



EVALUATION 2009/1
EVALUATION OF SDC'S
**PERFORMANCE IN
MAINSTREAMING
GENDER EQUALITY**



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Swiss Agency for Development
and Cooperation SDC

Evaluation of

SDC's Performance in

Mainstreaming Gender Equality

Commissioned by the Evaluation + Controlling Division
of the Swiss Agency for Development and Cooperation (SDC)

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Bern, February 2009

Evaluation Process

Evaluations commissioned by SDC Senior Management were introduced in SDC in 2002 with the aim of providing a more critical and independent assessment of SDC activities. Joint SDC/SECO programs are evaluated jointly. These Evaluations are conducted according to DAC Evaluation Standards and are part of SDC's concept for implementing Article 170 of the Swiss Constitution which requires Swiss Federal Offices to analyse the effectiveness of their activities. SDC's **Senior Management** (consisting of the Director General and the heads of SDC's departments) approves the Evaluation Program. The **Evaluation + Controlling Division (E+C Division)**, which is outside of line management and reports directly to the Director General, commissions the evaluation, taking care to recruit evaluators with a critical distance from SDC.

The E+C Division identifies the primary intended users of the evaluation and invites them to participate in a **Core Learning Partnership (CLP)**. The CLP actively accompanies the evaluation process. It comments on the evaluation design (Approach Paper). It provides feedback to the evaluation team on their preliminary findings and on the draft report.

Evaluation research shows that involvement of those responsible for implementation in generating recommendations leads to a higher rate of implementation. Therefore, to ensure recommendations that are well targeted, ambitious and achievable, this evaluation engaged the CLP in the development of the recommendations. During a 1 ½ day Synthesis Workshop, the CLP validated the evaluation findings and conclusions and with the facilitation of the SDC Evaluation Officer and the Evaluation Team, elaborated the recommendations for SDC noted in the **Agreement at Completion Point**. In a second step, SDC Senior Management responded to the recommendations put forward by the CLP (**Senior Management Response** in this Agreement at Completion Point).

In addition, each of the country programmes that were evaluated prepared and agreed to recommendations based on the evaluation findings. These are presented in the country cases studies contained in this report.

For further details regarding the evaluation process see the Approach Paper in the Annex.

Timetable:

Step	When
Evaluation Programme approved by COSTRA	2006
Approach Paper finalized	Sept. 2007
Implementation of the evaluation	Sept. 2007 – March 2008
Agreement at Completion	April 2008
Senior Management Response in COSTRA (SDC)	November 2008

I Evaluation Abstract

DONOR	SDC - Swiss Agency for Development and Cooperation
REPORT TITLE	Evaluation of SDC's Performance in Mainstreaming Gender Equality
GEOGRAPHIC AREA	Mozambique, Pakistan, Ukraine, Switzerland
SECTOR	Gender/Women in Development
LANGUAGE	English
DATE	May 2008
AUTHORS	Rieky Stuart (team leader), Aruna Rao, Jeremy Holland – Gender at Work, www.genderatwork.org

Subject Description

This report is an evaluation of SDC's gender equality work. The team looked at a sample of projects in Mozambique, Pakistan and the Ukraine, as well as examining the organizational systems that support SDC's efforts in this area. There are three major elements in SDC's gender equality work: mainstreaming gender equality through gender analysis and appropriate follow-up in all projects and activities; projects targeted specifically to enhance gender equality (usually but not always targeted to women and their organisations); and activities to promote women's advancement and equal opportunity within SDC. The evaluation looked at a wide range of projects, including humanitarian and long-term development projects in different sectors, as well as donor-harmonized activities and policy work.

Evaluation Methodology

This summative and formative evaluation was conducted through document review and interviews with SDC staff at headquarters and in three country offices (Mozambique, Pakistan, Ukraine), as well as meetings with SDC staff, partners and beneficiaries in the three focus countries. The evaluators also interviewed other donor representatives, and representatives of recipient governments and civil society organisations. The evaluators looked at an overview of the programme in the three countries to ensure that the activities selected for more detailed study and field visits were consistent with the rest of the programme. One of the selection factors was to ensure the fullest possible range of SDC activity was reviewed. Draft findings were fed back to SDC and its partners to ensure accuracy. Lines of enquiry were guided by a conceptual framework developed by Gender at Work and a consistent interview schedule was used throughout the field interviews.

Major Findings and Conclusions

There is a favourable climate for gender equality work in SDC, both mainstreamed and addressed specifically to women. Particularly impressive is the advancement of women in SDC through organisational change and redressing imbalances in numbers and opportunities within the organisation. There is also evidence of growing attention to mainstreaming in programming. However, until very recently, there is little evidence of gender analysis at the project design and approval stage. Nor are there objectives or indicators for addressing gender equality in the cooperation strategies. Gender mainstreaming generally occurs when evaluations point to missed opportunities for gender mainstreaming, or when there are gender champions in place. Although the organisation-wide systems for ensuring the mainstreaming element of the policy is implemented are weak, the evaluation identified a number of instances where SDC country offices (COOFs)

or divisions within SDC were developing their own learning and control systems. As a result, gender equality as a development goal and gender integration in operations comes down to chance. In only one of the three case study countries did the COOF invest in the capacity of women's organisations through women-focused or gender specific projects, a programming tool that remains useful when there is great gender inequality, or when there are specific issues that hold back women and thereby undermine development progress.

Recommendations and Lessons Learned

To strengthen SDC's gender mainstreaming performance, SDC intends to strengthen consistency of policy application by:

- Including outcome-oriented objectives for gender equality in organizational plans and strategies (at the level of country, region, division and domain), as well as in staff work plans and performance reviews (MAPs) flowing from these programming documents;
- Allocating resources through line management decisions to implement agreed objectives;
- Including performance information on gender equality and equal opportunity in Controlling Information collected by staff at the various levels (i.e., at the overall organization level, the Domain level, the Country Program level and the program level)¹;
- Including gender equality and equal opportunity dimensions systematically in the Terms of Reference for Monitoring and Evaluation in a consistent way so that information can be easily compared over time.
- Supporting gender equality staff (contact points), from the Gender Equality Learning Network and from Quality Assurance for implementing the policy;
- Work planning by the Gender Equality Learning Network to learn from and strengthen key organizational dimensions of SDC's gender equality work;
- Including relevant modules on gender equality, women-focused programming and equal opportunity in all SDC training for staff and partners.
- Annually reviewing by the Directorate of progress on implementation (based on an annual Progress Report on Gender Equality prepared by the Gender Equality Learning Network focal point with input from the Gender Equality Network, Quality Assurance, Corporate Controlling, Personnel and Equal Opportunity).

¹ Controlling will define with the Directorate the information that is to be collected by the appropriate line staff on gender equality and equal opportunity, building on existing work by Equal Opportunity and the former Gender Desk, and will report on reliability and validity of the data.

II Agreement at Completion Point: Recommendations of the Core Learning Partnership and Senior Management Response

1 Process

Evaluation research shows that involvement of those responsible for implementation in generating recommendations leads to a higher rate of implementation. Therefore, to ensure recommendations that are well targeted, ambitious and achievable, this evaluation engaged the Core Learning Partnership (CLP)² in the development of the recommendations. During a 1 ½ day Synthesis Workshop, the CLP validated the evaluation findings and conclusions and with the facilitation of the E+C Evaluation Officer and the Evaluation Team, elaborated the recommendations for SDC noted in this Agreement at Completion Point (see Chapters 2 and 3 below).

When these recommendations were tabled at a senior management meeting in June 2008, SDC had just embarked on a major re-organization. Senior management wished to make sure the recommendations would fit well with the new structure, and invited the team leader to interview the managers and staff concerned within the new structure and adjust the recommendations if required. This process took place over the fall of 2008 (see annex E). In November 2008 senior management discussed the evaluation findings and approved adjusted recommendations in line with the new organisational structure. In December 2008 SDC's Director finalised the Senior Management Response (see Chapter 4 below).

In addition, each of the country programmes that were evaluated prepared and agreed to recommendations for their sphere of influence based on the evaluation findings. These are presented in the country cases studies contained in this report.

2 Stand of the Core Learning Partnerships'

2.1 Overall appreciations

The CLP agreed with the findings and conclusions of the Evaluator's Report. They asked for several minor changes which were subsequently made.

2.2 Recommendations

The recommendations below were developed by the CLP before the reorganization of SDC. They relate to the day-to-day practice of SDC staff, to the planning systems, strategies and accountability at the intermediate level, and to the overall leadership and systematic follow-through of management. They reflect the consensus of the CLP and remain relevant in principle in spite of the re-organisation process. These recommendations were the point of departure for the adjusted recommendations submitted to senior management for the elaboration of the Senior Management Response (see annex E).

² For an explanation of the role and composition of the CLP see Chap. 8.1.1 of the Approach Paper in the Annex.

2.2.1 At the Organisational Level

1. Strengthen the role of the senior management board in leading and overseeing the implementation of the Gender Equality policy. This can be done in a number of ways (staff support to senior management for this role; designating a lead person for this role within senior management, regular review of Gender Equality progress by senior management, etc.).
2. Require the use of the Gender Checklist (which has been developed in conjunction with the OECD DAC) in the preparation of every credit proposal. The checklist will provide useful and meaningful information (for SAP input) to report SDC's contribution to gender equality, and is also a useful conceptual tool to guide programme officers and partners in applying SDC's gender equality policy. Since the Gender Checklist is an outcome-oriented tool, its use could be supported by the 'result-oriented steering working group' that has a related mandate. The Gender Desk will review and report annually to Senior Management on the information generated by use of the Gender Checklist throughout SDC.
3. Ensure that the renewed Women's Advancement/Equal Opportunity policy (2010-2015) builds on the findings of the focus groups conducted for this evaluation.
4. Ensure that the Equal Opportunities Policy is reflected in service staff rules of Cooperation Offices.
5. Start a process of independent certification for SDC to support progress on its Equal Opportunities goals.

2.2.2 At the Programme Level

6. Ensure that the programming instruments of all departments (country cooperation strategies, institutional strategies, yearly programs, mid-term strategies) include Gender Equality objectives at the output/results level and at the COOF (country office) performance level. Annual reporting on Gender Equality outcomes shall be done at the Department level (similar to the current annual Latin America ASTRAL process). The departmental reports will be available within SDC and for partners, and will be reviewed by the senior management board. The goals and indicators will be accompanied by appropriate budget allocations.
7. Ensure that the E-Department considers the appointment of a regional gender equality programme manager (responsible for ensuring gender mainstreaming and gender-specific programming) in one or two regions for implementation in 2009. The usefulness of this pilot position should be evaluated after three years.
8. Ensure that the Gender Desk prioritizes working with relevant departments to develop and include tailor-made modules on gender equality issues in *existing* meeting and training opportunities for different levels of staff (induction for all new staff – both Swiss and national, junior programme officers, management training, annual regional gatherings, humanitarian training, etc.) The purpose of these modules will be to improve the quality and consistency of gender equality work (mainstreaming and gender-specific programming) throughout the organisation. The modules will be oriented to professional development, learning and best practice. All departments shall give priority to including this module in existing training and meeting opportunities.

2.2.3 Within Departments

9. Increase the number of women in the Humanitarian Corps, and report annually on the numbers of women and men applying, recruited and deployed. Use the successful experience of the Women's Advancement programme within SDC as a model within COOFs and at headquarters. (Humanitarian Aid)
10. Recruit and appoint more individuals with social development/gender equality capacity for vacancies in the Humanitarian Department, with a goal of including one person with such skills in every major emergency deployment. (Humanitarian Aid)
11. Integrate staff with Gender Equality skills and training in SDC Humanitarian Response and Reconstruction programmes, through targeted recruitment and specialized training. (Humanitarian Aid)
12. Ensure that Terms of Reference for evaluations include questions on how the issue under evaluation addresses the cross-cutting themes of gender equality and governance. (Evaluation + Controlling Division)
13. Ensure that recommendations from evaluations include attention to their implications for gender equality goals. (Evaluation + Controlling Division)
14. Ensure that the Gender Desk actively promotes sharing of best practices and application of new and existing tools for Gender Equality. (Gender Desk)

3 SDC Senior Management Response

The Senior Management Response below was elaborated following SDC's reorganisation and is based on recommendations which were adjusted to reflect the new organisational context (see annex E).

SDC's Board of Directors reaffirms SDC's 2003 Policy on Gender Equality. The policy identifies five guiding principles for gender mainstreaming:

- the mandatory completion of a gender analysis, and its use in policy, programme and project formulation;
- flexibility in strategies for gender equality and social change in the face of resistant power relations;
- multi-level strategies linking international, national and local partners involved in multilateral, bilateral and humanitarian aid;
- specific action to address gender inequality, which can target women and/or men;
- promoting equal opportunities at SDC headquarters, in the field offices as well as in partner organisations.

SDC's promotion of equal opportunity is aligned with and subordinate to Swiss Ministry for Foreign Affairs' policy on equal opportunity, and is managed from the General Secretariat of the Swiss Ministry for Foreign Affairs.

The Board of Directors agrees to annually review progress in implementing this policy. The Gender Equality Learning Network focal point will lead the preparation of an Annual Progress Report on Gender Equality with input from the Gender Equality Network, Quality Assurance, Corporate Controlling, Personnel and Equal Opportunity. The first report will be tabled at the August 2009 Senior Management Retreat. The Corporate Controlling Division will facilitate the discussion and the decisions taken by the Board of Directors will be recorded in a Senior Management Response and published with the Annual Progress Report.

To strengthen SDC's gender mainstreaming performance, the Board of Directors agrees to strengthen consistency of policy application by:

- Including outcome-oriented objectives for gender equality in organizational plans and strategies (at the level of country, region, division and domain), as well as in staff workplans and performance reviews (MAPs) flowing from these programming documents;
- Allocating resources through line management decisions to implement agreed objectives;
- Including performance information on gender equality and equal opportunity in Controlling Information collected by staff at the various levels (i.e., at the overall organization level, the Domain level, the Country Program level and the program level)³;
- Including gender equality and equal opportunity dimensions systematically in the Terms of Reference for Monitoring and Evaluation in a consistent way so that information can be easily compared over time.
- Supporting gender equality staff (contact points), from the Gender Equality Learning Network and from Quality Assurance for implementing the policy;
- Work planning by the Gender Equality Learning Network to learn from and strengthen key organizational dimensions of SDC's gender equality work;
- Including relevant modules on gender equality, women-focused programming and equal opportunity in all SDC training for staff and partners.

The Board of Directors supports the efforts already underway to increase the allocation of time to gender focal points in the various departments and regions. The minimum time allocation for a person charged with responsibility for supporting gender equality in SDC programming will be 20% of a full-time position, not including the time needed for participating in the Gender Equality Learning Network.

³ Corporate Controlling will define with the Directorate the information that is to be collected by the appropriate line staff on gender equality and equal opportunity, building on existing work by Equal Opportunity and the former Gender Desk, and will report on reliability and validity of the data.

III Evaluators' Final Reports

Evaluation of SDC's Performance in Mainstreaming Gender Equality

Commissioned by the Evaluation + Controlling Division
of the Swiss Agency for Development and Cooperation (SDC)

Bern, Switzerland, May 2008

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Evaluation of SDC's Performance in Mainstreaming Gender Equality

Part 1 Synthesis Report

Prepared by Rieky Stuart
with Aruna Rao and Jeremy Holland

April 2008

Acknowledgements

This evaluation was conducted between August 2007 and April 2008. It included documentary review, examination of systems, interviews with staff in headquarters, and focus groups with senior men, young women program officers, young men program officers, and administrative staff. In the field studies in the Ukraine, Mozambique and Pakistan, national and international staff, partner representatives and some beneficiaries were interviewed.

The authors are extremely grateful to SDC staff in Bern who willingly participated in interviews and focus group discussions. Particular thanks are due to Evaluation and Controlling Division Staff who managed the evaluation, Anne Bichsel, Gerhard Siegfried, Christa Rohner and Regula Herlan. Without their advice, support, coordination and diplomacy this evaluation could not have happened.

We also wish to thank the people who took time to share their knowledge and insight with us. The complete list of those interviewed for the synthesis report is included as Annex B 5.

Executive Summary

There is a favourable climate for gender equality work in SDC, both mainstreamed and addressed specifically to women. Particularly impressive is the advancement of women in SDC through organisational change and redressing imbalances in numbers and opportunities within the organisation. There is also evidence of growing attention to mainstreaming in programming. However, until very recently, there is little evidence of gender analysis at the project design and approval stage. Nor are there objectives or indicators for addressing gender equality in the cooperation strategies. Gender mainstreaming generally occurs when evaluations point to missed opportunities for gender mainstreaming, or when there are gender champions in place. Although the organisation-wide systems for ensuring the mainstreaming element of the policy is implemented are weak, the evaluation identified a number of instances where COOFs or divisions within SDC were developing their own learning and control systems. As a result, gender equality as a development goal and gender integration in operations comes down to chance. In only one of the three case study countries did the COOF invest in the capacity of women's organisations through women-focused or gender specific projects, a programming tool that remains useful when there is great gender inequality, or when there are specific issues that hold back women and thereby undermine development progress.

Evaluation findings

Program results

The evaluators found evidence that a growing number of SDC's projects are making significant contributions to gender equality. The country case studies conducted in Ukraine, Mozambique and Pakistan as part of this evaluation illustrate this point well.

In Ukraine, the COOF developed its cooperation strategy (2007-2010) during a period in which governance, at that time a transversal issue alongside HIV/AIDS, was the main driver

of in-country discussions. By the time the cooperation strategy was in preparation, gender replaced HIV/AIDS as the second transversal theme. At a strategic level, the COOF is weak on a gendered theory of change, but has subsequently done much to build gender equality into the annual planning and into the design and implementation of its project portfolio. This has been achieved primarily by introducing a process of “gender certification” of projects/programs, backed by a local Gender Consultative Committee (GCC) which has a dual role of coaching and appraising.

In Pakistan, the level of gender inequality is one of the highest in the world, especially for poor women. Therefore, the cooperation strategy (2006-2010) gives attention to gender equality and HIV/AIDS as transversal issues to be addressed in all three programming areas: Increasing Income, Improving Governance, and Earthquake Reconstruction and Rehabilitation. Efforts have concentrated on ensuring the participation of women in project activities, and in the staffing of partner organisations. The strategy has not explicitly included gender equality objectives – except for the earthquake reconstruction – and projects vary a great deal in how/whether they have addressed gender inequality. This seems to depend on the interest and capacity of the National Program Officers and on the partners. In those projects that have made an effort, both partners and beneficiaries were able to demonstrate how women had benefited, and how women had gained greater respect and influence in their families and communities. The responsibilities and role of the Gender Focal Point are being redefined, particularly in relation to those of management and National Program Officers (NPOs) and the COOF intends to include gender equality goals in each of its program sectors. Pakistan is the only country of the three that were reviewed to invest in women’s organisations. The degree of women’s inequality is so high that the need to support women to organize for their rights is an important development tool. SDC is supporting – with other donors – institutional renewal of one of its key women’s organisation partners because women’s voices are so marginalized in both the public and the private domain.

Mozambique is one of the world’s poorest countries, and is highly aid-dependent. Donor coordination both in terms of sector-wide approaches and for core budget support is an essential element of donor work in Mozambique. For the most part, the government and donors attention to women’s rights and gender equality issues has tended to concentrate in the areas of health and education; progressive legislation exists in a context of extremely weak implementation and lack of government accountability and transparency, and weak gender mainstreaming in development programs. The Cooperation Strategy as a whole and its programs and projects have the potential to benefit women along with men but only some of them are planned on the basis of gender-disaggregated data and a smaller number have gender-specific targets and indicators to monitor progress. In 2006 SDC headquarters organized a staff workshop on gender and HIV/AIDS mainstreaming which the COOF considered helpful and which led to a greater focus on gender issues within the COOF’s annual program planning and review process. The COOF developed minimum standards on gender (and HIV/AIDS) to be reached by 2011 which includes a commitment to elaborate a gender/HIV-AIDS mainstreaming objective for each domain and an outcome indicator on gender mainstreaming at the level of the cooperation strategy.

These illustrative COOF actions reinforce our finding that there is an intuitive sense of good will towards gender equality objectives within the organisation, but that a lack of strategic steering and weak sanctions produces a voluntaristic approach to gender mainstreaming. The COOFs, like HQ, are beginning to work with outcome-oriented programming, instead of monitoring inputs and outputs. This can make it easier to ensure consistent high-quality gender equality outcomes as well.

Organisational dimensions

Women's advancement/Equal Opportunities has progressed significantly during the period under review. There is gender balance at the program officer level, and recruitment of entry-level professionals has favoured women. In addition, the number of women at senior levels has increased. This is the result of a concerted policy initiative in SDC HQ to correct imbalances in gender representation at all levels.

While the increase in the numbers of women is encouraging, and while there have been policies to encourage women's participation such as part-time work and tele-work, Focus Group Discussions and interviews revealed that among women and men in different levels of seniority there are inter-subjective world views that reflect a lack of communication on workplace norms and culture that may lead to future set-backs.

SDC's Management Information System (SAP) performs a bookkeeping/financial accounting function tracking project inputs. The quality and consistency of information about gender mainstreaming and gender specific projects is inconsistent and therefore unreliable. Because there is no solid information about level of investment in gender equality, observations in this area are tentative, relying on the evaluators' judgment and experience and require further discussion, including agreement on the comparative importance of gender equality for SDC.

Strategic intent

With respect to strategic intent, the context for strategic mainstreaming of gender equality in SDC means that "gender is optional". This is due to a number of interlinked tensions:

- Thematic/Guideline "fatigue": Gender is widely perceived as just one of a continual stream of thematic requirements and guidelines. The result is that gender equality, along with other formal and informal cross-cutting themes, is devalued and becomes an optional choice. It is significant that the gender toolkit, which was the springboard (along with coaching) in the first phase of mainstreaming, has not been extensively used in operations.
- Decentralised autonomy: Within SDC, on-the-ground contextual sensitivity and flexibility is valued and widely championed as being SDC's comparative advantage over larger donors. This view is reinforced by the findings of successive independent evaluations. The result is that the balance between decentralised autonomy and global strategic coherence and direction often tips in favour of COOFs. Linked to this is a tendency for the various parts of SDC to function autonomously.
- SDC is not yet a learning organisation that is motivated by a curiosity about results, although the shift to outcomes and to a program approach will push the organisation in this direction. This is reflected in the fact that it lacks an overarching theory of change (with gender equality integrated into this theory). The Gender Equality policy is a strong statement of principles but lacks a "theory of change/effect assumptions", so that there is a "missing middle" between the statement of principles embodied in the policy and the project design and implementation process. The result is a project focussed organisation – in which "pushing the pipeline" gets rewarded despite statements to the contrary.
- Within this "gender is optional" climate, there are, however, good examples of integration of gender equality at the strategic level. This is most notable in the Latin American Department, where strategic approaches have linked a theory of change on women's empowerment and poverty reduction to a system of monitoring outcomes.

Every year the department reviews all evaluations for outcomes with a strong focus on gender and empowerment. The Ukraine and Mozambique are developing models for more systematically tracking their contribution to gender equality.

Areas for Recommendations

Meeting this challenge of improving SDC's gender equality contribution requires a mix of institutional change and systems reform. Specific areas of technical system reform will be easier to achieve and will have some impact but will be unlikely to have a system wide and sustained impact without accompanying institutional reform.

An innovative feature of this evaluation is that the Core Learning Partnership (CLP) will generate the recommendations for SDC. In the Synthesis Workshop, the evaluation team will facilitate a process of consideration of institutional change and systems reform and assist the CLP in developing recommendations. SDC's Senior Management will take a final stand on the recommendations in a Senior Management Response.

To facilitate the discussions during the Synthesis Workshop, the evaluation team has identified the areas below as potential areas for consideration by the CLP when it elaborates the recommendations for SDC. The CLP may propose that other or additional issues be addressed.

Technical System Reform

1. There is no systematic tracking or monitoring of whether/how the policy requiring gender analysis of all projects/programs is being done. Similarly, there is no reliable information on the number and value of gender specific projects. The evaluation reviews a number of ad-hoc efforts in this area. Should this be more systematically done, and if so how and by whom?
2. There is weak oversight and direction by the senior management board of mainstreaming gender analysis and of gender specific programming, compared to their oversight and leadership of women's advancement/equal opportunities. How can the former be strengthened?
3. The current investment in gender mainstreaming in SDC is heavily weighted toward coaching/support compared to monitoring/learning. At the same time, there is a very low level of effort by a number of people across the organization (10% for GFPs is the norm). Is this the optimal organization of SDC's human resources, and if not, how should it be changed, given the constraints on staffing?
4. How can SDC ensure greater accountability for gender mainstreaming in its planning and performance evaluation systems (for the program and for the staff)?
5. The Humanitarian Department needs to increase the number of staff (permanent and in the Humanitarian Corps with capacity to ensure gender-equitable design of humanitarian responses. What measures can it take, learning from SDC's women's advancement/equal opportunities and from the experience of other humanitarian organisations?

Institutional Reform

- Is it useful to invest in becoming a learning organisation as one means to add value to its gender mainstreaming work? There is already some work underway on this in SDC, and the trend toward outcome monitoring (as opposed to input/activity measurement) supports this. Meaningful change requires attention to alliance-building and collaboration both inside and outside the organisation (networks, structures, processes). Recent attention to knowledge management can also support a shift toward becoming a learning organization. What actions does the core learning partnership wish to propose to promote this shift?
- In the review of the women's advancement policy (due before 2010) it is worthwhile exploring the perspectives that different groups of women and men have of the organization, in order to address some of the disjuncture in perception of the organisation and its strengths and weaknesses that were expressed in the focus groups and the interviews (see section 3.2 above). How could this best be done, in way that will generate constructive discussion and recommendations?
- How can this CLP assist SDC to develop a process to enhance the strategic coherence of the organisation? Such a process would help to identify processes and behaviour to build both COOF autonomy and strategic coherence at the organisational level. It would also articulate a conceptual framework to guide program design and outcome indicators. Such a process would include periodic reviews to ensure new learning was integrated without compromising the coherence of the strategy. Who would develop such a process? Who would lead it? What would ensure buy-in by staff, by partners and peers, by the Swiss Government and the Swiss public? How can gender equality be an integral dimension of such a process?

In an effort to ensure the recommendations were well-targeted, ambitious and achievable, this evaluation engaged the Core Learning Partnership in determining whether and how the findings of the evaluation, as reflected in the evaluation team's 'Areas for Recommendations' could be developed as practical and meaningful recommendations. In the Synthesis Workshop the SDC evaluation officer and the evaluation team facilitated a process of consideration of institutional change and systems reform and assisted the CLP in developing recommendations. These recommendations and the senior management response have been elaborated by SDC staff and are therefore not part of this Final Evaluators' Report. They are to be found as a preface to this report under II Agreement at Completions Point: Stand of the Core Learning Group and Senior Management Response.

Abbreviations

AWID	Association for Women's Rights in Development
CAPWIP	Center for Asia Pacific Women in Politics
COOF	Cooperation Office
DAWN	Development Alternatives with Women for a New Era
E-Dept.	Department for Bilateral Development Cooperation
ERRA	Earthquake Reconstruction and Rehabilitation Authority (Pakistan)
F-Dept.	Department for Thematic and Technical Resources
FGD	Focus Group Discussion
GCC	Gender Consultative Committee
GFP	Gender Focal Point
H-Dept.	Department for Humanitarian Aid
MAP	SDC's system of workplanning and personnel evaluation
M-Dept.	Department for Development Policy and Multilateral Cooperation
MDGs	Millennium Development Goals
NPO	National Program Officer
O-Dept.	Department for Cooperation with Eastern Europe and CIS (Community of Independent States)
OECD-DAC	Organisation for Economic Cooperation and Development, Development Assistance Committee
PCM	Project Cycle Management
PIU	Project Implementation Unit
SDC	Swiss Agency for Development and Cooperation
SWAP	Sector-wide approach
UNICEF	United Nations Children's Fund

1 Introduction

1.1 Background and rationale

SDC's Evaluation + Controlling Division mandated an "Independent Evaluation of SDC's Performance in Mainstreaming Gender". SDC has a longstanding commitment to the pursuit of gender equality (gender policy since 1993) and declared gender a transversal theme in 2006.

The rationale for an evaluation at this juncture is three-fold: (i) the long standing emphasis on gender equality and the sheer volume of aid activity; (ii) the changes in donor strategic and operational approaches prompted by the Paris Declaration (PD); and (iii) the recent adoption by SDC of gender (alongside governance) as a transversal issue.

1.2 Purpose and objectives

The purpose of the evaluation is to render accountability and to contribute towards improving SDC's future performance. This has two elements: summative and formative:¹

- Summative: to render accountability by submitting SDC activities to independent assessment
- Formative: to improve future SDC performance in mainstreaming gender equality through learning; and to contribute to knowledge about promoting gender equality in international cooperation

The objectives of the evaluation are:

- to analyse the relevance, effectiveness and sustainability of the implementation of SDC's gender equality policy
- to analyze how SDC as an institution (i.e., through its systems, policies, processes, culture) implements its gender equality policy
- to assess institutional learning within SDC with regard to gender equality;
- to assess the coherence and complementarities of SDC's other policies and priorities with its gender equality policy;
- to assess SDC's contribution in promoting gender equality in the context of donor harmonization and alignment with partner country priorities;
- to assess how SDC can best use its limited resources to further gender equality;
- for SDC staff at all levels to reflect on the evaluation findings and make recommendations for improving performance.

¹ A summative evaluation is a method of judging the worth of a project at the end of project activities, with a focus on impacts. This can be contrasted with a formative evaluation which judges the worth of a project while the project activities are forming or underway.

1.3 Scope and key questions

The scope of the evaluation is in the following three areas, each with an overarching question:

- Program Results: What is the contribution of SDC programs to gender equality (relevance, effectiveness, impact and sustainability)?
- Organisational Dimensions: How do SDC's systems, processes, procedures, relations, norms and culture assist or impede SDC's stated policy of contributing to gender equality?
- Strategic Intent: What is the mix of strategies for addressing gender equality and how does this affect the quality and impact of the SDC contribution?

The evaluation included document reviews, interviews and discussions with SDC staff in Bern HQ, and with staff, government and donor counterparts and project partners and beneficiaries in Cooperation Offices (COOFs) in Mozambique, Pakistan and Ukraine. (see Methodology Discussion in the detailed country case studies).

Against each of these three areas and overarching questions, the evaluation addresses a set of key questions at the COOF level which are outlined in the country case study reports.

In Bern, document reviews and interviews with key staff across the organisation examined the link between COOF-level results and processes and Headquarters systems and processes. The evaluators also examined the process of information collection, evaluation and management of SDC gender equality efforts; the degree of organisational monitoring and control of gender equality work; and the process for women's advancement/equal opportunities in SDC. Focus groups with senior men, younger women and younger men professional staff, with gender focal points and with administrative staff gathered data from these perspectives about SDC's culture and ways of working that affect gender equality performance.

1.4 Expected results

The evaluation will produce results at output and outcome level.

Evaluation team outputs include:

- Approach and synthesis workshops in HQ and COOFs
- End of mission debriefings with Aides Memoires
- Final evaluators' report
- A DAC abstract.

SDC outputs include:

- Review of findings and recommendations developed
- Core learning Partnership and senior management agreement on recommendations
- Dissemination of evaluation results.

Evaluation outcomes include:

- Sharpening of SDC's understanding of gender relations in development processes
- Improved planning and implementation of gender equality measures
- Improved positioning and focus of gender mainstreaming as transversal issue
- Better understanding of operationalisation of transversal issues in SDC
- Knowledge generation and thematic support with regard to gender equality.

1.5 Guiding principles

The evaluation is guided by four important principles:

- Contributing to knowledge
- Understanding the dynamics of policy transmission
- Consultative, participatory and learning oriented
- Learning with regard to transversal issues.

1.6 The structure of this report

Following this introduction the report is structured in the following way. Section 2 elaborates on the methodology for developing the synthesis report. Section 3 considers the global context for development assistance and gender equality and elaborates on the findings of the three country case studies and the headquarters research, using the overarching questions of program results, organisational dimensions and strategic intent to organize the presentation. Section 4 draws out areas for recommendations and concludes.

2 Evaluation Methodology

2.1 Analytical framework

The analytical framework for the evaluation (see Figure 2.1 and 2.2) is an adaptation by the evaluation team of the framework developed by Gender at Work to guide its engagement on gender equality and institutional change.²

The framework conceptualises gender equality along two continuums: individual to systemic and informal to formal. The framework can be applied to both *internal* organisational change for gender equality (see Figure 2.1) and *external* strategic and operational change for influencing gender equality outcomes and impacts (see Figure 2.2). The framework focuses on the tension between individual capabilities and structural or systemic opportunities/constraints. Change on the individual continuum (the top half) requires building the capabilities and resources of women and men. The bottom half of the continuum describes the institutional context, which comprises the “rules of the game” governing the behaviour and relationships between men and women. These institutions can be formal (laws, policies and procedures) and informal – and often invisible - sociocultural norms and habits of households, organisations, communities and societies.

² See Rao, Stuart and Kelleher, 1999. *Gender at Work: Organisational Change for Equality* (Washington: Gender at Work); see also Alsop R, M Bertelsen and J Holland, 2006. *Empowerment in Practice: From Analysis to Implementation* (Washington D.C.: The World Bank).

2.1.1 Analytical framework for gender equality mainstreaming organisational evaluation

Individual

Women's and men's consciousness

- Women and men feel respected, confident and secure in their work environment
- Staff knowledge and commitment to gender equality
- Commitment of the leadership
- Capacity for dialogue and conflict management, priority setting and building coherence

Informal

Access to and control over resources

- Budget, time and human resources devoted to actions to advance equality
- Number of women in leadership positions
- Training and capacity building for achieving gender equality goals

Formal

Internal culture and deep structure

- Acceptance of women's leadership
- Organisational ownership of gender issues
- Acceptance of needed work-family adjustments
- Women's issues firmly on the agenda
- Agenda setting and power sharing open to influence and change
- Powerful advocates for shifting agenda on gender equality
- Value systems prioritise knowledge and work geared to social inclusion and gender equality
- Organisational culture prevents harassment and violence

Formal rules, policies

- Strategic intent conceptualizes a path toward gender equality within the organisation's mission and mandate
- Gender equality has a high priority in program and project objectives
- Gender analysis is built in early and consistently into program and project work processes (including planning, implementation and evaluation)
- Management and staff are accountable for implementing gender equality policies
- Policies for anti-harassment, work-family arrangements, fair employment etc.
- Accountability mechanisms and processes that hold the organisation accountable to women clients

Systemic

2.1.2 Analytical framework for gender equality mainstreaming *impact* evaluation

Individual	
<p>Women's and men's consciousness</p> <ul style="list-style-type: none"> - Women have psychological capability to envision transformative choices towards gender equality - Men have capability to envision and support changes in their own and women's life choices towards gender equality - Men and women have the capability for dialogue and conflict management - Women have decision making opportunities as social, economic and political actors <p style="text-align: center;">Informal</p>	<p>Access to and control over resources</p> <ul style="list-style-type: none"> - Women have access to <i>and</i> control over assets including: <ul style="list-style-type: none"> - Human assets (health, education and skills) - Social assets (social capital) - Productive assets (technology, land, value-adding inputs) - Financial assets (savings, cash, credit, profits) - Natural assets (including common property resources) - Political assets (political participation) - Women have control over their bodies - Women have mobility and control over the use of their time - Women have access to information <p style="text-align: center;">Formal</p>
<p>Culture and deep structure</p> <ul style="list-style-type: none"> - Sociocultural norms permit equality of opportunity between men and women - Informal social, political and economic institutions permit gender equality - Women have social and spatial mobility that permits public participation and inclusion in community associational life - Women have equal opportunities in the labour market - Women have equal access to markets - Household relations permit equal access to resources and opportunities for women - Service delivery culture is inclusive and accessible to women - Organisational norms, systems and culture favour the effective implementation of policies and laws for gender equality - Sociocultural norms prevent patriarchal relations, violence or sexual exploitation - Justice systems (both formal and informal) function to promote gender equality 	<p>Formal rules, policies</p> <ul style="list-style-type: none"> - Human rights and gender equality conventions ratified - Constitutional change in favour of equality of rights - Legislation supports gender equality - Formal procedures within organisations and agencies protect rights and promote gender equality - Political processes allow women a political voice - Local (national and sub-national) governance rules uphold gender equality - Systems of property rights allow equal entitlements for women - Service delivery systems and procedures are inclusive and accessible to women - Core labour standards regulations and compliance protect women in the workplace - Civil society organisations (including Trades Unions) have gender equality policies and procedures - Accountability mechanisms and processes (public, private, legal) are in place to protect human rights and promote gender equality. <p style="text-align: center;">Systemic</p>

2.2 Country and project selection process

In late summer 2006, the SDC Evaluation and Control (E+C) Department selected Ukraine, Pakistan and Mozambique as the case study countries (E+C has the prerogative for selecting case study countries for the Independent Evaluations). There was no country case study from the Latin America Department. However, the evaluation team examined the Latin American program through document review and interviews with staff at HQ. The selection criteria were as follows:

- countries from each operational department in SDC (Bilateral Cooperation, Cooperation with Eastern Europe and Commonwealth of Independent States, Humanitarian Aid and SHA)
- from regions or countries which have not recently been implicated in an Independent Evaluation
- countries in which results from an Independent Evaluation have the potential to make a meaningful contribution for quality improvement.

In each of the three case study countries, the evaluation team (one international consultant and a local consultant) conducted an overview of the SDC program and its gender dimensions. In addition, the evaluators selected in consultation with SDC and examined in greater depth five or six specific programs / projects.

Research, focus groups and interviews in Bern looked at organisational systems and processes, which were compared and tested with findings from the country case work. Similarly, findings at the country level were compared with each other, and compared with the findings of the Bern work and with information from the Latin America Division.

2.3 Methods and instruments

The evaluation team used a mix of methods and instruments. The team analysed relevant policy, program and project documents and data. Staff at all levels of the organisation were interviewed. The evaluators used the conceptual framework (see Figure 2.1 above) and the approach paper to guide the interviews and developed an interview schedule (included as adapted for use in the country case studies in Annex B.3.) Because there was great variety in the type of work and organisational position of the people interviewed, it was not possible to have a consistent set of questions that were relevant to all, and the evaluators selected the most relevant questions from the interview schedule as required.

To gain information about how SDC's organisational culture and support for gender equality mainstreaming is perceived by staff, the evaluators organized a series of focus groups (senior men, young women professionals, young men professionals, and administrative staff) at SDC headquarters. A planned group of senior women did not take place, although a number of senior women were interviewed individually. The questions that guided the focus group discussions are in Annex B.2.

In the field, the team conducted interviews with COOF staff, project implementing partners and project primary beneficiaries. Interviews were guided by a set of questions for each group. The evaluation included discussions on organisational elements of gender equality mainstreaming with COOF staff. These discussions were complemented by a short personnel survey administered with all professional and administrative staff. The questionnaire and results from the three case study countries are found in Annex B.4.

Interviews and group discussions were conducted with implementing partners for the selected project case studies. Field visits were conducted, and involved project site visits and discussions with primary and secondary stakeholders.

Interviews were also conducted with in-country national donor partners and government stakeholders in order to elicit perspectives on SDC COOF's strategic and operational approach and impact.

The evaluation process was iterative with periodic engagement of the Core Learning Partnership (CLP)³ at SDC HQs and in the COOFs. The evaluation began with Approach Workshops at SDC HQs and in each of the Case Study COOFs to introduce the evaluation team and to develop a common understanding of the evaluation process, scope and focus. The evaluation team conducted debriefings with the CLP at the end of the missions to the case study countries and to headquarters. At the end of the evaluation process, the evaluation team conducted Synthesis Workshops in the Case Study Countries and at Headquarters in which the Core Learning Partnerships were asked to reflect on the findings and conclusions of the evaluation and, under the guidance of the evaluation team, to develop action plans and recommendations for SDC. In a final step, SDC Senior Management takes a stand on the recommendations in its Senior Management Response.

³ The Core Learning Partnership (CLP) consists of key stakeholders particularly implicated in the thematic area under evaluation and in the case studies. They are in a position to reflect on the evaluation findings and conclusions and implement the results of the evaluation. A CLP was set up in each of the case study countries and at SDC headquarters. See the Approach Paper in the Annex for more details on the process and on composition of the CLP at headquarters.

3 Evaluation findings

3.1 Background and Context of Gender Equality Mainstreaming in SDC

Following the 'second wave' of feminism in the late 1960s and early 1970s, women professionals working in international development began to research and document their concerns that international development was leaving women behind. They contended that international development programs assumed that women were primarily homemakers, and had no economic or political roles or responsibilities. Therefore these programs diminished women's pre-existing economic roles and responsibilities (e.g. trading in West Africa, agricultural production in many parts of the world) and relegated the development investments for women mainly to child welfare, nutrition and home economics courses.

In addition, in some countries women were the objects of experiments in family planning and population control, often without their informed consent. In other countries, women had no access to birth control.

As these research findings gained in importance, the United Nations responded by naming 1975 International Women's Year, and holding a global conference in Mexico City. This led to the Decade for Women (1975-85) and the establishment of UNIFEM as the United Nations Fund for Women.

Bilateral donors responded by creating Women in Development (WID) officers and units to ensure that women were not left out of the development equation. Some donors developed 'women in development' policies in the early 1980s to encourage their staff to ensure that women benefited from development, and were not harmed or left out of development programming. In a number of donor agencies this led to funding special projects for women as a new 'sector' of development assistance.

World Bank research in the 1980s found that there was a significant correlation between investment in women's education and positive development outcomes – it was said to yield the highest returns of all development investments. Thus, there was both a human rights rationale - 'women's rights are human rights' as the World Conference on Human Rights in Vienna put it - and a more instrumentalist development rationale for ensuring development programs addressed women's needs and interests, as well as men's.⁴

Ongoing political pressure from women's groups (national feminist groups, as well as regional groups like Flora Tristan, CAPWIP, and global groups like AWID and DAWN), combined with the research findings and the development of analytical frameworks (Harvard, Moser) to equip development professionals with tools to understand how women and men were differently affected by development programming, and how to ensure that development benefits (power, resources, skills, assets) accrued to both women and men.

Unfortunately, the application of these tools to development programming has been timid and uneven, for a number of complex reasons. Redressing gender inequality requires sensitivity to imbalance of power, and how it is perpetuated and re-balanced - something that is not consistently part of the more technocratic development understanding of bilateral and multilateral donors and their staff. The most significant theorist in this area is the late Paulo Freire (see also Steven Lukes).⁵ If the organisation and its staff do not understand

⁴ See, for example, the references in the April 2007 Report of the Joint Ministerial Committee of the Boards of Governors of the Bank and the Fund on the Transfer of Real Resources to Developing Countries.

⁵ Freire, Paulo, *Pedagogy of the Oppressed*, Continuum, New York 1993, and Lukes, Steven, ed., *Power*, New York University Press, New York, 1986.

how poverty, development and power are related, their programs are unlikely to be in ways that can combat power inequality. If they do not understand the dynamics of gender power relations as one specific manifestation of power inequality, they are unlikely to specifically address this dimension.

Many women and men who work in development agencies do not question or challenge existing gender relations, either in their own society or in the societies where they work. They may be satisfied with existing gender relations; they may feel it is culturally inappropriate to challenge them; they may feel it is too difficult to tackle this sensitive area of norms, behavior and values; or they may never consider them consciously in their daily work.

In the face of these obstacles, the 1995 Beijing World Conference on Women determined that 'gender mainstreaming' should be a privileged strategy – to embed gender equality in all parts of organisations and their programs.

The 2005 review of the decade of Beijing implementation deemed the results disappointing. While treating gender as a 'sector' had left most development programs untouched by gender equality considerations, mainstreaming' resulted in rendering gender equality invisible – in 'policy evaporation'.⁶ Donors began to give new priority to gender equality by undertaking assessments and have begun the process of increasing their investment in gender equality.⁷

SDC formulated and began implementation of its first policy on gender equality in 1993. The current policy views gender as a 'transversal' (cross-cutting or mainstreamed) issue. The policy has been reviewed and updated a number of times since 1993, most recently in 2003.⁸ SDC's gender equality policy has three elements:

- The first element is a requirement that all projects or programs considered for funding by SDC must undertake a gender analysis. In theory, this means undertaking a study of how the needs and interests of women and men (of different ages, classes, ethnicities etc. affected by the project or program) could be affected by the project. At the very least, the project or program should not decrease women's access to or control over resources (money or other assets such as time, power, knowledge etc.) and, if possible, increase it if women do not have a fair share of resources.
- The second element of the policy is the permission to fund projects directed specifically to women's equality. This category of funding is intended to enable women to decrease the gap between themselves and their male counterparts. It has been used for funding scholarships for women in fields like engineering where women are scarce, for funding women's organisations to undertake research and public education and advocacy to change discriminatory laws and practices like those permitting honour killings or forbidding women to inherit property.

⁶ Rao, Aruna and David Kelleher, "Is There Life After Gender Mainstreaming?" Gender and Development Vol. 13, No. 2, July 2005. <http://www.genderatwork.org/resources.php>, and Ottiger, Nadja, Capitalisation of Experience from Gender Evaluations and Research: A review prepared for the Swiss Agency for Development and Cooperation, 2006.

⁷ See, for example, the introduction to AWID's 2007 Report on the Financial Sustainability of the Women's Movement by Joanna Kerr, available at http://www.awid.org/publications/fundher_2/awid_eng_2007.pdf

⁸ For an outline of SDC's efforts in gender equality since 1993, see section 1 of the Approach paper for this evaluation (Annex B.1.).

- The third element of the policy is to promote women's advancement in SDC. This part of the policy has been concerned with recruiting women at entry level, with the promotion of women, with bringing in women at senior levels, and with developing personnel policies like part-time work or job-sharing to facilitate balancing work and family responsibilities. At the time the gender mainstreaming policy was developed, management felt that unless there were more women working in SDC, there would not be success in mainstreaming gender in the organisation's work.

SDC allocates two part-time staff (two 80% positions) in the Governance Division of its Professional Services Department to support the implementation of the policy. These women respond to requests for advice on project design, comment on project or program proposals when asked, offer or organize training on request on gender equality issues once or twice a year on request, and liaise with the UN's Commission on the Status of Women, the Gender Committee of the OECD-DAC and other bodies. They advise geographic programs on suitable resource people, and stay abreast of trends in the field of gender equality and gender mainstreaming, as well as what is happening in SDC's programming. They have a budget for travel, research, training activities and consultants. Caren Levy, Director of the Development Planning Unit at the University of London, one of the leading training and consultancy centers for gender and development, has supported the Gender Desk in training, backstopping and strategy development. The desk's greatest emphasis has been on the O and E program departments. However, we saw little evidence of substantive investment by the Gender Desk in the humanitarian department (where urgent response is key, and where gender issues often relate to protection and survival) or in building the capacity of the M Department. If there is a request (for example to develop a gender toolkit for the Humanitarian Department), the Gender Desk will try to offer support. The links between Senior Management Board decisions, the Gender Desk and the operational divisions are weak. For example, the Gender Desk developed an SDC CEDAW Action Plan 2005 -2008 which was approved by the Board of the Directors. As part of this action plan, the Gender Desk, in cooperation with external experts, drafted a checklist to assess gender equality mainstreaming in projects and published two gender responsive budgeting reports. The checklist is considered voluntary, and is being tested, and there has been no follow-through by senior management on the budgeting reports.

In addition, the Gender Desk staff convene a group of headquarter-based 'gender focal points' – people who are supposed to be the contact person and resource for their division or department on gender issues. Each COOF may also have a gender focal point, who supports program officers in undertaking the required gender analysis and monitoring of gender equality in the project management cycle (PCM), liaises with their headquarters GFP, as well as with counterparts in other donor agencies. Resources are available for consulting advice, for monitoring and evaluations, and for staff training. Generally, GFPs allocate about 10% of their time to gender equality mainstreaming.

When the women's advancement strategy was established in the early 1990s, the Director was advised to appoint a person who would report to him, and who would have access to all meetings and processes in the organisation to observe the implementation of the strategy. This person could comment, collect information, and offer advice, but had no decision-making power. The strategy, whose current phase ends in 2010, has been successful in greatly increasing the proportion of women at all levels of the organisation.

3.2 Program results

SDC has many long-standing partners and programs/projects that it funds. The evaluators reviewed a number of projects that have been supported by SDC for over a decade. When looking back over this length of time, it is possible to see both changes and deeply embedded practices. While there are many commonalities across the programs, there are also important differences that respond to the particular context.

In Ukraine, the COOF developed its cooperation strategy (2007-2010) during a period in which governance, at that time a transversal issue alongside HIV/AIDs, was the main driver of in-country discussions. By the time the cooperation strategy was in preparation, gender replaced HIV/AIDs as the second transversal theme. At a strategic level, the COOF is weak on a gendered theory of change, in other words, in understanding how gender inequality is maintained and how that can be changed, but has subsequently done much to build gender equality into the annual planning and into the design and implementation of its project portfolio. This has been achieved primarily by introducing a process of “gender certification”, a system of reviewing the gender equality dimensions of projects, backed by a local Gender Consultative Committee (GCC) which has a dual role of coaching and appraising.

In Pakistan, the level of gender inequality is one of the highest in the world, especially for poor women. Therefore, the cooperation strategy (2006-2010) gives attention to gender equality and HIVAIDS as transversal issues to be addressed in all three programming areas: Increasing Income, Improving Governance, and Earthquake Reconstruction and Rehabilitation. Efforts have concentrated on ensuring the participation of women in project activities, and in the staffing of partner organisations. The strategy has not explicitly included gender equality objectives – except for the earthquake reconstruction⁹ – and projects vary a great deal in how/whether they have addressed gender inequality. This seems to depend on the interest and capacity of the National Program Officers and on the partners. In those projects that have made an effort, both partners and beneficiaries were able to demonstrate how women had benefited, and how women had gained greater respect and influence in their families and communities. The responsibilities and role of the Gender Focal Point are being redefined, particularly in relation to those of management and National Program Officers (NPOs) and the COOF intends to include gender equality goals in each of its program sectors. Pakistan is the only country of the three that were reviewed to invest in women’s organisations. The degree of women’s inequality is so high that the need to support women to organize for their rights is an important development tool. SDC is supporting – with other donors – institutional renewal of one of its key women’s organisation partners because women’s voices are so marginalized in both the public and the private domain.

Mozambique is one of the world’s poorest countries, and is highly aid-dependent. Donor coordination both in terms of sector-wide approaches and for core budget support is an essential element of donor work in Mozambique. For the most part, the government and donors attention to women’s rights and gender equality issues has tended to concentrate in the areas of health and education; progressive legislation exists in a context of extremely weak implementation and lack of government accountability and transparency, and weak gender mainstreaming in development programs. The evaluation team looked at how well the donor/government consortia integrated gender equality in their planning and tracking, and found that only when there are indicators that include gender dimensions can donors focus their attention on how well their contribution is benefiting women and men. Therefore, attention to the construction of these indicators, both at the country level and more particularly at the sector level is important to influence. Only then can field-level

⁹ The review of gender equality and the humanitarian program is described at the end of this program section.

implementation issues feed back to influence policy and overall implementation. The SDC Cooperation Strategy as a whole and its programs and projects have the potential to benefit women along with men but only some of them are planned on the basis of gender-disaggregated data and a smaller number have gender-specific targets and indicators to monitor progress. In 2006 SDC headquarters organized a staff workshop on gender and HIV/AIDS mainstreaming which the COOF considered helpful and which led to a greater focus on gender issues within the COOF's annual program planning and review process. The COOF developed minimum standards on gender (and HIV/AIDS) to be reached by 2011 which includes a commitment to elaborate a gender/HIV-AIDS mainstreaming objective for each domain and an outcome indicator on gender mainstreaming at the level of the cooperation strategy.

What is common in the three SDC country programs under review, and more widely in SDC is the following:

Interest in and engagement with gender equality is present and growing in SDC programming. It is different for different aspects of the policy (mainstreaming gender analysis in the programming, women's advancement,¹⁰ and women-focussed programming). Moreover, while innovative practice on gender mainstreaming exists in pockets within SDC, it does not travel across the organization. For example, the Latin America program decided in 2001 to institute an annual meta-review of all externally commissioned evaluations. They postulated that empowerment would contribute to poverty reduction. Therefore, each evaluation was asked to include in its terms of reference an examination of the following questions:

- To what extent did the project contribute to poverty reduction?
- To what extent did the project contribute to empowerment of the beneficiaries?
- To what extent did the project contribute to gender equality?
- To what extent did the project contribute to sustainability?

The first meta-reviews noted that there was little data on any of these questions to be found in project evaluations, since most projects were designed around inputs, and not, as these questions were, around outcomes. There was no evidence of gender analysis, or inclusion of gender equality considerations in project design or implementation. Between 2003 and 2007, the meta-reviews have examined evaluations of 60 projects. Because the findings of these meta-reviews were discussed within the division, and had management sponsorship (the meta-reviews were done by the Deputy Head of the Latin America Division), after several years information on gender equality (and on the other questions) improved. For example, in 2005, there was information on women's participation in small business development, discussion of the need for support to women in microfinance programs, and greater push for outcome-based monitoring. (The first evaluation which had data on outcomes was noted in the 2007 meta-review). The chief role of the Gender Focal Point in the Latin America program has been to organize workshops to discuss the gender findings of the meta-reviews and support improvement.

¹⁰ Discussed in the section on organisational dimensions (3.3) below.

SDC's policy requires a 'gender analysis' but only a few projects had undertaken any kind of gender analysis as part of their initial design. Most mention 'women and men' and state their intention to have women and men participate in project activities. A few (more recent) projects or new phases of ongoing projects demonstrate an understanding of the gender dimensions of their project (see for example, Supporting Free and Fair Elections in Pakistan or the Farm Forestry Support Project in Pakistan). Reporting may include gender-disaggregated data.

If the project or program is planned on the basis of inputs or activities, most likely the gender analysis will consist of counting the number of women and men participating in project activities, since the project designers will be looking mainly at inputs and activities, rather than outcomes. Therefore, the review found that when the project or program was clear about its intended outcomes, there was greater likelihood of a substantive 'gender analysis' as well - looking at the position and condition of women and men in relation to the proposed objectives, and designing the project in order to ensure that women would benefit also, and/or that their status would be enhanced. Since outcome-oriented planning is relatively recent in SDC, it is likely that increasing familiarity with outcome-oriented work will also benefit the gender equality dimensions of projects.

If a gender analysis results in project goals and activities intended to contribute to gender equality, this should be visible in the project's budget. The evaluators found almost no evidence of this in the projects reviewed. When we inquired, Pakistan partners told us that involving women cost a 'premium' of about 10% - to ensure women's safe travel and accommodation, or sometimes to allow staff to work in teams – there was no evidence of budgeting for gender equality in any of the mainstreamed projects. However, COOF staff told us that this was not a problem since SDC's budgeting process permits flexibility if the need for special expenditures arises.

A significant influence in improving the attention to gender equality in a project seems to be the commissioning of mid-term or end-of-phase project evaluations that include gender equality as part of their terms of reference. Such evaluations have improved attention to gender mainstreaming in Pakistan projects, as evidenced by pre- and post-evaluation documentation, as well as interviews with NPOs and partners. The GCC in the Ukraine will systematically perform this function.

There is no common view of the desired goals of gender equality in the country strategies. Therefore, it is possible to 'include women' in ways that reinforce traditional gender roles. For example, government officials responsible for the 'Women in Prisons' program in the Ukraine reinforced stereotypes of women's domestic role that do not correspond either to reality or to women's potential and interests. Women were taught how to be 'good home-makers' when they seldom had husbands or homes to go back to, and would have benefited much more from learning marketable skills. Or as in Pakistan, income generating work for women may be done in a way that is completely controlled by men – where women are little more than processing machines – or it may be done (also from Pakistan) in a way that gives women opportunities for solidarity, learning, mobility and winning respect. Clarifying the program-level goals could help address this gap between the nebulous idea of 'mainstreaming gender equality' and conceptualizing more concrete goals and indicators at the level of the country strategy that will, in turn, guide NPOs in project design and management. This could enable shifting the emphasis 'upstream' toward including gender in the design stage.

In the case study countries, there was an implicit and emerging ‘model’ of change, in which SDC worked at a local or district level to apply and implement changes that were desired and directed at the national level (Ukraine maternal-child health, Mozambique health care delivery, child protection in Pakistan) in order to ‘model’ change, and to learn more about the barriers to wide-spread implementation. This practice has enough resonance and spread across the organisation, informants told us, to merit consideration as an explicit way of working. If it were explicitly developed as a programming methodology it could address several key questions that are now unexplored:

- What is the real cost of the pilot, and is it affordable by national and local authorities?
- How does SDC better share information and learning between central policy and planning bodies and the experience on the ground?
- What are the systemic barriers that limit local ability to sustain the pilots?

Such a model is not in and of itself gender-sensitive, so gender equality would need to be a primary consideration in its development. The Mozambique review found that when there were gender disaggregated markers, (mainly in health and education) they provided a powerful feedback tool to assess whether women and men were both benefiting from interventions, and to identify constraints that block progress.

Greater focus and a more programmatic approach in country programming improve the opportunity for learning and benefiting specific target groups including women.

Until a few years ago, COOFs managed a portfolio of projects, many of which were responsive to partner interests or Swiss capacity. Increasingly, COOFs are being asked to work in fewer sectors per country (increasing income, health, justice reform are examples from the countries that were studied). If there is a clear goal for this sectoral work (for example, strengthening the framework and infrastructure for microfinance in Pakistan, or decreasing maternal mortality in Mozambique) it will be possible to link learning among SDC projects as well as with those of others working on a similar issues, in order to improve outcomes. This is particularly valuable for the gender dimensions of those projects. For example, the Forest Sector Support Project in Pakistan has learned from its predecessor projects and work in different districts what strategies are likely to enable women to benefit from income-earning possibilities: engaging senior women and men in the community, working with extended family groups, encouraging women to form their own groups, etc. Similarly, a programmatic approach could encourage learning within SDC and with its partners and peers.

The impact of SDC’s gender equality work could be strengthened if there were stronger links between experience at the local project level and policy-level in the context of alliances with government, multilateral, bilateral and local civil society actors. Despite a wide range of partners – local and international NGOs, institutions, government departments and UN agencies – the ‘mental model’ of SDC remains, as one informant noted, that SDC plans and manages its programs as if it were dealing with small, dependent NGO partners. This mindset needs to shift, and staff need to learn different types of skills in order to achieve sustainable development outcomes. Articulating a new model, like this one, of linking the local implementation with the larger policy-level changes can assist SDC management to identify the skills needed. For example, in Pakistan, several of the UN agency-implemented projects were ‘SDC’ projects.¹¹ This will become less and less common practice as pressure for harmonisation grows. In the new scenario, NPOs and other SDC staff will need different skills and practices to ensure SDC’s contribution is valuable, visible, and valued. Examples of what will be needed at staff level

¹¹ The evaluators saw one example of a UN agency project funded by SDC that had adopted the SDC logframe rather than its own.

include the ability to build alliances, to influence based on relevant knowledge rather than exercise of power; to build relationships of trust across difference; to understand how change occurs in complex systems; or to bring together actors from across SDC's departments (from Bern to New York to the COOF to the village) to shape joint strategy and action. At the organisational level, there will need to be agreement that time invested in building these relationships is as important as the project pipeline, and agreement on a framework to shortcut traditional bureaucratic processes (across departments rather than up, across and down). In particular, because of the pressure for harmonisation, present in all the case study countries, but most strongly in Mozambique, for Switzerland as a small donor to play a useful role in SWAPs or budget support, this 'model' could allow for gender disaggregated learning to influence policy development and implementation.

Only in Pakistan did SDC fund women-targeted projects, funding major women's NGOs like Shirkat Gah. This mechanism is particularly important in societies where there is a high level of inequality between women and men, or where there are important gendered issues like violence, land ownership or property rights, in order to enable and support women to organize and be heard. In other instances, as in the Ukraine, women's organisations can provide a useful and independent sounding board and advice on the quality of SDC's gender mainstreaming work, and could be supported or contracted for that purpose. The evaluators were asked to comment on the relevance of SDC's strategies (mainstreaming gender equality, women-focused programming and women's advancement). All three are valuable, and the context needs to determine which mix is appropriate – and also which requires emphasis at a particular moment.

This evaluation looked at the inclusion of gender equality considerations in SDC's humanitarian work by interviewing humanitarian personnel at headquarters, and by reviewing the housing reconstruction dimension of SDC's earthquake response in Pakistan. This humanitarian response program is the only example we found in SDC where gender equality was built into every level of the response, from the strategy to the implementation and the monitoring. This was not viewed to be standard practice in Humanitarian Aid (or in the development program), and took place for a number of reasons. First, the Humanitarian Department staff responding to the emergency insisted that there be a senior woman advisor with experience in addressing the social and gender dimensions of humanitarian response. The humanitarian team in Pakistan felt that 'build back better', the slogan of the Earthquake Response Authority, included the potential for building more equal social and gender relations, since old patterns were disrupted by the disaster and at least some new behaviour and attitudes could be encouraged. The gender advisor was able to ensure that gender dimensions of the response were considered in the planning and that women were hired alongside men as social animators. Men on the team told us that without her presence and leadership, they would have been restricted from meeting or working with women on their own. In addition, the Government of Pakistan's Earthquake Response Authority, ERRA, had a strong gender equality team. Together with the SDC staff and those of other agencies, they were able to document gender equality issues and promote changes in ERRA's policy and practice.

The strong and relevant inclusion of gender equality mainstreaming in the Pakistan earthquake response however, does not seem to be the norm. There are few women in SDC's humanitarian department or in the Humanitarian Corps, and SDC's gender toolkit does not address humanitarian response.¹² Only one brief session of the humanitarian training for Corps members addresses issues of gender and humanitarian response. However, staff had access to excellent toolkits available on this subject developed by other agencies; SDC is currently in the process of producing its own version based on these materials.

¹² Nor does it address gender equality in policy dialogue.

3.3 Organisational dimensions

The most successful aspect of SDC's policy on gender equality has been the women's advancement policy. Since 1993, senior management has consistently set goals to increase the proportion of women at all levels of the organisation, has monitored the results, and has engaged an advisor to observe and participate in discussions at all level of the organisation to determine the blocks to gender parity in all parts and levels of SDC. SDC's success in this area has been recognized by awards from the KVSchweiz (Kaufmännischer Verband) for its achievements.

In the COOFs there is also recognition of the importance of women's advancement/equal opportunities, both on staff and as a consideration for partners. COOFs are adopting personnel policies that address the need for women's advancement, that punish harassment, and that facilitate work-family balance. The surveys of COOF staff recognize and appreciate that these policies are being developed and applied (see Annex B.4).

The model that SDC has used to make these gains is worth noting: it includes consistent senior management attention and monitoring, alongside a capacity to learn what is succeeding and what is failing and to propose solutions. For example, the women's advancement advisor regularly attends meetings on annual staff transfers and promotions, and can intervene to note if there is a perceived gender bias. Sometimes her observations influence a decision, and sometimes they do not. The point is that there is systematic monitoring, identification of problematic patterns and identification of potential solutions.

SDC has instituted a number of policies to make it easier for women to advance within the organisation – the intake of junior professionals has favoured qualified women. Junior professionals are given a wide variety of assignments to give them the broad base of experience required for advancement. It is possible to work part-time to balance work and family responsibilities. Tele-working is possible with a supervisor's permission.

But the very success of the women's advancement and equal opportunity efforts has created a new series of challenges that only attention to more deeply embedded ways of working can address. Staff reported that although it is possible to work part-time, job responsibilities are seldom reduced to match: in other words, they feel they are expected to carry the load of a full-time worker. This means that there is little time for learning or reflection. The administrative work required to facilitate decisions and program implementation dominates the agenda. In addition, it is mainly women who take advantage of part-time work: their male counterparts feel less able to do so, or are only beginning to consider that possibility. Young men are worried that they may be overlooked for advancement in favour of young women: young women fear that if they are not there working long hours they may be seen as lacking commitment. Tele-work is grudgingly allowed or refused by some managers, and there is no perceived consistency in permission or refusal. Some senior managers see little possibility of any way of working other than the model they themselves have lived: having a primary commitment in time and dedication to work at the expense of work/life balance. Many of these men come from a tradition of wives whose job it is to raise the children and support their husband's career. Few of the senior women have young children. A few of the senior managers agree that the model has to change, but do not know how to change it. Many of the highly qualified young professionals feel that there is a hierarchy in terms of who speaks at meetings and a lack of delegation that leaves little room for them to exercise the judgment and creativity they were hired for. They feel that their main role is to push projects through the pipeline. On the surface there is a culture of participation and 'being heard' in SDC, but because decisions that include the perspective of all are seldom viable – real decisions require trade-offs – the decision-making process becomes opaque or choices become optional.

These challenges are not insuperable, but they imply that maintaining the gains made in this area will require further problem-solving, and monitoring of retention rates, exit interviews, job quality and job satisfaction assessment that goes well beyond numbers of women and men in positions across the organisation.

There are several other organizational systems where gender mainstreaming could be more consistent. When evaluators asked staff about the kind and effectiveness of their gender training, in the majority of cases staff had taken courses on their own – in other jobs or as part of their formal education – and few reported having attended SDC training on this issue. There does not seem to be any system for tracking whether staff have received appropriate training in gender equality mainstreaming or other key topics. Moreover, staff told us they decided what kind of training or professional development they wanted, based on their own interests at least as much as on the organisation's needs. Thus someone who is appointed as Gender Focal Point may have received no SDC-relevant training in gender equality and development. Their time commitment is very constrained (usually only 10%, and sometimes this is 10% of a part-time position), and it is often unclear what the responsibility of the GFP is. For example, is it up to the NPO to ask for assistance in gender analysis in project design, or is it up to the GFP to offer? One of the reasons for the lack of attention to gender analysis in project design may be a lack of clear role expectations. All GFP staff who were interviewed noted how constrained they were for time: the Latin America GFP said she put her energy into organizing one annual activity for the region: that was the limit of her involvement. In all three case study countries, however, hiring in consulting expertise seemed to be a well-accepted solution. The difficulty is that often the knowledge and overview gained remains with the consultant, rather than with the COOF. In addition, the performance appraisal system (MAP) does not systematically assess how well staff are performing in their gender mainstreaming work. In a number of examples we were given, the system seems to be used more for developing an annual work to-do list than for results-based work-planning. On the positive side, a favourable attitude to gender equality as well as a balance between men and women staff is seen to be a positive attribute for getting a job in SDC.

There is little concern at the organisational level with systematically tracking results or documenting learning. The Management Information System on gender is unreliable because it is filled in by different types of staff (administrative staff at HQ, desk coordinators) who do not use consistent standards to code projects.¹³ Although each project approval document should demonstrate that a gender analysis has been done, there is no consistent monitoring, and no consequences for its omission. As a result, there is no reliable information on how much SDC is investing in gender equality, and whether that is more, less or comparable to the investment of other donors. Efforts to gather information about outcomes or to track level of effort are being made (see the program results section) but are being made by champions at the country, or at most, the regional level. The Gender Desk has developed a checklist (currently voluntary) to try to improve information available. The Desk's checklist provides five qualitative indicators that can be used to score a proposal using the DAC gender marker 'principal'/'significant'/'none. However, using the checklist and the gender marker will require a management decision to make it compulsory, as well as training and monitoring so that staff doing the scoring can apply it consistently.

The evaluators were asked to comment, and invited suggestions from a range of people interviewed, about whether SDC's investment in gender equality was sufficient. No definitive response is possible, because there is no good data on the current level of investment. We were told by COOF staff that money was available for technical backstopping, evaluation, and learning on gender equality as needed. We were also told that if contributing to gender equality in a project meant increased costs, these could be accommodated because of

¹³ In addition to looking at the coding of projects in the case study countries, the evaluators looked at sample coding of projects.

SDC's fiscal flexibility. At the same time, there is pressure from the Swiss Government to reduce the size of staff in all departments. Despite these information shortcomings, it is possible to make the following observations:

- As noted above, the Gender Desk is not strongly linked into an organisational strategy and priority development process. As a result, they have invested in trying to improve tracking and monitoring systems (through the gender check-list) and in gender budgeting. The women's advancement and equal opportunities advisor seems to be better linked into organisational information and priority-setting systems at a formal level.
- SDC has a system of 'gender focal points' both in departments at headquarters and in the COOFs. While there are a significant number of people with this designated responsibility, the time allocation for each – 10% of their workload, whether they are full-time or part-time – is very limited and their gender equality knowledge and experience are not consistent. The division of labour among them is not so clear – some, as in the Humanitarian Department, are developing toolkits, others, like in the Latin America Department, are convening annual review and planning sessions.
- Most attention of the Gender Desk has been given to O and E Departments and to representational work at bodies like the DAC and the UN's Commission on the Status of Women. There has been less evidence of their impact in the other areas of the F Department, particularly areas that are viewed as scientific or technical, or in M Department or the Humanitarian Department.

3.4 Strategic intent

While there is evidence that the attention to gender equality in SDC is growing and deepening (see the program results section (3.4) below), the overall finding is that 'gender is optional' in SDC. There is little supervision to ensure that gender equality is mainstreamed in projects: it occurs because a staff person or a partner feels gender equality is important or relevant. This is due largely to a number of interlinked tensions that have an effect on gender equality:

- Thematic/guideline fatigue. Gender is widely perceived as just one of a continual stream of thematic requirements, guidelines and priorities. New issues – youth, access to information, corruption, climate change, generate policy discussions and guidelines which are meant to be implemented without anything being removed from the plate. Some of this is driven by opportunities, some by increased capacity in F Department. As one informant told us, "If you are in headquarters working on patent rights, the natural outcome is a policy paper and guidelines." Without a rigorous and disciplined effort by senior management to maintain strategic coherence, issues proliferate. The result is that gender equality, along with other formal and informal cross-cutting themes, is devalued and in essence becomes an optional choice. As one senior informant noted, "When you have 50 priorities you have none, especially for a donor the size of SDC." In this context, it is understandable, that the gender toolkit, which was the springboard (along with coaching) to assist staff has not itself become a major resource for programmes.
- Decentralized autonomy: Within SDC, on-the-ground contextual sensitivity and flexibility is valued and widely championed as being SDC's comparative advantage over larger, more bureaucratic donors. This view is reinforced by the findings of successive independent evaluations. The prevailing mindset is to see decentralised autonomy and global strategic coherence as in conflict with each other, rather than trying to optimize both. When this tension exists between headquarters and a

particular COOF, it can translate into arguments over details rather than dealing with substantive issues: “If the chemistry breaks down then this can reduce to a discussion over what kind of tires should go on landcruisers.” (HQ senior manager). Linked to this is the practice of defending the fences of one’s own ‘kingdom’, whether that be a division, a department, or a unit. Several people described to us meetings where interventions were not discussed or debated, but where people stated their own positions, and the conclusion, by default, became the sum of all the interventions. These tensions occur frequently enough to be reported recurrently in interviews, and were seen as detrimental to strategic coherence and direction. As a result, implementing the gender policy depends on leadership of a department, a division or a COOF. Two countervailing factors favouring coherence and collaboration are the professionalism of the staff and the system of rotation that builds bridges and understanding across COOF-HQ and Departmental divides.

- SDC cannot be described as a learning organisation that is motivated by a curiosity about results. In a learning organisation, there is an articulated conceptual framework: a formulation of the elements, relationships and systems involved in creating a desired change (see for example Figure 2.2 for an example of a gender-related conceptual framework). The importance of an explicit conceptual framework is that it transparently encourages collection of evidence to prove or disprove why the desired change is occurring or not occurring – and whether the conceptual framework is adequate or not. It enables all parties to explore the complex relations, systems and interests that prevent or enhance the likelihood of change. It also encourages collaboration, since no single actor or agent alone can create significant or sustainable change. Examples of implicit conceptual frameworks in SDC are the Latin America program’s hypothesis that empowerment is linked to poverty reduction, or the Ukraine’s efforts to link implementation of improved mother/child health services at the local level to national efforts to improve health care services through a combination of pilot projects, policy dialogue and donor coordination. Because there is no explicit over-arching conceptual framework at the organizational, the country, or the sectoral level, programming choices become opportunistic decisions (rather than evidence-driven) by particular individuals or teams, and can seldom be sustained when people transfer. For gender equality, this reinforces a personal interpretation of what is possible or desirable.

4 Conclusions and Areas for Recommendation

4.1 Conclusions

The ability to mainstream gender through the implementation of all three aspects of its gender mainstreaming policy is gaining ground in SDC. In general, there is a favourable climate for ensuring that women and men achieve equality inside the organization and in its development work, because of a progressive policy and positive staff attitudes. This is particularly true for women's advancement/equal opportunities in SDC, both at headquarters and in the COOFs. However, ensuring that gender equality is addressed in all aspects of programming can best be described as 'optional' in the organisation. The evaluators found significant evidence of programming that improved women's position and condition in the case study countries, but this was not systematic, and generally came about because evaluations indicated lost potential for benefiting women and men, and, less frequently, because it was planned from the outset. The evaluators note that several countries and regions (e.g. Latin America, the Ukraine, and Mozambique) have initiated steps to monitor and improve gender equality in programming more systematically. This is due to a number of interrelated factors, some technical and some that relate to the culture and work practice of the organisation. These latter factors we are calling 'institutional'. The technical factors are easier to address than the institutional, but are limited in their potential. Institutional change is more challenging, but also potentially more rewarding for improving SDC's gender equality outcomes. SDC has evidence that it can make institutional shifts – several are in progress: outcomes-based programming, greater programmatic focus, women's advancement and equal opportunities.

4.2 Areas for Recommendations

The Core Learning Partnership for this evaluation met in a Synthesis Workshop to develop the recommendations based on this evaluation. To facilitate the discussions during the Synthesis Workshop, the evaluation team has identified the areas below as potential areas for consideration by the CLP when it elaborates the recommendations for SDC. The CLP may propose that other or additional issues be addressed.

4.2.1 Technical System Reform

- There is no systematic tracking or monitoring of whether/how the policy requiring gender analysis of all projects/programs is being done. Similarly, there is no reliable information on the number and value of gender specific projects. The evaluation reviews a number of ad-hoc efforts in this area. Should this be more systematically done, and if so how and by whom?
- There is weak oversight and direction by the senior management board of gender as a transversal theme, of the gender analysis and gender specific programming, compared to their oversight and leadership of women's advancement/equal opportunities. How can the former be strengthened?
- The current investment in gender mainstreaming in SDC is heavily weighted toward coaching/support compared to monitoring/learning. At the same time, there is a very low level of effort by a number of people across the organization (10% for GFPs is the norm). Is this the optimal organization of SDC's human resources, and if not, how should it be changed, given the constraints on staffing?

- How can SDC ensure greater accountability for gender mainstreaming in its planning and performance evaluation systems (for the program and for the staff)?
- The Humanitarian Department needs to increase the number of staff (permanent and in the Humanitarian Corps with capacity to ensure gender-equitable design of humanitarian responses. What measures can it take, learning from SDC's women's advancement/equal opportunities and from the experience of other humanitarian organisations?

4.2.2 Institutional Reform

- Is it useful to invest in becoming a learning organisation as one means to add value to its gender mainstreaming work? There is already some work underway on this in SDC, and the trend toward outcome monitoring (as opposed to input/activity measurement) supports this. Meaningful change requires attention to alliance-building and collaboration both inside and outside the organisation (networks, structures, processes). Recent attention to knowledge management can also support a shift toward becoming a learning organization. What actions does the core learning partnership wish to propose to promote this shift?
- In the review of women's advancement/equal opportunities (due before 2010) it is worthwhile exploring the perspectives that different groups of women and men have of the organization, in order to address some of the disjuncture in perception of the organisation and its strengths and weaknesses that were expressed in the focus groups and the interviews (see section 3.2 above). How could this best be done, in way that will generate constructive discussion and recommendations?
- How can this CLP assist SDC to develop a process to enhance the strategic coherence of the organisation? Such a process would help to identify processes and behaviour to build both COOF autonomy and strategic coherence at the organisational level. It would also articulate a conceptual framework to guide program design and outcome indicators. Such a process would include periodic reviews to ensure new learning was integrated without compromising the coherence of the strategy. Who would develop such a process? Who would lead it? What would ensure buy-in by staff, by partners and peers, by the Swiss Government and the Swiss public? How can gender equality be an integral dimension of such a process?

In an effort to ensure the recommendations were well-targeted, ambitious and achievable, this evaluation engaged the Core Learning Partnership in determining whether and how the findings of the evaluation, as reflected in the evaluation team's 'Areas for Recommendations' could be developed as practical and meaningful recommendations. In the Synthesis Workshop the SDC evaluation officer and the evaluation team facilitated a process of consideration of institutional change and systems reform and assisted the CLP in developing recommendations. These recommendations and the senior management response are not part of this Final Evaluators' Report and to be found as a preface to this report under II Agreement at Completions Point: Stand of the Core Learning Group and Senior Management Response.

Evaluation of SDC's Performance in Mainstreaming Gender Equality

Part 2 Mozambique Country Case Study

Aruna Rao
with Isabel Casimiro
April 2008

Photo credits: Aruna Rao



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- Sara Fakir – Administration, AGUASAN, Maputo
- Zuleika Gani - Financial Assistant, AGUASAN, Maputo
- Feliciano Tembe – Accountant, AGUASAN, Maputo

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- Paula Oksanen, Helvetas Senior Advisor, Nampula
- OLIPA-ODES (Organization for Sustainable Development), Nampula

- IBIS – DIDENA. Program Management Unity, Decentralization Area: Community Empowerment and Participatory District Planning, Nampula
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- Marta Cumbi, Cooperation and Advocacy Director, FDC (Fundação para o Desenvolvimento da Comunidade, Foundation for the Development of the Community)
- Benilde Nhalivilo, Gender Issues, Cooperation and Advocacy, FDC (Fundação para o Desenvolvimento da Comunidade, Foundation for the Development of the Community)
- Edda Collier, Consultant, Research & Gender Analysis, Technical Secretariat of the Gender Coordinating Group
- Katia Carvalho, former member of COOF Staff, Program Assistant in the Economic Development domain and Focal Person for Gender
- Civicus Civil Society Index meeting hosted by the FDC

Finally, we are very grateful to all the project beneficiaries/ primary stakeholders who gave their time, in particular,

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- Credit and Savings Association in Erati, Namapa district, Nampula province, Program Management Unity, Micro-Finances Area: Credit and Savings, IRAM.
- Community Health "Wiwanana", Chiure, Chiure district, Cabo Delgado province.

Executive Summary

Introduction

This “Evaluation of SDC's Performance in Mainstreaming Gender” has been commissioned by SDC's Evaluation and Controlling Division. The evaluation has both summative and formative elements. It is to render accountability by submitting SDC activities to independent assessment, and it is to improve future SDC performance in mainstreaming gender equality through learning; and to contribute to knowledge about promoting gender equality in international cooperation.

The evaluation focuses on the following three areas and key questions:

- **Program Results:** What is the contribution of SDC programs to gender equality (relevance, effectiveness, impact and sustainability)?
- **Institutional Dimensions:** How do SDC's systems, processes, procedures, relations, norms and culture assist or impede SDC's stated policy of contributing to gender equality?
- **Strategic Intent:** What is the COOF's mix of strategies for addressing gender equality and how does this affect the quality and impact of the COOF contribution?

Evaluation methodology

The evaluation is guided by an analytical framework and questionnaires developed by Gender at Work. It is based on interviews and discussions with SDC staff in Berne HQ, and with SDC COOF staff and project partners and beneficiaries in Mozambique. It is also based on a review of relevant SDC policy and program documents as well as other Mozambique specific reports. The on-site work was carried out between September and December 2007.

SDC Mozambique country context

Mozambique is one of the poorest countries in the world. It emerged from a devastating civil war in 1992 which decimated much of its infrastructure. Mozambique continues to face significant obstacles including natural disasters which underscore its continued vulnerability to threats of food insecurity. The country still struggles with a rapidly worsening HIV/AIDS epidemic which disproportionately harms women and girls, both directly and indirectly.

Mozambique is heavily donor dependent. Between 1997 and 2003, Mozambique achieved astonishing rates of growth driven primarily by the investment in physical capital, private sector growth and the infusion of donor aid. Since 1999, the government has implemented a comprehensive program to address poverty (PRSP-PARPA) investing in social and economic infrastructure aimed at extending access to public services, reducing welfare inequities, and supporting livelihoods. But still these services are often too far away to be reached by poor families especially women and girls. In March 2006, the government approved the National Gender Policy and Strategy (PGEI) and in December 2007, the government approved the National Plan for the Advancement of Women. For the most part, the government and donors attention to women's rights and gender equality issues has tended to concentrate in the areas of health and education; progressive legislation in a

context of extremely weak implementation and lack of government accountability and transparency, and gender mainstreaming in development programs.

Beginning in 1997, Mozambique embarked on a decentralization strategy which in 2003 was extended to rural areas. Women's participation in district level planning fora is low because these are public spaces far away from where women live and work and women have little voice to influence resource allocation decisions at this level.

Evaluation findings

SDC is a longstanding donor in Mozambique. In 2007 its funding contribution was CHF 30 Mio. million which represented 2% of overall donor aid to Mozambique. SDC is seen to have particular strengths in the areas of economic development management, water, health and governance. It has a reputation for hiring knowledgeable professionals and to be effective in policy dialogue but SDC does not have a high profile in gender equality issues but has taken solid steps particularly in the last two years to integrate gender equality considerations in its country program.

The Country Strategy as a whole and its programs and projects have the potential to benefit women along with men but only some of them are planned on the basis of gender-disaggregated data and a smaller number have gender-specific targets and indicators to monitor progress. In 2006 SDC headquarters organized a staff workshop on gender and HIV/Aids mainstreaming which the COOF considered helpful and which led to a greater focus on gender issues within the COOF's annual program planning and review process. The COOF developed minimum standards on gender (and HIV/Aids) to be reached by 2011 which includes a commitment to elaborate a gender/HIV-AIDS mainstreaming objective for each domain and an outcome indicator on gender mainstreaming at the level of the country strategy.

There is considerable variation in understanding among staff on what constitutes gender analysis ranging from gender parity issues at the institutional level to an understanding that gender is central to development effectiveness. But a key middle piece is hidden – that is, that unequal power relations shape women's access to resources and services and their ability to voice their priorities and therefore that development interventions must specifically address these barriers and track progress in changing them.

SDC's Gender Policy requires at a minimum that all Swiss funded programs conduct a gender analysis as part of project planning. This does not happen systematically. SDC does not require its partners to do a gender analysis in program or project preparation. Projects often come to SDC fully planned for funding. If a gender analysis is done, it has more to do with the contractor's own gender policy requirements than that of SDC. This issue is not systematically tracked in projects but does constitute part of the overall picture in many cases. SDC does not currently fund women-specific or focused NGOs in its programs although it did so in the past. Moreover, the Swiss cooperation in Mozambique combines SDC and SECO funding under one umbrella. Budget support comes out of SECO funding which does not come with such policy or program requirements. However, as part of the COOFs agreement on benchmarks or minimal standards on gender and HIV/AIDS, the COOF has agreed to ensure that its partners have a gender focal point with a clear role; adopt at least one outcome indicator for gender/HIV/AIDS mainstreaming and report on that regularly; and that gender/HIV/AIDS analyses be routinely integrated into all SDC and SECO supported projects and programs.¹⁴

¹⁴ This is drawn from "Implementation of SDC/SOSA's Benchmarks/Minimal Standards on Gender and HIV/Aids as defined in May 2006" adopted in Management Meeting 13.08.2007. SDC, Mozambique.

The COOF has adopted a workplace policy on gender and HIV/AIDS as of January 2007 and has agreed to support its partners in adopting the same. However, it has delegated minimal resources for gender mainstreaming activities in projects - "mandated projects should have a budget line of 0.5% for gender and HIV/AIDS mainstreaming activities or to implement their workplace policy." Thus, in the overall country strategy and in program and project planning and monitoring, while the COOF pays attention to gender mainstreaming, the resources allocated to this are far from adequate. The COOF needs to systematically track gender issues in its overall portfolio and in the main domains, strengthen some key aspects of gender mainstreaming (primarily in the focus and expected outcomes of programs) to generate positive development outcomes for women alongside men.

Emerging Issues & Conclusions

Tremendous potential exists to deepen SDC's work in Mozambique in the three domain areas of economic development specifically poverty analysis, health, as well as governance through a greater focus on development outcomes with gender equality considerations at the center. For example, the COOF has the expertise to seriously address gender considerations as a key determinant in poverty analysis and in beneficiary assessment. In health, the connection between the macro policy and micro outcome level provides an important opportunity to deepen the focus on quality of care with a clear gender perspective and to address gender-differentiated gaps in access and service delivery. In the area of governance, targeting resources to investigating access barriers for women in local level governance activities and developing a broad based discussion with project partners and women's organizations that work on this issue to develop solutions will strengthen the impact of this program enormously.

However, for the COOF to systematically address these issues and make them part of its dialogue with government and other donors, it will take some doing in an already overburdened and overstretched working context. Articulating gender equality outcomes at the level of strategy to guide the work in the program domains, adequately tracking their own work through regular planning and monitoring processes, building clear ways of generating the data required to make the case for gender-differentiated strategies, program targets, activities, and monitoring – all will require time which is in short supply, commitment which is growing, and expertise and resources which can be tapped. Finally, to be useful, this work will require building allies in the donor community, among NGOs, including competent women's organizations, and government to create the space for seriously addressing gender-differentiated development outcomes and their determinants.

Synthesis Workshop

The Evaluation Team presented its findings and conclusions to the Mozambique COOF during a Synthesis Workshop held in Maputo on February 27-28, 2008. The COOF staff presented their comments and reactions and challenged many of the study findings. They also presented new information on their work in gender mainstreaming. The Evaluation Team agreed to revise the report in light of the COOF's comments and the new information. On the second day of the workshop, the Evaluation Team presented three draft recommendations for discussion. These were discussed and agreed to in principle by the Ambassador and senior COOF staff. These recommendations are presented below.

Recommendations

The Evaluation Team has the following three recommendations for the SDC Mozambique COOF:

- 1. Health:** The evaluation team recommends that the COOF allocate adequate resources to the systematic investigation of access barriers (both formal and informal) for poor rural women in community health programs and to the quality of services targeted to women. The Team recommends that the COOF use this information with project partners to improve the quality and reach of services to women and also in its policy dialogue with the government particularly in the context of the Health Sector SWAP.
- 2. Gender Mainstreaming:** The evaluation team recommends that the COOF continue its review of gender planning in its core domains and projects for at least 2-3 years to track progress and assess challenges in the achievement of programmatic outcomes that benefit women. This review should be integrated into the regular reviews undertaken by the COOF in individual performance assessment and strategic reviews across the program portfolio. This work will be aided by the COOF's articulation of gender-specific strategic objectives in each of its core domains.
- 3. Local Governance Monitoring:** The team recommends that the local governance monitoring work should systematically address gender differences (in access, voice, participation and influence in addressing women-specific needs and priorities). The team recommends that the COOF build a capacity within its partners in this program to investigate problems and develop and implement solutions so as to achieve positive programmatic outcomes for women as well as men.

Agreement at Completion Point – SDC Mozambique COOF

COOF management elaborated the following response to the evaluation results and the recommendations proposed by the evaluation team.

The 3 domains of the new Cooperation Strategy 2007 – 11 are all highly relevant for the promotion of gender equality as the evaluation acknowledges. Moreover, within each domain specific portfolio choices further enhance the gender relevance of Swiss cooperation. The focus on a health observatory in our community based health and outreach services partnership with the World Bank, the innovative demand side strengthening of local governance monitoring or the support of the poverty analysis capacity in the Ministry of Planning and Development are examples.

The evaluation consequently and rightly identifies a tremendous potential for the promotion of gender equality in the cooperation strategy and program. The COOF management is fully committed to working towards the exploitation of this potential to the greatest extent possible. The strategic framework and the necessary management systems and tools have been put in place. To give just two examples: The monitoring instrument of the Cooperation Strategy requires each domain to specify one gender objective in each Annual Plan and gender analysis is compulsory for new project proposals.

The COOF management entirely adheres to the recommendations of the evaluation, as these reflect in somewhat more concrete manners its own general intentions. As regards the more far reaching demands of the evaluation in terms of devoting much more financial and human resources to gender, this is not foreseen. The Cooperation Strategy incorporates gender as a transversal theme and not as a domain in its own right. As a transversal theme gender is being adequately addressed at all relevant levels be it the

Cooperation Strategy, program conceptualization and implementation or in terms of leadership and management systems and processes.

Abbreviations

CCS	Country Case Study
COOF	Cooperation Office
E+C	Evaluation and Control Department
SDC	Swiss Agency for Development and Cooperation
AMCS	Associação das Mulheres na Comunicação Social (Women Media Association)
AMMCJ	Associação Moçambicana das Mulheres de Carreira Jurídica (Mozambican Women Lawyers and Jurists Association)
AMRU	Associação da Mulher Rural (Rural Woman Association)
ANSA	Associação de Nutrição e Segurança Alimentar (Nutrition and Food Security Association)
CNAM	Conselho Nacional para o Avanço da Mulher (National Council for the Advancement of Woman)
CCS	Country Case Study
COMUTRA	Comité da Mulher Trabalhadora da Organização dos Trabalhadores Moçambicanos – Central Sindical (OTM-CS) Working Woman Committee from the Workers Union, Central Union
COOF	Cooperation Office
DNM	Direcção Nacional da Mulher, National Directorate for Women
E+C	Evaluation and Control Department
Fórum Mulher	Woman's Forum – Coordination for Woman in Development, a network of almost 70 various NGO's, GO's, Unions, Woman's Leagues of political parties, international institutions
Frelimo	Political party in government. Previously FRELIMO, Frente de Libertação de Moçambique, Mozambique Liberation Front
G20	Group of 20 civil society organizations that monitors PARPA objectives, targets and actions, participating at the PO.
LDH	Liga Moçambicana dos Direitos Humanos (Human Rights League)
MMAS	Minister for Women and Social Action
MULEIDE	Mulher, Lei e Desenvolvimento, Moçambique (Woman, Law and Development, Mozambique)
Notícias	Mozambican Daily newspaper
OMM	Organização da Mulher Moçambicana (Mozambican Woman Organization)
PAF	Performance Assessment Framework
PARPA	Plano de Acção para a Redução da Pobreza (PRSP)
PO	Poverty Observatory (Observatório da Pobreza). A consultative forum including representatives of the Government, the donor community and

civil society (through the G20) that monitors PARPA objectives, targets and actions, led by the Prime Minister.

PGEI	Política de Género e Estratégias de Implementação (Gender Policy and Implementing Strategies)
PNAM	Plano Nacional para o Avanço da Mulher (National Plan for the Advancement of Woman, 2002-2006)
Rede Came	Rede pela Defesa dos Direitos da Criança (Children Human Rights Defense Network)
SDC	Swiss Agency for Development and Cooperation
WLSA	Women and Law in Southern Africa Research and Educational Trust. Constituted in 1990 with the participation of Botswana, Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe

1 Introduction¹⁵

1.1 Background and rationale

SDC's Evaluation + Controlling Division mandated an "Independent Evaluation of SDC's Performance in Mainstreaming Gender". SDC has a longstanding commitment to the pursuit of gender equality (gender policy since 1993) and declared gender a transversal theme in 2006.

The rationale for an evaluation at this juncture is three-fold: (i) the long standing emphasis on gender equality and the sheer volume of aid activity; (ii) the changes in donor strategic and operational approaches prompted by the Paris Declaration (PD); and (iii) the recent adoption by SDC of gender (alongside governance) as a transversal issue.

1.2 Purpose and objectives

The purpose of the evaluation is to render accountability and to contribute towards improving SDC's future performance. This has two elements: summative and formative:¹⁷

- Summative: to render accountability by submitting SDC activities to independent assessment
- Formative: to improve future SDC performance in mainstreaming gender equality through learning; and to contribute to knowledge about promoting gender equality in international cooperation

The objectives of the evaluation are:

- to analyse the relevance, effectiveness and sustainability of the implementation of SDC's gender equality policy
- to analyze how SDC as an institution (i.e., through its systems, policies, processes, culture) implements its gender equality policy
- to assess institutional learning within SDC with regard to gender equality;
- to assess the coherence and complementarities of SDC's other policies and priorities with its gender equality policy;
- to assess SDC's contribution in promoting gender equality in the context of donor harmonization and alignment with partner country priorities;
- to assess how SDC can best use its limited resources to further gender equality;
- for SDC staff at all levels to reflect on the evaluation findings and make recommendations for improving performance.

¹⁵ For an expanded discussion see SDC (2007). "Approach Paper for the Independent Evaluation of SDC's performance in Mainstreaming Gender", Berne, SDC, July 31.

¹⁷ A summative evaluation is a method of judging the worth of a project at the end of project activities, with a focus on impacts. This can be contrasted with a formative evaluation which judges the worth of a project while the project activities are forming or underway.

1.3 Scope and key questions

The scope of the evaluation is in the following three areas, each with an overarching question:

- **Program Results:** What is the contribution of SDC programs to gender equality (relevance, effectiveness, impact and sustainability)?
- **Institutional Dimensions:** How do SDC's systems, processes, procedures, relations, norms and culture assist or impede SDC's stated policy of contributing to gender equality?
- **Strategic Intent:** What is the COOF's mix of strategies for addressing gender equality and how does this affect the quality and impact of the COOF contribution?

The evaluation includes interviews and discussions with SDC staff in Berne HQ, and with staff and project partners and beneficiaries in Cooperation Offices (COOFs) in Mozambique, Pakistan and Mozambique (see Methodology Discussion in Section 0 below).

Against each of these three areas and overarching questions, the evaluation address at the COOF level, a set of key questions:

Program results:

- How has the COOF addressed gender equality in its country programming?
- How is gender equality addressed in the Project Cycle Management process?
- What are the outcomes and impacts of case study projects?
- What is the relationship between gender equality goals and other COOF goals?
- How has the COOF addressed gender equality in its donor harmonisation and country alignment activities?
- What percentage of COOF programming is women-targeted or gender mainstreamed?

Organisational dimensions:

- How has the COOF dealt with gender equality (including roles, responsibilities, incentives, accountability mechanisms, training, performance assessment, information management)?
- How does the COOF address gender equality in its relations with implementing partners?
- What is the relationship between HQ gender desk and COOF in terms of organisational change and impacts?
- What is the role and impact of the gender focal point role in the COOF?
- Are financial and staffing resources, as well as institutional support, commensurate with the COOF's gender equality commitment?

Strategic intent:

- What is the relationship between the COOF's gender equality policy and other policies and priorities?
- What are the opportunities and challenges for COOF gender equality mainstreaming emerging from the changing development cooperation paradigm?
- What are the areas in which the COOF has particular strengths and advantages in addressing gender equality and why?

1.4 Expected results

The evaluation will produce results at output and outcome level.

Evaluation team outputs will include:

- Approach and synthesis workshops in HQ and COOFs
- End of mission debriefings with Aide Memoires
- Final evaluators' report
- A DAC abstract

SDC outputs will include:

- Review of findings > develop recommendations
- Core learning Partnership and senior management agreement on recommendations
- Dissemination of evaluation results

Evaluation outcomes will include:

- Sharpening of SDC's understanding of gender relations in development processes
- Improved planning and implementation of gender equality measures
- Improved positioning and focus of gender mainstreaming as transversal issue
- Better understanding of operationalization of transversal issues in SDC
- Knowledge generation and thematic support with regard to gender equality.

1.5 Guiding principles

The evaluation is guided by four important principles:

- Contributing to knowledge
- Understanding the dynamics of policy transmission
- Consultative, participatory and learning oriented
- Learning with regard to transversal issues

1.6 The structure of this report

Following this introduction the report is structured in the following way. Section 2 elaborates on the methodology for the Mozambique country case study (CCS). Section 3 considers the Mozambique country context for SDC programming. Section 4 elaborates on the findings of the country evaluation, drawing on project case study material that is detailed in the annexes. Section 5 draws out emerging issues and Section 6 concludes.

2 Evaluation Methodology

The evaluation methodology is described in Annex A.

In the Mozambique COOF, the evaluation team discussed with the COOF office the range of programs and projects and purposefully using the following selection criteria: (i) representation from the prioritised COOF sectors; and (ii) in view of the formative elements of the evaluation, programs where gender equality challenges and responses would contribute to learning. The COOF and evaluation team choose the programs/projects to examine:

- General Budget support;
- Health: Health SWAP; and Community Health Outreach Program of SolidarMed in Chiure, Cabo Delgado province;
- Governance: Local Governance Monitoring, CIP; Local governance program with Ibis in Nampula
- Rural Development:
 - Rural development program with OLIPA in Mecuburi district, Nampula province;
 - Rural Development Program, Helvetas in Nampula;
 - Credit component of Rural Development Program, IRAM in Erati district, Nampula province

3 SDC Mozambique country context



3.1 The challenges of achieving gender equality in Mozambique¹⁸

Mozambique emerged from a devastating civil war in 1992 which decimated much of its infrastructure and its institutions. The country continues to face significant obstacles - in particular, droughts, floods and other natural disasters in recent years underscore Mozambique's continued vulnerability to threats of food insecurity. The country still struggles with a rapidly worsening HIV/AIDS epidemic which disproportionately harms women and girls, both directly and indirectly. As in many other countries, traditional norms and gender roles relegate women to a subordinate status vis-à-vis men.

Overall, gender relations in Mozambique are characterized by women's subordinate status. Both patrilineal and matrilineal communities in Mozambique are based on forms of social control that prioritize the collective over the individual. In this type of social organization women have clearly defined roles based on gender relations that place them in a subordinate position while at the same time defining them as holders of tradition and preservers of culture. Thus women's autonomy and emancipation is often perceived as something that seems to strike at the heart of the traditional structure. This apparent challenge to the existing power relations may well be the main reason for the widespread resistance to gender equality in Mozambique.¹⁹

¹⁸ This section draws heavily on "Beating The Odds: Sustaining Inclusion In A Growing Economy A Mozambique Poverty, Gender and Social Assessment", World Bank, June 29, 2007; and "Towards Gender Equality in Mozambique: A profile on Gender Relations" by Edda Coillier, SIDA, Mozambique, 2006

¹⁹ Edda Collier, *ibid*, p. 9.

In 1997, the date of the last census, Mozambique's population numbered 18 million over half of whom were women. Mozambique is one of the poorest countries in the world; it is currently ranked 168 out of 171 countries on the Human Development Index and 133 out of 140 countries on the Gender Development Index.



Between 1997 and 2003, Mozambique achieved high rates of growth driven primarily by the investment in physical capital, private sector growth and the infusion of donor aid. While in both rural and urban areas men were increasingly drawn to the production of exported goods and small and medium sized firms, women, who constitute the bulk of subsistence farmers mostly stayed in agriculture producing food. Thus, men have gained greater access to cash income and through their participation in growing higher value export crops they have also gained access to technology, fertilizer and credit. Women are currently also getting involved in cash crop agriculture but female subsistence farmers still do not have access to such inputs.

Since 1999, the government has had a comprehensive program to address poverty (PRSP-PARPA) investing in social and economic infrastructure aimed at extending access to public services (building schools, health centers, water points), reducing welfare inequities, and supporting livelihoods. But still these services are often too far away to be reached by poor families especially women and girls. Thus, for example, while primary school enrolments have increased, poor families cannot pay the fees to send girls to school and the long distances to facilities such as health care centers means that women have difficulty accessing health services. Thus, the cycle of lower education and poor health aggravates and perpetuates women's poverty. Mozambique has one of the highest maternal mortality rates in the world. 80% of the population has to walk for more than 1 hour to reach a health facility; 40 % of the rural population has to walk for 1 hour for local transport and less than 10% of households have access to electricity. Investment in agriculture and rural roads has never exceeded 5% of the total government spending.

According to the CEDAW Shadow report, the

*“...Governments of Mozambique have been coherent in their official position of recognizing equality between women and men and the principle of non-discrimination has been present since the first (1975) until the third Constitution (2004)”.*²⁰

However, the report goes on to say that

*“...the institutions of Government and its leaders are visibly reluctant to define their position in relation to those traditions that severely limit the exercise of citizenship rights by women. For example, when some sectors of society defended the recognition of polygamy within the Family Law, although this explicitly contradicts the principle of equality enshrined in the Constitution, there was no official intervention whatsoever in the public debate about the question. It was left to the women’s organisations that were involved in the process to find resources and publish communiqués to explain why polygamy is an assault on women’s human rights.”*²¹

Mozambique has a history of women’s activism. The women’s wing of Frelimo – OMM - was very active during the armed struggle. Women constitute one-third of parliamentarians (as determined by quota) who oversaw the passage of a progressive new family law in 2004. However, for most women, particularly in remote rural communities in Mozambique, discriminatory traditional practices often trump legal equality guarantees.

Mozambique has a number of active NGOs including women’s organizations and networks. Most of these however, are concentrated in the capital and work on issues of advocacy, governance and legislation. They tend not to focus on issues of employment and income (which are seen as more the concern of the state) and are also top priorities for the bulk of the population.²² A notable exception is the Foundation for the Development of the Community (FDC).

The government women’s machinery consists of the Ministry of Women and Social Action (MMAS) and its specific women’s directorates which variously focus on social assistance and post-Beijing national planning, legislation, advocacy and gender mainstreaming. In 2004 the Council of Ministers created the National Council for the Advancement of Women (*Conselho Nacional para o Avanço da Mulher: CNAM*), which includes several Ministers and Vice-Ministers, two civil society organizations, one representative of religious organizations, one representative of the trade unions and one of the private sector. CNAM is presided over by the Minister of Women and Social Action but is not part of or subordinate to this Ministry. Rather,

²⁰ “Shadow Report” or Civil Society Alternative Report, CEDAW Implementing Status in Mozambique, submitted to the CEDAW Committee’s 38th Session, May-June 2007

²¹ Cf. Communiqués about the Family Law published in 2003 in the “Notícias” daily newspaper and signed by *Forum Mulher* and WLSA Mozambique.

²² Mozambique Civic Civil Society Index Presentation, Maputo, December 2007

“...it functions as an autonomous institutional mechanism and consultation body that enables MMAS/DNM to coordinate gender concerns with the various stakeholders in public life”. “CNAM has an Executive Secretariat that is responsible for technical management [and] its core function is to promote and monitor the implementation of the government’s gender policies in all the government plans and programs, with particular reference to the National Plan for the Advancement of Women 2002-2006”.²³

In March 2006, the government approved the National Gender Policy and Strategy (PGEI) and in December 2007, the government approved the National Plan for the Advancement of Women. The objective of the PGEI is to reduce gender inequalities and to promote the gradual changes in attitudes of women and men regarding existing social, economic, political and cultural discrimination. The PGEI defines guiding principles and objectives to be attained taking as starting points the recognition of the fundamental rights of human beings, equality of rights between women and men, equal participation in the development process, improvements in educational and training levels, promotion of the right to health with quality services, with equal results for women and men. The PGEI focuses on the same areas of critical concern as the PNAM²⁴ which includes the creation of institutional mechanisms to ensure gender mainstreaming in sectoral plans, economic empowerment, food security, education, and reduction of maternal mortality, elimination of violence against women, participation of women in public life and decision-making process, and the protection of the rights of girl-child.²⁵ The PGEI was approved by the V Session of the Council of Ministers, 14th March 2006.²⁶

The Land Law approved in 1997 enabled men and women to gain legal rights to land without requiring written proof of *de facto* use but the informal illegal trade in land (all land is owned by the state) is soaring.

For the most part, the government and donors attention to women’s rights and gender equality issues has tended to concentrate on policy and programming support in the areas of health and education; supporting progressive legislation in a context of extremely weak implementation and lack of government accountability and transparency; and promoting gender mainstreaming in planning and budgeting.

Beginning in 1997, Mozambique embarked on a decentralization strategy which started with the delegation of administrative, fiscal and political powers to municipalities in urban areas. In 2003, the decentralization program was extended to rural areas through de-concentration to the district level. Districts received a development budget for the first time in 2006 (approximately USD 300,000/district). Women’s participation in such fora tends to be low especially when these public spaces are far away from where women live and work and transportation and time costs are high.

²³ Edda Collier, *ibid*, p. 14.

²⁴ PNAM, Plano Nacional para o Avanço da Mulher, National Plan for the Advancement of Women, 2002-2006

²⁵ Edda Collier, *ibid*, p. 15.

²⁶ PGEI, 2007, p. 6.

3.2 The donor context in Mozambique²⁷

Mozambique is heavily donor dependent. Approximately 55% of the government budget is funded from outside sources. Nineteen donors support the government's poverty reduction strategy (PARPA) through general budget support. They monitor progress using the performance assessment framework (PAF) that includes specific indicators and benchmarks. In addition, the Development Observatory (PO) which is a consultative forum including representatives of the Government, the donor community and civil society (through the G20) and the donor community as observers also monitors PARPA objectives, targets and actions. There are 29 working groups connected with the PARPA including members of the government, donors and civil society. Switzerland chairs the working groups on PFM, the governance pillar, and finance and auditing in health; it is the outgoing chair of the working group on water. It is also a member of the working groups on public sector reform, decentralization, and HIV/Aids.

Gender is one of the cross-cutting issues of the PARPA. According to the Joint Review 2007 Aide Memoire, the PAF indicator - Approval and initiation of the implementation of the Gender Policy and Implementation Strategy (PGEI) "was not achieved but progress was made".²⁸ Areas where improvement was noted included (i) capacity building supported by the Ministry of Women and Social Action, in particular about the Family Law and Gender Sensitive Budgeting; (ii) approval and submission of the Bill Against Domestic Violence; (iii) establishment of technical councils for the advancement of women in all provinces; and (iv) creation of gender units in the education sector in all districts. The Review pointed to the need for gender disaggregated data to enable analysis to help identify efforts to promote gender equality; and qualitative impact analysis in women's empowerment programs with clear indicators.²⁹

The current Gender Donor Group (GDG) evolved from the UN Gender Theme Group to include donors, government representatives, and civil society organizations. It acts as a mechanism for coordination and exchange of information on donors funded activities in support of gender equality. All donors have appointed gender focal points though not all have adopted gender policies. UNFPA chairs the GDG. Donors fund NGO projects and organizations such as Fórum Mulher and support government gender mainstreaming efforts in the PARPA and sector-wide approaches. The previous COOF gender focal point participated in the GDG.

²⁷ This sections draws heavily on Edda Collier, op. cit.

²⁸ Joint Review 2007 Aide Memoire, Government of Mozambique, 30 April 2007, p. 29

²⁹ Ibid., pp. 29-30

3.3 The Mozambique SDC program

The Mozambique SDC COOF developed its latest cooperation strategy for the period 2007-2011.³⁰ The new strategy focuses on stated strengths in the areas of “policy partnership, systems development and capacity development combined with and supported by innovative and pioneering approaches at the micro- and meso-levels”.³¹ The Strategy document points out that Switzerland’s influence in donor dialogues far exceeds its monetary contribution and that it has played a strong role in donor coordination and harmonization of aid.



The rationale for continued Swiss cooperation in the crowded donor landscape of Mozambique is spelled out below.³²

Rationale for the Continuation of the Swiss Engagement in Mozambique:

- (1) To concentrate its development cooperation on the poorest countries in the world: Mozambique ranks 168 out of 177 countries in the UN Development Index.***
- (2) To show that a well balanced, long term and result orientated approach contributes to the achievements of the MDG’s and the PRSP goals.***
- (3) To confirm that Development Cooperation based on the principles of the Paris Declaration increases the effectiveness and the impact of Aid and***
- (4) that Switzerland can influence and shape the Declaration’s implementation in Mozambique by an innovative, problem-solving and inclusive approach.***
- (5) To deepen its bilateral relations, to promote economic development and to foster stability in a post-conflict country, part of a region which is still prone to instability (e.g. Zimbabwe)***

³⁰ SDC, 2007. Synopsis *Cooperation Strategy: Mozambique 2007-2010* (Maputo: SDC)

³¹ Ibid. p. 3.

³² Ibid. p. 3.

Thus, SDC continues to prioritize donor coordination and reduction of transaction costs to the government in its new cooperation strategy. The previous country strategy (2002-2006) was focused on six areas of support (domains) - Democratic Governance, Economic Development, Health, Water & Sanitation, Rural Development and Civilian Peace Support. In the new strategy, the number of sectoral areas of intervention has been decreased and certain areas of long investment (e.g. water) have been folded into new focus areas. The new strategy focuses Swiss cooperation in three domains: Economic Development, Health and Local Governance. In the economic area, SDC and SECO focus on General Budget Support and on supporting capacity development, engaging in policy dialogue on issues of reducing aid dependency through revenue mobilization, sustained growth and macroeconomic management implications of scaling up aid. Private sector development is also included in this domain. In health, the main investment is the Health SWAP, strengthening health service delivery in the districts, and supporting community health outreach innovations to inform the spread of the national health delivery system. In local governance, support is focused on strengthening both district and municipal governance capacities and civil society's monitoring role of governance performance. "Gender and HIV/AIDS" are identified as "transversal themes" to be mainstreamed in all aspects of the cooperation strategy.

3.4 SDC Mozambique sectors, projects and project implementing partners

Sector	Project	Project implementing partners	
Decentralization/ Governance	Contribution to Water Aid	Wateraid, Mozambique Provincial and District governments of Niassa, local NGO's, Communities in areas selected by the program, bi- and multilateral donors, private sector	
	Local Governance		
	Water	HAUPA (Rural Water Supply and Sanitation Project in Northern Mozambique)	CARE Mozambique Local NGO's – UMOKAZI and OLIPA, Provincial and District government in Cabo Delgado and Nampula; private sector
	Rural Development	Aguasán, Institutional Support and Policy Dialogue	DNA, 3 DPOHs, CFPAS, IIM, UEM
		Rural Development northern Mozambique – 3 areas of work: - Productivity and commercialization; - Community empowerment and participative district planning; - Credit and savings	Nampula province – OLIPA, Forum Terra, IBIS, IRAM. Cabo Delgado province – Helvetas Implementing Unit
		PADEM – Programa de Apoio à Descentralização e Municipalização (SDC Project to small municipalities in the North)	Northern Municipalities
		Pilot Projects in Governance and Governance Advisory Team (GAT)	
	Local Governance Monitoring	The Mozambican Association for Democracy (AMODE); - The Centre for Public Integrity (CIP); - The Mozambique Debt Group (GMD); - The Human Rights League (LDH).	
Health	Support to Health Sector (SWAP, decentralization, coverage of the health system)	Ministry of Health is the main partner	
	Component community health SolidarMed	Solidarmed, "Wiwanaana"	
	Chiure Health Support (Infrastructure)	District Health Directorate	
	Support to the national strategic plan to combat HIV/AIDS (MSF)	MSF	
Economic Development	General Budget Support (GBS)	Government	
	Technical Assistance to Support the Reform of Tax System	Government	
	DNEAP	Government	
	Debt Management Capacity Building	Government	
	SME Initiative	Private sector	
	Technoserve	Technoserve	
	UNIDO	UNIDO	
	SOCREMO	SOCREMO	
Economic Management Support	Government		
Div/COOF	Small Actions COOF Maputo		
	COOF Credit Proposal		
	Scaling up Centers of Media and Communication		
	Junod	Junod Center in Mozambique, Ricatla	

4 Evaluation findings

4.1 Program Results

4.1.1 SDC Mozambique COOF and Gender Equality

A recent DAC evaluation of Swiss cooperation indicated that for a small donor, the Swiss are diversified into too many issues and too many countries. This partly explains why the current strategic plan has reduced Swiss cooperation in Mozambique from six to three areas. The COOF reports that a considerable amount of the time of senior staff is spent on donor coordination issues. They also point out that SDC as a whole has too many priorities and it is difficult to maintain a focus on all. Headquarters, they complain, keeps overloading them with documents and priorities. “If this is a priority and there are 15 others at the same level, then what do we focus on?” they ask. Some senior COOF staff bemoan the fact that they have become “development bureaucrats” with very little time to engage directly with development interventions on the ground.

Gender equality concerns are not a priority but they are taken into consideration in the SDC program in Mozambique. The COOF believes that they need to focus on the value they can bring to policy dialogue and programs and they do not think that gender equality is an area that they have particular expertise.

However, since the end of 2006 the COOF has taken a number of steps to mainstream gender concerns into their program areas. They believe that their choice of strategic areas of intervention – for example, health and water – are of particular relevance to women. Development history is replete with examples of women being sidelined by poorly designed interventions in areas that are of critical concern to them such as agricultural extension. So while this argument holds some water, it is not inevitable that women will benefit simply because the area of intervention is particularly relevant to them.

Nevertheless, a number of the SDC programs and projects in Mozambique have the potential to benefit women along with men. But only some of them are planned on the basis of gender-disaggregated data and a smaller number have gender-specific targets and indicators to monitor progress. In 2006 SDC headquarters organized a staff workshop on gender and HIV/Aids mainstreaming which the COOF considered helpful and which led to a greater focus on gender issues within the COOF’s annual program planning and review process. The COOF developed minimum standards on gender (and HIV/Aids) to be reached by 2011 which are guided by headquarters recommendations. This includes a commitment to elaborate a gender/HIV-AIDS mainstreaming objective for each domain and an outcome indicator on gender mainstreaming at the level of the country strategy. The COOF also appointed a staff gender focal point who was a relatively junior officer who spent 20% of her time working on gender equality issues.³³

There is considerable variation in understanding among staff on what constitutes gender analysis ranging from on gender parity issues at the institutional level to an understanding that gender is central to development effectiveness. But a key middle piece is hidden – that is, that unequal power relations shape women’s access to resources and services and their ability to voice their priorities and therefore that development interventions must specifically address these barriers and track progress in changing them.

³³ During the period of this evaluation, this post had been vacant for 6 months; a senior NPO was appointed new gender focal point in February 2008.

SDC's Gender Policy requires at a minimum that all Swiss funded programs conduct a gender analysis as part of project planning. This does not happen systematically. SDC does not require its partners to do a gender analysis in program or project preparation. Projects often come to SDC fully planned for funding. If a gender analysis is done, it has more to do with the contractor's own gender policy requirements than that of SDC. While this issue is not systematically tracked in projects, it does constitute part of the overall picture in many cases. SDC does not currently fund women-specific or focused NGOs in its programs although it did so in the past. Moreover, the Swiss cooperation in Mozambique combines SDC and SECO funding under one umbrella. Budget support comes out of SECO funding which does not come with such policy or program requirements. However, as part of the COOFs agreement on benchmarks or minimal standards on gender and HIV/AIDS, the COOF has agreed to ensure that its partners have a gender focal point with a clear role; adopt at least one outcome indicator for gender/HIV/AIDS mainstreaming and report on that regularly; and that gender/HIV/AIDS analyses be routinely integrated into all SDC and SECO supported projects and programs.³⁴

The COOF has adopted a workplace policy on gender and HIV/AIDS as of January 2007 and has agreed to support its partners in adopting the same. However, it has delegated minimal resources for gender mainstreaming activities in projects - "a budget line of 0.5% for gender and HIV/AIDS mainstreaming activities or to implement their workplace policy." Thus, in the overall country strategy and in program and project planning and monitoring, the COOF pays attention to gender mainstreaming. However, the resources allocated to this are far from adequate, tracking of gender issues needs to be systematized, and in the main domains, strengthening some key aspects of gender mainstreaming (primarily in the focus and expected outcomes of programs) is necessary to generate positive development outcomes for women alongside men.

4.1.2 Health Sector Support



Switzerland's health sector support program in Mozambique is focused on the SWAP (where it is one of 17 donor partners channelling their support through the Common Funds in the SWAP context where more than 20 donors are involved) with smaller funding to district level health planning and budgeting and pilot approaches to outreach services. 1.3% of the total Swiss contribution to the SWAP is allocated to "Hiv/AIDS and gender mainstreaming". Overall Swiss funding amounts to 3% of the total donor contribution to the health sector in the country. The first phase of the SWAP focused primarily on building health infrastructure, personnel, and building planning and budgeting capacity within the Ministry. Cited achievements include reduction in child mortality and improvement in maternal health, improvements in the health system and access to health services, and improvements in health financing and accountability.³⁵ The second phase (2007-2009) is focused on expanding access to health services particularly in rural areas,

³⁴ This is drawn from "Implementation of SDC/SOSA's Benchmarks/Minimal Standards on Gender and HIV/Aids as defined in May 2006" adopted in Management Meeting 13.08.2007. SDC, Mozambique.

³⁵ SDC Health Sector Support Credit Proposal Phase Two (January 2007- December 2009)

increasing the outputs and quality of services, and reducing inequalities in health service consumption.

The SWAP mechanism in general is an efficient funding instrument, and it offers the opportunity to support consistency in policy approaches among the donors, with the potential for more effective and lasting institutional reforms in Mozambique than a piecemeal approach where different donors finance activities in isolation. The ability of SDC to influence this process depends less on the amount of funding provided by Switzerland than on the quality and proactivity of its engagement in the dialogue on health policy, strategic directions and financing issues, mainly through the SWAP review mechanism including joint annual evaluations, mid-year and annual meetings and monthly SWAP meetings. However, while the SWAP mechanism offers the best potential for coordinated and sustainable efforts, it does not necessarily help in guaranteeing effective or equitable results. The indicators relevant to gender equality issues are few - 8 out of a total 41 indicators in the Health Performance Assessment Framework are specifically gender-disaggregated or women-specific – e.g maternal mortality rate, percentage of women that participate in HIV/AIDS consultations, percentage of women with complications that are treated at the Obstetric Essential Care, as well as maternal care statistics. But in the context of a health system that is being built up from scratch, they are nevertheless useful. The COOF argues that the remaining indicators are “gender-relevant” though not gender-disaggregated because two-thirds of the service users in Mozambique are said to be women and children. This argument may have some merit but is difficult to rely on given the lack of evidence. More important will be the data collected in the second phase from the DHS indicators on the “causes of access problems to health care of women”. These should highlight obvious issues such as lack of transportation as well as the less visible but equally important issues such as husband’s and/or community leaders overriding decision making power regarding women’s use of health care facilities, traditional ideas about men’s control over women’s sexuality etc. If such information is generated, the key questions are: how much room is there to discuss them, what interest does SDC have in doing so, and what are the best ways of addressing these problems?

On the one hand, the Mozambique COOF justifies its funding to both the national and local level on the basis that local understandings inform its national-level policy dialogue as well as fill in key gaps. But on the other hand, it identifies its expertise more narrowly in terms of financial management³⁶. Given that the MOH has reduced the possibilities for technical assistance and is increasingly centralizing resources and decision making, and that SDC is moving to balance its project support with program and sector support, the room for meaningfully addressing these issues may be shrinking though they are in fact central to the focus of the SWAP itself – quality of services and reducing inequalities in health service consumption. Addressing those issues means addressing issues of power and exclusion that are at the heart of gender equality considerations. The difficulty of contracting NGOs exacerbates this problem because NGOs, if they are closer to the ground, may be better placed to assess and address these issues than government health functionaries. In Chuire, one of the poorest areas in the country, the district health center was very well resourced but that did not mean that it effectively addressed the problems poor women face – both practical and strategic – in accessing health services. The health center does not perform surgical procedures which may be needed in cases of birth complications; instead pregnant women are expected to get themselves to a provincial hospital. Moreover, health centers in general are located about 10 km away from where people live. Unsurprisingly, most women in rural areas give birth at home under the care of a traditional birth attendant.

³⁶ The COOF also plays the role of specialist in the area of community-based health, M&E, drugs and in line with its historical role in the Mozambican health budget support, in SWAP architecture.

At the same time, SDC considers the Solidar Med project in Chuire (which does try to address some of these aspects) a poor candidate for replication because of costs. Yet, the intensive outreach that the Solidar Med program, particularly its Wiwanana community outreach program, has developed at the community level and the web of connections it builds in order to make health services accessible (for example, through bicycle ambulances) are critical to making the system work better for the poor and especially women. This part of the Solidarmed project will receive continued funding. Targeted and well resourced programs can work as evidenced by the implementation of Mozambique's National Strategy for Maternal Mortality Reduction (2000) which was the main reason for the reduction in the maternal mortality rate from a high of 1000 per 100'000 live births in the early 1990s to 408 per 100'000 live births in 2003.³⁷



There are a number of dilemmas here that need to be addressed. If SDC prioritizes learning from pilot approaches on the ground particularly in terms of inequities in access to health services, on how best to fill in the gaps left by the health delivery system, and on improving quality of services, then it will need to allocate more careful thought to how it can do this well and allocate adequate resources to the job on an on-going basis. Gender equality considerations are integral to this inquiry. But it will also need to build the discussion space necessary in policy fora for this to happen and to make a difference. That will need allies in government and in the donor community. This will be critical in the face of an increasingly nationalistic stance and centralizing moves on the part of government despite rhetoric to the contrary.

³⁷ The COOF will be partnering with the World Bank in a new community health initiative focused in the northern region. This may also provide fertile ground for addressing access and quality related issues.

4.1.3 General Budget Support³⁸

The bulk of Switzerland's support in the area of economic development in Mozambique is in the form of general budget support to the PARPA – the Mozambique Government's national development plan. Swiss funding contribution, which in 2007 totalled about USD 29.5 million, amounted to 2% of total donor resource flows to Mozambique. A quarter of that goes into general budget support. The Swiss are known in the donor community to have been instrumental in moving the donors toward alignment, in developing the original general budget support instrument and in strengthening the capacity of the Ministry of Finance to deal with the IMF and World Bank.

General Budget Support built on the Paris Aid Declaration principles is seen to be an efficient funding instrument; country ownership and mutual accountability underpin alignment and harmonization principles. This aid modality also allows managing for results with a focus more on outcomes and impact. However, these reforms offer opportunities, as well as challenges and constraints. Thus far, the focus has been on improving the efficiency of financial and administrative arrangements to improve aid delivery³⁹. Implementation of these reforms varies in terms of how they incorporate gender equality and women's empowerment

Annually, the PARPA II is assessed using a Program Assessment Framework (PAF) which currently tracks progress using about 40 indicators (this has been reduced in the last year from the previous 51). A small proportion of these indicators are gender-specific and those are primarily in areas of health and education. This mirrors OECD/DAC's reporting on the Gender Marker which shows that the bulk of bilateral aid for gender equality goes to health and education. Regarding gender equality the Aide Memoire of the Joint Review 2007 states the following:

“The lack of available disaggregated data on gender limits the analysis of the performance with respect to gender equality. The difference in the net primary education (EP 1&2) enrolment rate between boys and girls shows progress, like in the previous years. The EP2 completion rate for girls also improved, although the target of 28% was not fully met. In 2006, the illiteracy rate continued to be twice as high among women, even in the age group under 35. The feminisation of HIV/AIDS is cause for alarm. In the age group from 20 – 24 years the proportion of HIV-positive women is three times that of men (22% vs. 7%) and 59% of ARVT is provided to women. Less than 10% of HIV-positive pregnant women receive the prophylaxis necessary to avoid vertical transmission and the target of 16.000 women was not met. The target of institutional childbirths also was not met and Mozambique continues to have one of the highest maternal mortality rates in the world. Recommendations resulting from the socio-anthropological study that is about to be finished, should help to revert this situation. “

The PAF's additional gender equality indicator for 2007 “Approval and initiation of the implementation of the Gender Policy and the Implementation Strategy” was not achieved, but progress has been made. Our information indicates that the National Gender Policy and Implementation Strategy have since been approved (though not funded).

³⁸ General Budget Support is only one albeit a prominent part of the COOF's support to Mozambique in the Economic development domain. This evaluation examined only the GBS, not the other parts of the economic development portfolio. GBS is supported by SECO funds.

³⁹ See Financing for Gender Equality and the Empowerment of Women. Report of the Expert Group Meeting. Oslo, Norway 4-7 September 2007, Division for the Advancement of Women, United Nations, New York (EGM/FFGE/2007/REPORT)

On a day-to-day level, however, the donor's focus in relation to GBS is on strengthening the government's capacity to manage funds, accountability and transparency, and reducing corruption. For SDC, in particular, the primary focus is on managing macroeconomic variables such as inflation, capacity building on tax reform and economic and poverty analysis.

A serious tension exists between certain principles of the Paris Declaration such as country ownership and harmonization and ensuring positive results for women. This tension needs to be addressed from both supply and demand sides. From the demand side, gender equality goals need to be prioritized and solidly integrated into poverty analyses and national development plans. Planning instruments and tracking indicators need to incorporate gender dimensions throughout not just in some sectors such as education and health, and gender-disaggregated data and statistics need to be collected to verify progress. For example, development and use of gender-disaggregated indicators in all critical areas for livelihood and wellbeing such as employment and agriculture is an important step in this direction.

The government is under pressure to show results but this can be warped in a way that is not useful. In one district we visited, the local district education officer told a teacher that he had to pass all the children in his class. Aggregated upwards, this will show up in educational enrolment and attainment statistics. Such statistics mean little in reality. Development outcomes require a far longer time frame to result in real change and improvements. To achieve real positive changes in people's well being wherein gender equality features more centrally in policy dialogue and program resource allocations and implementation, the time horizon's, analyses that feed planning, and the instruments of policy dialogue will need to be re-shaped to focus more on development impacts and equity. Accountability for gender equality and women's empowerment commitments needs to be ensured at the country level; some effective tools for accountability exist including gender budgeting and benefit-incidence analysis which can track public expenditures to ensure allocation to targeted approaches and interventions that address women's priorities and gender equality concerns.

From the demand side, women, women's organizations, and activists need to be adequately supported to effectively make demands on governments and in being able to generate the kinds of inputs required by such planning, programming and monitoring processes.⁴⁰ Finally, General Budget Support should not preclude funding of women-specific programs and interventions, including strengthening of women's organizations to contribute to SDC's core domain areas. This is the third leg of SDC's gender policy and is absent in the Mozambique COOF's program.

Innovations in GBS are difficult to implement. In the context of working in aggregation, it is difficult to push certain issues that may not be viewed as the core business of development or sectoral priorities. Donor fatigue aggravates this situation. Changes are hard to introduce into the annual work cycle of planning, budgeting and monitoring. Finally, and perhaps most importantly, there is little demand to address gender equality issues – the government does not ask for it and gender equality has in reality been pushed to the back burner of the donor agenda particularly after the introduction of donor harmonization toward general budget support. Previously, donors funded separate programs addressing gender equality issues – Norway for example, specifically supported reproductive health. Under GBS, this is discouraged. Moreover, those who stand to gain from it, poor women, have little voice to demand it.

⁴⁰ Challenges and successes are discussed in the OECD 2007 Report on Gender equality and Aid delivery.

The Donor Gender Group works in connection with the PARPA/PAF process and pushes in donor/government decision-making spaces for gender mainstreaming and gender budgeting. Like many of the women's organizations and networks in the country, it works primarily on progressive legislation, capacity building of the government's gender machinery, and advocacy on women's rights. But a collective and sustained effort is required to connect the focus on gender equality to core development business.

Acknowledging the fundamental macro-level focus of general budget support, the systemic barriers in disaggregating and effectively monitoring macro-policy indicators, and efforts of women's rights advocates globally to dialogue on how to better address gender equality concerns within such frameworks, it would be useful for the COOF reflect on the opportunities and barriers of effective gender mainstreaming in budget support and offer its informed knowledge to those working at country level on this issue.

4.1.4 Local Governance Monitoring



As a complement to the SDC's support to the supply-side of governance (regulatory frameworks, institutional development and national level capacity building), the local governance monitoring program aims to build the demand-side of governance by building the capacity of NGOs to regularly monitor government programs and budget expenditure in selected districts and municipalities. In the context of the government's decentralization policy, the local governance strategy aims to position SDC as a key player in the multi-donor support (though policy dialogue and program support) to this national program wherein the district is the key point for development, and to play a strategic role in establishing mechanisms through which civil society organizations can monitor the performance of local governments and district authorities.⁴¹ Within this context, the local governance program sees the link to gender equality in terms of women's participation and

representation in decision making and in women's ability to voice their concerns and hold government accountable against commitments.

The local governance monitoring program involves 4 national NGOs – the Mozambican Association for Democracy (AMODE), the Centre for Public Integrity (CIP), the Mozambique Debt Group (GMD) and the Human Rights League (LDH). None of these are women's organizations or have a special gender equality focus. As the COOF points out, three out of the four of these NGOs is headed by women, but this does not necessarily translate into facilitating attention to gender issues in the program. Still, the program specifically aims to “monitor gender balance at local level as a standard part of activities. The recruitment of monitoring agents will also strive for gender balance”. Again, while gender balance at a local level may help in maintaining a focus on gender mainstreaming in program objectives and outcomes – specifically ensuring that women's voices are needs are addressed – that does not necessarily ensure it.

⁴¹ Ibid, p. 5

The extent to which poor people can have a say in the decision-making in district level is difficult question to answer. Many factors come into play in this equation. CIP's own studies indicate for example, that while people should theoretically have a say, in fact, they do not. The district councils are controlled by the ruling party and they essentially implement the party mandates. We also know that the currency of corruption is different when it comes to women as compared to men. For example, in urban areas, CIP has data to show that poorer women do not get services; those who can pay do. Also, there is an increase in the number of cesarean births because this enables doctors to charge. In the education sector, the currency of corruption when it comes to girls and women is not only money but also sex. Male teachers are more likely CIP says to accept bribes from students. There is a big problem of male teachers demanding sexual favors from girl students to secure good grades and passes.

In addition, poor women's ability to participate in local governance monitoring will be framed by women's obvious access barriers – such as lack of transportation – as well as informal institutions including traditional authority structures, norms and gender roles that may restrict their participation in ways that are not always obvious⁴². The evaluation team's observations indicate that women's priorities are inadequately addressed even at village levels where their participation is high. Acknowledging the dynamic between formal, public sector oriented delivery of the governance program, and how it links with capacity building at local level to enable people to engage and make use of improved governance systems, the COOF could target resources to investigating access barriers for women in local level governance activities and develop a broad based discussion with project partners and women's organizations that work on this issue to develop solutions.

4.1.5 Rural Development

The evaluation Team looked at a number of projects within the Rural Development area some of which were being integrated into the three domains specified in the new COOF strategy.

Managed by the Swiss NGO Helvetas and implemented by a number of international and community based organizations, SDC's rural development program in northern Mozambique focuses on improving farmer productivity, involving farmers in district level planning, and providing microcredit and savings. It is expected to increase food security and income through farmers' ability to market their produce at better prices, and improve farming productivity. It also aims to ensure that farmers' interests are reflected in district plans, and that micro credit and savings enable trading and buying of farming inputs. The program will be phased out at the end of 2007 though the component Microfinance will be integrated into the Economic Development domain and the component Community Development into the governance program.

⁴² There is a small but significant literature on governance and gender equality that could usefully inform this work. See for example, Anne Marie Goetz and Rob Jenkins, *Reinventing Accountability: Making Democracy Work for the Poor*, Palgrave, London, 2004; Ruth Alsop (ed.) *Power, Rights and Poverty – Concepts and Connections*, Report of a working meeting sponsored by DFID and the World Bank, March 23–24, 2004; Jeremy Holland and Simon Brook in "Measuring Empowerment: Country Indicators" in *Power, Rights, and Poverty: Concepts and Connections* edited by Ruth Alsop.

Helvetas has a mandatory gender equality policy which requires it to address gender equality issues in project planning and implementation. These include gender parity consideration in staffing and qualitative monitoring of gender equality consideration in projects. Helvetas organized a gender training workshop for project partners. It reports that gender mainstreaming has become part of the “working culture” of project partners.

OLIPA – a local NGO – works on the rural development program in Mecuburi district in the northern province of Nampula. The farmers associations, whose membership is roughly two thirds male, have found the project’s agricultural production and marketing activities useful and they have been able to get better prices for their products than would otherwise be the case. The small profits they generate are used partly for collective enterprises such as buying a tin cover for the meeting house and partly individually, e.g. sending a child to school. Women participate in all agricultural activities except clearing the fields. In fact, in Mozambique women are the primary food producers yet because the program focuses on cash crop farming, men are more predominant. Certain extension activities, such as nutrition demonstrations are directed specifically to women. Decisions about how to use the income earned are made by the groups where women have a voice but their views are not often prioritized. In one village for example, women wanted to buy a grinding machine for maize (women’s heavy workload is an important determinant to their low participation in such community decision making fora) but the male president of the farmers association did not consider that as important as the roofing for the meeting place. The NGO extension workers do not actively address women’s concerns but they do assist groups in gaining additional funding from the district budgets for income generating projects.

IBIS another local NGO partner in the rural development program focuses on strengthening local people’s participation in district level planning through the formation of community level councils and also by working to open up district planning processes to facilitate local people’s participation and make it more efficient. From the district councils to the community level local councils, the government (drawing on its socialist legacy) has mandated that 33% of members must be women. The IBIS staff try to encourage women’s participation and have staff dedicated to working exclusively with women in the local communities and councils. But neither this outreach to women nor the mandated quota guarantee a high level of women’s participation. When questioned closely, staff can cite real problems blocking women’s participation.

Helvetas understands that the “traditional division of responsibilities within the family and agriculture in the rural zones of Nampula and Cabo Delgado Provinces” means that all external contacts are men’s responsibility, and that “although the women carry out major part of the work in the family fields, the men tend to dominate the trainings, Associations and in IPCCs (Decentralized Planning Councils).”⁴³ Helvetas points out that the implementing partners work to enhance women’s “quality of participation” through a variety of activities such as literacy training, formation of women’s groups for agricultural activities, and ensuring that women participate as leaders. Still it is clear that there is not a significant effort to address questions of women participation, and clearly strengthen their ability to voice their interests and concerns and their influence in decision making. In the process of district level resource allocation decisions, which is both new and highly politicized, poor people including men have little say; women for the most part are even more absent.

⁴³ “Gender within Rural Development Program (RDP)”. Note prepared by Helvetas for the Gender Mainstreaming Evaluation Team, December 2007.

4.1.6 Micro Credit & Savings



Rural credit is mostly unavailable in Mozambique and women's small businesses are mostly all urban based.⁴⁴ This component of the rural development program implemented by IRAM, an international NGO, provides credit and savings facilities to rural poor by building community credit associations and by creating unions of credit and savings associations. Loans given to individuals range from 2000 to 20,000 Mozambique metacals loaned at 3-4% interest. The IRAM project officer we met estimates that women rates or repayment are higher than that of men - 97% for women versus about 75% for men.

The associations require that 50% of the management committee are women⁴⁵ -- a feature that encourages women's to participate to a point. Some women definitely gain from such access to credit and many more could if the project could develop services and financial products specifically geared to their needs. Some poor women keep away because they are simply unable to repay loans. A few told us that they do not have the money to pay for a photo for their identification cards which are required in order to become a member of the credit cooperative. The poorest have no savings and often do not have other kinds of capacities that are necessary for enterprise development. For them, as experience from Bangladesh and elsewhere has shown, credit is not the best intervention. Instead employment guarantee schemes such as those in India or rural enterprise employment opportunities such as provided by BRAC in Bangladesh in better routes for income generation.

4.1.7 Water & Sanitation

SDC has been long active in the water sector in Mozambique focusing in the early years on institutional support and capacity building (management and technical) but more recently the focus has shifted to the implementation of water and sanitation infrastructure in Northern rural areas⁴⁶. In relation to the former, SDC has ensured a gender balance in its scholarship program which has led to a representative number of women in the water sector and national and provincial levels. In terms of implementation of water and sanitation infrastructure, women will be particularly important because they are primarily responsible for household production and domestic work. Official government figures indicate that about 42% of the rural population has access to safe water and 30% has access to sanitation facilities. SDC's Watsan program implemented by CARE and Water Aid in the northern provinces are meant to prioritize women's interests in the community and ensure that women are actively involved in project management. According to the COOF, this focus was also present in the policy dialogue connected to the new National Water Policy and in the Water Resources Management Strategy both of which were approved in 2007. The national water policy requires everyone in both urban and rural areas to pay for water.

⁴⁴ Edda Collier, op. cit., 2006

⁴⁵ Swiss Development Cooperation Rural Development Program. Program Review. Mission Report Final Version. Agnes Deshormes, April 2007

⁴⁶ SDC COSTRA/POLKOM Cooperation Strategy Mozambique 2007-2011

Privatization of water services is increasing in the cities and rates have gone up considerably while in the rural areas local water committees determine the price per family for water usage. The Gender Mainstreaming Evaluation team interviewed the Aguasan team in Maputo but did not see the SDC funded water programs in the field. Issues of access and cost as well as capacity and control over maintenance will be particularly relevant for poor women and men as this program proceeds.

5 Institutional Dimensions

The SDC Cooperation Office in Maputo is headed by a Country Director (also Ambassador), followed by a Deputy Country Director. There are 4 sections:

- **Administration and Finance** headed by an expatriate woman with 11 staff plus guards and gardeners;
- **Local Governance** headed by an expatriate man with 2.5 staff members plus Rural Development with 1 staff member;
- **Economic Development** headed by a Mozambican woman plus 1.5 staff member dealing with private sector; and
- **Health** headed by an expatriate man with 2.5 staff members of which one job is vacant.

Currently both focal points for gender mainstreaming or for HIV/Aids are vacant but will be staffed again in February and March.

In addition, there are two project structures: PADEM Nampula with 5 staff members and AGUASAN Maputo with 3.5 staff members plus two trainees.

5.1 COOF organisational culture, systems and procedures

In general, COOF staff report a positive culture supporting progressive views on gender parity and equality issues in the workplace supported by good practice and procedures. The COOF staff do not feel any gender-based discrimination, although some mentioned that there are very few women in leadership positions. Administrative staff in particular mentioned that SDC emphasizes quantitative approaches over qualitative ones. Many staff pointed out that not having a gender focal point at this time meant that gender issues did not get adequate attention. A Gender Focal point has been appointed as of February 2008.

There is the SDC Gender Equity Policy, as well as the Policy on the Advancement of Women developed at SDC headquarters. At the COOF level, there is an Instruction (Instruction 10) on employment of local staff. Moreover, Mozambican Labour Law favours gender equality and non-discrimination. Women are encouraged to work and they legally have the same opportunities in training and career development. Staff report that there is a healthy work environment and good relationships among colleagues and between Head of Mission, Deputy and Program/Domain Officers and the staff.

The COOF has taken a number of steps in addressing gender mainstreaming beginning with the workshop held in 2006 which has begun the work of integrating gender within the country strategy and specific domains and into the annual programming and review process. The COOF has also appointed a gender focal point, developed a gender workplace policy, & initiated analysis of gender issues in project components. Currently, the COOF has allocated insufficient budgetary and human resources, as well as time to gender equality issues (e.g. 0.5% of project budgets allocated for gender & HIV mainstreaming). The program also has no allocation for women's empowerment under governance domain in Annual Program in 2006 and does not fund any women's specific organizations in relation to its overall country strategy.

Staff have varying capacities in relation to gender mainstreaming and they report that this is insufficient. The COOF is paying more attention to the implementation of the SDC Gender Policy with partners both in terms of institutional and programmatic relevance. While the

COOF has not required gender analysis as a condition for project funding, it is working to make gender priorities more visible in its project work with partners. In terms of the work on gender equality the COOF reports that there are no direct guides from headquarters apart from the Gender Policy.

As part of the Evaluation Team's assessment of the institutional dimensions of the Mozambique COOF, we administered a questionnaire which was completed by over half the COOF staff. The questionnaire elicits responses on four dimensions: (i) women's and men's consciousness (ii) access to and control over resources; (iii) formal rules and policies; and (iv) internal culture. The responses are indicative and should be read as such. Under the analytical framework's quadrant on women's and men's consciousness, there is a consensus that staff feel respected, confident and secure but they do not feel that they are knowledgeable and committed to gender equality. In relation to access and control over resources, staff point out that capacity for achieving gender equality goals is mixed and that more capacity building is needed; that there is a need to take it seriously, and that management has to take ownership of these issues. There is also a lack of clarity on how much budget is actually supposed to be available for gender equality actions in the COOF.

In the area of formal rules, the staff indicate that gender equality is prioritized (as it is articulated as a transversal theme) but that it is less visible at a strategic level in the overall country strategy and also not very present in into policy dialogue and program and project work processes. In the final quadrant on internal culture and deep structure, staff indicate that within the workplace cultural values and norms regarding gender equality are fair, but that building knowledge and carrying out program work geared to social inclusion and gender equality are given a relatively low priority and do not figure much in program discussion except during mid-term and annual reviews

5.2 SDC Gender Mainstreaming Evaluation Organisational Assessment Survey
(Mozambique COOF)

Question	Average rate 1=Low 5=High
Women's and Men's Consciousness	4.0
1. Women and men feel respected, confident and secure in their work environment	4.5
2. Staff are knowledgeable and committed to gender equality	3.2
3. Leadership is committed to gender equality	4.0
4. Staff and leadership have capacity for dialogue and conflict management, priority setting and building policy and program coherence	4.5
Access to and Control over Resources	2.9
5. Sufficient budget, time and human resources are devoted to actions to advance gender equality	2.9
6. Number of women in leadership positions	3.0
7. SDC Staff have sufficient training and capacity for advancing and achieving gender equality goals	3.1
8. Program/project staff have sufficient training and capacity for advancing and achieving gender equality goals	2.9
Formal Rules, Policies	2.8
9. SDC's country focused strategic goals include promoting gender equality within the organization's mission and mandate	3.4
10. Gender equality has a high priority in program and project objectives	2.8
11. Gender analysis is built in early and consistently into policy dialogue and program and project work processes (including planning, implementation and evaluation)	2.9
12. Management and staff are accountable for implementing gender equality policies	3.3
13. SDC has policies for anti-harassment, work-family arrangements & fair employment	2.2
14. SDC staff know about SDC policies for anti-harassment, work-family arrangements & fair employment staff and use them	2.2
15. SDC has accountability mechanisms and processes that hold the organization accountable to gender equality goals	3.2
Internal culture and deep structure	3.1
16. SDC organizational culture accepts and values women's leadership	3.2
17. Gender issues are owned across the organization	3.2
18. SDC acceptance the need for work-family adjustments for international and national staff	2.7
19. Women's issues are firmly on the SDC agenda	4.2
20. Agenda setting and power sharing is open to influence and change by both men and women in SDC	3.6
21. SDC has powerful advocates for women's empowerment and gender equality	3.0
22. SDC value systems prioritize knowledge and work geared to social inclusion and gender equality	3.0
23. SDC's organizational culture prevents sexual harassment and violence against women	2.6

**SDC Gender Mainstreaming Evaluation Organisational Assessment Survey
Mozambique COOF - Summary Results**

Question	Average rate 1=Low 5=High
Women’s and Men’s Consciousness	3.1
Access to and Control over Resources	2.1
Formal Rules, Policies	2.2
Internal culture and deep structure	2.4

5.3 Strategic Intent

The Strategic Context of SDC in Mozambique & the Space for Gender Equality



SDC is a small but longstanding donor in Mozambique and is seen to have particular strengths in the areas of economic development management, water, health and governance. SDC has also been a strong advocate for the adoption of new aid modalities including GBS and SWAPs in the Mozambique context. SDC has a reputation for hiring knowledgeable professionals and for being effective in policy dialogue. However, SDC does not have a strong profile in gender equality issues. But since 2006, it has taken a number of steps to address gender equality issues in its country strategy and program portfolio.

The COOFs priority focus areas of economic development, health and local governance are all **key** to women's welfare and women's rights but interventions in these sectors cannot be assumed to automatically benefit women and address their needs and priorities. An informed and targeted approach to addressing barriers to women's participation in and access to the benefits of development interventions is required. In particular, the health sector's approach of macro-level support and policy dialogue combined with support for community level interventions provides a good entry point for deepening the COOFs work on gender equality issues. Similarly, in local governance monitoring, the COOF's intention to include a focus on women's participation and representation in decision making and in women's ability to voice their concerns and hold government accountable against commitments needs to be implemented aided by clear objectives, activities and resources and then tracked over time to inform the COOF's learning and program development in this domain. The COOF is well placed to take intellectual leadership in developing evidence based analysis and solutions on poverty, use of services (health); target resources to women (e.g. in credit delivery) and encourage informed dialogue on options for increasing a focus on equity within new aid modalities such as general budget support. To accomplish this the COOF will need to sharpen its own capacity for gender analysis and gender mainstreaming in programs more broadly; connect to sources of knowledge and programming expertise on gender issues in its program areas; build the capacity of partners to do this well; and allocate serious resources to developing a solid content focus on gender equality within its country strategy and programs.

6 Emerging Issues & Conclusions



The SDC COOF in Mozambique has taken some positive first steps in addressing gender equality issues in its country strategy and program domains. But much remains to be done to translate the COOFs intention into practice. Specifically the COOF will need to meaningfully integrate gender into its work using opportunities that clearly exist in the current program portfolio, and also to systematically track progress. But learning how to do this effectively will require commitment, capacity building for staff and partners, time, and adequate resources.

Currently the COOF does not have adequate expertise on gender equality issues and no clear champion. There is no one person or team that works to bring current knowledge in the field of gender equality and women's rights to bear on questions of program design, substantive program issues, monitoring and evaluation. A gender focal

point helps in this regard but cannot be viewed as *the* sole expert in this area. Senior staff will need to take an active role in this work. In addition, as the COOF develops its strategy to effectively address gender issues, it will need to increase its budgetary allocation (both for projects and programs) for the implementation of gender mainstreaming. (Most reputable agencies which state their concern for gender equality can demonstrate an investment of at least 10% of their programming budget for this).

SDC's gender policy is known but not systematically applied. The minimum requirement of conducting a gender analysis as a basis for planning of projects funded by SDC is not applied though the COOF has committed to ensuring that project partners too address gender equality concerns at institutional and programmatic levels. At present the extent to which gender equality considerations are taken into account in projects and programs has more to do with project partners' own policies on gender equality than those of SDC. In some cases, project partners such as Helvetas are ahead of SDC in their stated commitment and follow-on implementation of gender equality considerations in programs. In its program partner selection, examination of program content and monitoring of results, the COOF is only now beginning to look at gender equality considerations and results. As with many other development agencies, there is little or no sanction for accountability failures when it comes to addressing gender-differentiated priorities and needs in the context of SDC funded programs but this too is changing as some program leaders are clearly aware of the centrality of equity considerations in their program areas. The COOF currently does not specifically fund women's organizations or networks nor does it include them in its programs along with other NGO partners. It has done so in the past but it is not clear why that strategy/program did not work and has not been continued.

The potential to deepen SDC's work in Mozambique through a greater focus on gender differentiated considerations in development outcomes certainly exists. With the three domain areas of economic development specifically poverty analysis, health, as well as governance, there are clear opportunities for substantively deepening the analysis and the

work. For the area of poverty analysis for example, the COOF has the expertise to seriously address gender considerations as a key determinant both of access to resources and benefits from development outcomes. With health, the connection between the macro policy and micro outcome level provides a great opportunity to deepen the focus of quality of care and access to services with a clear gender perspective and to address gender-differentiated gaps. In the area of governance, targeting resources to investigating access barriers for women in local level governance activities and developing a broad based discussion with project partners and women's organizations that work on this issue to develop solutions will strengthen the impact of this program enormously.

However, for the COOF to systematically address these issues and make them part of its dialogue with government and other donors, it will take some doing in an already overburdened and overstretched working context. Articulating gender equality outcomes at the level of strategy to guide the work in the program domains, adequately tracking their own work through regular planning and monitoring processes, building clear ways of generating the data required to make the case for gender-differentiated strategies, program targets, activities, and monitoring – all will require time which is in short supply commitment which is growing, and expertise and resources which can be tapped. Finally, to be useful, this work will require building allies in the donor community, among NGOs, including competent women's organizations, and government to create the space for seriously addressing gender-differentiated development outcomes and their determinants. The result will be good development, which SDC is committed to.



7 Recommendations

The Evaluation Team presented its findings and conclusions to the Mozambique COOF during a Synthesis Workshop held in Maputo on February 27-28, 2008. The COOF staff presented their comments and reactions and challenged many of the study findings. They also presented new information on their work in gender mainstreaming. The Evaluation Team agreed to revise the report in light of the COOF's comments and the new information. On the second day of the workshop, the Evaluation Team presented three draft recommendations for discussion. These were discussed and agreed to in principle by the Ambassador and senior COOF staff. These recommendations are presented below.

Recommendations

The Evaluation Team has the following three recommendations for the SDC Mozambique COOF:

4. **Health:** The evaluation team recommends that the COOF allocate adequate resources to the systematic investigation of access barriers (both formal and informal) for poor rural women in community health programs and to the quality of services targeted to women. The Team recommends that the COOF use this information with project partners to improve the quality and reach of services to women and also in its policy dialogue with the government particularly in the context of the Health Sector SWAP.
5. **Gender Mainstreaming:** The evaluation team recommends that the COOF continue its review of gender planning in its core domains and projects for at least 2-3 years to track progress and assess challenges in the achievement of programmatic outcomes that benefit women. This review should be integrated into the regular reviews undertaken by the COOF in individual performance assessment and strategic reviews across the program portfolio. This work will be aided by the COOF's articulation of gender-specific strategic objectives in each of its core domains.
6. **Local Governance Monitoring:** The team recommends that the local governance monitoring work should systematically address gender differences (in access, voice, participation and influence in addressing women-specific needs and priorities). The team recommends that the COOF build a capacity within its partners in this program to investigate problems and develop and implement solutions so as to achieve positive programmatic outcomes for women as well as men.

8 Agreement at Completion Point SDC Mozambique COOF

COOF management elaborated the following response to the evaluation results and the recommendations proposed by the evaluation team.

The 3 domains of the new Cooperation Strategy 2007 – 11 are all highly relevant for the promotion of gender equality as the evaluation acknowledges. Moreover, within each domain specific portfolio choices further enhance the gender relevance of Swiss cooperation. The focus on a health observatory in our community based health and outreach services partnership with the World Bank, the innovative demand side strengthening of local governance monitoring or the support of the poverty analysis capacity in the Ministry of Planning and Development are examples.

The evaluation consequently and rightly identifies a tremendous potential for the promotion of gender equality in the cooperation strategy and program. The COOF management is fully committed to working towards the exploitation of this potential to the greatest extent possible. The strategic framework and the necessary management systems and tools have been put in place. To give just two examples: The monitoring instrument of the Cooperation Strategy requires each domain to specify one gender objective in each Annual Plan and gender analysis is compulsory for new project proposals.

The COOF management entirely adheres to the recommendations of the evaluation, as these reflect in somewhat more concrete manners its own general intentions. As regards the more far reaching demands of the evaluation in terms of devoting much more financial and human resources to gender, this is not foreseen. The Cooperation Strategy incorporates gender as a transversal theme and not as a domain in its own right. As a transversal theme gender is being adequately addressed at all relevant levels be it the Cooperation Strategy, program conceptualization and implementation or in terms of leadership and management systems and processes.

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Evaluation of SDC's Performance in Mainstreaming Gender Equality

Part 3 Pakistan Country Case Study

Rieky Stuart

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January 2008

Photo credits: Shahnaz Kapadia



Acknowledgements

This evaluation was conducted between November 26 and December 11, 2007 in Pakistan with regional coverage of Northern Areas; Mansehra and Haripur Districts of the Northwest Frontier Province (NWFP); and Rawalpindi, Islamabad and Lahore in Punjab.

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Name	Title
Vesna Dimcovski	Junior Program Officer
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Mohammad Arshad Gill	Program Officer
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Tariq Javaid Qureshi	Head of Finance
Jamila Warsi	System Manager/ Program Assistant
Edwin Brunner	Humanitarian Aid Coordinator/ Assistant Country Director
Gulnar Zumkhawalla	Head of Administration

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Name	Title	Organization
Ghulam Ali	Chief Executive Officer	KADO
Violet Warney	OIC, CAPP	UNICEF
Mr.Nabeel Ahmed	Child Protection Officer, CAPP	UNICEF
Mr. Shamshad Qureshi	Program Officer	Punjab,CPEA
Dr. Faiza Asghar	Chairperson	CPWB
Aisha Maqsood	National Project Manager	GRBI
Ashley Barr	Team Leader	The Asia Foundation
Thomas Fisler	Team Leader	SDC/SHA
Fauzia Bilquis Malik	Project Coordinator	FFSP
Rashid Zaka	Project Director	CPDI

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Haider Durrani	Housing Reconstruction Program Officer	DRU Mansehra
Saima Abbassi	Coordinator Social Protection Unit	DRU Mansehra
Christine Ouellette	Gender Advisor	ERRA
Fareeha Ummer	Gender Advisor	ERRA

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Name	Title	Organization
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Lubna Hashmat	CEO	CHIP
Aliya Gloekler	Gender Consultant	Independent Consultant

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Abbreviations

ACPP	Anti-Corruption Program Pakistan
ADP	Annual Development Program
AKRSP	Aga Khan Rural Support Program
ARI	Agriculture Research Institute
BDSP	Business Development
BOP	Balance of Payments
BEDAR	Baltistan Enterprise and Arts Revival
CAPP	Child and Adolescents Protection Program
CBRM	Community Based Sustainable Resource Management Program
CCBs	Citizen Community Boards
CCLET	Combating Child Labour through Education & Training
CCS	Country Case Study
CDC	Children in Difficult Circumstances
CHIP	Civil Society Human and Institutional Development
CP	Country Program
CSO	Civil Society Organization
CTA	Chief Technical Advisor
DIKhan	Dera Ismail Khan
DLN	District Level Network
DRU	District Reconstruction Unit
E+C	Evaluation and Control Department
EEP	Environmental Education Program
EFR	Support to Environmental Fiscal Reforms
EIROP	Essential Institutional Reforms Operationalisation Program
EPB	Export Promotion Bureau
EPZA	Export Processing Zone Authority
ERRA	Earthquake Reconstruction and Rehabilitation Authority
FATA RD	Federally Administered Tribal Areas Rural Development Project
FFSP	Farm Forestry Support Project
FPAP	Family Planning Association of Pakistan
FSSP	Financial Sector Strengthening Program
GCSP	Girl Child Shield Project
GEMS	Gender Empowerment Mainstreaming

GRBI	Gender Responsive Budgeting Initiative
GM	General Manager
GONWFP	Government of North West Frontier Province
GSP	Gender Support Program
HID	Human and Institutional Development
HO	Head Office
HRG	Human Rights and Governance
IC	Intercooperation
IFAD	International Fund for Agriculture Development
ILO	International Labour Organization
INRM	Integrated Natural Resource Management
INGAD	Interagency Gender and Development
IPRP	Innovation for Poverty Reduction Project
IUCN	International Union for the Conservation of Nature
JJP	Juvenile Justice Program
KADO	Karakoram Area Development Organization
KHDP	Karakoram Handicraft Development Project
KDRC	Karakoram Development Resource Centre
LAP	Leasing Association of Pakistan
LFA	Logical Framework Analysis
LMG	Like Minded Group
LMSE	Leasing to micro and small enterprises
MDSA	Monitoring Devolution through Social Audit
MFBs	Micro Finance Banks
MFI	Micro Finance Institutions
MSE	Micro and Small Enterprise
NAs	Northern Areas (of Pakistan)
NFEP	Non Formal Education Project
NGOs	Non Government Organizations
NPOs	National Program Officers
NRB	National Reconstruction Bureau
NRM	Natural Resource Management
NWFP	North West Frontier Province
PHP	Project for Horticulture Promotion

PLI	Project for Livelihood Improvement
PM	Project Manager
PRP	Penal Reform Project
PSNP	Program Support for Northern Pakistan
RLP	Reconstruction and Livelihood Program
RPM	Regional Program Manager
SBPM	State Bank Partnership for Microfinance
SCO-P	Swiss Coordination Office Pakistan
SDC	Swiss Agency for Development and Cooperation
SDGP	Strengthening Democratic Governance in Pakistan
SFAFEP	Supporting Free and Fair Elections in Pakistan
SIDB	Small Industries Development Board
SPCS	Sarhad Province Conservation Strategy
SPU	Secondary Production Unit
TAF	The Asia Foundation
SPO	Strengthening Participating Organizations
TMA	Tehsil Municipal Administration
TORs	Terms of Reference
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Program
W&S	Water and Sanitation
WLSP	Women Law and Status Program
WPP	Women Prisoners Project
WSP	Water and Sanitation Project
YPO	Yearly Plan of Operation

Executive Summary

Introduction

This “Independent Evaluation of SDC's Performance in Mainstreaming Gender” has been commissioned by SDC's Evaluation and Controlling Division. The evaluation has both summative and formative elements. It is to render accountability by submitting SDC activities to independent assessment, and it is to improve future SDC performance in mainstreaming gender equality through learning; and to contribute to knowledge about promoting gender equality in international cooperation.

The evaluation focuses on the following three areas and key questions:

Program Results: What is the contribution of SDC programs to gender equality (relevance, effectiveness, impact and sustainability)?

Institutional Dimensions: How do SDC's systems, processes, procedures, relations, norms and culture assist or impede SDC's stated policy of contributing to gender equality?

Strategic Intent: What is the COOF's mix of strategies for addressing gender equality and how does this affect the quality and impact of the COOF contribution?

Evaluation methodology

The evaluation is guided by an analytical framework and questionnaires developed by Gender at Work. It is based on interviews and discussions with SDC staff in Berne HQ, and with SDC COOF staff and project partners and beneficiaries in Pakistan. It is also based on a review of relevant SDC policy and program documents as well as other Pakistan specific reports. The on-site work was carried out in November and December 2007. While all SDC current projects were reviewed, the following were assessed in greater depth:

Hunza Valley handicrafts (KADO)

Farm Forestry Project (IC)

Child Protection (UNICEF)

Gender Budgeting (UNDP/MoF)

Free and Fair Elections (the Asia Foundation)

Humanitarian Reconstruction, housing reconstruction support(SDC/SHA)

SDC Pakistan Country Context

Pakistan is a geopolitically important but unstable country, and has one of the world's highest levels of gender inequality. This is a result of legal inequalities, as well as a conservative Islamic tradition that treats women as men's property and sequesters them to protect their virtue. In recent years, Pakistan has adopted the Convention to End Discrimination against Women (CEDAW) and has mandated women's representation in political bodies at all levels. There are also efforts to ensure that public services (health, education, child protection) are more available to women. While some elite women occupy important positions in the public and private sectors in Pakistan, poor women, and especially poor rural women, are not aware of their rights. A virtuous woman in Pakistan is one who understands the limitations of her position in society and does not seek to

challenge. Illiteracy and ignorance coupled with highly traditional mindsets contribute to women's precarious social position. The skewed power relations have been internalized by women themselves, as well as by men, and have been passed down across generations.

Evaluation Findings

Gender equality is growing in importance in Pakistan's program, but there are number of constraints. SDC program staff have a varied understanding of what 'gender equality mainstreaming' means. Gender mainstreaming is seen as important, but as an 'add-on' to the regular work of COOF's 'business areas' (livelihoods, governance). SDC requires its partners to include gender equality considerations in program proposals mainly in terms of gender parity in inputs and outputs. The evaluators found SDC is not yet proactively planning for gender differentiated results. In several of SDC's current projects, gender equality mainstreaming is a 'retro-fit', when evaluations reported that there had been little attention to gender equality. The COOF has long supported women's organisations in their efforts to educate and advocate for greater gender equality. This has included support for organisational renewal (in concert with other donors) of Shirkat Gah, one of the historic feminist collectives in Pakistan.

In general, the COOF has a positive culture supporting progressive views on gender parity and equality issues in the workplace. The absence of a gender focal point in the past few years meant that in project cycle management gender issues did not always get sufficient attention. Job performance appraisal (MAP) does not currently include a review of performance in terms of gender mainstreaming. The COOF's strategy and annual plan include an analysis of gender inequality, but do not propose goals and indicators for gender equality in the program.

Some SDC projects have mainstreamed gender equality results. Others are less successful. The important learning is that gender equality is not systematically mainstreamed when projects are not planned for outcomes in general, and gender equality outcomes in particular. If the partner organization is more gender aware, or if a particular NPO or person within a project is individually committed, it is more likely to happen. The challenge at hand is how to make gender mainstreaming an integral, systematic part of Project Design, Implementation, Reporting and Monitoring and Evaluation.

The humanitarian project that was examined had included gender equality in its strategy and in its implementation, because a senior gender/social advisor was hired from the beginning and diligently created and implemented gender-sensitive activities, because the humanitarian team realized that there could be an opportunity to contribute to gender equality given the disruption to traditional gender relations caused by the emergency, and because the government authority managing the response was able to give effective leadership and coordination to gender equality through its gender advisors.

Emerging Issues

This assessment indicates the need for COOF Pakistan to be more systematic in its approach towards gender equality mainstreaming by examining several areas:

Clarifying the intended gender equality contribution the program and the business areas should address;

Shifting consideration of gender equality issues earlier in the project management cycle, to the design phase,

Internally (and externally if needed) reviewing every project to ensure that it includes a focus on gender equality results.

Ensuring that the project addresses outcomes, including gender equality outcomes, with appropriate indicators;

Ensuring that there is a common approach among staff to mainstreaming gender equality, and that responsibilities are clear and well integrated into regular work processes;

Ensuring there is adequate support for SDC staff to manage the integration of gender equality in their portfolio management. The humanitarian issues are dealt with in the synthesis report.

Conclusions

The debriefing held by the consultants with COOF staff at the end of the field work concluded that the synthesis workshop associated with this evaluation would address the following:

Building a common understanding of gender and development, and the potential contribution of the Pakistan country program to gender equality (aligned with the overall SDC policy);

Improving how gender equality considerations are integrated into the regular work practices (PCM, annual planning cycle, performance evaluation [MAP] etc.) of the Pakistan COOF;

Developing greater clarity on the roles and responsibilities of various COOF staff in ensuring that gender equality and other cross-cutting issues are adequately addressed.

The two-day synthesis workshop included an overview of SDC's Gender Mainstreaming policy and toolkit, and an introduction to the newly developed gender checklist, presented by a representative of the Gender Unit from headquarters. In addition, staff developed proposals for the content of the gender equality contribution that the two major programming domains would like to include in the Pakistan country program during the next review. Finally, there was an initial discussion of the appropriate division of labour and responsibility between staff responsible for programs (National Program Officers), people with focal responsibilities, and management in order to achieve good results. The outcomes of the synthesis workshop are set out in the Agreement at Completion Point below.

Agreement at Completion Point - SDC Pakistan COOF (SCOP)

SCOP elaborated the following response to the evaluation results and the recommendations proposed by the evaluation team.

SCOP agrees with the recommendations under “emerging issues” and during the workshop 13-14 February has developed an “action plan” on how to address them.

The findings documented for the 6 case studies will be discussed with the respective partners at the next appropriate occasion (e.g. steering committee meetings etc.)

Action Plan

1) Understanding the contribution of cooperation strategy to gender equality:

The current country cooperation strategy 2006-2010 does not formulate objectives for gender equality at the outcomes level.

Steps planned:

Until the new country strategy (post 2010) will be developed which will fully integrate gender equality objectives one gender equality focus area per domain was identified during the workshop: Governance domain: Political empowerment of women Income domain: Economic empowerment of women. The two focus areas will be formally introduced during the MYR of the AP. Timeline: May 2008

1-2 indicators per focus area will be integrated into the controlling tool which is currently being developed to monitor the implementation of the cooperation strategy. Timeline: September 2008 (before AP preparations begin)

The ToRs for the MTR of the cooperation strategy (scheduled in early 2009) will contain specific questions relating to gender equality.

Timeline: December 2008

2) Definition of roles, responsibilities and accountability within SCOP

The assignment of the responsibility for gender mainstreaming to Management has left Program Officers and the designated Focal Person confused about their role and responsibilities. This is also true for other thematic Focal Persons.

Steps planned:

Elaboration of ToRs for the Gender Focal Persons (to serve as model for the other Focal Persons) complemented with corresponding “ToRs” for Management and Program Officers.

Timeline: first draft during workshop; finalization March 2008 – formal introduction during MYR of AP.

3) Better integration of gender mainstreaming in the PCM

There no is systematic approach to ensure and improve gender mainstreaming in the PCM.

Steps planned:

With the clarification of the roles and responsibilities and using the gender checklist the various entry points within the PCM were identified and responsibilities and

indicators integrated into the ToRs for Management, Program Officers and Focal Persons.

Timeline: first draft during workshop; finalization March 2008 – formal introduction during MYR of AP.

SHA humanitarian activities are phasing out in 2008. Based on the experiences made, steps to ensure better integration of gender mainstreaming and the identification of responsibilities for gender equality mainstreaming will be taken up at HO.

1 Introduction

1.1 Background and Rationale

SDC's Evaluation + Controlling Division mandated an "Independent Evaluation of SDC's Performance in Mainstreaming Gender"⁴⁷. SDC has a longstanding commitment to the pursuit of gender equality (gender policy since 1993) and declared gender a transversal theme in 2006.

The rationale for an evaluation at this juncture is three-fold: (i) the long standing emphasis on gender equality and the sheer volume of aid activity; (ii) the changes in donor strategic and operational approaches prompted by the Paris Declaration (PD); and (iii) the recent adoption by SDC of gender (alongside governance) as a transversal issue.

1.2 Purpose and Objectives

The purpose of the evaluation is to render accountability and to contribute towards improving SDC's future performance. This has two elements:

Summative:	Formative⁴⁸
to render accountability by submitting SDC activities to independent assessment	to improve future SDC performance in mainstreaming gender equality through learning; and to contribute to knowledge about promoting gender equality in international cooperation

The objectives of the evaluation are:

- to analyse the relevance, effectiveness and sustainability of the implementation of SDC's gender equality policy
- to analyze how SDC as an institution (i.e., through its systems, policies, processes, culture) implements its gender equality policy
- to assess institutional learning within SDC with regard to gender equality;
- to assess the coherence and complementarities of SDC's other policies and priorities with its gender equality policy;
- to assess SDC's contribution in promoting gender equality in the context of donor harmonization and alignment with partner country priorities;
- to assess how SDC can best use its limited resources to further gender equality;
- for SDC staff at all levels to reflect on the evaluation findings and make recommendations for improving performance.

⁴⁷ For an expanded discussion see SDC (2007). "Approach Paper for the Independent Evaluation of SDC's performance in Mainstreaming Gender", Berne, SDC, July 31.

⁴⁸ A summative evaluation is a method of judging the worth of a project at the end of project activities, with a focus on impacts. This can be contrasted with a formative evaluation which judges the worth of a project while the project activities are forming or underway.

1.3 Scope and Key Questions

The scope of the evaluation is in the following three areas, each with an overarching question:

Questions		
Program Results	Organizational Dimensions	Strategic Intent
What is the contribution of SDC programs to gender equality (relevance, effectiveness, impact and sustainability)?	How do SDC's systems, processes, procedures, relations, norms and culture assist or impede SDC's stated policy of contributing to gender equality?	What is the COOF's mix of strategies for addressing gender equality and how does this affect the quality and impact of the COOF contribution?

The evaluation includes interviews and discussions with SDC staff in Berne HQ, and with staff and project partners and beneficiaries in Cooperation Offices (COOFs) in Pakistan, Mozambique and Ukraine (see Methodology Discussion in Section 0 below).

Against each of these three areas and overarching questions, the evaluation addresses at the COOF level, a set of key questions:

Program results:	<p>How has the COOF addressed gender equality in its country programming?</p> <p>How is gender equality addressed in the Project Cycle Management process?</p> <p>What are the outcomes and impacts of case study projects?</p> <p>What is the relationship between gender equality goals and other COOF goals?</p> <p>How has the COOF addressed gender equality in its donor harmonisation and country alignment activities?</p> <p>What percentage of COOF programming is women-targeted or gender mainstreamed?</p>
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Organisational Dimensions:	<p>How has the COOF dealt with gender equality (including roles, responsibilities, incentives, accountability mechanisms, training, performance assessment, information management)?</p> <p>How does the COOF address gender equality in its relations with implementing partners?</p> <p>What is the relationship between HQ gender desk and COOF in terms of organisational change and impacts?</p> <p>What is the role and impact of the gender focal point role in the COOF?</p> <p>Are financial and staffing resources, as well as institutional support, commensurate with the COOF's gender equality commitment?</p>
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Strategic intent:	<p>What is the relationship between the COOF's gender equality policy and other policies and priorities?</p> <p>What are the opportunities and challenges for COOF gender equality mainstreaming emerging from the changing development cooperation paradigm?</p> <p>What are the areas in which the COOF has particular strengths and advantages in addressing gender equality and why?</p>
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1.4 Expected Results

The evaluation will produce results at output and outcome level. Evaluation team outputs will include:

- Approach and synthesis workshops in HQ and COOFs
- End of mission debriefings with Aide Memoires
- Final evaluators' report
- A DAC abstract

SDC Outputs will Include:

- Review of findings and develop recommendations
- Core learning Partnership and senior management agreement on recommendations
- Dissemination of evaluation results

Evaluation outcomes will include:

- Sharpening of SDC's understanding of gender relations in development processes
- Improved planning and implementation of gender equality measures
- Improved positioning and focus of gender mainstreaming as transversal issue
- Better understanding of operationalization of transversal issues in SDC
- Knowledge generation and thematic support with regard to gender equality.

1.5 Guiding Principles

The evaluation is guided by four important principles:

- Contributing to knowledge
- Understanding the dynamics of policy transmission
- Consultative, participatory and learning oriented
- Learning with regard to transversal issues

1.6 Structure of this Report

Following this introduction the report is structured in the following way. Section 2 elaborates on the methodology for the Pakistan country case study (CCS). Section 3 considers the Pakistan country context for SDC programming. Section 4 elaborates on the findings of the country evaluation, drawing on project case study material that is detailed in the annexes. Section 5 draws out emerging issues and Section 6 concludes.

2 Evaluation Methodology

The evaluation methodology is described in Appendix A.

For Pakistan, twenty nine individual projects were reviewed. The purpose of this review was to ensure that the findings on the projects reviewed in depth were broadly consistent with other parts of the program. The evaluators found that the projects selected for in depth review were not different from those in the general portfolio, in terms of the way gender mainstreaming was addressed. There are, however, two special comments. First, the humanitarian program operates under different time frames and constraints than regular long-term development programming, and therefore the way gender mainstreaming can be applied differs. These differences are noted in the text below. Second, only in Pakistan, of all three country cases reviewed, does SDC support women-specific programming (Shirkat Gha, GSP, GRBI). This programming tool can be extremely useful where particular groups face discrimination and need support (research, evidence, voice, resources) to gain ground, as is the case in Pakistan.

In addition, the evaluators selected, in consultation with SDC, specific programs / projects to be reviewed in greater depth. In Pakistan, the evaluation team discussed with the COOF office the range of programs and projects and purposefully using the following selection criteria: (i) representation from the prioritised COOF sectors; (ii) in view of the formative elements of the evaluation, programs where gender equality challenges and responses would contribute to learning; (iii) at least one project per NPO.

The COOF and evaluation team selected the following project case studies:

- Karakoram Handicraft Development Project/Karakoram Development Resource Centre - KHDP/KDRC (KADO)
- Farm Forestry Support Project (IC)
- Child Protection (UNICEF)
- Gender Budgeting (UNDP/MoF)
- Free and Fair Elections (the Asia Foundation)
- Humanitarian Reconstruction (SDC)

The Program Results Section is based on an in-depth assessment of these projects.

3 SDC Pakistan country context

3.1 The challenges of achieving gender equality in Pakistan⁴⁹

Post 2001, Pakistan's geo-political location has lent immense strategic importance to the country. Over the past six years, the 'war on terror' has affected the country in a number of ways. As an ally against the terrorist threat Pakistan has been invaluable to the Western world, the US in particular. At the same time, the moderate stance the government has chosen to take has meant that Pakistan is now under siege by these same terrorist factions. Almost daily news reports highlight growing instability within the country fuelled by violence and repeated suicide bombings throughout the country. Over the past two years these events, coupled with existing problems common to developing countries, have led to immense destabilization within the country.

The post colonial nation-state of the Islamic Republic of Pakistan came into being in 1947 as the Indian subcontinent India was separated into two blocks, a primarily Muslim Pakistan and a largely Hindu but secular Republic of India. In just over sixty years of existence the country has seen much turbulence in the form of two wars and yet another separation between West Pakistan and East Pakistan – now known as Bangladesh - as well as continual altercation with neighbouring India. Politically unstable, the country is now torn along provincial, ethnic and religious lines.

Pakistan's role in the war against terror has been an expensive one as ethnic conflicts bubbling under the surface have now overflowed. Tribal leaders in Waziristan have launched an open rebellion against the government, along religious lines, that the army is struggling to contain. Religious extremism is at an all time high. Both external and internal politico-social realities have huge implications for Pakistan's development in general and women's development in particular. Religious fundamentalists, particularly in NWFP and certain parts of Balochistan, view development projects as anti-Islamic and discourage any interaction with women. Even women development workers are unable, in a number of situations shared with the evaluators, to speak to local women. In several instances NGOs were forced to withdraw from communities because of threats of violence to their staff. These reactions, combined with police actions and an increase in random violence directed at civilians (bombs in markets and other public gathering places) make efforts in favour of gender equality particularly difficult in some parts of Pakistan and necessitate extraordinary efforts by development implementing partners.



⁴⁹ This section draws heavily on “ Beating The Odds: Sustaining Inclusion In A Growing Economy A Pakistan Poverty, Gender and Social Assessment”, World Bank, June 29, 2007; and “Towards Gender Equality in Pakistan: A profile on Gender Relations” by Edda Coillier, SIDA, Pakistan, 2006

The absence of a democratic framework – despite repeated attempts by various governments – along with repeated coups and regular intervals of military governments have impeded the development of sustainable political mechanisms. The present government, under President Musharraf, has attempted institutional development under the guise of decentralization. The local government system, established in 2001, has been positive for Pakistan for both federal and local levels, and also for infrastructure development. The Musharraf regime has been kind to women and a number of policies that serve to support and emancipate Pakistani women are now in place. Lukewarm attempts have also been made to rectify the all-pervasive, systemic discrimination against women set in place during Pakistan's period of Islamization.

The Government of Pakistan (GoP) has, over the course of last two decades embraced a number of National and International commitments to women's development. Of these, some of the most notable are Pakistan's ratification of the Convention on Elimination of Discrimination Against Women (CEDAW) in 1996, as well as the formulation of Millennium Development Goals (MDGs) that include a focus on key aspects of women's development. Pakistan's Mid-Term Development Framework (MTDF) also emphasizes women's development and advancement as well as their active participation in all spheres. GoP has carried out gender mainstreaming at both policy and program levels. A sincere attempt has been made at sensitizing all policy decision makers and implementation personnel on pervasive gender discrimination and how it can be combated. This training is now anchored in all the national training institutions that build the capacity of senior and mid-level government officials.

In the past three years, special efforts have been made to mainstream gender in the Ministry of Finance (through a pilot gender budgeting initiative) and in the federal and provincial statistics departments (through UNDP's gender mainstreaming program). The political system has been restructured and 33% of the seats at all levels have been reserved for women. Other initiatives include the National Plan of Action (NPA) and the introduction by the Ministry of Women Development of the National Policy for the Development and Empowerment of Women (NPDEW). The National Policy for Development & Empowerment of Women (2002), Poverty Reduction Strategy Paper (2003), MTDF 2005-20-01, the Draft Executive Summary, PRSP-II (2007) and National & Provincial Gender Reform Action Plans (GRAPs) for Engendering Governance Structures institutionalized by the Ministry of Women Development (MoWD) are other important steps for improving the status of women in Pakistan.

Despite the abovementioned attempts at bettering women's position within society, indicators continue to reveal a fairly dismal scenario. Pakistan ranks 136th on the UN Human Development Index (HDI), and 152nd out of 156 on the Gender and Development Index (GDI). The bleak scenario continues with the Gender and Empowerment Measures (GEM) where Pakistan is ranked 82nd out of 93. Inequality between men and women is clearly evident when figures for health, literacy, poverty among others are derived and compared. Maternal mortality, for example, is as high as 500 deaths per 100,000 births, only a third of adult females – as compared to two-thirds of adult males – are literate and women in Pakistan constitute only 25% of the country's formal labor force. Worst affected are poor women from rural areas who suffer from poverty as well as deep-rooted gendered discrimination. Pressing issues include lack of women's access to food security, justice, economic assets and credit; disproportionately high and ever-increasing levels of poverty amongst women; as well as the grim data on women and girls' low level of utilization of social services, such as basic and reproductive health care, basic functional literacy and primary education.

Gender discrimination in Pakistan is not only a result of certain laws and policy. Admittedly, laws such as the infamous Hudood Ordinance under the Islamic Shariah law instituted in

1979 under General Zia-ul-Haq's regime have hampered the cause of women's development, but other forces are also to blame. Culturally, the status of women in the South Asian region can be squarely placed below men. Women carry the twin burdens of belief in their own inadequacy as well as the realization that they are the body within which is encapsulated familial honor. Women's access to resources and their mobility are highly compromised by this position. Women are confined to the four walls of the household, (although they contribute a great deal of agricultural labour) whereas the public domain is seen solely belonging to the male. Heavily patriarchal cultural values influence the interpretation of religious tenets that serve to reinforce misogynistic practices such as heavy *pardah* (veiling), *Karo-Kari* (honor killing), *Watta-Satta* (exchanged marriages) and *Vani* or *Soowa* (exchange of women as blood-money) as well as *Jahez* (dowry). In the Pakistani context a virtuous woman is one who understands the limitations of her position in society and does not seek to challenge it. Illiteracy and ignorance coupled with highly traditional mindsets contribute to women's precarious social position. The skewed power relations have been internalized by women themselves and have been passed down across generations. While these imbalanced power relations are very much part of the social fabric, elite women and very poor women's behaviour flaunts these conventions: elite women because they have greater liberty to pursue their own needs and interests, and poor women because they must in order to survive.

Recognizing that sustainable development is impossible without equitable participation of women, more and more attention has been paid in the past ten years to women's development in Pakistan. Changing the status of women in Pakistan is a challenge that has been picked up over the past few years by the government, civil society as well as development agencies. Despite the obstacles and limitations some good work has been done that will definitely bear fruit in the future. The realities at the ground level, however, show that there is room for a lot more work focused towards the empowerment of women in Pakistan.

3.2 The Donor Context in Pakistan

Since early 1950's, Pakistan has received foreign economic assistance in the form of both grants and loans to accelerate human, economic and infrastructural development in the country. From 1994-2005, Pakistan suffered two major emergencies i.e. a heavy influx of Afghan refugees and the catastrophic October 8, 2005 earthquake – for which the country has received special grants. In 2005-06, total foreign aid commitments (including earthquake relief and rehabilitation, Afghan refugees relief assistance, and IDB short-term credits), amounted to US\$ 4,283 million of which grants amounted to US \$ 1,002 and loans amounted to US \$ 3,281 million.

Donor wise and category wise disbursements in 2005-06 indicates that the total grants disbursed in 2005-06 was US\$ 794.5 of which only US\$ 182 was spent on Projects (\$1.5 million was spent on Afghan Refugees, \$464.2 million was spent on BOP/Cash, and \$146.8 million was spent on earthquake rehabilitation assistance). Of the total amount spent on Projects, SDC's contribution was \$12.7 million (8.7%). Other contributions to project grants were from Canada (\$6.2 million), Norway (\$7.8 million), UK Government (\$16.1 million) and USA (\$108.8 million).

In Pakistan, a Donor Coordination Cell has been created within Economics Affairs Division (EAD) to ensure effective aid utilization. Pakistan has established Joint Ministerial Commission/Joint Economic Commission and Joint Economic Forum with the bilateral partners, where some of the Commissions and Forums are headed by Ministers or Secretaries, Economic Affairs Division or Planning and Development Division or Departments. Annual Bilateral consultations are held to strengthen bilateral economic relations, as well as ensure the achievement of development objectives. Such consultations

are a regular feature of Pakistani-Swiss Development Cooperation, where SDC outlines its development assistance strategy. For year 2006, the framework of cooperation included the achievement of the Millennium Development Goals (MDGs), poverty reduction in harmony with Poverty Reduction Strategy of Pakistan (PRSP), human rights and strengthening of civil society.

It is important to note that between 2002-2006, one of the Prime Minister's priority areas for development (for both bilateral and multilateral aid) was to support pro-poor and pro-gender equity policies. That is why during that period this Government developed several gender reform projects, e.g. Gender Reform Action Plans were conceptualized and supported for implementation by the Ministry of Women Development (supported through Asian Development Bank); the Women Political School Project was initiated to build the capacity of women councillors at local government level; a gender mainstreaming project was implemented through the Planning and Development Division and Departments to build the capacity of mid-level and senior government officials to mainstream gender through their respective departments; and a gender budgeting project was initiated through the ministry and departments of finance.

In addition to the Donor Coordination Cell, almost all sectors (education, health, water and sanitation) have donor coordination fora. The Government of Pakistan (GoP) is almost always represented on these fora, and is sometimes in the lead. There is also an Interagency Gender and Development Group, known as INGAD, that includes all the donors working on gender issues. This Forum is a proactive resource on gender advocacy to influence rights based development in Pakistan, and is accessible to the Government by invitation only. INGAD was established in 1985 as the Information Network on Women in Development (INWID). It was set up to share information on a number of initiatives being undertaken by a few bilateral donors and a UN agency to build a wider interest in gender issues. Over time, INGAD has evolved as a mechanism for improving donor co-ordination in policy and program development and engaging with the Government of Pakistan on gender and development issues. Informants noted that there was limited ability for INGAD to harmonize donor procedures, given differing procedures and flexibility among donors, and that there was potential to improve its strategic contribution. INGAD has a secretariat that is funded on a rotational basis by a bilateral donor agency. SDC recently completed funding support to INGAD for three years. For 2008, the INGAD Secretariat will be funded by CIDA.

3.3 The SDC Pakistan Program

In 1966, the Switzerland Government signed an agreement with the Pakistan Government to provide technical and scientific cooperation. In 1977 a Swiss Cooperation Office was opened in Islamabad. For the last 40 years, SDC has had uninterrupted bilateral links with Pakistan. SDC development policy is enshrined in Switzerland's foreign policy. The federal law on development and humanitarian aid, passed in 1976, provides the legal basis for SDC work.

The COOF developed its latest cooperation strategy for the period 2006-2010. The MDGs and the PRS represent the overarching reference framework of SDC's cooperation strategy with Pakistan. The Government's commitment to achieve the MDGs is articulated in its Poverty Reduction Strategy Paper, which is built on four pillars:

Accelerating economic growth while maintaining macroeconomic stability;

Improving governance and devolution, including fiscal and administrative decentralization and access to justice;

Investing in human capital for more effective delivery of basic social services;

Targeting the poor and vulnerable for rapid poverty relief, e.g. through social safety nets and expansion of micro-finance.

The cooperation strategy is aligned with the last three out of four pillars of the PRS. In addition, SDC continues to promote human rights, a topic which is not yet covered by the PRS.

SDC is committed to the harmonisation agenda of the Paris Declaration and contributes to its implementation by co-financing joint projects, particularly through United Nations programs as well as harmonising planning and reporting requirements with other donors. SDC has a particularly close relation with the Like Minded Group (LMG) of donors – which (in Pakistan) consists of Norway, Canada, and the Netherlands. Being a part of the LMG gives these donors a more assertive voice and a collective platform – important requirements for smaller bilateral programs so that they can get attention from the GOP. LMG members also contribute to donor coordination and harmonization in keeping with the Paris Declaration.

SDC continues to prioritize donor coordination and reduction of transaction costs to the government in its new cooperation strategy. The previous country strategy (1999-2005) was developed around three domain – Human Rights and Governance (HR&Gov); Natural Resource Management (NRM); and Micro & Small Enterprise (MSE). In the new strategy⁵⁰, the number of sectoral areas of intervention has been reduced to two thematic domains, plus a Humanitarian Aid domain, added following the 2005 Earthquake for the 2005-2008 period as follows:

Domain	Action Lines
Increasing Income	Focuses on rural livelihoods and micro-finance, and aims at enabling the poor to access markets, resources and effectively manage their natural resource base
Improving Governance	Focuses on the rights of women & children and decentralization and local government. It aims to enable institutions and citizens to fulfil and exercise their obligations and rights respectively
Reconstruction & Rehabilitation	Focuses on reconstruction (private housing and public infrastructure such as public schools and health units), restoration of livelihoods, and disaster prevention and preparedness. This domain was initiated in response to the 2005 earthquake and is due to be completed by the end of 2008.

The Cooperation Strategy 2006-2010 further translates SDC’s longstanding commitment to empowerment, participation, inclusion and the fight against discrimination into an approach focused on human rights called the Human Rights-Based Approach. The strategy further mandates the Pakistan Program to address two cross-cutting (transversal) themes throughout all programs, i.e. “Mainstreaming Gender and HIV/AIDS”.

⁵⁰ SDC, 2007, Cooperation Strategy: Pakistan 2007-2010

SDC Pakistan domains, projects and project implementing partners

Domains	Project	Project implementing partners
Increasing Income (II) (Livelihoods, Micro Finance, Access to Markets and Natural Resource Management)	Leasing to micro and small enterprises(LMSE)	Orix Leasing Pakistan, Al-Zamin, Cres Lease, Network Leasing Corporation, Leasing Association of Pakistan
	State Bank Partnership for Microfinance (SBPM)	State Bank of Pakistan
	Financial Sector Strengthening Program (FSSP)	FSSP ,microfinance Institutions/Banks, NGOs, Service Providers
	Karakorum Handicrafts Development Program (KHDP)/Karakorum Development Resource Centre (KDRC)	Karakorum Area Development Organisation (KADO)
	Shubinak	Aga Khan Rural Support Program
	Baltistan Enterprise Development and Arts Revival (BEDAR)	Aga Khan Cultural Support Program/ Baltistan Cultural Foundation
	Community Based Sustainable Resource Management Program (CBRM)	Planning & Development Department, NWFP, Sarhad Rural Support Program (SRSP), SUNGI Development Foundation and other NGOs
	Farm Forestry Support Project (FFSP)	NGOs, Pakistan Forest Institute and Agricultural University, Peshawar, and community-based groups at the local level
	Innovation for Poverty Reduction Project (IPRP)	Multi partnership with venture specific public and private sector and NGOs/CBOs
	Project for Livelihood Improvement – PLI	NGO's: VEER, SPO GoNWFP, NWFP Agriculture University, Rural families & farmer groups, service providers
	Environmental Education Program (EEP)	UNDP NEAP-SP Federal Ministries of Environment and Education, Curriculum Wing
	Integrated Natural Resource Management (INRM) Project	IC, GoNWFP, Forest Dept, Agriculture Dept, Local Govt. at District Level, Local NGOs
	IC Program Mandate Natural Resource Management	Intercooperation
Program Support for Northern Pakistan (PSNP)	NGO's, Media, Academia, related on-going projects and the private sector (e.g. SMEDA, etc)	

Domains	Project	Project implementing partners
Improving Governance (IG) (Rights of Women and Children, Decentralization, Local Government and Community Empowerment)	Child and Adolescents Protection Program (CAPP)	UNICEF(through Ministry of Social Welfare, Ministry of Interior, Ministry of Education, National AIDS Control Program and their line departments at provincial and district level, Lawyers for Human Rights and Legal Aid (LHRLA) Family Planning Association of Pakistan (FPAP) and other selected human rights NGOs and CBOs
	Combating Child Labour Through Education and Training Project (CCLET)	ILO(through the Directorate of Labour Welfare, Directorate of Technical Education, Pakistan Paediatrics Association, De Laas Gul, Jobs Creating Development Society, Paradise Environmental and Community Development Society and Worker Education Research Welfare Society)
	Children in Difficult Circumstances (CDC) Program	Society for the Protection of the Rights of the Child (SPARC)
	Women Law and Status Program (WLSP)	Shirkat Gah (SG)
	NWFP Essential Institutional Reforms Operationalisation Program (EIROP)	Planning & Development Department, GoNWFP and UNDP
	Civil Society HID Program (CHIP)	CHIP (autonomous organisation) directly implemented by SDC
	Water and Sanitation Program – America & South Asia	UNDP / WB – SDC Water and Sanitation (WaSan) Program Pakistan
	Monitoring Devolution through Social Audit (MDSA)	NRB, UNDP, DTCE
	Anti-Corruption Program Pakistan (ACPP)	Transparency International-Pakistan (TI-P).
	Gender Responsive Budgeting Initiative (GRBI)	Ministry of Finance, EAD, UNDP
	Support to Environmental Fiscal Reforms (EFR) Project	IUCN, PIDE, District Government Abbottabad
	Strengthening Democratic Governance in Pakistan (SDGP)	South Asia Partnership - Pakistan (SAP-Pk)
	Supporting Free and Fair Elections in Pakistan - SFAFEP	The Asia Foundation (TAF)
	Gender Support Program (GSP)	UNDP

Domains	Project	Project implementing partners
Emergency Response/Early Recovery 2005/06	Humanitarian Aid Relief (initial provision of emergency shelter and winterization for 15,000 affected families who remained in their villages rather than going into camps)	
Reconstruction Livelihood Program (RLP) (Responding to the earthquake of 2005)	Training and Technical Support for Earthquake Resistant Housing Reconstruction	UN Habitat
	Reconstruction of Schools and Basic Health Units	UET, contractors, Terre des Hommes
	Support in Restoring Livelihoods	Intercooperation, CBRM
	Urban Search and Rescue (USAR) Capacity Building	NDMA

The evaluators undertook a brief review of key documents for all of these projects to assess whether their findings in the six highlighted projects fairly reflected the overall portfolio. This review affirmed that the gender equality findings of the six projects that were examined in depth were consistent with those of the whole portfolio.

4 Evaluation Findings

4.1 Strategic Intent

The Swiss funding contribution is less than 2% of all grant aid that flows from donors to Pakistan.⁵¹ In spite of that, SDC has a very visible presence in Pakistan. It is often referred to as 'a friendly and loyal' donor. It has had an uninterrupted presence of over 40 years in the development scene in Pakistan and is highly valued by its partners (multilateral organisations, government, the private sector and civil society organisations) as a supportive and flexible partner with a deep understanding of development processes. SDC has had a policy of encouraging innovation, and its partners value the egalitarian, participatory and inclusive nature of its interactions⁵².

The strategic context of SDC in Pakistan, and the current space for gender equality, is analyzed as follows:

- Over the four decades, a significant amount of SDC funding and programming has been channelled to North-West Frontier Province (NWFP) Province and the Northern Areas. Through donor harmonization and contribution to basket funding, as well as nationally-focused projects like leasing, SDC is extending its presence to other provinces. Of the twenty-nine projects currently funded by SDC, 14 are exclusively focused on NWFP and Northern Areas, while 15 have a wider coverage or presence. This wider canvas makes it possible for SDC to bring successes from other Provinces and synergize learning across projects, benefiting the more conservative areas of NWFP and Northern Areas.
- SDC has over time invested in a wide spectrum of direct and indirect partners, including the government at different levels (federal, provincial and local governments), national and international NGO's, and international organizations (mainly the UN system), the private sector, (e.g. Leasing Association of Pakistan (LAP), Orix Leasing, CHIP, etc.), as well as CBOs, local NGOs and community groups. It is clear that SDC can more directly influence NGO partners than it can influence government or multilateral bodies, particularly where there is donor coordination. In the latter instance, different skills, relationships and approaches are required to enhance gender equality outcomes. SDC staff may find it useful to reflect systematically on the different types of skills and relationships required to influence coordinated programs with government and multilaterals,

⁵¹ The total aid includes emergency relief, balance of payments support and IDB credits, as well as long-term development assistance.

⁵² Sector Assessment, SDC Pakistan Country Program (1999-2005), Mohammad Tariq Durrani, Shazreh Hussain, December 2004.

- SDC in Pakistan supports projects directed at strengthening gender equality specifically – it has long supported a leading women's NGO, Shirkat Gah, in its work of strengthening women's legal rights and access to justice. In addition, it supports, with other donors, strengthening the Government of Pakistan's capacity to address gender inequality through the Gender Support Program and, more recently, through the Gender Responsive Budgeting Initiative (GRBI). While SDC does not provide a rationale for this type of funding, these women-specific initiatives are important in situations where there is a high level of inequality, in order to raise the profile of the problem, identify and advocate for systemic solutions. Mainstreaming alone, in a context where women's equality has little social acceptance, will have limited success. Mainstreaming and women-targeted funding can complement each other in these types of situations.⁵³

The SDC Pakistan Cooperation Strategy 2006-10 includes an analysis of gender equality issues in Pakistan, but does not articulate goals or a strategy for contributing to gender equality in its areas of sectoral focus. Most yearly action plans for the projects (YPOs) have become more sensitive to including 'men/women'. Gender/sex disaggregated data is being collected and reported. The question is: what are the desired outcomes of SDC's gender equality mainstreaming? Until the Pakistan program is clear on its desired contribution to gender equality in its various sectors, it will be difficult to move beyond collection of disaggregated information at the input and output level. While there is a desire to address gender inequality, there is little evidence that it was considered in the initial design of longstanding projects, or that it is targeted beyond the input/activities level, unless project partners themselves have identified it as a priority.

However, there is a transition taking place across SDC that is requiring three simultaneous shifts, and the Pakistan program reflects all of these changes:

- focus on fewer sectors (from four in the previous strategy to two)
- shift from projects to programs (larger budgets, more potential for learning among projects and complementarity in the program, grouping together of smaller projects like the support for livelihoods through Intercooperation)
- shift from an emphasis on inputs and outputs to outcomes (supported by training workshops and appointment of a focal point).

In addition to these SDC-wide shifts, the Pakistan program reflects an increasingly significant engagement with gender equality, both in terms of specifically gender-equality targeted projects and in terms of integrating gender equality into the entire portfolio.

These changes could improve the program's capacity to contribute to gender equality if gender equality is considered as it is being planned and implemented.

For nearly 35 years, Natural Resource Management (NRM) remained SDC's thematic focus, around which it has built human capacities and made significant contributions to knowledge creation and management. At least 13 of its projects continue to use NRM as a base – for livelihoods, rehabilitation, institutional capacity building. In most projects there is commitment to benefiting and engaging both men and women in the utilization and management of natural resources. But there was no evidence of a systematic effort at assessing, analyzing and planning gender equality in the overall NRM sector. In some of

⁵³ It is especially important that SDC has played a key role in mobilizing donors to ensure several of these programs also get the support they need for internal renewal and organizational strengthening.

the NRM Projects, SDC and project staff felt that 'NRM is a technical subject, and gender does not fit in'. But some of the individual NRM projects have made excellent progress – albeit as a retrofit - and have used the NRM base to raise men's consciousness for women's development.

Most natural resource sector projects aimed at increasing income have made significant inroads in being able to identify female beneficiaries and work with them. In the poor and marginalized areas in Pakistan, traditional and cultural barriers can be challenged if it means that families will be able to access productive and financial assets. Therefore increasing income seems to have worked well as an entry point to establish the women's development agenda, particularly in highly conservative areas. Many of the income generating projects work with local and provincial governments. Successful projects are associated with a positive orientation to gender equality of the government partners. Except in the case of projects that began with a focus specifically on women (like KDHP/KDRC), efforts at gender mainstreaming seem to be an after thought or retrofitted. And while some projects have subsequently mainstreamed gender concerns into objectives and activities, (FFSP, PLI, and INRM), their results might have been more robust and earlier had they begun with a specific gender analysis. and planning framework. On the Analytical Framework for the gender equality mainstreaming impact evaluation (Figure 2.2 above), the projects seem to have been targeted at the individual level, both formal and informal.

One of the project partners noted that the longstanding NRM projects have experienced at least three transitions, each with its own gendered and classed dimensions:

- Initially, most started with providing particular technical inputs (e.g. dryland range management, use of renewable forest products etc.): the primary problem was seen to be lack of technical knowledge and beneficiaries tended to be men who already had the capacity to innovate (i.e. wealthier men with wider exposure);
- In a second phase, the projects shifted to help producers with marketing: the primary problem was seen to be lack of entrepreneurial know-how; (extension beyond the initial target group, and initiatives to include women who were part of extended family production, and ensure they were aware of the cost and profit breakdown in the operation, even though in most cases men went to market);
- Currently, projects are beginning to address the capacity of beneficiaries to solicit and select advice from a wide range of sources; the primary problem is seen to be beneficiary dependency and NGO gate keeping. (In this phase, ensuring women workers get the necessary exposure will require persuasive strategies and special accompaniment for the women participants.)

Since Improving Governance Projects deal with rights issues, one may assume that the projects would be automatically sensitive to those with fewer rights – women, children, poor people, ethnic or religious minority groups. And yet, review of project documents indicates that that may not necessarily be the case. In many of the human rights and governance projects (ACPP, EIROP, CDC, MDSA, EFR, SDGP), there is a tendency to use generic terminology such as 'community', 'people', 'vulnerable and excluded groups', 'committees', 'councils' which suggest gender blindness. Since the issues addressed under these projects (e.g. access to justice, protection from violence, anti corruption measures, access to political participation) apply to both men and women (or boys and girls), the tendency is to forget the gender-related distinctions and group the recipients –men and women- together. In practice, this means that the potential and constraints facing different groups are not addressed. In order to benefit women and men, a more in-depth gender analysis is crucial. An exception in this case is the recent SFAFEP project, and, from documentary evidence, the SAP-Pakistan project. In terms of the conceptual framework, the Governance projects

are more targeted at the informal and formal systemic dimensions of particular instruments like local councils or provision of particular services.

In the past five years, there has been considerable investment by all donors in making government officials more gender aware. Today, the Government officers and elected representatives are more ready to plan and implement for more gender equal results (as targeted in the Medium-term Development Framework – Government’s planning document). The question remains – how to do so? As a development facilitator, most donors will have to build their own, and their partners’ capacities so that they are able to translate gender equality intent into gender-specific results. Since SDC, like other donors, is investing in government decentralization, building gender analysis and gender mainstreaming know-how in this work could leverage improved development outcomes for women and men.

SDC's gender equality policy does not require partners to address gender inequality in the way they design and implement projects. While every project proposal is supposed to have a gender analysis (policy since 2003) this does not mean that there has to be any subsequent action, and across the whole organization, there is no consistency in defining what such an analysis is, nor how to assess whether it was done or not, nor what the consequences should be for partners who are not interested in or capable of undertaking gender-mainstreamed projects. Because the Pakistan SDC program considers gender equality to be a significant concern, both the COOF and the partners have made significant efforts to address gender inequality. Recently, SDC strengthened its efforts to incorporate gender equality mainstreaming agenda in one of its on-going projects - FSSP (Financial Sector Strengthening Program) was asked to ensure a gender focus to the projects it finalized this quarter. For this purpose SDC hired a gender consultant on a retainer basis, whose task it was to review the project and guide the FSSP partner organizations on how to make the projects more gender responsive. Whether it would be helpful to clarify SDC's gender mainstreaming policy or strengthen its implementation will be taken up in the synthesis report.

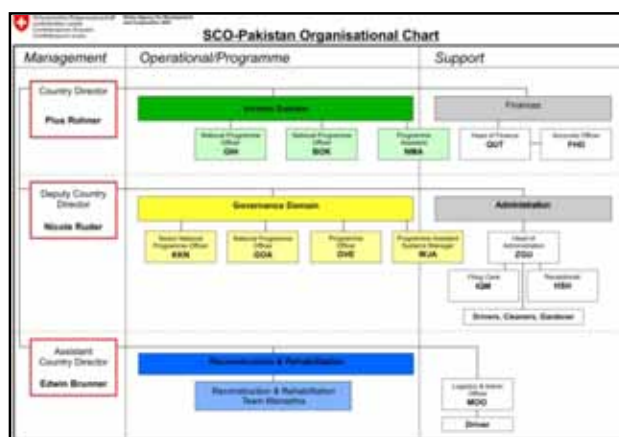
For SDC's humanitarian work, the relevance of the current gender policy at the level of strategic intent is unclear. While there has been work on developing a 'gender toolkit' for SDC's Humanitarian program, it has been a low priority. It has only a small place in the training for SDC's Humanitarian Corps. Without a doubt, the impact of disasters is different for women than for men. This differential impact is likely to be even more important in societies with high levels of gender inequality, like Pakistan. Earthquakes that destroy homes will hurt or kill more women than men if women are confined to the homes that collapse. Women's ability to cook and ensure family hygiene is affected by the loss of homes, and they may not have a channel for articulating their needs. Moreover, the way immediate assistance (temporary shelter, food and restocking) is provided can increasingly marginalize women or improve their status; can make their work easier or more difficult. The same is true for longer-term reconstruction. The social, economic and infrastructure disruption caused by disasters is an opportunity to challenge old patterns of action and relationships and insert new ones, thereby improving both the condition and the relative social position of women or other subordinate or marginalized groups. The slogan of Pakistan's Earthquake Relief and Reconstruction Authority (ERRA) to “Build Back Better” can apply to social relations as well as to physical infrastructure and assets.

Whether that potential is realized, however, requires consistent attention and action, not necessarily best applied through a commitment to 'gender analysis' as required by SDC's policy. Humanitarian situations do not permit time-consuming studies – humanitarians must have the pre-existing skills, knowledge insights and ability to address the needs and interests of different types of disaster victims – women and men, children and elderly, rich and poor. In SDC's Pakistan earthquake response, it was decided very early that social analysis and awareness skills, particularly gender sensitivity, should be added to the team

at a senior level. In addition, the understanding of gender equality constraints and potential in the earthquake area drew from SDC's considerable long-term development knowledge – from staff, partners and networks. A Swiss woman professional working with UNHCR in Pakistan's program to support Afghan refugees was recruited and remained with the program for three years under a series of renewed short-term contracts. The men who are part of the senior earthquake response team told us they live in an almost exclusively masculine world – only exceptionally do they meet women as co-workers as beneficiaries, or as friends. Their own families were far away. Professionally, this makes it difficult to know about or respond to women's needs and interests, and having a woman professional on the team provided a vital window to ensure an appropriate earthquake response. The decision to include a senior woman on the team was an important and strategic choice in this context.

4.2 Organisational Dimensions

The SDC Cooperation Office in Islamabad is headed by a Country Director, supported by a Deputy. Pakistan has an Assistant Country Director who heads a program on Rehabilitation and Reconstruction (supported by a logistics and admin officer and driver), a special SDC response to the disaster caused by the October 2005 earthquake in Pakistan, due to be completed in 2008.



The SDC Country Office has four (4) sections (as shown):

1. Administration	2. Finance
headed by a Pakistani woman with a filing clerk, receptionist, guards, cleaners, drivers and gardeners;	headed by a Pakistani man with the assistance of an Accounts Officer
3. Income Domain	4. Governance Domain
supervised by the Country Director, with three Pakistani staff members (two National Program Officers, and one Program Assistant);	supervised by the Deputy Country Director, with three Pakistani staff members (a Senior National Program Officer, a National Program Officer, and one Program Assistant) and a Swiss Junior Program Officer.

This organogram is misleading, however, in that there are also 108 SDC-employed staff for the earthquake response in Mansehra – engineers, builders, social mobilizers (men and women) support staff, etc. The description of the organisational culture and procedures that follows is only about the Cooperation Office: the emphasis on gender balance and gender equitable policies was not applied by the humanitarian team. The humanitarian team had little success in recruiting women staff with relevant skills willing to work in remote areas under difficult conditions on short-term contracts. (The exception was the social mobilizers – there were equal numbers of women and men- and this required significant effort). The hostility of some community leaders to any interaction with women by women staff created another barrier. Finally, in an emergency context where human resources – especially qualified women staff – are in scarce supply and salaries must be competitive, the ability to ensure that project needs and staff needs are taken into consideration could make a difference in attracting and retaining quality staff, so lack of attention to this area may have implications for the program. The regular rest breaks away from the earthquake-affected

communities, however, was an important procedure that improved staff retention and effectiveness.

4.3 COOF's Organisational Culture and Procedures

Through formal interviews with the Program and Administrative staff at COOF, the evaluation team gathered impressions about COOF's organizational culture and procedures, in particular its organizational capacity for gender equality mainstreaming. The assessment is summarized below under four headings aligned to the evaluation's conceptual framework (Figure 2.1 above):

- Women's and Men's Consciousness
- Access to, and control over, resources
- Formal Rules, Policies
- Internal Culture and Deep Structure

In addition, program and administrative staff were asked to fill out a questionnaire that addresses these dimensions. The questionnaire results can be found in Appendix C.

In general, the COOF staff felt that the Office has a positive, non-discriminatory, and supportive culture. We are 'like a family' – is a comment often heard. The staff were of the view that they do not feel any gender-based discrimination, at any level. The woman who manages administration deals with male support staff, e.g. drivers, cleaners, gardeners. She also said that there has never been a gender based problem of harassment or lack of respect shown to women (or men) staff.

All Program staff claimed that they understand gender concepts, and are committed to mainstreaming it in their respective projects. Program staff said that knew what 'gender equality mainstreaming' meant. However, they agreed that they did not have a common approach for mainstreaming gender. Few had participated in SDC gender mainstreaming training: some had attended special sessions (e.g. gender budgeting), but most relied on previous educational or professional experience. The issue is not that staff are required to think identically, but consistency in approach and standards, and learning best practice from others requires investment in training, developing standards, and learning.

Since 1996, SDC senior management has taken a lead to facilitate gender equality – to the extent that it is now a mandatory requirement for all projects to mainstream gender equality in accordance with SDC's policy. Based on the interviews, the evaluators agree with the opinions expressed that there are different interpretations of what is meant by 'gender equality mainstreaming' and staff do not have a consistent view of their roles in implementing gender mainstreaming in their portfolios. Some staff feel that their role is an administrative one of ensuring that the formal policy requirements are met, others see their role as active change agents pressing for the achievement of positive gender equality outcomes, and yet others do not see the relevance of the policy in their sectors. The way the policy itself is set out, operationalised and controlled contributes to this ambiguity – and hence to inconsistent outcomes.

From 1997 – 2003, a senior NPO in COOF Pakistan facilitated the establishment of GEMS (Gender Empowerment Mainstreaming) group. Mandatory induction sessions were initiated for all staff/project partners. The policy of 'equal opportunities' during recruitment and selection of consultants or staff (at SDC and project level) was also introduced. The need for gender-disaggregated data was emphasized, and the capacity for generating such data and information was developed. In December 2004 GEMS was discontinued, partially because of 'gender' fatigue, and partially because management felt the 'basics' had been

learnt and it was time to implement. The discontinuation may also have been because senior management at COOF and Partner level wanted to have a different strategy to mainstream gender.

Program staff at SDC and partner level felt that there was a need for advanced training in gender equality mainstreaming. There was a feeling that while there is a generic understanding of gender and gender analysis, the quality and level of gender mainstreaming now expected at all levels requires skills to conceptualize gender equality outcomes appropriate for the sector and the program, and design, implement and report accordingly. There is also a lack of clarity on how much budget is actually supposed to be available for gender equality actions in the COOF (although the importance given to gender equality by all staff and the investment in gender equality training made to date seem to be an indicator that when the need is articulated, resources are made available).

There was a general consensus that gender equality mainstreaming is important, but there was also honest admission that given the pressure of work, it sometimes got left behind. The evaluation team's assessment is that it gets left behind not so much because of time or other pressures – but rather because of lack of conceptual clarity, lack of any system of accountability for the quality of gender mainstreaming work and lack of outcome-oriented programming.

There were mixed views on whether there should be a focal point/person for gender, or whether everyone should be responsible for gender equality results in his/her project. The greater agreement seemed to be that it should be a mixture of both strategies – i.e. a person should take the leadership (as a focal person) for gender equality mainstreaming, but that every staff member should be individually responsible for doing so in his/her area of responsibility. Clarifying how this can work better requires discussion (who leads, who follows, at what point in the project cycle) and could be helpful for gender equality, and for other transversal issues like the shift to outcomes. (For example, informants from both Norway and Pakistan reported that their agencies had done considerable work on systems and procedures to deal with these matrixed accountabilities.)

As a step towards ensuring a fair and harassment free environment, an ombudsperson system was established for SDC and its partners (in 2003). A Workshop was also held on A Code of Conduct for Gender Justice in the Workplace.

There is an SDC Gender Policy vis-à-vis project partners, as well as a Workplace Policy developed in Islamabad which favours gender equality and non-discrimination. Women are encouraged to work and they legally have the same opportunities in training and career development.

SDC organizational culture accepts women's leadership, as evidenced during meetings and workshops. Intercooperation, a significant SDC partner, has two women as co-chairs of the institution. There is overall sympathy to women's issues. Several other donors are powerful advocates for women's empowerment and gender equality.

This sympathetic internal culture is not limited to SDC, but is shared and adopted by several of its partners. One staff member with FFSP in the NWFP, who recently got married, told us that his wife did not have permission from her family for higher education (before marriage). After marriage, one of the first steps he took was to enrol his wife in a college. Asked where he learned to think that this could be important, he pointed to SDC and Intercooperation.

4.4 Program Results

4.4.1 SDC Pakistan COOF and Gender Equality

As described above, COOF Pakistan has selected three priority domains for programmatic intervention:

Domain	Action Line
Increasing Income	Focuses on rural livelihoods, micro-finance, and small and medium enterprise, and aims at enabling the poor to access markets, resources and effectively manage their natural resource base
Improving Governance	Focuses on the rights of women and children and decentralization and local government. It aims at enabling institutions and citizens to fulfil and exercise their obligations and rights
Reconstruction and Livelihood	Focuses on post-earthquake reconstruction (private housing and public infrastructure such as public schools and health units), restoration of livelihood, disaster prevention and preparedness

The two-domain (plus limited-term humanitarian response as a third domain) concept evolved from the need to focus the program, to make a better use of the synergies between the previous three sectors (SME, Natural Resource Management and Rights and Governance), and to build a continuum from disrupted development to relief and again back to development in the earthquake hit areas. Barring a few exceptions, it is clear that many of the projects have retrofitted gender equality results, more so in the last three years. And some of the results are quite impressive. However, this assessment indicates the need for COOF Pakistan to be more systematic in its approach towards gender equality mainstreaming.

This evaluation has undertaken an in-depth gender focused analysis of six SDC projects (KDHP/KDRC, FFSP, CAPP, GRBI, SFAFEP, and the housing reconstruction part of the RLP). Concepts that are central to this evaluation are: gender mainstreaming, gender equality, gender equity, and gender issues. It is clear that not all project partners, and even some SDC staff members, are clear about how to undertake a gender assessment and analysis, and programming within the ambit of these terms. The predominant practice of people designing and implementing projects and programs with a technical focus (e.g. finance, banking, technology, environment, transport, infrastructure, petroleum, etc.) is that gender mainstreaming is accomplished with a reference to women and men in the program

“Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated...”

Source: The Economic and Social Council Report for 1997, United Nations, 1997

documents, and a commitment to include (and measure) the inputs and activities in terms of men and women participants. However, given that the overall mandate of any development program is to bring about (positive) change, it must be ensured that any initiative/intervention that is launched considers the potential impact for both men and women and that it does not – inadvertently – contribute to any of the following gender issues:

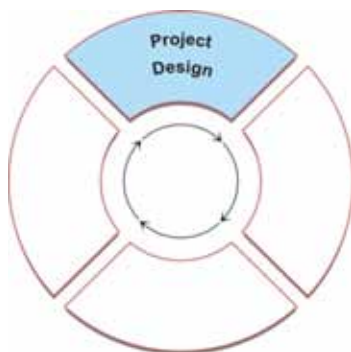
- that one gender becomes more invisible or less valued than the other
- that one gender becomes more burdened than the other
- that one gender has more access to or control over resources than the other

Each of the six selected projects have been assessed on four dimensions of the Project/Program Cycle, evidence of efforts to mainstream gender in Project Design, Project Implementation, Reporting, and Monitoring and Evaluation. A consolidation of assessment and analysis of the six selected projects is presented below. The evaluation was intended to look at the current portfolio only. However, most of SDC Pakistan's projects are in their third or subsequent phase, and in those cases, the evaluators found it useful to look back to the initial phase of the current project to understand its evolution.

4.4.2 Consideration of Gender Equality Context

All project documents provide a write-up on the social context, with an emphasis on the issue under consideration. Until recently, however, (e.g. SFAFEP, GBRI) none of the projects contained any gendered analysis of the context. For example, in the KHDP/KDRC documents, there is mention of the need to create income and employment opportunities for the under privileged; later there is a reference to women as the intended beneficiaries of the project. There is no analysis of the situation of women compared to that of men. In CAPP, there was no detailed gender assessment and analysis of the kinds of risks that girls face as compared to boys, and what are the existing facilities available to each. Gender analysis content is limited to the formulation of intended beneficiaries as 'girls and boys' rather than 'children'. (Earlier support for UNICEF was intended to promote affirmative action for girls through the 'Meena' program, and would presumably have included a contextual analysis and rationale in support of that approach, although the evaluators did not review the documents for that phase.) In the first FFP phase, the initial documents are not gender sensitive in their assessment of the context. The subsequent phase – FFSP - is more specific about the participation and involvement of men and women in the farm forestry sector.

Gender Equality in Project Design



'If you don't know where you are going, any road can lead you there'. Gender equality mainstreaming does not simply mean equal numbers of men and women or boys and girls participating in all activities. It means that men and women enjoy equal recognition and status within society. It does not mean that men and women are the same, but that their similarities and differences are recognized and equally valued. It means that women and men experience equal conditions for realizing their full human potential, have the opportunity to participate, contribute to and benefit equally

from national, political, economic, social and cultural development. It does not mean designing the same interventions or activities for men and women – rather differentiating inputs and expected outputs to create the conditions that can ensure equal results. Most

importantly, gender equality means equal outcomes for men and women. Gender equality is both a critical human rights issue and an essential requirement for equitable, efficient, effective and sustainable development.

The initial phases of long-standing projects did not particularly address women's and men's needs and interests in the design phase. Where projects were directed specifically toward women, like KHDP/KDRC, the overall intent was to 'increase women's income', through access to a specific resource, i.e. embroidery skills that they could utilize to earn an income. There was no political agenda – i.e. to challenge the existing roles and status of women, and to introduce new possibilities.

In the first two phases of FFSP, women's participation was just a token reference. The justification was that this is a technical project, and the assumption was that men interact with farms and forests. The project was also working in two extremely conservative areas.

The Child and Adolescent Protection Program deals with children and adolescents in exploitative situations. This is a joint project of SDC and UNICEF (the project has additional funders) to support a range of activities and partners. The gendered dimensions of the exploitation were not obvious in the project documentation. The activities include awareness raising in schools, mapping the nature and extent of child exploitation through drop-in centres, and support for a child protection program for street children. The project documentation refers mainly to 'vulnerable and exploited children' without analysing the particular or gendered nature of the exploitation. The evaluators discussed several of the activities with the officials responsible for implementation, and with UNICEF staff, but saw only the child protection program for street children in Lahore.



GRBI: This project stated its intended gender equality results from the very beginning; namely to generate, within two years, gender responsive budgets (at the federal level and in Punjab) in three sectors – Education, Health and Population Welfare. The project works with the Ministry of Finance in several pilot districts to collect and analyse data from education and health, which is already gender-disaggregated, to influence budgeting. To achieve this, the project realized that they would need to work on formal rules and policies, access to resources, and internal culture within organizations. This is one of the projects whose design is outcome-based, rather than input or activity-based. While the evaluators were not able to speak to the departmental staff engaged in the data analysis and budget development, both Ministry of Finance and UNDP officials felt that the design allowed them to learn and adapt as the project was being implemented. They noted, for example, that they had tied in this effort with the 3-year outcome-oriented pilot budgets agreed with the World Bank, and were able to use GRBI experience and expertise to mock up and test a gender-sensitive logframe that was then approved.

SFAFEP: This project had conceptualized and articulated a gender equality outcome in its initial planning, i.e. increased participation of women and youth (male and female) as voters, and greater recognition of women's role in the electoral process. The plan included

activities to support this desired outcome, targeting young men and women students, for example, as both beneficiaries and leaders within the project.



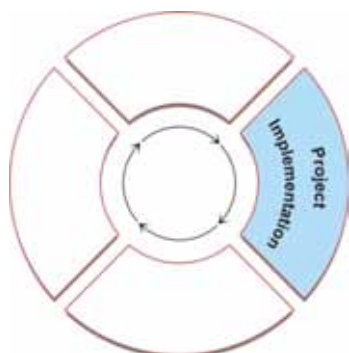
Housing Reconstruction: The urgency of humanitarian response – and even medium-term reconstruction means that collecting gender and social baseline data and undertaking an analysis before designing the response is not feasible. Nevertheless, the goals of the whole reconstruction program included gender equality mainstreaming from the outset. Because the humanitarian team was concerned about including women, particularly because women were secluded and inaccessible to male humanitarian workers, they made early and successful efforts to recruit a senior woman officer

with social development and social and gender analysis skills, who was able to interact with women, build links with counterparts in other NGOs responding to the earthquake and with ERRA, and enabled the recruitment of other women staff for the social mobilization teams. For housing reconstruction, this meant that the project design included women in the training and information about how to construct earth-quake resistant housing and meet the requirements of ERRA for financing the house reconstruction. Because women were often at home, while men were away earning money, women could play a role in supervising the construction, and ensuring that the quality standards were met. A number of the men and women that we interviewed said how valuable this was: because women were knowledgeable, they were delegated to ensure the family was able to access the funding for rebuilding. This was also a source of pride and self-confidence for the women.

To summarize, the three combined factors in the planning phase that seemed to be most helpful to enhance gender equality results in the projects were that:

- the projects were outcome-based;
- there was an initial gender analysis; and
- clear gender equality objectives were articulated.

These factors made it easier to assess the human and financial inputs required, and to adjust the activities. There were no baseline studies, but each subsequent phase of the long-running projects had the potential to build on the information gathered, the reviews, and the learning of the previous phase. While this was not universally done, most projects, both among the five non-humanitarian projects that were reviewed, and in the larger overview, were able to build on their experience to improve their practice in gender equality and other aspects of programming. Humanitarian projects have a different time-frame, and require organisational-level rather than project or program-level measures to learn and improve their gender mainstreaming practice. Therefore, the implications for gender mainstreaming and humanitarian programming will be addressed in the synthesis report.



Gender Equality in Project Implementation

Most of the projects reviewed were, in the early phases, not attentive to gender inequality in their implementation. Over time, this changed for most of the projects, partly as a result of staff's growing attention to these issues, and partly because of evaluations that examined the gender dimensions of the projects and found them wanting.

KHDP/KDRC: In its current phase, given the objective of facilitating independent businesses, some women have been given specialized training, branding and packing/packaging, training and support, and they have been supported to establish direct links with markets. To assist women in the purchasing of raw material (which was earlier accessed from a far away city), the project supported a local male entrepreneur to set up a retail shop in Hunza.

FFSP: In its initial phase, FFSP (then FFP) did not have a gender specific strategy for reaching out differently to men and women. The emphasis on technology for sustainable natural resource management did include an intention to eventually use the knowledge gained to improve the situation of the poor. When gender equality results were defined, the project added the following activities and interventions:

Instead of one female social mobilizer, the project hired two women (partnering a married woman in late forties/early fifties and a younger, more educated and energetic woman), to work particularly in the more conservative project areas;

The project identified and convinced the more educated men to support women's development in their areas, and as a first step, tried to involve women from their own households (sister, wife, mother, daughter) as project beneficiaries;

In some areas, it is considered a dishonour for women to earn in order to support the family. In these areas, the project initiated income earning activities but developed them as creative activities – e.g. home based nursery growing as an artistic and exciting adventure – e.g. by introducing competitions, photographing the nurseries and presenting the photographs to the women;

The project developed income-earning options commensurate with women's existing realities and perceptions, with regard to time, space in the house, health, other obligations and responsibilities. For example one woman felt that having small children constrained her from setting up a plant nursery and was assisted to look for other income-earning opportunities, while another felt that plant-growing was an easy task to manage with small children;

Retaining female staff was a real challenge for FFSP – particularly in the more difficult regions like Karak and Kurram. FFSP began by hiring two staff instead of one; they also provided safe accommodation and travel. They also showed flexibility with regard to carrying out the field schedule.

FFSP invested a substantial amount of time and resources to organize and strengthen women's groups and build the skills of local women so that the various skills could be institutionalized locally, e.g. for nursery establishment, management and marketing; and enterprise development.

The project developed partner's capacity beyond mere 'gender orientation' so that they could advocate for, and mainstream, gender equality in their programs.

The project assisted partner organization to develop projects that would assist women towards FF products, e.g. tube well or other water accessing mechanisms for women, water being a major issue and one cause for closure of many nurseries.

CAPP: This project includes a large number of varied activities including mapping exercises, formation of groups, establishment of help lines, orientation of government and other stakeholders, etc. The evaluators were told that project implementers at the drop-in centers had found that boys tend to be more vulnerable to visible abuse (physical, sexual, psychological) because their mobility means both that their abuse may take place outside the home and that they are more able to flee abusers and go to a drop-in center. Abuse of girls takes place more often inside the home, and girls are therefore less likely to be helped by such centers. A gender mainstreaming approach would therefore require that different activities/venues/partners would be needed to identify and reach abused girls and protect them.

Would one need to undertake a different set of activities to support girls as compared to boys? The Evaluation Team also visited the Child Protection Welfare Bureau. The boys' section of the Child Protection and Reintegration Unit was within easy access of the city. It was a large set-up, managed by a dynamic team of workers. The girls' section was nearly an hour away from the city, and the girls were significantly quieter and less able to interact with strangers than were the boys. There seemed to be a programmatic efforts to engage the creativity of the boys, while girls were encouraged to be docile and obedient.

SFAFEP: Given the clarity of its intended gender mainstreaming results, the network of NGOs/CBOs associated with this project has undertaken a range of activities, some planned and others that evolved, which is likely to ensure expected results. For example, in more conservative communities, the NGOs invited the mullah of the mosque to tell the men and women in the community 'why from an Islamic perspective women should vote'. Being informed that most fraud and violence occurs in women's polling booths, the CBOs/NGOs intend to have increased numbers of observers in women's polling booths, and are developing a special checklist for them. Recognizing that most girls discontinue education, and therefore women youth may not be reached through colleges alone, special activities were incorporated in the project to reach young women through vocational training centers, community BHUs, schools, and house to house visits. Similarly, special efforts had to be undertaken to ensure that female voters registered their names in the electoral roll. One of TAF partners complained that extra resources were required for implementing such equitable measures, and that the project budget had not included such provisions (e.g doubling up women mobilizers to work in teams; holding different activities in different locations or at different times for activities directed to men or to women; or more using more expensive transport to ensure the security of women staff). Other partner staff, asked about this dimension, agreed that serious efforts to increase gender equality did entail additional costs. Few projects considered this in their planning. It is also important to point out that the budget for SFAFEP is extremely generous⁵⁴, and that project monitors said that NGO capacity was an important constraint.

Housing Reconstruction: The project demonstrated considerable ingenuity in its efforts to include women. In several of the more conservative districts, efforts like teaming women staff, providing separate transport, and ensuring that women as well as men knew about the

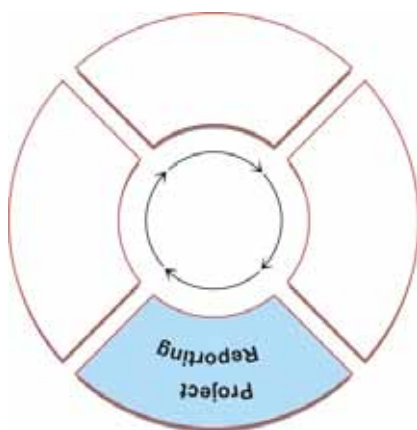
⁵⁴ Therefore, the issue may be more about budget categories and ability to forecast accurately than about lack of resources. In multi-donor funded projects like SFAFEP, this may create a constraint, but SDC financial management is more enabling, we were told.

conditions attached to grants for housing reconstruction, had gender positive outcomes. For reconstruction staff, this also meant investment in dialogue and negotiation with senior men in the communities, including mullahs. Even so, several communities refused to have women staff in their villages, and women in those communities could not be reached. But there were also some counter-intuitive outcomes. One man told us that he now realized NGOs were well-intentioned, serious, and helpful. He had previously (before the earthquake) believed that NGOs existed to promote promiscuous behaviour among young women and men – a belief, he said, that was propagated by ill-intentioned local religious leaders.

A number of men and women beneficiaries we talked to noted that women, who often supervised the rebuilding when men were absent, were able to prevent or solve potential problems associated with inadequate design, materials, or workmanship. Men told us they appreciated the knowledge their wives had gained and used in this work. Women whose men were working away from home or who had been widowed were able to access the housing and other support they needed. Without women entering the community, they could have been overlooked.

In addition, by engaging with women, project staff noted that women play a role in traditional construction (wood frame with stone infill that is later plastered). ERRA's policy did not consider this type of construction to be suitably earthquake resistant, and therefore eligible for subsidy. The project invested considerable time and energy in designing improved earthquake resistant techniques for this type of construction, testing it, and convincing ERRA to approve funding for this type of housing. Project managers told us that less than 5% of all the reconstructed houses used this type of improved traditional construction, but that it was very important for some remote valleys (where up to 45% of reconstructed houses used this technique because of locally available materials). It was also important for poor families, because it can be constructed with very little paid skilled labour. In addition, both women and men contribute to this type of house building, while only men build 'modern' houses. This means that women have more opportunities and knowledge to influence the house size and design, and also that their contribution is visible and (hopefully) valued.

Gender Equality in Project Reporting

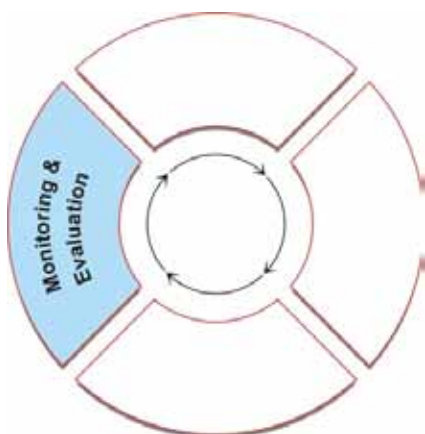


A review of project progress reports indicates that there is a general tendency for project reporting to focus on input and output -level activities. There is now considerable rigour by all projects with regard to reporting sex-disaggregated data, e.g. counting numbers of women trained or on committees, etc. What can be improved is a gendered reporting on outcomes. Such reporting is possible only when each project has pre-determined the quantitative and qualitative indicators that measure progress towards gender equality results, and since an outcome orientation is recent, it is only visible in new projects, or new phases.

The COOF has a highly systematic and routinised set of reporting requirements expected of project partners, characterised by regular progress reports and annual reporting against project achievements, along with a mid-term review that focuses more on outcomes and impacts. Ever since gender mainstreaming was introduced as a mandatory cross-cutting theme, every project has to report on its 'gender specific' activities and results. But most reports carry a section on Gender Equality, rather than ensuring that all reporting, where

required, is gender specific. Of all six projects, the most adequate and creative reporting is by SFAFEP and FFSP – where progress (output results) is reflected not just in numbers but elaborated with case studies and stories as well. Verbally, several of the other informants were able to give detailed and sophisticated examples of gender-disaggregated analysis based on implementation (for example, the predominance of boys in the drop-in centers and the hidden-in-the-household nature of girl abuse) that does not appear in the reports, and cannot, therefore, be used to shape subsequent interventions.

Gender Equality in Monitoring and Evaluation



Use of information to ensure that the project is on track with regard to inputs, outputs and outcome results is a must for every project. If gender equality results are clearly stated, all projects should also be monitoring progress towards their achievement. This means that available statistics and sex-disaggregated data should be constantly analysed to determine progress. This type of qualitative, dynamic analysis (e.g. changing gender roles and relations, changes in gendered access to and control over resources etc.), is the type of analysis that uses the tools gathered together in the SDC gender toolkit. In the projects visited during this evaluation, there was limited evidence in the field that these types of gender analysis tools were being used either intermittently or systematically.

A positive step taken by the Pakistan COOF is to integrate a gender review/assessment or evaluation for every mid-term or end-of-project review. It has made efforts to identify consultants that combine gender analytical skills with subject specialization, e.g. micro finance with gender specialization. Several project partners said that they found the evaluations useful for more effective mainstreaming of gender equality results. It is likely that the growing ability of the projects to address gender inequality is related to the attention to gender in the evaluations.

The Housing Reconstruction project, in particular, used the combined strength of the gender advisors from a number of agencies (including GoP’s ERRA) related to the earthquake relief effort to insist on and undertake gender-disaggregated data collection and feedback. The information they gathered proved very useful in influencing the inclusion of women in housing reconstruction training, in livelihoods promotion, and in registering for subsidies and support – especially for women heads of households. Their work was well received by the head of ERRA, and resulted in increased visibility and positive profile for gender mainstreaming in all of the earthquake reconstruction work undertaken and supervised by ERRA.

5 Emerging Issues

This assessment indicates the need for COOF Pakistan to be more systematic in its approach towards gender equality mainstreaming by looking at several areas:

- Clarifying the gender equality contribution each program should address.

If COOF had to prioritize, and it could change only a few things for the women in Pakistan, what would it focus on? Using the Analytical Framework (Figure 2.2), COOF and partner organizations could identify certain priority change areas for SDC in Pakistan, and in each sector, and the projects could be designed accordingly.

Developing these change areas requires a consistent and shared understanding by SDC staff of gender equality and why certain changes are chosen (leverage, impact, feasibility, expertise for example).

Shifting gender equality issues earlier in the project management cycle, to the design phase. At present, every project is supported to strengthen its outcome orientation through a design workshop. This process could simultaneously include attention to gender equality outcomes.

Every project is internally reviewed before it is sent for approval. These review sessions could seriously assess the gender equality results. As a standard practice, the COOF may wish to consider inviting gender experts to attend these meetings or to assess proposals.

- Ensuring the project addressed outcomes, including gender equality outcomes, with appropriate indicators.

The issue of what to measure has come out of this evaluation very clearly. Projects appear to focus insufficiently on outcomes, relying instead on external evaluations to do so. This is an important issue with respect to promoting gender equality because the link between project outputs and project outcomes is where changes in gender equality can be observed and measured. It also forces project managers to test their assumptions about the transmission from inputs to outcomes rather than staying in the comfort zone of measuring inputs and outputs.

Of course some outcomes will change more quickly than others and some outcomes are more easily attributable to project interventions, so the choice of what to measure is crucial here. Existing work and instruments designed to measuring change processes and changing relations should prove useful. There are opportunities to use new quantitative and qualitative tools in project monitoring and moving beyond the somewhat tyrannical grip of the log frame indicators.

- Ensuring that there is a common approach among staff to mainstreaming gender equality, and that responsibilities are clear and well integrated into regular work processes.

For the COOF in general, gender issues are seen as important in Pakistan, but not central to their core business. It is viewed as one more thing they have to report on. There should be clear expectations in every officer's workplan for their gender equality performance, and every year their performance evaluation should assess their efforts and results in this area.

The extent to which gender equality considerations are taken into account in projects and programs has as much or more to do with project partners' own policies on gender equality

than those of SDC. In its examination of program partner selection, program content and monitoring of results, SDC is seldom proactive in implementing gender equality considerations and does not look for gender differentiated results. Thus there is no sanction for accountability failures when it comes to addressing women's and men's needs in the context of SDC funded programs.

- Ensuring there is adequate support for SDC staff to manage the integration of gender equality in their portfolio management.

COOF should consider clarifying the gender focal point's responsibilities vis-à-vis other staff and management. The Terms of Reference for such coordination and support capacity should be clearly established – and it should not be perceived as an add-on role in addition to normal program officer responsibilities, given the importance of gender equality for Pakistan's development. This capacity does not replace the need for specialized sectoral and other technical gender expertise that SDC requires. Rather, it should be possible to effectively facilitate technical advice and learning. It is important that the COOF ensure that however this function is developed, there are the tools, time, resources and political positioning to be influential in this role.

- It is also important to consider how increased gender equality support for the COOF needs to be complemented and linked to capacity within the implementing partner agencies.

6 Conclusions

The debriefing held by the consultants with COOF staff at the end of the field work concluded that the synthesis workshop associated with this evaluation would address the following:

- Common understanding of gender and development, and of the potential contribution of the Pakistan country program to gender equality (aligned with the overall SDC policy);
- Improvements in how gender equality is integrated into the regular work practices (PCM, annual planning cycle, performance evaluation [MAP] etc.) of the Pakistan COOF;
- Greater clarity on the roles and responsibilities of various COOF staff in ensuring gender equality and other cross-cutting issues are adequately addressed.

The two-day synthesis workshop included an overview of SDC's Gender Mainstreaming policy and toolkit, and an introduction to the newly developed gender checklist, presented by a representative of the Gender Unit from headquarters. In addition, staff developed proposals for the content of the gender equality contribution that the two major programming domains would like to include in the Pakistan country program during the next review. Finally, there was an initial discussion of the appropriate division of labour and responsibility between staff responsible for programs (National Program Officers), people with focal responsibilities, and management in order to achieve good results. The Agreement at Completion Point (see Annex G) reflects the COOF's commitment to action on these issues.

7 Agreement at Completion Point SDC Pakistan COOF (SCOP)

SCOP elaborated the following response to the evaluation results and the recommendations proposed by the evaluation team.

SCOP agrees with the recommendations under “emerging issues” and during the workshop 13-14 February has developed an “action plan” on how to address them.

The findings documented for the 6 case studies will be discussed with the respective partners at the next appropriate occasion (e.g. steering committee meetings etc.)

Action Plan

1) Understanding the contribution of cooperation strategy to gender equality:

The current country cooperation strategy 2006-2010 does not formulate objectives for gender equality at the outcomes level.

Steps planned:

Until the new country strategy (post 2010) is developed, which will fully integrate gender equality objectives, one gender equality focus area per domain was identified during the workshop:

- Governance domain: Political empowerment of women
- Income domain: Economic empowerment of women

The two focus areas will be formally introduced during the MYR of the AP.

Timeline: May 2008

1-2 indicators per focus area will be integrated into the controlling tool which is currently being developed to monitor the implementation of the cooperation strategy.

Timeline: September 2008 (before AP preparations begin)

The ToRs for the MTR of the cooperation strategy (scheduled in early 2009) will contain specific questions relating to gender equality.

Timeline: December 2008

2) Definition of roles, responsibilities and accountability within SCOP

The assignment of the responsibility for gender mainstreaming to Management has left Program Officers and the designated Focal Person confused about their role and responsibilities. This is also true for other thematic Focal Persons.

Steps planned:

Elaboration of ToRs for the Gender Focal Persons (to serve as model for the other Focal Persons) complemented with corresponding “ToRs” for Management and Program Officers.

Timeline: first draft during workshop; finalization March 2008 – formal introduction during MYR of AP.

3) Better integration of gender mainstreaming in the PCM

There is no systematic approach to ensure and improve gender mainstreaming in the PCM.

Steps planned:

With the clarification of the roles and responsibilities and using the gender checklist the various entry points within the PCM were identified and responsibilities and indicators integrated into the ToRs for Management, Program Officers and Focal Persons.

Timeline: first draft during workshop; finalization March 2008 – formal introduction during MYR of AP.

SHA humanitarian activities are phasing out in 2008. Based on the experiences made, steps to ensure better integration of gender mainstreaming and the identification of responsibilities for gender equality mainstreaming will be taken up at HO.

The Humanitarian Team was represented by two persons (the head of the Mansehra team, and a representative from Bern) who participated in the Pakistan synthesis workshop. However, the implications of the evaluation of gender mainstreaming and the Humanitarian program are relevant at the organisational level. The Humanitarian team agrees that the findings in this report are a fair and accurate reflection of the gender mainstreaming in the housing reconstruction and some other relevant activities of the Reconstruction and Livelihoods Program.

Evaluation of SDC's Performance in Mainstreaming Gender Equality

Part 4 Ukraine Country Case Study

Jeremy Holland and Larysa Magdyuk

Acknowledgements

This evaluation was conducted between October 29 and November 8, 2007 in Ukraine with the regional coverage of Kyiv, Chernigiv, Vinnytsa, Transcarpathian and Ivano – Frankivsk regions.

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- Olena Lytvynenko, National Program Officer, “Decentralization and Democratization: Support to Decentralization in Ukraine”;
- Petro Ilkiv, National Program Officer, “Improving Prenatal Health Services”, “Maternal and Child Health Promotion”
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- Vasyl Kushynets, Chair, State Department of Punishment Execution;
- Natalia Kalashnyk, Deputy Chair, State Department of Punishment Execution;
- Vyacheslav Nosov, Project Coordinator, “Women and Mothers with Children in Prison”; State Department for Execution of Punishment;
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- Hilmar Foellmi, International Counsellor, International Advisor of FORZA, Uzhgorod;
- Natalia Kulik, Gender Focal Point, FORZA;
- Iryna Breza, Press-Club, FORZA;
- Mariana Kolodiy, Gender Consultative Committee, FORZA;
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- Lyubov' Kotelko, Obstetrician – Gynaecologist, Gorodenka Rayon Hospital;
- Valeriy Voroniy, Head of Maternity Welfare Centre, Gorodenka Rayon Hospital;
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Executive Summary

Introduction

This “Independent Evaluation of SDC's Performance in Mainstreaming Gender” has been commissioned by SDC's Evaluation and Controlling Division. The evaluation has both summative and formative elements. It is to render accountability by submitting SDC activities to independent assessment, and it is to improve future SDC performance in mainstreaming gender equality through learning; and to contribute to knowledge about promoting gender equality in international cooperation.

The evaluation focuses on the following three areas and key questions:

- **Program Results:** What is the contribution of SDC programs to gender equality (relevance, effectiveness, impact and sustainability)?
- **Institutional Dimensions:** How do SDC's systems, processes, procedures, relations, norms and culture assist or impede SDC's stated policy of contributing to gender equality?
- **Strategic Intent:** What is the COOF's mix of strategies for addressing gender equality and how does this affect the quality and impact of the COOF contribution?

Evaluation methodology

This evaluation mission was conducted between October 29 and November 8, 2007 in Ukraine. The team analysed relevant policy, program and project documents and data. The team then conducted interviews with COOF staff, project implementing partners and project primary beneficiaries. Interviews were also conducted with in-country national donor partners and government stakeholders in order to elicit perspectives on SDC COOF's strategic and operational approach and impact. The evaluation included discussions on intent, organisational dimensions and programmatic impact. Interviews and group discussions were conducted with implementing partners for the five selected project case studies covering the three COOF sectors and with a geographical coverage of Kyiv, Chernigiv, Vinnytsa, Transcarpathian and Ivano – Frankivsk regions. Field visits were conducted, and involved project site visits and discussions with primary and secondary stakeholders. The five selected projects were:

- Project: Women, Mothers with Children in Prison (Sector: Good Governance: Rule of Law and Human Rights)
- Project: Support to Decentralisation in Ukraine (Sector: Good Governance: Decentralisation and Democratisation)
- Project: Forest Development in Transcarpathia (FORZA) (Sector: Natural resources Sustainable Use: Agriculture, Forestry)
- Project: Sustainable Land Use (Sector: Natural resources Sustainable Use: Agriculture, Forestry)
- Projects: Improving Perinatal Health Services Project and Maternal and Child Health Promotion Project (Sector: Social Justice: Health and Social Network).

SDC Ukraine country context

This evaluation was conducted in a country context that presents a number of significant challenges to gender equality mainstreaming. At the societal level in Ukraine, there is a lack of gender awareness within the culture and consciousness of the population as a whole. Women also lack access to the financial and other forms of capital (including psychological resources) that would enhance their capacities to challenge such stereotypes. Within government there is “gender blindness” amongst senior decision-makers, most of whom are men, towards gender equality issues in government policies and programs. Policy approaches to women are, by default, protective rather than promotional. There is a lack of political will to design and fund programs that tackle gender equality beyond family welfare issues. Government is not effectively held to account for its gender blindness and/or gender stereotyping as civil society lobbying from women’s organizations and other NGOs interested in gender equality is fairly weak.

The Government of Ukraine (GoU) is not dependent on the donor community for significant budget support. Overseas Development Assistance (ODA) in Ukraine comprises only 2% of the national GDP of US\$80 billion.⁵⁵ The GoU is therefore not subject to conditionality type relationships with multilateral agencies and is not bound by the ideological preferences of bilateral donors. The GoU does, however, have a strong demand for technical assistance that can assist the country in moving towards European standards of public policy design and delivery.

The overall goal of the Swiss cooperation for 2007-2010 is described as:

Switzerland supports Ukraine in its move towards a democratic society, ensuring equal access of people to decision making processes, social justice, rule of law and to the benefits of the market economy.

Evaluation findings

In Ukraine, the COOF developed its country strategy (2007-2010) during a period in which governance, at that time a transversal issue alongside HIV/AIDs, was the main driver of in-country discussions. In a climate of turf competition amongst donors, SDC has found specialist “niches” in Ukraine where it can add value, using a sub-national demonstration effect in order to maximise impact with limited resources. The result is that gender equality is not a highly visible COOF strategic objective and is not systematically addressed by the COOF at policy level.

The Country Director has been instrumental in addressing organisational dimensions of the gender equality. Appointing himself gender focal point, he commissioned the newly formed Gender Consultative Committee (described below) and before this a gender audit of the office was conducted. The audit found progressive organisational dimensions and culture in the COOF, a finding supported by this evaluation mission’s own questionnaire survey. The audit recommended measures for strengthening gender equality in the organisation, and these findings were subsequently translated into a COOF organisational/ HR document detailing staff entitlements, including trainings, consultative assistance and monitoring. The formalisation of this document has been held up somewhat and Country Director acknowledges that this needs to be updated and implemented.

While at a strategic level, the COOF is weak on a gendered theory of change, it has done much to build gender equality into the annual planning process and into the design and

⁵⁵ Aid Coordination Report/ Ministry of Economy of Ukraine and United Nations Office/ Joint Capacity Needs Assessment Exercise/ Aid Effectiveness, Coordination and Management in Ukraine, Capacity Assessment Report/Kyiv, May, 2007 p. 2.

implementation of its project portfolio. This has been achieved in parallel with a process of “gender certification”, backed by a local Gender Consultative Committee (GCC) which has a dual role of advising/coaching and appraising. The GCC was formed and is described as an “(independent) advisory and co-ordination body for the successful gender mainstreaming in the Swiss Cooperation Program”. The GCC is tasked with (i) conducting organisational audits of the COOF and implementing agencies; and (ii) auditing the COOF country program and project portfolio.

Emerging issues

Much of the discussion in the evaluation raises issues that can be addressed through the evolving role of the GCC and this is what makes the learning element of this evaluation so exciting and potentially fruitful. With the advent of the GCC as an instrument for gender equality mainstreaming, there is a tremendous opportunity for the COOF to effectively integrate gender equality as a coherent approach in its country program, while strengthening the design, delivery and monitoring and evaluation of individual projects.

There is also a clear area for improvement, again with the GCC as the vehicle for change, in moving gender mainstreaming efforts from retroactive or remedial project activities upstream into planning platforms and project documents. The documentation process is where gender becomes “invisibilised” in the first instance, even when there are good things happening on the ground. The starting point for this documentation is the country policy documents.

The role and significance of the gender focal point as a concept and as an actor continues to be important in the COOF thinking. The GFP has become an almost standard feature of PIUs and of course within the COOF itself. It is important that the COOF ensure that GFPs have the tools, the time, resources and political positioning to be influential in this role.

Finally, the issue of what to measure has come out of this evaluation very clearly. It looks as if projects focus insufficiently on outcomes, relying on external evaluations to consider outcomes. This is an important issue with respect to promoting gender equality because the link between project outputs and project outcomes is where changes in gender equality can be observed and measured. It also forces project managers to test their assumptions about the transmission from inputs to outcomes rather than staying in the comfort zone of measuring inputs and outputs

Conclusions and recommendations

With these issues in mind, the evaluation has generated a number of areas for consideration to improve gender equality mainstreaming in the Ukraine COOF. These include:

- Providing a stronger strategic steer on gender equality mainstreaming in SDC Ukraine program
- Making more effective use of the GCC in its coaching role: (i) providing upstream advice on the identification and design of projects from the planning platform stage; (ii) helping to strengthen the capacities of project implementing partners’ gender focal points; and (iii) integrating gender equality more effectively into project implementation
- Simplifying and strengthening the GCC’s monitoring and evaluation role and instruments (while retaining the gender certification process)
- Linked to the above, strengthening project reporting systems, including greater emphasis on project outputs and outcomes, and with integrated quantitative and qualitative gender reporting.

Agreement at Completion Point SDC Ukraine COOF

The COOF elaborated the following response to the evaluation results and the recommendations proposed by the evaluation team.

The Ukraine workshop generated a working set of recommendations for a way forward. These included:

- Holding discussions within the COOF and between the COOF and SDC HQ on a document that presents guidelines for gender mainstreaming in Ukraine in order to fill the “gap of the missing middle”.
- Reviewing project design and appraisal arrangements and guidelines from the planning platform stage onwards in which gender analysis is written and which responds to the change model above. Discussion should take into account the gender equality appraisal matrix developed by SDC HQ and link this to the gender audit in order to identify common indicators for gender mainstreaming in project documents (prodocs) and Credit Proposals. These indicators should be further linked to the HRBA indicators in order to create an integrated package of indicators that are clear to implementing partners. In ongoing projects, gender focal points should play a watch dog function to guarantee gender mainstreaming, while in new projects or project phases they should be involved, or at least consulted, in the planning phase.
- Reviewing guidelines, institutional and resourcing arrangements for an evolving GCC. This is work in process, and the audit guidelines will be published together with TORs and guidelines for the GCC by July 2008. GCC TORs will be reviewed in this regard, but in a pragmatic way. GCC members should be available – being aware of potential conflict of interests – for consultancies to projects and trainings within the program also. But GCC will have to be “re-thought” in a way to make it affordable also for COOF.
- Reviewing the job descriptions and time/resource allocations for gender focal points in COOF and project partner offices. A job description for focal points is in elaboration and will be available on March 14 for discussion in the next GCC meeting. The focal points will then have a two day training in April, including some planning work (to set concrete milestones for the next 1,5 years which will build the basis for further detailed GEM project planning).
- Review program and project monitoring and evaluation instruments, systems and guidelines to integrate the gender model of change with specified gender equality outcomes. Monitoring instruments are not yet unified in COOF and have different functions in different projects and on different levels. The COOF proposes discussing these during a) a planning in April and b) the (possible) week in June with a consultant (see Footnote 2 above).

The workshop concluded with a positive commitment from all stakeholders to take these recommendations forward.

Abbreviations

CCS	Country Case Study
CIDA	Canadian International Development Agency
COOF	Cooperation Office
DGWW	Donor Government Working Groups
EcoLan	Sustainable Land Use in Ukraine
E+C	Evaluation and Control Department
FGD	Focus Group Discussion
FORZA	Forest Development Project in Transcarpathia
GCC	Gender Consultative Committee
GFP	Gender Focal Point
MCHCP	Maternal and Child Health Promotion Project
MEEIU	Ministry of Economy and European Integration of Ukraine
NPO	National Program Officer
OPM	Oxford Policy Management
PD	Paris Declaration
PCU	Project Coordination Unit
PHP	Perinatal Health Care Project
PIU	Project Implementation Unit
SDC	Swiss Agency for Development and Cooperation
Sida	Swedish International Development Agency
UNICEF	United Nations Children's Fund
WICC	Women's Information Consultative Center

1 Introduction⁵⁶

1.1 Background and rationale

SDC's Evaluation + Controlling Division mandated an "Independent Evaluation of SDC's Performance in Mainstreaming Gender". SDC has a longstanding commitment to the pursuit of gender equality (gender policy since 1993) and declared gender a transversal theme in 2006.

The rationale for an evaluation at this juncture is three-fold: (i) the long standing emphasis on gender equality and the sheer volume of aid activity; (ii) the changes in donor strategic and operational approaches prompted by the Paris Declaration (PD); and (iii) the recent adoption by SDC of gender (alongside governance) as a transversal issue.

1.2 Purpose and objectives

The purpose of the evaluation is to render accountability and to contribute towards improving SDC's future performance. This has two elements: summative and formative:⁵⁷

- Summative: to render accountability by submitting SDC activities to independent assessment
- Formative: to improve future SDC performance in mainstreaming gender equality through learning; and to contribute to knowledge about promoting gender equality in international cooperation

The objectives of the evaluation are:

- to analyse the relevance, effectiveness and sustainability of the implementation of SDC's gender equality policy
- to analyze how SDC as an institution (i.e., through its systems, policies, processes, culture) implements its gender equality policy
- to assess institutional learning within SDC with regard to gender equality;
- to assess the coherence and complementarities of SDC's other policies and priorities with its gender equality policy;
- to assess SDC's contribution in promoting gender equality in the context of donor harmonization and alignment with partner country priorities;
- to assess how SDC can best use its limited resources to further gender equality;
- for SDC staff at all levels to reflect on the evaluation findings and make recommendations for improving performance.

⁵⁶ For an expanded discussion see SDC (2007). "Approach Paper for the Independent Evaluation of SDC's performance in Mainstreaming Gender", Berne, SDC, July 31.

⁵⁷ A summative evaluation is a method of judging the worth of a project at the end of project activities, with a focus on impacts. This can be contrasted with a formative evaluation which judges the worth of a project while the project activities are forming or underway.

1.3 Scope and key questions

The scope of the evaluation is in the following three areas, each with an overarching question:

- **Program Results:** What is the contribution of SDC programs to gender equality (relevance, effectiveness, impact and sustainability)?
- **Institutional Dimensions:** How do SDC's systems, processes, procedures, relations, norms and culture assist or impede SDC's stated policy of contributing to gender equality?
- **Strategic Intent:** What is the COOF's mix of strategies for addressing gender equality and how does this affect the quality and impact of the COOF contribution?

The evaluation includes interviews and discussions with SDC staff in Berne HQ, and with staff and project partners and beneficiaries in Cooperation Offices (COOFs) in Mozambique, Pakistan and Ukraine (see Methodology Discussion in Section 0 below).

Against each of these three areas and overarching questions, the evaluation addresses at the COOF level, a set of key questions in the three areas:

Program results:

- How has the COOF addressed gender equality in its country programming?
- How is gender equality addressed in the Project Cycle Management process?
- What are the outcomes and impacts of case study projects?
- What is the relationship between gender equality goals and other COOF goals?
- How has the COOF addressed gender equality in its donor harmonisation and country alignment activities?
- What percentage of COOF programming are women targeted or gender mainstreamed?

Organisational dimensions:

- How has the COOF dealt with gender equality (including roles, responsibilities, incentives, accountability mechanisms, training, performance assessment, information management)?
- How does the COOF address gender equality in its relations with implementing partners?
- What is the relationship between HQ gender desk and COOF in terms of organisational change and impacts?
- What is the role and impact of the gender focal point role in the COOF?
- Are financial and staffing resources, as well as institutional support, commensurate with the COOF's gender equality commitment?

Strategic intent:

- What is the relationship between the COOF's gender equality policy and other policies and priorities?
- What are the opportunities and challenges for COOF gender equality mainstreaming emerging from the changing development cooperation paradigm?
- What are the areas in which the COOF has particular strengths and advantages in addressing gