key sectors. In this regard, policy-based lending could be used to enhance gender dialogue around reforms. SWAs could continue to build from a position of strength in the education and health sectors to support longer term enhancements in human capital and equitable economic development.

4. Improving results reporting and learning through more systematic integration of monitoring and evaluation is necessary. Gender could be integrated more broadly across all evaluative activities to uncover unintended results, enhance cross-sectoral learning, and reduce blindness (AfDB 2012c, p. 35-36).

The synthesis also proposes specific good practices to improve the quality of GE work:

- Linking accountability to the implementation of measures to support GE, so that senior and middle management are directly responsible for implementation and results. At the country level the use of nationally recruited gender specialists has resulted in greater contextual relevance of GE programming.
- Gender will need to be included in staff performance evaluation systems to ensure that mainstreaming procedures are supported with regularized action.
- Follow-up mid-term reviews and/or annual performance reports to keep the pressure on management may be a strong push to management on mainstreaming.

- There is a need to apply good experiences from the education and health sectors more broadly to other sectors. However, given the challenges of taking a broad mainstreaming approach, a good practice would be to focus on one two additional sectors, in line with resource and leadership commitment (AfDB 2012c, pp. 34-35).

6.8.2 Finnish experiences

An evaluation of the Cross-cutting Themes in the Finnish Development Cooperation was conducted in 2008 with an objective to provide information on how and to what extent the cross-cutting themes (human rights, women's rights and GE, democracy, good governance and rule of law) have been integrated into Finland's ODA. The Evaluation indicates that Finland has over the years consistently advocated cross-cutting issues in the international organization, including UN agencies, the WB and other international development banks. The evaluation concludes that Finland has had a particularly high profile regarding the rights of women and gender and social equality (Kääriä, Poutiainen, Santisteban, Pineda, Chanda, Munive, Pehu-Voima, Singh & Vuorensola-Barnes 2008, p. 66).

The Evaluation stated that the rights based approach which has been a basic principle of the Finnish development policy since 2004 has hardly been applied in practice and that the strong commitment to mainstreaming of cross-cutting issues has led to a dilemma, particularly as regards women's rights and GE. Mainstreaming has given a pretext to cut and reduce financing to specific programmes that have women's rights and GE as the main objective of the programme (Kääriä *et al* 2008, pp. 71; 76).

The synthesis of evaluation prepared by Caldecott, Halonen, Sorensen, Dugersuren, Tommila & Pathan (2010) summarized the results of 22 evaluation reports of Finnish ODA funded activities that were commissioned by the MFA in 2008–2010 and carried out by the decentralized evaluation function (Caldecott *et al* 2010, p. 21). The authors conclude that with the partial exception of gender, there are no systematic or obligatory practical arrangements by which the cross-cutting themes are embedded within Finnish activities. Thus, they are only patchily considered at the early stages of project identification and design, which are the key stages at which to influence activities. Patchiness comes from the fact that, in the absence of more robust procedures, desk officers are crucial for maintaining focus, yet have varied personal interests and skills and are frequently rotated to different responsibilities (Caldecott *et al* 2010, p. 24). Progress is nevertheless being made, especially on gender. There are new gender guidelines for the concessional credit unit, a 'gender ambassador' to promote mainstreaming, gender training is available, and Terms of References are increasingly taking gender explicitly into account (Caldecott *et al* 2010, p 73).

The study on "Finnish added value in aid effectiveness", conducted by Koponen, Suoheimo, Rugumamu, Sharma & Kanner (2012) concluded with a question on whether GE has remained an unrealized potential. The authors summarize the views of relevant policy documents and development co-operation reviews as well as the

interviews with MFA staff and different counterparts in Finland's long-term partner countries. The interviewees pointed out that despite the 'right discourse' and perceived commitment, what Finland has been lacking is pragmatic leadership and re-sourcing to put this commitment into action. Koponen *et al* (2012) also argue that despite of a long policy commitment, Finland's development co-operation programmes and projects obviously are still run by different priorities, sidelining or diluting GE objectives resulting to the "evaporation" of gender commitments at political, organizational and operational levels (Koponen *et al* 2012, p. 38).

Caldecott *et al* 2010 referring to the progress made up to day recommend among others operational and managerial improvements in the areas of mainstreaming the cross-cutting themes, which demand their inclusion as themes within Finnish partnerships, development of a mandatory step early in activity design where they must be considered and appropriate measures specified, and the use of knowledge systems to make it easier to access and share information on these matters among of officials and other development actors. The flow of good ideas was recommended accompanied by the means to put them into effect, in the form of government support, organized community activism and/or the flow of financial capital (Caldecott *et al* 2010, p. 114).

There are a number of good examples of GE work in the Finnish development co-operation. The evaluation of Finnish country programmes with Nepal, Nicaragua and Tanzania over the past decade assessed among other how cooperation contributed to promoting the cross-cutting themes of Finnish development policy. The summary of three evaluation reports shows that the situation on cross-cutting objectives in development is fairly good in Nicaragua and in Nepal, but nearly impossible to detect in Tanzania. In Nepal, GE and social inclusion are embedded in the education SWAp and in the environmental and water, sanitation and hygiene interventions through deliberate gender equity and social inclusion strategies. Interventions have raised awareness widely among stakeholders. In Nicaragua, gender equity, sexual and other health-related cross-cutting themes are fully integrated within the Finnish-supported health/gender SWAp, supplemented by sectoral projects and funds, and the rural development SWAp also has projects that emphasise gender. In Tanzania, the cross-cutting themes are mostly treated as issues of peripheral rather than central importance, and impact is accordingly limited (Caldecott, Hawkes, Bajracharya, Van Sluijs, Aguilar, Valjas, Killian & Lounela 2012, pp. 6-7).

Moreover, the Western Kenya programme evaluation shows that Finnish investment has had a substantial impact in GE through empowerment of women which has been enhanced through their direct involvement in the management and income generating dairy activities and in the management and operation of health facilities and water supplies. An appropriate gender policy was seen as a key factor promoting sustainable development in GE contributing to empowerment of women at the programme level as well as influencing national policy and societal attitude change toward women (Weir, Notley & Katui-Katua 2009, pp. 23-24).

In Finland, the evaluation recommendations have been recently taken into account by the government when preparing a new development assistance policy. The new Fin-

land's Development Policy Programme lists GE, reduction of inequality and climate sustainability as the cross-cutting objectives to be promoted in all development policy and development cooperation through mainstreaming, targeted actions and policy dialogue as well as communication in bilateral, multilateral and EU cooperation. The integration of these cross-cutting objectives in all development cooperation activities is a binding obligation, deviation from which must always be specifically justified. Cross-cutting objectives will be promoted by means of training and guidance, by developing effective and practical tools for each cross-cutting objective, as well as by utilizing Finland's previously acquired comprehensive expertise in cross-cutting objectives (MFAFi 2012, p. 23).

6.9 Country case: Zambia

This section reports a country case study describing how GE is discussed in the WB Zambia CAS 2008-2011 (World Bank 2008b) and the selected evaluations and assessments.

A central role of gender in poverty reduction and development has been articulated through various WB documents one of them being "Integrating Gender into the World Bank's Work – A Strategy for Action", 2002, which highlights lost development opportunities as a result of gender exclusion, and obviously was assumed to influence the CASs (World Bank 2002a; section 6.3.1 of this report). This section summarizes the observations of five country reports on development of GE in Zambia within the WBG (Milimo *et al* 2004; World Bank 2002b; 2007c; 2008b; 2008c) and draws the conclusions on the links between the WB Gender policy changes and gender issues raised in the Zambia reports studied.

"The Zambia Country Assistance Evaluation", 2002, focuses on the development effectiveness of the WB's program in Zambia from 1996 to 2002. The report touched GE only by referring to Social Fund's activities for empowering community groups and encouraging gender-balanced participation and reporting gender disparity in primary and secondary education with reference to MDGs to eliminate this by 2005. Interestingly, a reference was made to Finland's development programme in Zambia with one of the goals being improvement of GE (World Bank 2002b, pp. 17; 50; 69; 107).

Gender was acknowledged both as an economic and social issue by "Zambia Strategic Country Gender Assessment" report, 2004. The assessment's finding were:

1. Gender is an economic issue in Zambia, given the different roles men and women play in both household and market economies. Women tend to predominate in agriculture and micro-enterprises, as well as in household tasks, while men dominate the mining sector and small/medium enterprises. The resulting gender-based disparities have important economic costs to households and the nation.
2. Women suffer from time poverty as a result of the combination of productive and reproductive tasks they are responsible for: they work 12-13 hours/day compared to men's 6-7 hours/day.

3. The legal framework in Zambia is discriminatory against women.
4. Human development indicators in Zambia are deteriorating, while gender disparities in human development persist, especially in higher education.
5. Poverty has gender dimensions, including isolation, powerlessness and vulnerability. Low participation in decision-making at all levels has serious implications for women's empowerment and poverty reduction, compounded by time poverty and their double workday.
6. HIV/AIDS has gender differentiated risks and vulnerabilities where more young women than men in their age group get infected and older men catch the virus. Gender-based violence is both fuelled by and is fuelling the spread of HIV/AIDS (Milimo *et al* 2004, p. ix-x).

Based on these findings the report made a set of recommendations for interventions with the challenge to help the country go beyond rhetoric and really integrate gender at the policy and actions. The recommendations listed in the report are:

Prestige over gender equality work

Gender concerns are often trivialized in key negotiations between the Bank and client countries. In order for **gender to be appreciated as a development tool**, the WB and other development partners can help in the following ways:

- Ensure that CAS and other assistance programs capture gender in a meaningful way for mainstreaming it in core macroeconomic activities.
- PRSPs need to be more gender responsive.

Engendering the PRSP implementation and review process

- The PRSP secretariat needs to work with sector gender focal points to ensure that gender is captured during the implementation and review process.
- Monitoring and evaluation mechanisms need to be put in place.

Equality in access and control for increased production

- Revisit the conditions attached to the land reform to make access and ownership by women possible.
- Through civic education, train small-scale men and women farmers in how the market operates.
- Provide or increase credit access and availability to women farmers.

Ease women's time poverty

- Invest in appropriate technology aimed at easing women's food, water and fuel wood provisioning responsibilities (Milimo *et al* 2004, p. 70).

“Zambia - Poverty and vulnerability assessment” was prepared in 2007 reviewing the situation of girls in education and women in rural work and health sector. The result repeated the main findings of the “Zambia Strategic Country Gender Assessment” report, 2004 (Milimo *et al* 2004; World Bank 2007c). A Policy note “What Are the Constraints to Inclusive Growth in Zambia” that summarized the views on growth gave no reference to GE, even the word gender or women was not mentioned in the

report at all. Instead the policy note stated: “For Zambia to stay competitive and sustain the growth momentum, it will be critical to improve productivity - including the productivity of its labor force, and to lower indirect production costs related to basic services” (World Bank 2008c, p.6).

To analyze how these assessment reports were taken into account in the CAS “The Country Assistance Strategy for the Republic of Zambia” for FYs 2008–2011 (World Bank 2008b), all statements on GE were retrieved from the CAS to review how they linked to the previous assessments. The results indicate that the links were very weak with the 2004 Country Gender Assessment (CGA).

First, the CAS was said to be closely aligned with the government’s objectives, with two areas of special emphasis: expenditure management and investments in infrastructure that will increase economic opportunities for all Zambians. The mission statement included reference to gender:

“By 2030, Zambians aspire to live in a strong and dynamic middle-income industrial nation that provides opportunities for improving the well-being of all, embodying values of socio-economic justice, underpinned by the principles of (i) **gender responsive sustainable development**; (ii) democracy; (iii) respect for human rights; (iv) good traditional and family values; (v) positive attitude towards work; (vi) peaceful coexistence; and (vii) private-public partnerships” (World Bank 2008b, p. 1).

Second, in the section titled Social Conditions of the CAS, the strategy states that while Zambia is making progress in several areas, achievement of the MDGs remains a challenge. Zambia will almost certainly meet the targets for attaining universal primary education and gender parity. However, it is unlikely to achieve targets on maternal mortality, infant mortality, halving poverty and environmentally sustainable development (World Bank 2008b, p.3). Furthermore, gender discrimination was discussed in the CAS and the so-called feminization of the AIDS epidemic was considered evident in Zambia, as more women than men have become infected, caused to a large degree by gender-based violence. Women’s lack of access to education, employment and decision-making power was mentioned (World Bank 2008b, p. 15). Women’s participation in decision making, however, was appreciated, as it has been increasing steadily (World Bank 2008b, p. 15).

Third, the government indicated that it would prefer to use the scarce IDA resources for financing infrastructure and will finance social sector interventions either through its own resources or through grant financing. These included several big multilateral organizations and Sweden, Norway and Denmark and Finland, among other individual donor countries (World Bank 2008b, p. 33-34). This can be interpreted as a sign of a low priority given to gender in Zambia CAS 2008-2011.

Fourth, as an input into the preparation of the CAS, approximately 325 stakeholders of the WB in Zambia provided their opinions on the Bank’s assistance to the country by participating in a client survey in June 2007. The result, summarized in

Figure 2, shows that GE was ranked very low both on axis of WB performance quality and importance of the issue. The figure gives an illuminating explanation on why it is so difficult to mainstream GE in development assistance (World Bank 2008b, p. 38).

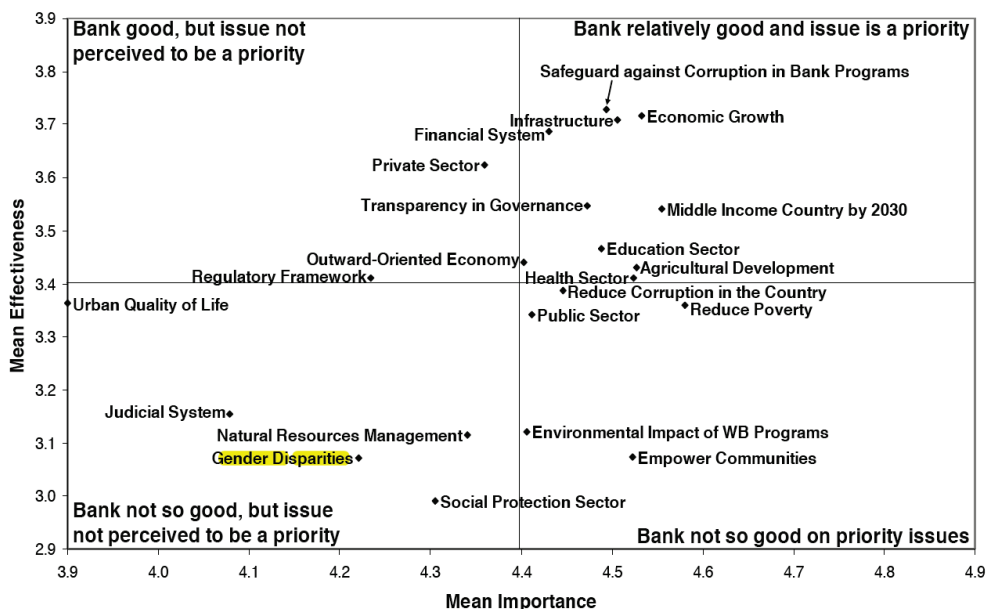


Figure 2 Summary of consultations related to the Zambia Country Assistance Strategy.

Source: World Bank 2008, p. 38.

In addition, in the WB CAS Program 2008-2011, gender gap was mentioned within Education and Skills Development with no specific results framework. Denmark, Finland, Norway and Sweden were listed as UN System partners working on improving Public Sector Management in Zambia, but no specifically on gender issues (World Bank 2008b, pp. 49; 73).

As a conclusion it can be stated that the “Zambia Strategic Country Gender Assessment” 2004 and “Zambia - Poverty and vulnerability assessment” 2007 clearly explicated the consequences of gender inequality. Despite of this, the reports had very little reflections in the CAS 2008-2011 as shown above. Today, however, almost all those issues that the assessment 2004 raised are today on the WB’s gender agenda. This indicates that the multifaceted process of GE work goes on several levels simultaneously. Despite the minor direct influence of the CGA 2004 to the Zambia CAS 2008-2011, it may have influenced in raising the awareness in gender issues in general. Yet the progress is – at least in this case it was – very slow.

It is obvious, that gender and human rights issues are not always welcomed by the borrowing African countries, which was confirmed in this study also by the interviews

in the Banks (section 6.5). The argument on low priority of GE in the development plans of the countries was often used as an excuse for managers in the Banks when not including gender issues in a certain program or a country strategy. This excuse was removed, however, when initiatives were introduced through other forms of support, such as TFs, secondments, additional funding, rewards etc.

7 CONCLUSIONS

7.1 Policy Dimension

7.1.1 Nordic influence - progress in gender mainstreaming

Despite the slow progress of gender mainstreaming in development assistance, this study showed that the Nordic and Baltic countries together with Switzerland and India influenced the WB and the AfDB decision making for improving GE in Africa. The successful Nordic actions to push preparation of the WDR 2012 on gender and development demonstrates that GE gains now more attention at the highest level decision making in the WBG.

During the study period, gender mainstreaming as one of the key cross-cutting themes in the Bank's policies was strengthened, which was reflected also in the latest IDA 16 decisions in 2011, as GE was selected to be one of the Special Themes of the replenishment period 2011-2014. The policy shift was the result of many forces including Nordic influence through the actions documented in this report. The AfDB gender policy was also strengthened with more women being involved in the Bank's actions. The Nordic reflections, however, were more prominent in the WB actions.

It is obvious that a relevant, well-prepared GE policy is now in place in both Banks. It is the implementation that needs to be further strengthened. Nevertheless, there are encouraging signs of progress. The gender content of the WB interventions and the institutional commitment to gender have been increasing: 67% of operations were gender informed in 2010, compared to 47% in 2006.

7.1.2 Development paradigm and gender

The multifaceted reasons for the slow progress of gender mainstreaming are related to the explicitly expressed "heavy" factors (legislation, financial and administrative structures) as much as the implicitly influencing "light" factors (attitudes, values and modes of thought). The interrelationship of these is evidently linked with the institutionalization of policy language, i.e. with the ways how GE is articulated in policy discourses. Today "the gender equality" –talk is a visible part of the WB's and AfDB's declarations, indicating that at least at the rhetoric level of development policy, GE

has been mainstreamed and prioritized. Despite the highest level decision makers' participation, it has not yet internalized in a way that real changes in the concrete status of women and girls at the local level in Africa (e.g. governments, villages, families) are enabled. The changes will take time.

The traditional male-based practices may continue to dominate, because of the development paradigm, i.e. the implicit, intellectual policy environment is determined by “light” factors which may remain unchanged even though “heavy” factors have changed. In other words, if the deeply historically rooted cultural norms, attitudes and values – not only African, but also European ones – remain unchanged, the female dimension of any culture will stay in *status quo* at all levels of hierarchies starting from a family in an African village up to the BOG in the development Banks. This may explain why it is so difficult for the Bank's management (male and female managers) to take a stronger role in implementing and following the implementation of GE actions within the development programs. The country case of Zambia of this study also refers to the strong role of historical roots. In this respect the Nordic countries still have much to do.

7.1.3 Nordic Gender Agenda

The Nordic constituencies in the Banks have gained most of the qualities of the influential coalitions, such as high level of activity, political unity, good coordination, expertise, alliance building and reliability. The development agenda of the Nordic countries today seems rather consistent. In terms of gender policies, the Nordics are considered among the strongest and most vocal in making a difference for GE and women's rights.

Recently the justifications and argumentation for promoting GE internationally, however, have changed to accentuate the economic empowerment. This indicates that the global gender development thinking is shifting to the economic dominance, and along with this shift the Nordic agenda also tends to point out the importance of “gendered economy” or “economized gender” along with the traditionally and strongly declared human rights based equality between women and men, girls and boys.

Here again, it can be concluded that if these cultural norms and practices related to the position of women in society remain unchanged, there will be no real changes in GE, although the women's economic empowerment will be supported by the specific projects. The financial re-arrangements (“heavy” factors) will not alone enable to overcome the attitude resistance (“light” factors) to effective implementation of gender policies. Nordic constituencies have pinpointed the need of concrete work, i.e. to strengthen implementation and to monitor the implementation and its results. This is important, because the human cultures may change by modification of both “heavy and light” factors only through concrete actions.

7.1.4 Politics of gender

The spread of neo-liberal values and disappearance of the importance of women's human rights from the development agenda (section 4.2.1) have been discussed within the international research community arguing on possible side effects of "economizing" GE. E.g. empowerment of women through microfinance business projects may in reality lead to an increased control of women by the male household heads. This is a tricky thing, the problem being that the term "empowerment" in this context actually depoliticises the term, and makes changing power relations the responsibility of female actors rather than men. It is important that the Nordic constituencies participate in the discussion on these issues to minimize all possible negative side effects of the female micro-business projects.

7.2 Influencing mechanisms and modalities

7.2.1 Board of Governors and Executive Directors

The most important formal influencing platforms are the BOG and Board of EDs in the Banks. The Nordic constituencies among other stakeholders have influenced on getting GE higher at the Banks' agenda.

Increased understanding of the role of GE in development assistance among the WB member countries was evidenced by an increasing number of countries or constituencies that incorporated the gender issue into their Governor's speech in the AMs. The NBC was the only constituency to talk about GE in 2006, while in 2011 altogether fourteen countries or constituencies emphasized the urgency of more effective work for GE. Also, the WDR was prepared and Gender selected to be as a special theme in IDA 16.

The role of EDs in operations, Committees and Board meetings has been extremely important during the evaluation period in both Banks. The ED is the face of the constituency. The ED was the key actor to influence that GAD was the overarching theme at the WB AM in September 2011, which had been heavily advocated by the NBC. The NBC also played an active role in the Board when discussing the introduction of a Gender Transition Plan.

7.2.2 Replenishment negotiations and Trust Funds

A great deal of influence may be achieved during the replenishment processes in the Banks. However, it is not only the actual process being crucial, but also the planning that takes place in the relevant Bank departments at an early stage. A lot of work and thinking starts off before the official process with the informal influencing being of great importance.

TFs have become a very large share of total aid flows through the multilateral Banks. Although TFs with their own management structure are not on the agenda of the EB meetings, they have emerged as a significant pillar of the global aid architecture. The mixed views on the role and usefulness of TFs include on one hand those recommending the Banks to adopt a more structured and disciplined approach to the mobilization and deployment of TFs and on the other hand those considering TFs important tools to influence policies of the Banks.

7.2.3 Role of embassies

There is a clear tendency to decentralize the Banks' activities to the regions and countries and delegate decision making power from the HQ to the field. This tendency was intensified during the study period, in particular at the AfDB. A consequence from the decentralization might be a more influential role of the embassies' in development assistance. Also, the communication and decision making procedures between the embassies, constituency offices and HQs face new challenges.

7.2.4 Innovative influencing

The Nordic countries, considered in the Banks reliable partners and "god doers", seem to have considerable reputational influence in decision making by producing analyses, formulating ideas and providing proposals. In addition to money, the changes in GE policies necessitate expertise, negotiation skills and collaboration as well as ability to build strong alliances and well functioning networks in a broader sense than just the own constituency.

The world is becoming more complex with rapid changes in the position of a separate country, a group of countries or a region. The emerging multi-polar system, making influencing more complicated, challenges also the Nordic countries to search for new and innovative influencing modalities.

7.3 Lessons learned

Based on the findings, the key lessons learned are summarized as follows:

- Relevant and well prepared gender policies in the Banks are in place, but implementation with results is missing.
- Talking about "gender policy evaporation" actually stands for both the absence of support from middle and high management and failure in the implementation of gender mainstreaming i.e. "implementation evaporation".
- TFs have become a very large share of total financing of development assistance, but the role of TFs in the Nordic aid architecture is unclear.
- Nordic countries do not act in the replenishment negotiations as a team, but mostly as individual countries: influence might be better when working together.
- Rights based and economic approached in enhancing GE have to proceed in tandem if either is to succeed. Gender is a hard and a soft factor simultaneously in development assistance.

- High level Nordic gender professionals, capable to work in different sectors, are missing both from the constituency offices and the partner countries in Africa.
- Increasing Nordic influence in Banks' future work by shaping ideas, initiating policies and influencing other actor's proposals require a lot of reputational influence by means of high level expertise, research and analytical work.
- ED's role is crucial for the successful influence: s/he should be a very competent and skilled person in negotiations, arranging compromises, see the opportunities and do all the necessary networking.
- Communication among Nordic constituencies and outside of them needs strengthening.
- Despite the fact that good technical communication tools are available, coordination between the constituency members is challenging, in particular when there is a limited time frame for the decision making.
- Constituency annual reports give very little information about the concrete outputs of the constituency team activities.

8. RECOMMENDATIONS

The following recommendations are given for strengthening Nordic influence in the promotion of GE in Africa through the WB and AfDB.

8.1 Policy Dimension

1. The WDR 2012, strongly supported by the Nordic countries, focuses on the economics of GE and development. It uses an economic lens to understand what underlies and drives differences between men and women in the key determinants of welfare—in human capital endowments such as education and health, in access to economic opportunities and productive resources, and in the ability to make choices and take action, or agency. The WDR 2012 is an excellent and comprehensive package of evidence based information and novel approaches and guidance for the gender mainstreaming. **The Nordic countries should urgently invest in increasing the concrete use of the WDR 2012 in African countries.** The report, at least the most important parts of it, should be translated when possible into local languages and the information of the report results needs a wide distribution to decision makers, researchers, civil society, women and men, girls and boys in the African countries. This requires specific efforts and allocation of resources.

2. The Nordic efforts in GE work should not stop in WDR 2012, but continue in facilitating the implementation of the Global Gender Agenda proposed by the WDR 2012. In all Nordic countries there is a lot of gender expertise: the women's NGOs, academic chairs on gender research, female politicians, women as company directors etc. More active use of these resources will increase the Nordic "gender influence" at the country level in Africa.

Recruitment of the gender mainstreaming expert(s) financed by the Nordic countries to work in a selected African country or countries and in the constituency offices to enhance the gender mainstreaming in practice is needed.

3. **Nordic countries could use the opportunity to innovatively open up value discussions in the Banks and partner countries** through intensified policy dialogue to emphasize the linkage between human rights and economy. This includes policy dialogue on neo-liberal and human rights based approaches in development cooperation. It is recommended for the Nordic countries to continue to stress the rights based approach in gender mainstreaming in all sectors along with supporting the economic dimension of GE.

8.2 Influencing mechanisms and modalities

4. For small countries it is absolutely necessary to continue building coalitions with other countries and constituencies and strengthen collaboration. This concerns also the newcomers in the group of donors. For efficient constituency work it is indispensable to have good contacts with different countries and efficient links with different kind of expertise both in the home countries and outside of them. Emerging new donors will have a role in the future development assistance policies. It is recommended to form **a joint Nordic strategy on how to approach the new donor countries and how to form alliances with the newcomers and other donor countries**. Also, for strengthening Nordic collaboration the **joint strategy framework for the replenishment negotiations** is suggested to be developed.

5. Both WB and AfDB have stated the goal to decrease poverty and increase wellbeing in Africa. To get better results, the Banks tend to coordinate their actions. Consequently, the coordination between the Nordic constituencies in the two Banks should be strengthened. **The Nordic EDs and the offices in both Banks should work together more effectively to facilitate the gender mainstreaming in the context of development assistance of WB and AfDB.**

6. **Staff performance evaluation system should be developed for the NBO and NIO, including gender indicators on it, and reporting of constituency offices needs improvements.**

7. There is a natural tendency within the Banks' staff to argue on effectiveness of the big IFIs compared to smaller bilateral collaboration. It is the IFIs mandate to influence mainly through the governments, but in GE improvements, the governments of the African countries may not be the most innovative actors judged e.g. on the light of the statistics on women's parliament membership, an issue revealed among others by the WDR 2012 (p. 386). Therefore, support to the civil society is crucial, in particular in those countries where the governments are saturated with male decision making. Collective action through social networks and civil society groups has been a formida-

ble force in advancing GE (WDR 2012, p. 330). Thus, it is important to highlight the role of the civil society with innovative approaches in mobilizing support to GE. For this reason a **Nordic TF to promote GE could be established**. While the Banks provide mainly budget support, this TF could support innovatively civil society, e.g. NGOs, such as local women's organizations in Africa and GE work through multilateral women's organizations.

8. Furthermore, launching **gender specific bilateral projects/programmes to serve as pioneering efforts** is recommended. These projects or programmes should involve private sector, government and NGOs (with Terms of Reference that foresees that this kind of a consortium is formed) to combine the interests of all parties and to enable jointly explore the benefits of promoting GE.

9. Tendency to decentralize the WB and AfDB activities and delegate decision making powers from the HQ to the field should have consequences also to the organization of Nordic constituencies' work in Africa. It is worth analyzing the option to decentralize Nordic actions, too, by transferring part of the decision making powers from the Nordic capitals to the Constituency offices and embassies, and lightening the bureaucratic procedures that sometimes cause delays in the daily management of the Constituency work. This requires **assessment of the roles and redefinition of the responsibilities of the embassies in the future development assistance, and a study on how the decentralization of the decision making to the country level within the Nordic constituencies could be put into action including efforts to enhance GE**.

10. Policy should guide the implementation. The current gender policies of WB and AfDB are relevant and sound. While gender is addressed well at the policy and programme design level, it often "evaporates" during the implementation. This indicates the need to analyze the reasons for "the implementation evaporation", i.e. to study why the good purposes fail when the implementation starts. The challenging work is to get recent policy achievements of the Banks on GE into action. Therefore, more emphasis is needed to follow-up what has happened and what is happening at the field level. It is recommended **to intensify both within the Banks and bilaterally monitoring and evaluation of gender developments at the country and project levels**, to work for minimizing "the implementation evaporation" and influence in a way that implementation of all cross-cutting issues set for the country level is reinforced. **An in-depth analysis of the experience gained from the gender points at the country level is needed, too**.

REFERENCES

Acosta R 2012 *Advocacy Networks Through a Multidisciplinary Lens: Implications for Research Agendas*. Voluntas: International Journal of Voluntary & Nonprofit Organizations 23(1):156-181.

ADF 2007 *ADF-11 Deputies Report*. African Development Fund, London, 50 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Boards-Documents/ADF-11%20Deputies%20Report%20-%20FINAL.pdf> (accessed 27.6.2012).

ADF 2010 *Delivering Results and Sustaining Growth*. ADF-12 Report, African Development Fund, Tunis, 42 p. http://www.afdb.org/fileadmin/uploads/afdb/Documents/Boards-Documents/310710_Draft_Deputies_Report_Draft3_FINAL_EN_Clean.pdf (accessed 29.6.2012).

ADF 2012 *About us - website*. African Development Fund. <http://www.afdb.org/en/about-us/african-development-fund-adf/> (accessed 15.6.2012).

AfDB 2001 *The Gender Policy*. OESU, African Development Bank and African Development Fund, 57 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/10000003-EN-THE-GENDER-POLICY.PDF> (accessed 15.5.2012).

AfDB 2002 *AfDB Strategic Plan 2003-2007*. African Development Bank Group, Tunis, 68 p. http://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/ADB_STRATEGIC_PLAN2003-2007E.PDF (accessed 12.6.2012).

AfDB 2006 *Annual Report 2006*. Report by the Boards of Directors of the African Development Bank and the African Development Fund Covering the period January 1 to December 31, 2006, African Development Bank and African Development Fund, Shanghai, 284 p. ISBN 2-910253-55-4. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/20120285-EN-ANNUAL-REPORT-2006-UK-PRINTED-APRIL-15-07.PDF> (accessed 15.5.2012).

AfDB 2007a *Annual Report 2007*. Report by the Boards of Directors of the African Development Bank and the African Development Fund Covering the period January 1 to December 31, 2007. African Development Bank and African Development Fund, Maputo, 302 p. ISBN 978-9973-071-10-1. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/30726071-EN-ENGLISH-ANNUAL-REPORT-2007.PDF> (accessed 28.6.2012).

AfDB 2007b *Gender Plan of Action (GPOA) – 2004 to 2007 for the African Development Bank Group*. African Development Bank and African Development Fund, 32 p. <http://www.oecd.org/dataoecd/35/39/35327361.pdf> (accessed 26.6.2012).

AfDB 2007c *Investing in Africa's Future. The ADB in the 21st century*. Report of the High Level Panel for the African Development Bank, 63 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/27842402-EN-HLP-REPORT-INVESTING-IN-AFRICAS-FUTURE.PDF> (accessed in 26.5.2012).

AfDB 2007d *Information Packet for the Annual Meetings 2007*. Shanghai, China May 14 to 17, 2007, Operations Sector Vice Presidency (OSVP), African Development Bank. Print from MFAFi, document 96.00 AfDB.

AfDB 2008 *Annual Report 2008*. Report by the Boards of Directors of the African Development Bank and the African Development Fund Covering the period January 1 to December 31, 2008. African Development Bank and African Development Fund, Dakar, 281 p. ISSN 1737-8990. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/African%20Development%20Bank%20Group%20Annual%20Report%202008%20-%202000.%20Full%20Report.pdf> (accessed 15.6.2012).

AfDB 2009a *Gender Equality and Women's Empowerment: an Updated Gender Plan of Action (UGPOA) 2009 – 2011*. African Development Bank Group, Tunis, 23 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/Gender%20Equality%20and%20Women%E2%80%99s%20Empowerment%20an%20Updated%20Gender%20Plan%20Of%20Action%20%28UGPOA%29%202009-2011%20EN.pdf> (accessed 12.6.2012).

AfDB 2009b *Annual Report 2009*. Report by the Boards of Directors of the African Development Bank and the African Development Fund Covering the period January 1 to December 31, 2009. African Development Bank and African Development Fund, Abidjan, 280 p. ISBN 978-9973-071-36-1. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/Annual%20Report%202009%20EN%20-%20Web.pdf> (accessed 13.6.2012).

AfDB 2009c *The Nordic Trust Fund for Governance*. Final Report. African Development Bank Group, Partnership and Cooperation Unit. Unregistered document from MFAFi.

AfDB 2010a *Annual Report 2010*. Report by the Boards of Directors of the African Development Bank and the African Development Fund Covering the period January 1 to December 31, 2010. African Development Bank and African Development Fund, Lisbon, 316 p. ISSN 1737-8990. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/Annual%20Report%202010%20EN.pdf> (accessed 22.5.2012).

AfDB 2010b *AfDB in Brief*. African Development Bank, Tunis, 68 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/AfDB%20in%20Brief%20Corrected%20version%2020%20April%202012.pdf> (accessed 8.5.2012).

AfDB 2011 *Annual Report 2011*. Report by the Boards of Directors of the African Development Bank and the African Development Fund Covering the period January 1 to December 31, 2011. African Development Bank and African Development Fund, Arusha, 215 p. ISSN 1737-8990. http://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/AfDB%202012%20EN_WEB.pdf (accessed 30.6.2012).

AfDB 2012a *About us - webiste*. African Development Bank. <http://www.afdb.org/en/about-us/> (accessed 1.6.2012).

AfDB 2012b *African Development Bank Distribution of Voting Power by Executive Director - Statement of Voting Power as at 30 May 2012*. African Development Bank, 2 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Boards-Documents/2012-VP-English%2030%20May%202012.pdf> (accessed 23.5.2012).

AfDB 2012c *Mainstreaming Gender Equality: A road to results or a road to nowhere? An evaluation synthesis*. Operations and Evaluation Department, African Development Group, Tunis, 52 p. http://www.afdb.org/fileadmin/uploads/afdb/Documents/Evaluation-Reports/Mainstreaming%20Gender%20Equality%20-%20An%20Evaluation%20Synthesis_www.pdf (accessed 30.5.2012).

AfDB 2012d *Topics & Sector – website*. African Development Bank. <http://www.afdb.org/en/topics-and-sectors/topics/partnerships/non-regional-member-countries/finland/> (accessed 1.7.2012).

AfDB 2012e *Documents – website*. African Development Bank. <http://www.afdb.org/en/documents/#c> (accessed 1.7.2012).

AfDB MTR 2008-2012 *Mid-Term Review (MTR) of the Bank Group Medium Term Strategy 2008-2012*. African Development Bank Group, Tunis, 27 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/Mid-Term%20Review%20of%20the%20Bank%20Group%20Medium%20Term%20Strategy.pdf> (accessed 15.6.2102).

AfDB MTS 2008-2012 *Medium-Term Strategy 2008-2012: Building Today a Better Africa Tomorrow*. African Development Bank Group, Tunis, 50 p. <http://www.afdb.org/fileadmin/uploads/afdb/Documents/Policy-Documents/MTS%20anglais.pdf> (accessed 3.5. 2012).

Breuning M 2006 *Gender, Foreign Policy and Development Cooperation*. Paper prepared for presentation at the Annual Meeting of the International Studies Association, San Diego, 25 p. <http://mediaresearchhub.ssrc.org/gender-foreign-policy-and-development-cooperation/attachment> (accessed 13.05.2012).

Caldecott J, Halonen M, Sorensen SE, Dugersuren S, Tommila P & Pathan A 2010 *Evaluation of the Sustainability Dimension in Addressing Poverty Reduction: Synthesis of Evaluations*. Evaluation report 2010:4, Ministry for Foreign Affairs of Finland, Kopijyvä Oy, Jyväskylä, 138 p. ISBN 978-951-724-874-7 (printed).

Caldecott J, Hawkes M, Bajracharya B, Van Sluijs F, Aguilar B, Valjas A, Killian B & Lounela A 2012 *Policy brief: Evaluation of Country Programmes between Finland and Nepal, Nicaragua and Tanzania*. Evaluation report Special Edition 2012:1, Ministry for Foreign Affairs of Finland, Kopijyvä Oy, Jyväskylä, 12 p. ISBN 978-951-724-999-7 (printed).

Clemens M 2011 *Economics and Emigration: Trillion-Dollar Bills on the Sidewalk?* Journal of Economic Perspectives 25(3):83-106.

Cumming G & Chafer T 2011 *From rivalry to partnership? Critical reflections on Anglo-French cooperation in Africa*. Review of International Studies 37:2439–2463, doi:10.1017/S0260210511000027.

Dobbing F, Simmons B & Garret G 2007 *The Global Diffusion of Public Policies: Social Construction, Coercion, Competition, or Learning?* Annual Review of Sociology 33:449-72.

Government of Finland 2011 *Programme of Prime Minister Jyrki Katainen's Government*. Prime Minister's Office, Helsinki, 160p. <http://valtioneuvosto.fi/hallitus/hallitus-ohjelma/en.jsp> (accessed 22.5.2012).

IEG 2010 *Gender and Development: An Evaluation of World Bank Support, 2002-2008*. Independent Evaluation Group, World Bank Group, Washington DC, 124 p. ISBN 978-0-8213-8325-4.

IEG 2011 *Trust Fund Support for Development. An Evaluation of the World Bank's Trust Fund Portfolio*. Independent Evaluation Group, World Bank Group, Washington DC, 162 p. ISBN-13: 978-1-60244-179-8.

IMF 2011 *Country Report 11/150*. Staff Country Reports, International Monetary Fund, June 2011, Annex II.

Kääriä T, Poutiainen P, Santisteban R, Pineda C, Chanda J, Munive A, Pehu-Voima S, Singh K & Vuorensola-Barnes S 2008 *The Cross-cutting Themes in the Finnish Development Co-operation*. Evaluation report 2008:6, Ministry for Foreign Affairs of Finland, Haka-paino Oy, Helsinki, 93 p. ISBN 978-951-224-714-6.

Kilby P & Olivieri K 2008 *Gender and Australian Aid Policy: can women's rights be advanced within neo-liberal framework?* Australian Journal of International Affairs 62(3):319-331.

Koponen J, Suoheimo M, Rugumamu S, Sharma S & Kanner J 2012 *Finnish value-added: boon or bane to aid effectiveness?* Final Report 16.4.2012, University of Helsinki and Ministry for Foreign Affairs of Finland, Manuscript.

Lewis J 2006 *Being around and knowing the players: Networks of influence in health policy*. Social Science & Medicine 62(9):2125-2136.

MFADen 2011 *Road Map for the Implementation of the Strategy for Denmark's Development Cooperation in 2011 - Gender Equality*. Ministry for Foreign Affairs of Denmark, 11 p. <http://um.dk/da/~media/UM/Danish-site/Documents/Danida/Det-vil-vi/Udv-strategi/Kreplan%20for%20ligestilling.ashx> (accessed 28.5.2012).

MFAFi 2003 *Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003-2007*. Department for International Cooperation, Ministry for Foreign Affairs of Finland, 61 p. <http://formin.finland.fi/public/?contentid=84307&contentlan=2&culture=en-US> (accessed 27.5.2012).

MFAFi 2004 *Development Policy, Government Resolution 5.2.2004*. Ministry for Foreign Affairs of Finland, Erweko Painotuote Oy, Helsinki, 39 p.

MFAFi 2006a *Maailmanpankin pohjoismainen ihmisoikeusrahasto*. Hanke-esity 29.06.2006. Print from MFAFi, HEL5790-38.

MFAFi 2006b *Afrikan kehityspankin vuosikokous 2006*. Print from MFAFi, HEL5808-20.

MFAFi 2006c *Afrikan kehityspankki; äänestysryhmän kokous Oslossa 9.-10.10.2006*. Kes-kustelumuistio. Print from MFAFi, HEL588-13.

MFAFi 2007a *Development Policy Programme 2007: Towards a Sustainable and Just World Community*. Government Decision-in-Principle 2007. Ministry for Foreign Affairs of Finland, Erweko painotuote Oy, Helsinki, 39 p.

MFAFi 2007b *Statement by Ms Marjatta Rasi, Under-Secretary of State, Ministry for Foreign Affairs of Finland, to the Governor for AfDB*. AfDB 2007 Annual Meeting in Shanghai, PRC. Print from MFAFi, HEL-17_1_2007.

MFAFi 2007c *Afrikan kehityspankki ja rabasto; äänestysryhmän kokous Bernissä 20.11.2007*. Print from MFAFi, HEL5088-44.

MFAFi 2007d *AfDB; äänestysryhmän kuvernöörin ja pankin pääjohtajan tapaaminen*. Tukholmassa 13.9.2007. Print from MFAFi, HEL5088-24.

MFAFi 2008 *Multilateral Cooperation in Finland's Development Policy*. Policy Paper. Ministry for Foreign Affairs of Finland, 27 p. <http://formin.finland.fi/Public/Print.aspx?contentid=154115&nodeid=15457&culture=en-US&contentlan=2> (accessed 13.5.2012).

MFAFi 2009a *Africa in Finnish Development Policy*. Finland's development policy framework programme. Ministry for Foreign Affairs of Finland, Erweko Painotuote Oy, Helsinki, 41 p. <http://formin.finland.fi/public/download.aspx?ID=46581&GUID=%7BC825AD12-9046-47C6-B679-54CA6B1F2817%7D> (accessed 5.7.2012).

MFAFi 2009b *Perusmuistio; Maailmanpankki / IDA (2009-2011) 25.6.2009*. Print from MFAFi, HELM 166-5.

MFAFi 2009c *Joint Nordic Statement by the Minister for Development Cooperation of Denmark*. Ministry for Foreign Affairs of Finland, unregistered document from MFAFi.

MFAFi 2009d *Summary of NIS TC of April 2009*. Print from MFAFi, UM/671.

MFAFi 2010a *Maailmanpankki; Pohjoismaiden ja Baltian maiden kuvernöörin ja pääjohtaja Zoellickin tapaaminen Kööpenhaminassa 24.3.2010*. Kokousmuistio 30.03.2010. Print from MFAFi, HELM163-10.

MFAFi 2010b *Maailmanpankin Pohjoismaiden ja Baltian maiden äänestysryhmän syyskokous Tukholmassa 14.9.2010*. Kokousmuistio 04.11.2010 ja liitteet. Print from MFAFi, HELM163-25.

MFAFi 2011a *Women and Gender Equality in Finnish Development Cooperation*. Ministry for Foreign Affairs of Finland, Erweko Painotuote Oy, Helsinki, 6 p.

MFAFi 2011b *Perusmuistio; Maailmanpankkiryhmä/IDA. Kehityspoliittinen osasto*. Olli Kantanen 23.05.2011. Print from MFAFi, HELM163-8.

MFAFi 2011c *Hanke-esitys 14.10.2011*. Print from MFAFi, HEL7305-43.

MFAFi 2011d *Maailmanpankki; Pohjoismaiden ja Baltian maiden äänestysryhmän syyskokous Kööpenhaminassa 13.9.2011*. Kokousmuistio 16.10.2011. Print from MFAFi, HELM163-11.

MFAFi 2011e *Maailmanpankin vuosikokous Washingtonissa 23.-25.9.2011 ml. kehityskomitea, korkean tason foorumit ja kahdenväliset tapaamiset*. Kokousmuistio 12.10.2011. Print from MFAFi, HELM 163-14.

MFAFi 2011f *Suomi ja Maailmanpankkiryhmän rabastot; tilannekatsaus ja jatkotoimenpiteet tuloksellisuuden ja tehokkuuden parantamiseksi*. Muistio 2.5.2011. Print from MFAFi, HELM163-4.

MFAFi 2011g *Constituency Meeting of the WB NBC and Nordic Constituencies at the AfDB, AsDB and IDB*. Reykjavik January 19-20.2011. Print from MFAFi, SAAP-490 1 2011 3.

MFAFi 2011h *Report from ED of NIC to the capitals of member countries*. Ref: 026/2011/MP/TK/gr. Print from MFAFi, SAAP-8002_2011.htm.

MFAFi 2012 *Finlands Development Policy Programme*. Government's decision-in-principle, 16 February 2012, Ministry for Foreign Affairs of Finland, Erweko Painotuote Oy, Helsinki, 44 p.

MFANor 2009 *Climate, Conflict and Capital, Norwegian development policy adapting to change*. Report No. 13 to the Norwegian Parliament, Storting. Norwegian Ministry of Foreign Affairs, Oslo, 112 p.

MFASwe 2010a *On Equal Footing - Policy for Gender Equality and the Rights and Role of Women in Sweden's international Development Cooperation 2010-2015*. Ministry of Foreign Affairs of Sweden, Edita Västra, Aros, 32 p. ISBN 78-91-7496-428-8.

MFASwe 2010b *Protocol*. Ministry for Foreign Affairs of Sweden 26.11.2010. Print from MFASwe.

MFASwe 2010c *Memorandum*. Ministry for Foreign Affairs of Sweden 2.11.2010. Print from MFASwe.

Milimo MC, Manchonga ML, Mushota L, Lyangu N & Ponga SA 2004 *Zambia Strategic Country Gender Assessment*. A Report of the World Bank, Washington DC, 90 p.

NBC 2006 *Priorities in 2006*. Nordic-Baltic Constituency in the World Bank Group. January 2006. Unregistered document received from MFASwe.

NBC 2007 *Priorities in 2007*. Nordic-Baltic Constituency in the World Bank Group. January 2007. Unregistered document received from MFASwe.

NBC 2008 *Priorities in 2008*. Nordic-Baltic Constituency in the World Bank Group. Final version. April 2008. Unregistered document received from MFASwe.

NBC 2009 *Priorities in 2009*. Nordic-Baltic Constituency in the World Bank Group. Final version. April 2009. Unregistered document received from MFASwe.

NBC 2010 *Priorities in 2010*. Nordic-Baltic Constituency in the World Bank Group. Draft. Unregistered document received by e-mail from MFAFi 5.6.2012.

NBC 2011 *Priorities in 2011*. Nordic-Baltic Constituency in the World Bank Group. Print from MFAFi, SAAP-517_3_2012_2.

NBO 2006 *Status Report: A Review of the World Bank Group in Fiscal Year 2006*. Nordic-Baltic Office in the World Bank Group. Unregistered document received from MFAFi.

NBO 2007 *Status Report: A Review of the World Bank Group in Fiscal Year 2007*. Nordic-Baltic Office in the World Bank Group, Washington DC, 33 p. <http://www.utanrikisraduneyti.is/media/throunarsamvinna/Arsskyrsla-2007.pdf> (accessed 11.5.2012).

NBO 2008 *Status Report FY08. Highlights of Events & Discussions in the World Bank Group*. Nordic-Baltic Office in the World Bank Group, Washington DC, 36 p. <http://www.utanrikisraduneyti.is/media/throunarsamvinna/Arsskyrsla-2008.pdf> (accessed 13.5.2012).

NBO 2009 *Status Report FY09. Highlights of Events & Discussions in the World Bank Group*. Nordic-Baltic Office in the World Bank Group, Washington DC, 30 p. <http://www.utanrikisraduneyti.is/media/throunarsamvinna/Arsskyrsla-2009.pdf> (accessed 22.5.2012).

NBO 2010 *Annual Report 2010. Highlights from the Financial Year July 1, 2009-June 30, 2010*. Unregistered document received from MFAFi.

NBO 2011a *Policies and Procedures for Nordic-Baltic Co-ordination*. Nordic-Baltic Constituency in the World Bank Group, Washington DC. Unregistered document received from MFAFi.

NBO 2011b *Annual Report 2011. Highlights from the Financial Year July 1, 2010-June 30, 2011*. Unregistered document received from MFAFi.

NIO 2007 *Executive Director's Message and Review of the Bank's activities*. African Development Bank, Report of the ED of Nordic-India-Switzerland Constituency. Print from MFAFi, pa07SAAP-5075_4_2007.

NIO 2008 *Constituency Report 2007 – 2008*. Office of the Executive Director for Denmark, Finland, India, Norway, Sweden and Switzerland, African Development Bank and African Development Fund.

NIO 2009 *Constituency Report 2008 – 2009*. Office of the Executive Director for Denmark, Finland, India, Norway, Sweden and Switzerland, African Development Bank and African Development Fund.

NIO 2010 *Constituency Office Annual Report 2009 – 2010*. Office of the Executive Director for Denmark, Finland, India, Norway, Sweden and Switzerland, African Development Bank and African Development Fund.

NIO 2011 *Constituency Report 2010 – 2011*. Constituency representing Denmark, Finland, India, Norway and Sweden, African Development Bank and African Development Fund.

NTF 2010 *Knowledge and Learning for Human Rights and Development*. Nordic Trust Fund Progress Report September 2009 – October 2010. The World Bank, Washington DC, 24 p. <http://siteresources.worldbank.org/PROJECTS/Resources/1171NTFReportProof8.pdf> (accessed 31.5.2012).

Odén B 2011 *The Africa Policies of Nordic countries and the erosion of the Nordic aid model - A comparative study*. Discussion paper 55, Nordiska Afrikainstitutet, Uppsala, 66 p. ISBN 978-91-7106-691-6. <http://nai.diva-portal.org/smash/record.jsf?pid=diva2:439791>

OECD 2005 *The Paris Declaration on Aid Effectiveness*. Organization for Economic Co-operation and Development, 13 p. <http://www.oecd.org/dataoecd/11/41/34428351.pdf> (accessed 13.5.2012).

OECD 2008 *Accra Agenda for Action*. Organization for Economic Co-operation and Development, 6 p. <http://www.oecd.org/dataoecd/11/41/34428351.pdf> (accessed 13.5.2012).

Olesen NE, Hartoft-Nielsen C, Dahl-Østergaard T, Pannula-Toft P, Nabulega M, Davidsen M, Farstad-Larsen B & Mikkelsen B 2008 *Joint Evaluation of the Trust Fund for Environmentally and Socially Sustainable Development (TFESSD). Case Studies in Ethiopia, Indonesia and Zambia*. Evaluation Report 2:2008, Norwegian Agency for Development Cooperation (Norad) and Department for Development Policy Ministry for Foreign Affairs of Finland, Unit for Development Evaluation and Internal Audit, Lobo Media AS, Oslo, 80 p, ISBN 978-82-7548-287-5. <http://search.conduit.com/Results.aspx?q=Evaluation+of+Trust+Fund+for+Environmentally+and+Socially+Sustainable+Development+&ctid=CT3208938&ocid=CT3208938&SearchSource=1&Suggest=&sType=toolbar> (accessed 20.7.2012).

Pedersen M 2011 *Summary of CODE held of 07/07/2011*. African Development Bank. Print from MFAFi, SAAP-8002_1_2011.

Rubenzer T 2008 *Ethnic Minority Interest Group Attributes an U.S. Foreign Policy Influence: A Qualitative Comparative Analysis*. *Foreign Policy Analysis* 4(2):169-185.

Swiss L 2012 *The adoption of women and gender as development assistance priorities: An event history analysis of world polity effects*. *International Sociology* 27(1):96-119.

Thorsen D E & Lie A 2012 *What is Neoliberalism?* Department of Political Science University of Oslo, 21 p. <http://folk.uio.no/daget/What%20is%20Neo-Liberalism%20FINAL.pdf> (accessed 28.5.2012).

UN 2000 *Resolution 1325*. Adopted by the Security Council at its 4213th meeting, on 31 October 2000, United Nations, 4 p.

UN 2012 *Womenwatch. Information and Resources on Gender Equality and Empowerment of Women - website*. United Nations. <http://www.un.org/womenwatch/> (accessed 5.5.2012).

WDR2012 *World Development Report 2012: Gender Equality and Development*. The World Bank, Washington DC, 458 p. ISBN 978-0-8213-8810-5. <http://siteresources.worldbank.org/INTWDR2012/Resources/7778105-1299699968583/7786210-1315936222006/Complete-Report.pdf> (accessed 3.5.2012).

Weir A, Notley M & Katui-Katua M 2009 *Finnish Aid in Western Kenya: Impact and Lessons Learned*. Evaluation Report 2009:5, Ministry for Foreign Affairs of Finland, Hakapaino Oy, Helsinki, 107 p. ISBN 978-951-724-783-2.

World Bank 2002a *Integrating Gender into the World Bank's Work: A Strategy for Action*. The World Bank, Washington DC, 75 p. <http://siteresources.worldbank.org/INTGENER/Resources/strategypaper.pdf> (accessed 2.5.2012).

World Bank 2002b *Zambia Country Assistance Evaluation*. Operations Evaluation Department, The World Bank, Washington DC, Report No. 25075, 123 p. http://siteresources.worldbank.org/INTEDS14/Resources/zambia_cae.pdf (accessed 29.6.2012).

World Bank 2006a *Gender Equality as Smart Economics: A World Bank Group Gender Action Plan (Fiscal years 2007–10)*. The World Bank, Washington DC, 29 p. <http://siteresources.worldbank.org/INTGENDER/Resources/GAPNov2.pdf> (accessed 16.5.2012).

World Bank 2006b *The World Bank Annual Report 2006*. The World Bank, Washington DC, 64 p. ISBN-13: 978-0-8213-6759-9. http://siteresources.worldbank.org/INTANNREP2K6/Resources/2838485-1158333614345/AR06_final_LO_RES.pdf (accessed 13.6.2012).

World Bank 2007a *Confronting the Challenges of Gender Equality and Fragile States*. Global Monitoring Report, Millenium Development Goal. The International Bank for Reconstruction and Development, The World Bank, Washington DC, 274p. eISBN-10: 0-8213-6976-8. <http://siteresources.worldbank.org/INTGLOMON-REP2007/Resources/3413191-1176390231604/1264-FINAL-LO-RES.pdf> (accessed 27.5.2012).

World Bank 2007b *The World Bank Annual Report 2007*. The World Bank, Washington DC, 64 p. <http://siteresources.worldbank.org/EXTANNREP2K7/Resources/English.pdf> (accessed 13.6.2012).

World Bank 2007c *Zambia - Poverty and vulnerability assessment*. The World Bank, Washington DC, 258 p. http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2007/10/04/000020439_20071004094458/Rendered/PDF/325730ZM.pdf (accessed 2.7.2012).

World Bank 2008a *The World Bank Annual Report 2008*. The World Bank, Washington DC, 64 p. ISBN 978-0-8213-7675-1. http://siteresources.worldbank.org/EXTANNREP2K8/Resources/YR00_Year_in_Review_English.pdf (accessed 13.6.2012).

World Bank 2008b *The International Development Association, Country Assistance Strategy for the Republic of Zambia*. The World Bank, Washington DC, Report No. 43352-ZM, 117 p. http://siteresources.worldbank.org/INTZAMBIA/Resources/Zambia_CAS_08.pdf (accessed 29.6.2012).

World Bank 2008c *What Are the Constraints to Inclusive Growth in Zambia. A Policy Note*. Report No. 44286-ZM, Poverty Reduction and Economic Management Poverty Group, Economic Policy and Debt Department, The World Bank, Washington DC, 64 p. <http://siteresources.worldbank.org/INTDEBTDEPT/Resources/468980-1218567884549/ZambiaPNSharedGrowth.pdf> (accessed 6.7.2012).

World Bank 2009 *The World Bank Annual Report 2009*. The World Bank, Washington DC, 66 p. ISBN 978-0-8213-7946-2. http://siteresources.worldbank.org/EXTAR2009/Resources/6223977-1252950831873/AR09_Complete.pdf (accessed 13.6.2012).

World Bank 2010a *Applying Gender Action Plan Lessons: A Three-Year Road Map for Gender Mainstreaming (2011- 2013)*. Gender and Development, Poverty Reduction and Economic Management Network, The World Bank, Washington DC, 47 p. http://siteresources.worldbank.org/INTGENDER/Resources/336003-1241561860207/GAP-transitionplan_may25.pdf (accessed 31.5.2012).

World Bank 2010b *The World Bank Annual Report 2010*. The World Bank, Washington DC, 37 p. ISSN 0252-2942. <http://siteresources.worldbank.org/EXTANNREP2010/Resources/WorldBank-AnnualReport2010.pdf> (accessed 16.6.2012).

World Bank 2011a *Africa*. The World Bank, Washington DC, 2 p. <http://siteresources.worldbank.org/EXTANNREP2011/Resources/8070616-1315496634380/Africa.pdf> (accessed 16.6.2012).

World Bank 2011b *The World Bank Annual Report 2011*. The World Bank, Washington DC, 43 p. <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/EXTANNREP/EXTANNREP2011/0,,contentMDK:22969490~menuPK:8121330~pagePK:64168427~piPK:64168435~theSitePK:8070617,00.html> (accessed 16.6.2012).

World Bank 2011c *Gender Equality as Smart Economics: World Bank Group Gender Action Plan. Four-Year Progress Report (January 2007-December 2010)*. The World Bank, Washington DC, 48 p. http://siteresources.worldbank.org/INTGENDER/Resources/4year_progress_report_May5.pdf (accessed 15.5.2012).

World Bank 2011d *Africa's future and the World Bank's support to it*. Africa regional strategy. The World Bank, Washington DC, 59 p. <http://documents.worldbank.org/curated/en/2011/02/13817040/africas-future-world-banks-support-africa-regional-strategy> (accessed 20.5.2012).

World Bank 2012a *Gender Action Plan: Gender Equality as Smart Economics – website*. The World Bank, Washington DC. <http://go.worldbank.org/FSV68RJ1F0> (accessed 3.5.2012).

World Bank 2012b *About us - website*. The World Bank, Washington DC. <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/0,,contentMDK:20046292~menuPK:1696892~pagePK:51123644~piPK:329829~theSitePK:29708,00.html> (accessed 2.5.2012).

World Bank 2012c *Poverty Reduction and Economic Management Network – website*. The World Bank, Washington DC. <http://go.worldbank.org/O6RT0P3HA0> (accessed 3.5.2012).

World Bank 2012d *2011 Trust Fund Annual Report*. The World Bank, Washington DC, Concessional Finance and Global Partnerships Vice Presidency, Fiscal Year Ended June 30, 2011, 68 p. <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/ORGANIZATION/CFPEXT/0,,contentMDK:23086163~pagePK:64060249~piPK:64060294~theSitePK:299948,00.html> (accessed 28.6.2012).

World Bank 2012e *The Trust Fund for Environmentally and Socially Sustainable Development – website*. The World Bank, Washington DC. <http://go.worldbank.org/L13N4DAJ90> (accessed 27.6.2012).

World Bank IDA 16 2010 *IDA 16 Themes and Issues*. International Development Association, Resource Mobilization Department (CFPIR), The World Bank, Washington DC, 6 p. http://siteresources.worldbank.org/IDA/Resources/Seminar%20PDFs/73449-1271341193277/IDA16-Themes_Issues.pdf (accessed 29.5.2012).

World Bank IDA 16 2011 *Report from the Executive Directors of the International Development Association to the Board of Governors. Additions to IDA Resources: Sixteenth Replenishment*. International Development Association, The World Bank, Washington DC, 104 p. http://siteresources.worldbank.org/IDA/Resources/IDA16_Report-English-Final.pdf (accessed 29.5.2012).

World Bank & IMF 2012a *Annual and Spring Meetings of the International Monetary Fund and the World Bank Group - website*. Summary Proceedings of the Meetings from 2006 to 2011, Washington DC, <http://www.imf.org/external/am/index.htm> (accessed 2.6.2012).

World Bank & IMF 2012b *Communiqués of the Development Committee - website*. Joint Ministerial Committee of the Boards of Governors of the Bank and the Fund on the Transfer of Real Resources to Developing Countries, Washington DC, documents from 2006 to 2012. <http://web.worldbank.org/WBSITE/EXTERNAL/DEVCOMEXT/0,,pagePK:64000837~piPK:64001152~theSitePK:277473~contentMDK:23178402,00.html> (accessed 25.5.2012).

ANNEX 1: TERMS OF REFERENCE

Nordic Influence in Multilateral Organizations - a Joint Nordic comparative evaluation study; outline of the terms of reference for the restarted desk-study

1. Background

1.2. Description of the subject

In 2011 a joint initiative involving the Nordic evaluation offices was launched to study the influencing mechanisms of the Nordic countries in some multilateral organizations. The World Bank and the African Development Bank were chosen as the initial targets of the evaluation study.

The purpose of the study was to identify the Nordic agenda, if any, that is pursued in the financial development institutions (IFIs), and the modalities of influencing the decision-making in different levels and contexts with these institutions.

The work that has been done so far has identified some key levels (called avenues) which characterize the decision-making hierarchy of these two development banks. During this initial work also a bulk of relevant archived material has been collected, interviews performed in the World Bank and the African Development Bank, and among Finnish and Swedish authorities dealing with these financial institutions. The material accumulated as of today, however, is not complete, and will need to be supplemented through further study of archived material within the framework of the continuation of the evaluation study.

2. Scope of the continuation phase of the study

2.1. Definition of frameworks and terms

Before entering into the analytical work on the quality and quantity of “the Nordic influence in the development banks”, the evaluator needs to make definitions of a number of issues, those including, how does she understand the “influence or influencing”, what is the Nordic Agenda, what are the hierarchical levels of decision making in the Nordics, and what are the entry points or levels to influence the IFIs, and who are the relevant stakeholders for Finland and the Nordics to assert the influence. It might also be needed to make a definition on, how the “influence” can be detected and its quality and depth measured or rated.

2.2. Material of the desk study

The collected material, now bestowed with Impact Consulting Ltd, will need to be carefully reviewed to see whether there are gaps in the needed information, and whether the information, for example, the transcriptions of the recorded interviews from the World Bank and the African Development Bank are clear enough to render themselves for some conclusive analyses. Also all other material needs to be carefully paged through with a view of identifying the need to supplement the documentation. Basically, the assignment is a desk study, which does not include any interviews or personal contacts to any of the stakeholders, except with the evaluation manager of Impact Consulting and the evaluation focal point in Development Evaluation (EVA-11) of the Ministry for Foreign Affairs of Finland (MFA or Ministry).

The evaluation study is clearly set at three levels, those of the Nordic capitals and the Embassies in Washington and Tunis; the Banks' headquarters in Washington and Tunis; and the field level operations of the Banks, and how the decision-making in the different levels of the banks is reflected in the operational country programmes, actions and results in the field. The latter of these levels may best be examined through perusal and analyses of a selection of evaluation reports and country programme documents of the development banks. This would necessitate the existing document material to be complemented by retrieval of the relevant documents from the internet. To accomplish a doable scope to the study of evaluation reports, the special theme that was chosen as a focal point to this evaluation, is gender.

A special focal theme of the evaluation study will be gender and how decisions in the banks on this cross-cutting objective are made, and how they are expressed in the operational level.

The bulk of the archived documents are already available in the electronic or in hard copy format. The retrieval of the additional material is the responsibility of the contracted consultant in cooperation with the evaluation expert. To the extent possible, EVA-11 will endeavour to facilitate availability of document material as well.

3. Tasks, levels and issues to be studied

Due to the document material to a large extent being relevant to the Finnish Ministry for Foreign Affairs, much of the assessments to be made to examine the questions listed below, will have a focus on Finland. To the extent possible, and the documentation allowing, the evaluation meta-study will also try to explore the questions in view of the other Nordic countries and the joint-Nordic positions and constituency.

The evaluation study will identify and analyse the following levels, issues and questions:

3.1. The Nordic Agenda

- (1) Is there a Nordic Agenda overall, and in the promotion of gender, in particular?
If there is a Nordic Agenda, and a gender promotion agenda, in particular, how is it constructed? What levels in the Nordic administrations responsible for IFIs, are involved in the construction of the Nordic agenda and the gender specific agenda, in particular?
- (2) What are the roles and responsibilities, and coordination mechanisms between the different levels of the stakeholders in management and driving of the Nordic Agenda and the gender specific agenda?

3.2. Hierarchy of influencing

- (4) Is the goal of “influencing” explicit among the Nordic constituency?
- (5) What are the levels of influencing the decision-making of IFIs?
- (6) Is the goal of influencing the decision-making in IFIs explicit or implicit within the stakeholders and levels of administration?

3.3. Modalities of influencing

- (7) Are there explicit, agreed modalities of joint-Nordic influencing, or division of labour among the Nordic countries or the different offices involved?
- (8) Are there any clear used modalities of influence discernible in the documentation available?
- (9) Which of the levels of operation and decision-making in the IFIs render themselves most open for being influenced by a group such as the Nordics and or an individual country?
- (10) Has there been any joint discussion (or agenda) on preferred or most potential channels of influencing the IFIs decision –making? If yes, how does it show in the decisions of the Nordics?
- (11) Does the amount of contribution of each of the Nordics to the IFIs, either as core contribution or as a contribution to a trust fund, impact the weight of the opinion of a particular Nordic country within the internal discussions and coordination of the Nordics?

3.4. Results of influencing

- (12) Is there any trac discernible from the board decisions to the field operations, at the country programme level, in terms of priority setting of focus of the programmes?
- (13) Can any of the gender-relevant decisions of the two IFIs been traced back to the level of the country programmes? Are these decisions in any way referred to in the evaluation reports?

3.5. Evaluations – are they comprehensive enough?

- (14) Overall informativeness of gender-relevant evaluations? Do they critically look at the decision trail to the level of implementation and its effectiveness and results? Is this information adequate to form the basis for the Nordics to assure themselves of the effects of decisions at the operational level?

4. Methodology of the study

At the outset the expert will need to open up the methodology that she is going to use in the analyses. The methodology must be clearly indicated in the inception note and also in the reports. Should any rating, judgement criteria and criteria be used, they should clearly be explained.

In the categorization of the questions and the assessments, the expert may utilize the OECD/DAC development evaluation criteria and the three Cs (cooperation, coordination, coherence) of the European union development evaluation. She may also devise other criteria, should they seem better in characterizing the “influence” and modalities used.

5. Deliverables of the evaluation meta-study

Inception note

To constitute the framework for the evaluation meta-study, an initial inception note will be composed, which will open up, preferably in a matrix format, the evaluation issues listed in section 3. The inception note should not be more than 10 pages.

Draft report

The draft report should already be formatted in the form of the final report, with the exception of the abstract and the summary. The instructions to authors of the evaluation reports of the ministry should be followed as for the layout of the report, references, title settings, abbreviations and acronyms and similar.

The draft report will already contain separate sections of findings, conclusions and recommendations, and lessons learned, if any can be drawn.

The draft report should be carefully compiled, as there will be only one round of comments, the purpose of which is to correct possible errors or misunderstandings.

Final report

The final report will be produced after the round of comments, which is organized by EVA-11.

It is up to EVA-11 to decide, whether a presentation or internal discussion will be organized of the evaluation meta-study. It is also for EVA-11 to decide, whether the evaluation meta-study will be offered as a Finnish contribution to the originally planned joint-Nordic study of Nordic influence.

The payment of fees and consumables of this evaluation meta-study, will be tied to the acceptance by EVA-11 of the different reports. The payment schedule will be agreed between Impact Consulting Ltd and EVA-11 through an amendment to the original contract.

6. Budget

After consideration of these terms of reference, the consultant, together with the expert, will make a proposal for work input (working days) and consumables, and the total budget required for the performance of the task. The proposal is subject to discussion between the consultant and EVA-11, should it be necessary. EVA-11 will need to accept the proposal prior to conclusion of the amendment to the contract and confirmation of this meta-evaluation study. – The conclusion of this matter is of urgency, for the evaluation study to be able to restart.

7. Time table

Together with the proposal for a work input and budget, the consultant will also propose a time table for the carrying out of the desk-study meta-analyses set out in these terms of reference.

The time table will be decided upon as part of the overall package of this meta-analyses.

8. The authority

The consultant may under no circumstance act as the representative of the Ministry or EVA-11.

The consultant or the expert have no immaterial rights to any of the material gathered during this study, or reports produced within the context of it.

Helsinki, 27.2.2012

Aira Päivöke
Director of Development Evaluation

ANNEX 2: PEOPLE INTERVIEWED

Interview Programme for the WB and AfDB

* = interview transcription available for analysis in this study

The World Bank

- * Cheryl Gray, IDB, former IEG
- * Gita Gopal, Consultant, IEG
- * Ivar Andersen, Manager Operations, IDA Team
- * Jens Haarlov, Alternate ED
- * Kyle Peters, Director, Strategy and Country Services
- * Ola Storberg, ED replenishment deputy
- * Philippe Le Houerou, Vice President, Europe and Central Asia
- * Shanta Devarajan, Chief Economist, Africa Region
- * Steen Lau Jorgensen, Sector Director, Middle East and North Africa
- Abdulrahman Almofadhi, ED, Saudi Arabia
- Agapito Mendes Dias, ED, Sao Tome and Principe
- Anders Zeijlon, Coordinator, NTF for Human Rights
- Anita Bhatia, Director, Partnerships IFC
- Anna Bjerde, Senior Manager, Sustainable Development, Africa Region
- Anna Brandt, ED, NBO
- Anna Ferry, Senior Advisor, NBO
- Barbara Lee, Manager, Aid Effectiveness Unit
- Colin Bruce, Director Strategy and Operations, Africa Region
- Daniela Gressani, Deputy Director General, IEG
- Hans Martin Boehmer, Senior Manager, IEG
- Hassan Ahmed Taha, ED, Sudan
- Jeni G. Klugman, Sector Director, Gender
- Jyrki Koskela, Advisor, IFC
- Malcolm Ehrenpreis, Senior Gender Specialist
- Marie-Lucie Morin, ED, Canada et al
- Merza H Hasan, Executive Director, Kuwait
- Ritva Reinikka, Sector Director, Africa Human Development Department
- Robert Lenton, Chairman, Inspection Panel
- Rudolf Treffers, ED, the Netherlands et al
- Saroj Kumar Jha, Program Manager, Global Facility for Disaster Reduction and Recovery
- Tamar Manuelyan Atinc, Vice President, Human Development
- Uwe Gehlen, Former Senior Advisor to Executive Director, Germany
- Warrick Smith, Senior Manager, IFC Advisory Services

African Development Bank

- * Cecilia Akintomede, Secretary General
- * Frank Black, Director & Chair, Permanent Committee on Decentralization
- * Gemina Archer-Davies, Director, Human Resources Management Department
- * Jacob Kolster, Director, Regional Department (Tunisia, Libya, Egypt)
- * Kazumi Ikeda-Larhed, Head, Partnerships & Cooperation Unit
- * Margit Thomsen, ED for Nordic countries and India
- * Sudhaker Shukla, Advisor to ED for Nordic countries and India
- * Sunita Pitamber, Head of Unit, Fragile States Unit
- * Tim Turner, Director, Private Sector Department
- Albert Mafusire, Senior Country Economist, Regional Department South A
- Alexander Severens, Senior Adviser to the ED
- Aloysius Ordu, Vice President, Operations, Country & Regional Programs & Policy
- Benoit Chervalier, Head of Unit, Resource Mobilization and Allocation Unit
- Benson Maina, Lead Human Resources Specialist
- Christoph Kohlmeyer, ED for Germany, Portugal and Switzerland
- David Flament, Chief Cooperation Specialist, Partnership & Cooperation Unit
- Douglas Barnett, Lead Results Officer
- Ebrima Faal, Director, Regional Department South Asia
- Franck Perrault, Director, OPEV
- George Honde, Senior Country Economist, Regional Department South A
- Ketsela Mulu, Senior Advisor & Alternate to ED for Uganda, Eritrea, Ethiopia, Kenya,
- Kordje Bedoumra, Vice-President, Corporate Services
- Mohit Dhoorundhur, ED for Mauritius, Botswana, Malawi and Zambia
- Hela Cheikhrouhou, Director, Energy, Environment and Climate Change Department
- Odile Keller, Division Manager, OPEV
- Per Eldar Sovik, Director, Compliance Review and Mediation Unit
- Per Trulsson, Senior Advisor to ED for Nordic countries and India
- Peter Ide, Chief Technical Assistance Officer
- Petra Menander Ahman, Advisor, Office of Chief Operating Officer, Secretary for the Deauville IFI Coordination Platform
- Shahid Kahn, ED for South Africa, Lesotho and Swaziland
- Shehu Yahaya, ED for Nigeria and Sao Tome & Principe
- Steve Kayizzi-Mugerwa, Director, Regional Department East (Ethiopia, Sudan, Eritrea, Djibouti, Somalia)
- Veronica Giardina, Principal Cooperation Officer
- Veronica Giardina, Principal Cooperation Officer, Partnerships & Cooperation Unit
- Vinay Sharma, Director, Procurement & Fiduciary Services Dept
- Vincenzo Zezza, ED for Italy, the Netherlands and the UK
- Walter Jones, ED for United States
- Wilfred Mandlebe, Senior Advisor to the ED
- Youssef Ouedraogo, Special Advisor to the President, Governance Issues

ANNEX 3

Description of the management structure, official decision making structure and core functions of the World Bank and African Development Bank

World Bank – information in brief

The WBG, with its HQ in Washington D.C., is made up of five closely associated organizations: IBRD, IDA, IFC, MIGA and ICSID. The IBRD and the IDA form an entity called the WB.

The IBRD lends only to sovereign governments or for projects guaranteed by sovereigns governments. IBRD borrowers are generally considered to be **middle-income countries**. Countries with higher per capita incomes may borrow from the IBRD under special circumstances as may some countries with lower income levels, but which are deemed creditworthy for IBRD lending.

The IDA -the Bank’s “concessional,” or low-cost lending arm, **provides funding to the poorest member governments** of the WB. These governments have been assigned credit ratings so low that they are unable to borrow from commercial lenders. The IFC promotes private sector investment while the MIGA provides guarantees against political risk to investors and lenders. The ICSID settles investment disputes.

The WB’s mission is to help reduce poverty in the developing world through economic and social development and reconstruction. The Bank is formally one of the UN specialized agencies with own autonomous financing and decision-making and 188 member countries as shareholders.

The highest decision-making body of the WB is its BOG, representing member countries as government shareholders. The Governors meet jointly with the IMF for an AM and twice a year at a 25 member DC meeting, which provides political guidance to the Bank. To the BOG, Denmark and Norway assign their Ministers of International Development, Finland and Sweden being represented by their Ministers of Finance while their Ministers of International Development serve as Alternate Governors.

The daily decision-making in the Bank is delegated from the Governors/Ministers to **25 EDs**, representing one or several of the 188 shareholders in the EB. The five Nordic and three Baltic countries are represented at the EB by one ED. The ED is assisted by the NBO in the Bank, where the staff consists of one officer sent by each of the countries.

The WB's vision is "to contribute to an inclusive and sustainable globalization – to overcome poverty, enhanced growth with care for the environment, and create individual opportunity and hope". The WB President has identified six strategic themes: emphasis on the poorest countries, and Africa in particular; fragile and post-conflict states; middle income countries; global and regional public goods; expanding opportunity for the Arab World; and knowledge and learning. The WB influences the overall amount and composition of development financing available to countries. Both the WB's own lending and other donors' decisions are shaped by the Bank's research and analysis.

The Multilateral Organisation Performance Assessment Network Common Approach carried out in 2009 examined four dimensions of organizational effectiveness – strategic management, operational management, relationship management and knowledge management. The WB was assessed at an institutional level across nine countries: Ethiopia, Guatemala, Mozambique, Pakistan, Peru, Senegal, Serbia and Thailand. A total of 258 respondents participated in the survey.

In the main findings the WB was recognized for its knowledge, technical competence and experience in development; technical know-how and research were also pointed at. The focus on results at the country level was considered to be strong and the strengths in its result measurement system highly relevant. Good governance and focus on environmental protection were also emphasized. Mixed opinion on the Bank's focus on gender equality was noted. The Bank's efforts to deepen the results agenda are acknowledged – as captured in the findings on strategic management.

In the area of operational management its practice of tracking the implementation of evaluation recommendations presented to the Board of Directors was rated strong by respondents at country level and donors at HQ. The Bank is considered inadequate in adjusting its procedures. The Bank has complicated procedures and conditionality's for funding and implementation of projects and therefore the response to changes into new circumstances in a country is not quick enough.

The independence of the IEG is seen as one of the absolute strengths of the Bank in relation to its monitoring of external results. Using the performance information and the practice of tracking implementation of evaluation recommendations has been reported as a good strength. Recording expected disbursements in government's national budgets is also seen as strength. There is still room to improve the Banks culture in promoting local ownership through more consistent use of country systems and procedures.

There is a need for greater efficiency and flexibility of the Banks administrative procedures. They also need to improve their use of national financial reporting procedures, auditing procedures and procurement systems. Other areas of critique are the use of project implementation units that operate in parallel to the government; its use of national financial reporting procedures in making loans and credits; its use of national auditing procedures as well as procurement systems.

Members of the Multilateral Organisation Performance Assessment Network consider the Banks capacity to engage in donor coordination as a weakness. The clients, recipient governments consider the biggest issue to be the Banks management inefficiency and its limited knowledge about specific contextual issues.

IDA replenishment system

While the IBRD raises most of its funds on the world's financial markets, IDA is funded largely by contributions from the governments of its richer member countries. Additional funds come from IBRD's and IFC's income and from borrowers' repayments of earlier IDA credits.

IDA donors come together every three years to negotiate the amount of new resources required to replenish IDA's lending program and to discuss lending policies and priorities. The IDA replenishment process provides a degree of influence on setting development priorities by the IDA Deputies. The most recent replenishment of IDA's resources, the sixteenth replenishment (IDA16) was finalized in December 2010, resulting in a record replenishment size of SDR 32.8 billion (US\$ 49.3 billion) to finance projects over the three-year period ending June 30, 2014. This amount includes donor contributions, reflows from credit repayments and WB transfers.

The process starts by setting an agenda for the subsequent meetings. Special themes covered by IDA 16 replenishment were results, the crisis, gender, climate change and fragile states. Donors will meet to review the progress of IDA16 at a Mid-Term Review Meeting to be held in the fall of 2012.

African Development Bank

The AfDB, with a mandate to promote economic and social development in Africa, began its operations in 1967. The other two organizations forming the AfDBG are the ADF and the NTF. The HQ are based in Abidjan but temporarily located in Tunis. The Bank, with field offices across Africa, provides African countries with ordinary (Bank) and concessional (Fund) loans, as well as grants and technical assistance. The AfDB has 53 "regional" and 25 "non-regional" member states. Each of the 78 members has an appointed representative who sits on the Board of Governors, while 18 EDs collectively represent all member countries on the Board of Directors.

The BOG, the Institution's highest policy-making organ, meets annually. Regional member countries control 60% of the voting power on the Board, while non-regional members control the remaining 40%. The Board issues general directives on the Bank's operations, approves amendments to the Agreement, oversees the admission of new members and any increases of the Bank's capital. The BOG elects a 20-member Board of Directors to which it delegates its powers. The BOG elects the Presi-

dent of the Bank Group for a 5-year term, renewable for one term. The President, who must originate from a RMC, chairs the Board of Directors, appoints Vice-Presidents – in consultation with the Boards – and manages the Bank's daily operations.

Day-to-day decisions regarding the projects and policies of the Bank are made by the Board of Directors. Twelve of the Bank's 18 EDs are elected by the governors of regional member countries, while six are elected by non-regional members. EDs are elected for a three-year term, renewable once. Voting rights are allocated in proportion to the number of shares held by each of the regional or non-regional member countries represented by an ED. African member countries have majority ownership of the Bank.

AfDF -The Fund's resources come from contributions and periodic replenishments by participants, usually on a 3-year basis. For AfDF-12 (2011-2013) deputies agreed to a replenishment of UA 6.10 billion, which represents a 10.6 percent increase over the AfDF-11 level.

Nordic representation

The Governor and Alternate Governor of each Nordic country have in her/his Ministry a unit maintaining contacts with and giving instructions to the ED and the constituency office in both the WB and the AfDB.

Each Nordic country has its Governor and Alternate Governor at the WB on ministerial level and at the ADB on under-secretary or director level. In both banks, the Board of Governors is a large body which meets annually; at the AfDB once a year and at the WB twice a year. Linked to WB Spring and Autumn meetings also a 15-member Development Committee, an important policy making body, has a meeting.

At the WB Board of Directors the five Nordic countries – Denmark, Finland, Iceland, Norway and Sweden – together with the three Baltic states, form a joint constituency, represented at the Board by an ED. At the AfDB, the four Nordic countries of Denmark, Finland, Norway and Sweden together with India form a constituency, which is represented at the EB by one ED.

The Board at both Banks is a resident board, which meets at least once a week. The relevant Ministries in Nordic capitals are giving joint instructions to the ED on policy matters. The work in the Boards is carried out with a rule of consensus. It is not a forum to vote or put a veto on project or loan proposals, policy issues or others items on the agenda. Nevertheless, the debate which takes place in the Board on any issue serves to improve or change direction or values to a certain direction.

Finland and WB

MFA channeled development cooperation funds to the WB altogether (all over the world) for a value of EUR 127 million in 2010. The share of IDA was EUR 56 million and of trust funds EUR 71 million.

For Finland the WB is, after the EU, the second biggest channel for Official Development Assistance. In addition to the untied general funding, Finland co-finances programmes/projects in collaboration with the WB.

Furthermore, there are several thematic trust funds. In some of them the Bank has just a managerial role. IDA is the most important partner as it targets the assistance to the poorest of developing countries.

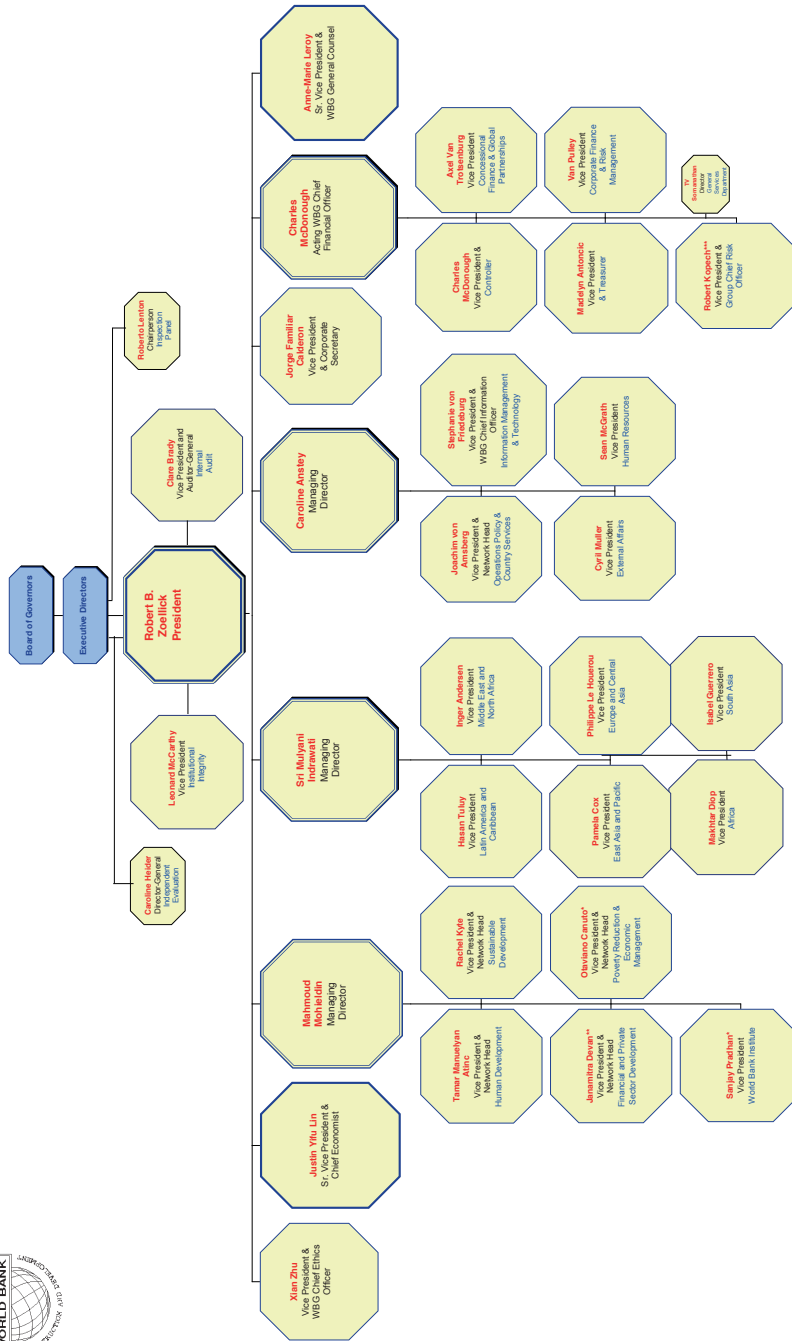
African Development Bank and World Bank strategic partnership

In 2000 the AfDB and the WB signed a Memorandum of Understanding outlining a Strategic Partnership between the two institutions. The Memorandum of Understanding drew on extensive consultation, including the findings of a “Study on Strategic Partnerships between the WB and the AfDB” (July 1999), prepared by a team of independent experts commissioned by the AfDB and the WB.

As a result of an independent evaluation in 2002, the Strategic Partnership was revised to become more operational. After a high-level meeting in Tunis in December of 2003, the two institutions drafted a set of action plans that delineated their planned cooperation in a set of sectors/themes (capacity building, governance, harmonization, HIV/AIDS, infrastructure, regional integration, staff development and water) and countries (Benin, Burundi, Democratic Republic of Congo, Egypt, Ethiopia, Ghana, Madagascar, Mozambique, Sierra Leone and Uganda). In addition, AfDB and the WB, in collaboration with the IMF, have established the Joint Africa Institute. The Joint Africa Institute’s goal is to train 400 participants each year—drawn from the public sector in Africa as well as from academe and the staff of the two Banks—in a range of macro-economic and social issues.

Sources of information <http://www.afdb.org/en/about-us/structure/> (4.6.2012) <http://www.bicusa.org/en/Institutions.aspx> (4.6.2012) http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/0,,contentMDK:22428930~menuPK:169_7011~pagePK:51123644~piPK:329829~theSitePK:29708,00.html (4.6.2012)

Organization Charts of World Bank and African Development Bank

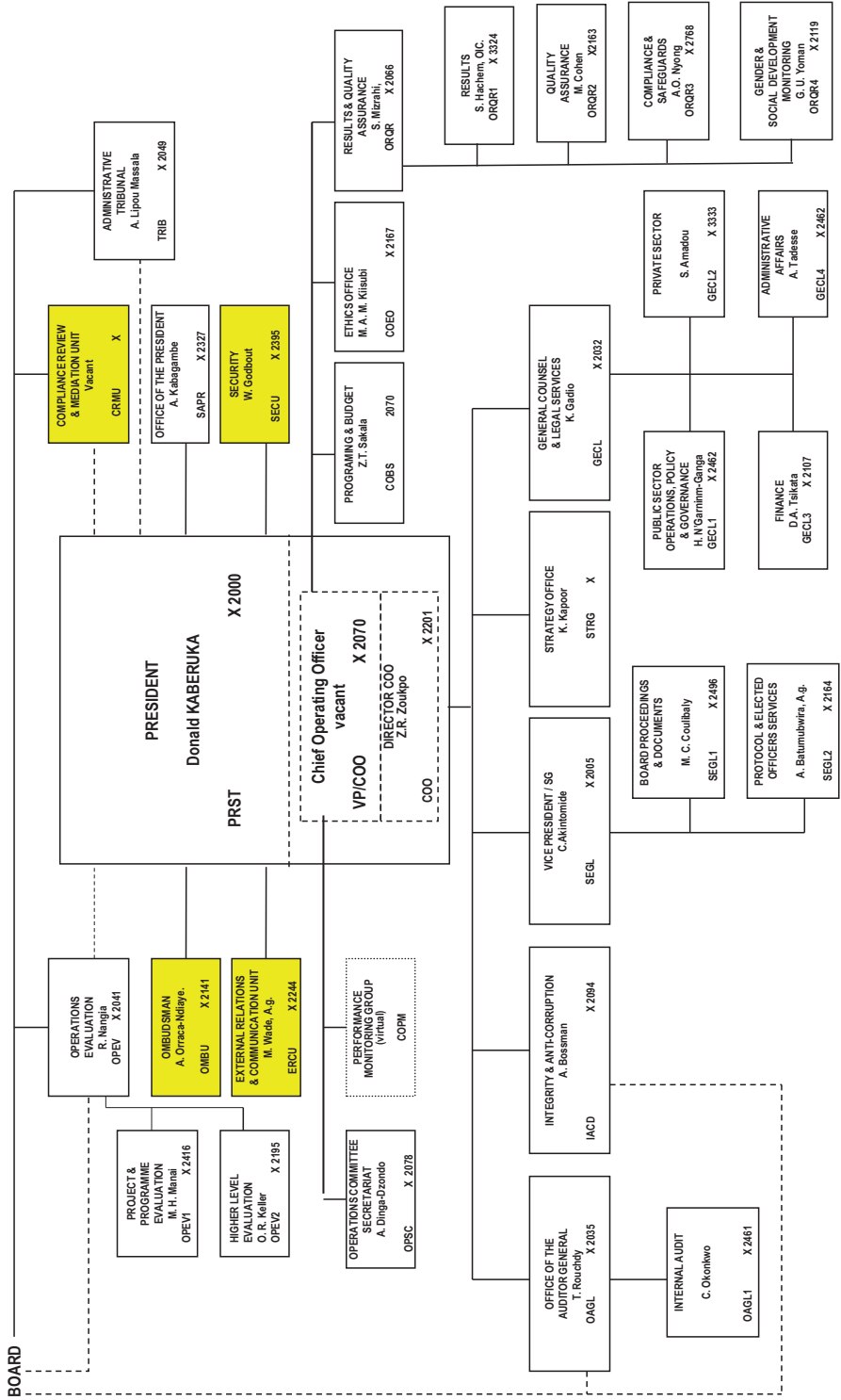


■ Dotted line to Sr. Vice President & Chief Economist
 ■■ Reports to JFC Executive Vice President on JFC Business
 ■■■ Dotted line to the President

AFRICAN DEVELOPMENT BANK
ADB ORGANIZATION CHART
18 May 2012

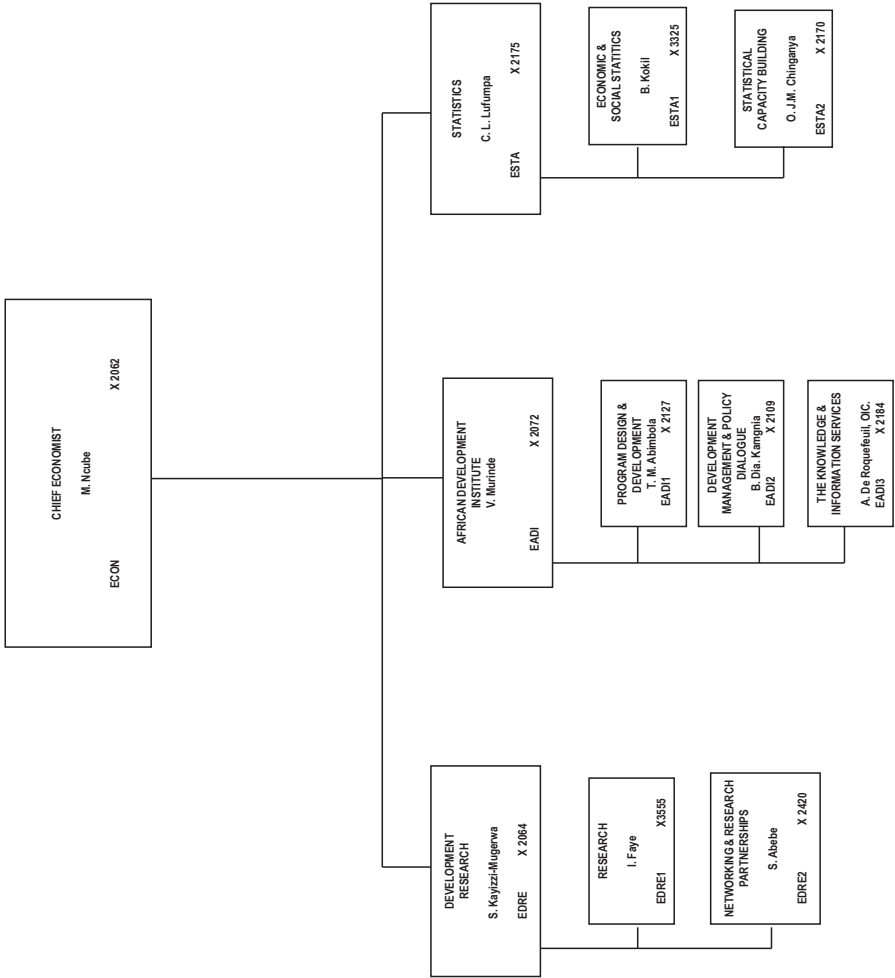


PRESIDENCY



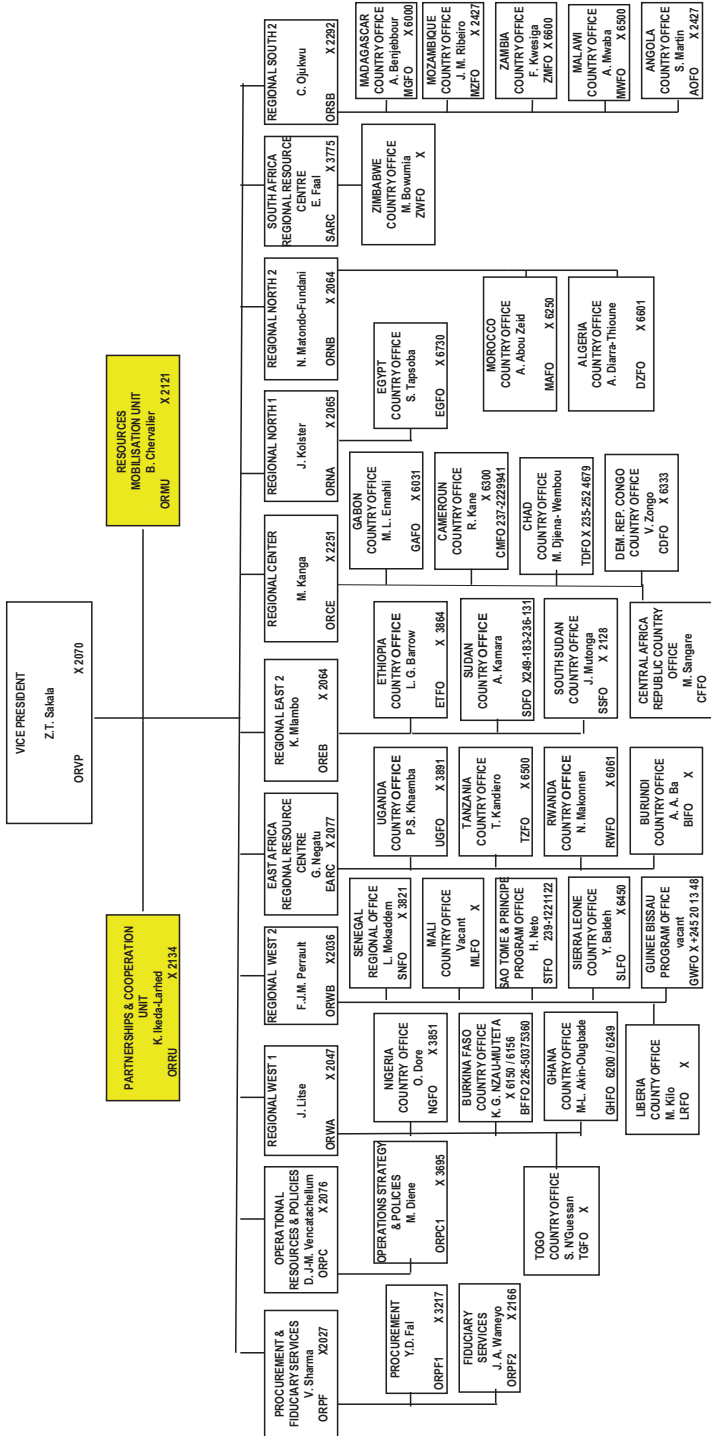


CHIEF ECONOMIST





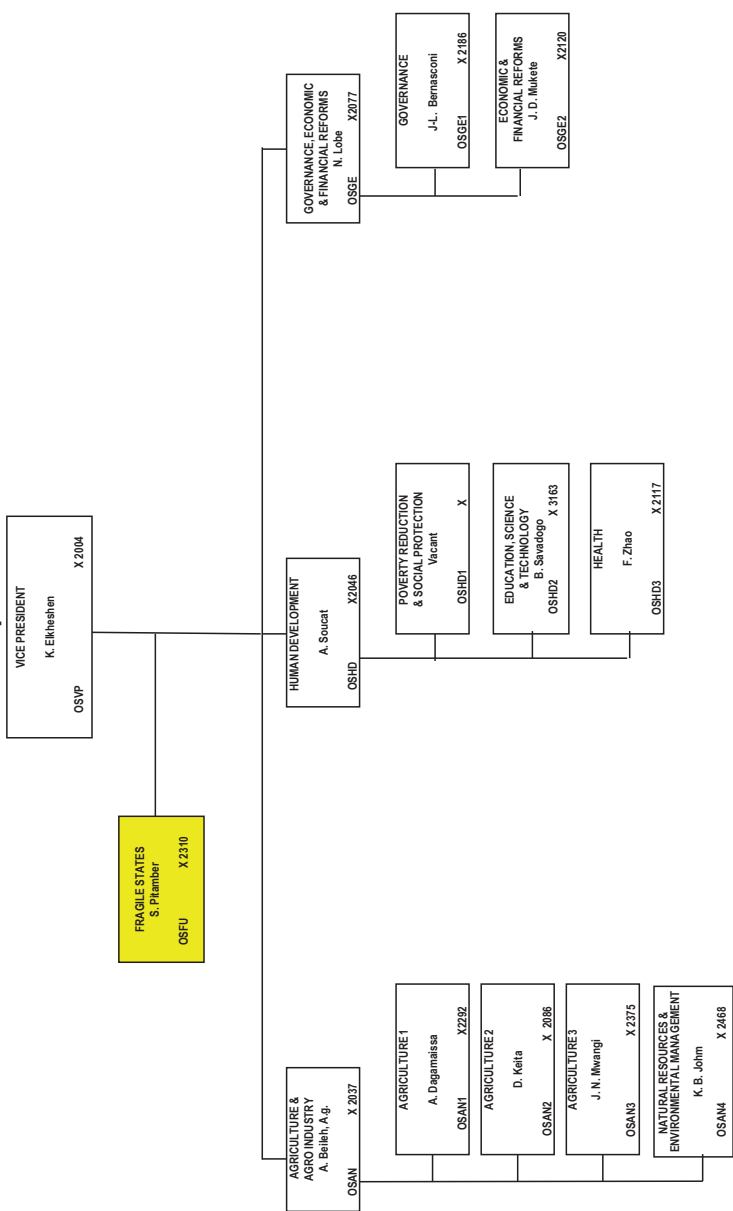
**VICE PRESIDENCY OPERATIONS I:
Country & Regional Programs & Policy**



East 1 Region: Burundi, Kenya, Rwanda, Seychelles, Tanzania, Uganda
 West 1 Region: Benin, Burkina Faso, Cote d'Ivoire, Ghana, Niger, Nigeria, Togo
 Center Region: Cameroon, Central African Republic, Chad, Congo Democratic Republic, Republic of Congo, Equatorial Guinea, Gabon
 North 1 Region: Egypt, Libya, Tunisia
 South 1 Region: Botswana, Lesotho, Namibia, South Africa, Swaziland, Zimbabwe
 East 2 Region: Djibouti, Comoros, Eritrea, Ethiopia, Somalia, Sudan
 West 2 Region: Cape Verde, Gambia, Guinea, Guinea-Bissau, Liberia, Mali, Sao-Tome & Principe, Senegal, Sierra Leone
 North 2 Region: Algeria, Mauritania, Morocco
 South 2 Region: Angola, Madagascar, Malawi, Mauritius, Mozambique, Zambia

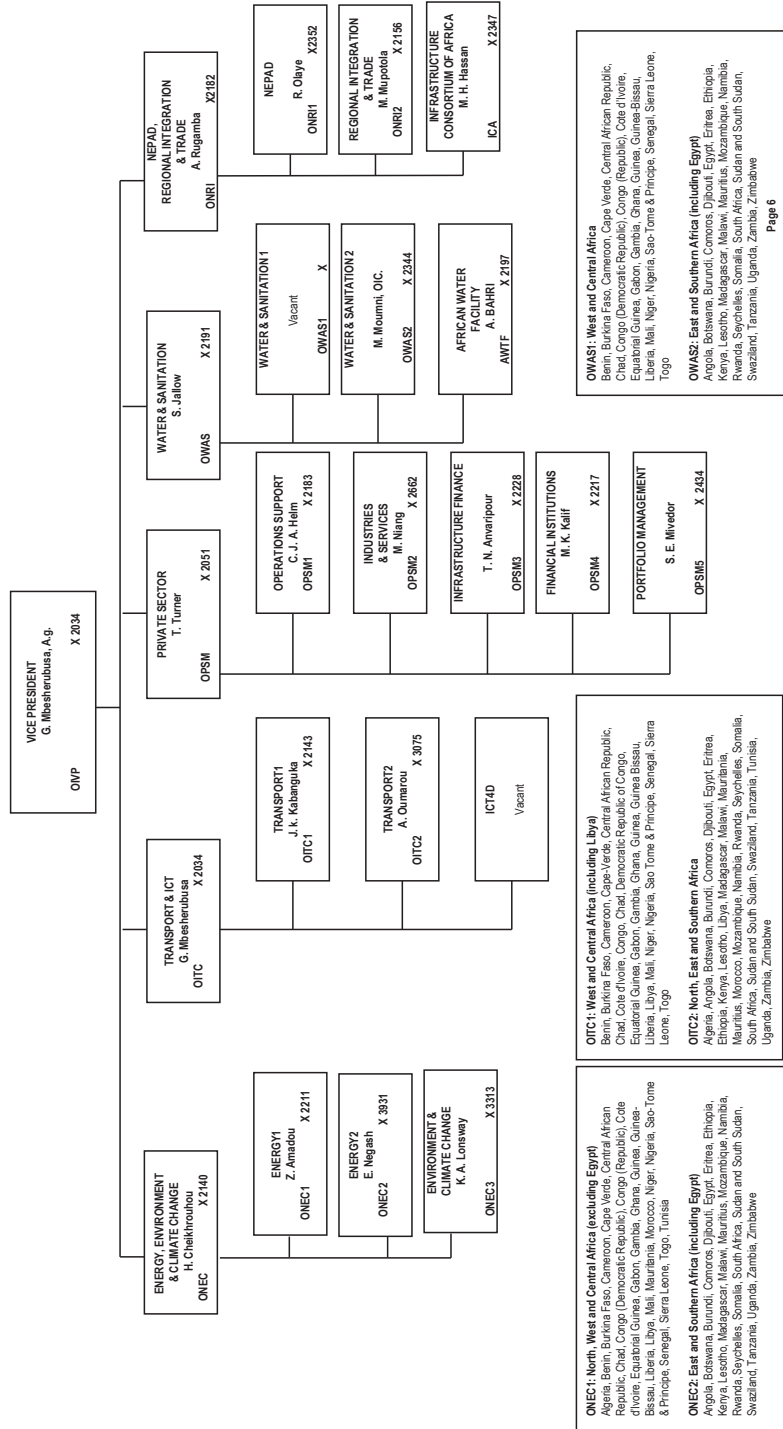


**VICE PRESIDENCY OPERATIONS II:
Sector Operations**



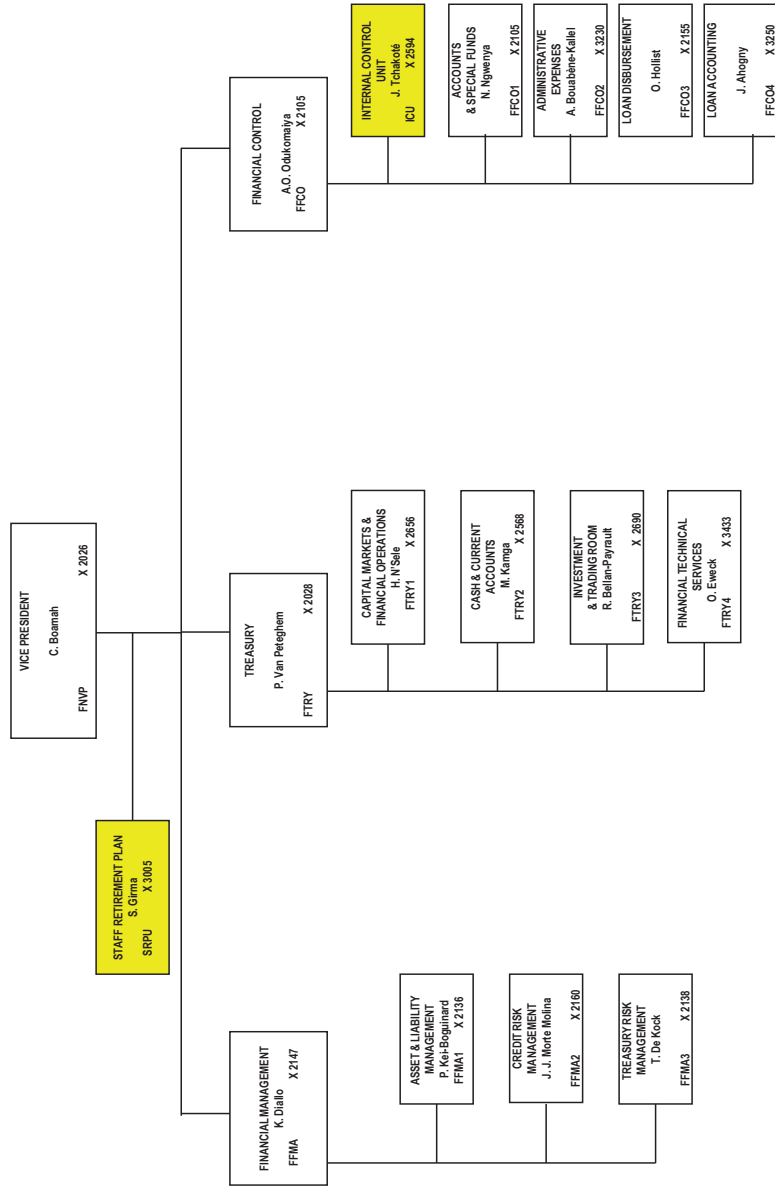


**VICE PRESIDENCY OPERATIONS III:
Infrastructure, Private Sector &
Regional Integration**



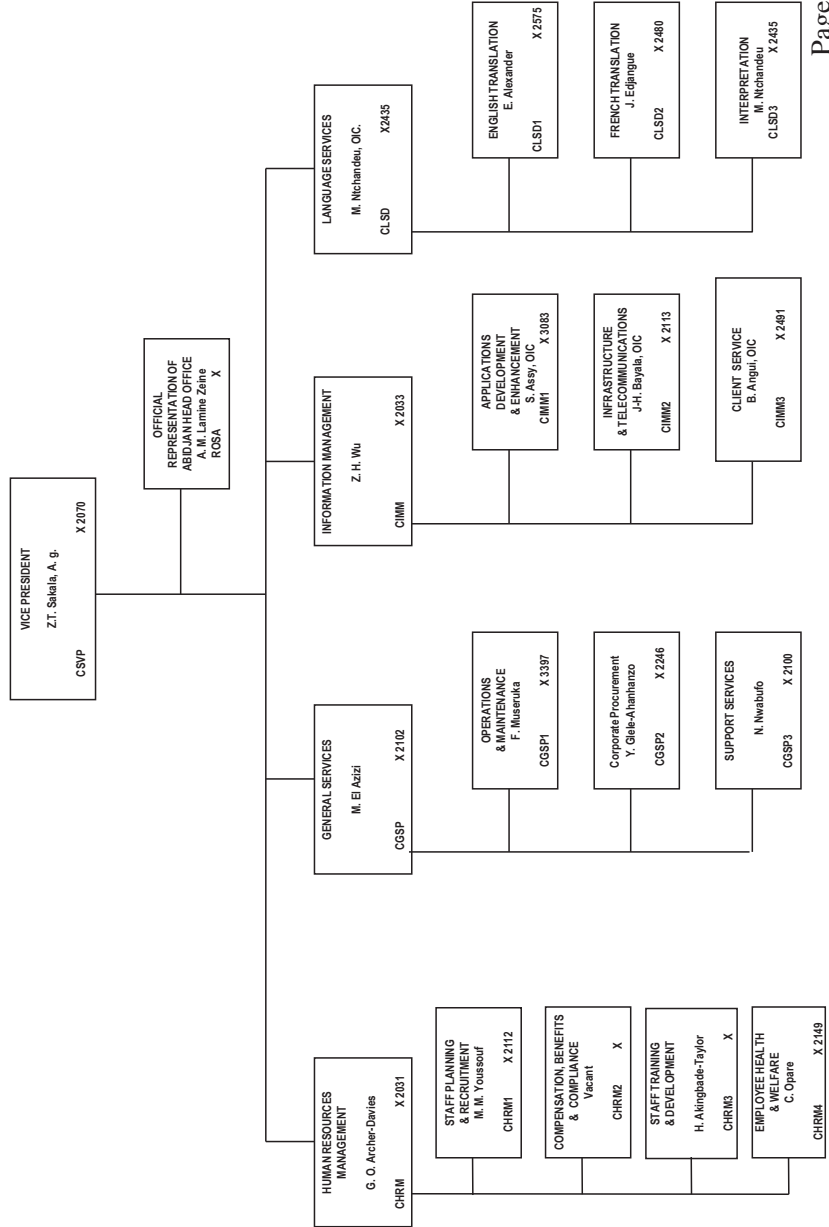


**VICE PRESIDENCY
FINANCE**





VICE PRESIDENCY
CORPORATE SERVICES



- REPORT 2009:9 Meta-Analysis of Development Evaluations in 2007 and 2008
ISBN: 978-951-724-809-9 (printed), ISBN: 978-951-724-810-5 (pdf), ISSN: 1235-7618
- REPORT 2009:8 Natural Disasters, Climate Change and Poverty
ISBN: 978-951-724-807-5 (printed), ISBN: 978-951-724-808-2 (pdf), ISSN: 1235-7618
- REPORT 2009:7 The North-South-South Higher Education Network Programme
ISBN: 978-951-724-790-0 (printed), ISBN: 978-951-724-791-7 (pdf), ISSN: 1235-7618
- REPORT 2009:6 DEMO Finland Development Programme
ISBN: 978-951-724-784 9 (printed), ISBN: 978-951-724-785 0 (pdf), ISSN: 1235-7618
- REPORT 2009:5 Finnish Aid in Western Kenya; Impact and Lessons Learned
ISBN: 978-951-724-783-2 (printed), ISBN: 978-951-724-786-3 (pdf), ISSN: 1235-7618
- REPORT 2009:4 Meta-analysis of Development Cooperation on HIV /AIDS
ISBN: 978-951-724-769-6 (printed), ISBN: 978-951-724-770 2 (pdf), ISSN: 1235-7618
- REPORT 2009:3 Support to Development Research
ISBN: 978-951-724-755-9 (printed), ISBN: 978-951-724-756 6 (pdf), ISSN: 1235-7618
- REPORT 2009:2 Agriculture and Rural Development. A Preliminary Study
ISBN: 978-951-724-746 7-(printed), ISBN: 978-951-724-747 4 (pdf), ISSN: 1235-7618
- REPORT 2009:1 Finland ´s Development Cooperation in Central Asia and South Caucasus
ISBN: 978-951-724-728 3-(printed), ISBN: 978-951-724-729 0 (pdf), ISSN: 1235-7618
- REPORT 2008:7 Kosovo Country Programme
ISBN: 978-951-724-716-0 (printed), ISBN: 978-951-724-717-7 (pdf), ISSN: 1235-7618
- REPORT 2008:6 The Cross-cutting Themes in the Finnish Development Cooperation
ISBN: 978-951-224-714-6 (printed), ISBN: 978-951-224-715-3 (pdf), ISSN: 1235-7618
- REPORT 2008:5 Finnish NGO Foundations
ISBN: 978-951-724-709-2 (printed), ISBN: 978-951-724-710-8 (pdf), ISSN: 1235-7618
- REPORT 2008:4 FIDIDA: An Example of Outsourced Service 2004–2008
ISBN: 978-951-724-690-3 (printed), ISBN: 978-951-724-691-0 (pdf), ISSN: 1235-7618
- REPORT 2008:3 Evolving New Partnerships between Finland and Namibia
ISBN: 978-951-724-701-6 (printed), ISBN: 978-951-724-702-3 (pdf), ISSN: 1235-7618
- REPORT 2008:2 Local Cooperation Funds – Role in Institution Building of Civil Society Organizations
ISBN: 978-951-724-701-6 (printed), ISBN: 978-951-724-702-3 (pdf), ISSN: 1235-7618
- REPORT 2008:1 Finnish Partnership Agreement Scheme
ISBN: 978-951-724-672-9 (printed), ISBN: 978-951-724-673-6 (pdf), ISSN: 1235-7618
- SPECIAL EDITION 2008:1 (SWE) FAO: Utmaning till förnyelse. Sammanfattning
ISBN: 978-951-724-670-5 (print), ISBN: 978-951-724-671-2 (pdf), ISSN: 1235-7618
- SPECIAL EDITION 2008:1 (FI) FAO: Haasteena uudistuminen. Lyhennelmä
ISBN: 978-951-724-655-2 (painettu), ISBN: 978-951-724-659-0 (pdf), ISSN: 1235-7618
- SPECIAL EDITION 2008:1 (ENG) FAO: The Challenge of Renewal. Summary
ISBN: 978-951-724-657-6 (printed), ISBN: 978-951-724-661-3 (pdf), ISSN: 1235-7618
- REPORT 2007:3 Implementation of the Paris Declaration – Finland
ISBN: 978-951-724-663-7 (printed), ISBN: 978-951-724-664-4 (pdf), ISSN: 1235-7618
- REPORT 2007:2 Meta-Analysis of Development Evaluations in 2006
ISBN: 978-951-724-632-3 (printed), ISBN: 978-951-724-633-1 (pdf), ISSN: 1235-7618

Development evaluation

P.O. Box 451
00023 GOVERNMENT

Telefax: (+358 9) 1605 5987

Operator: (+358 9) 16005

<http://formin.finland.fi>

Email: eva-11@formin.fi



MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND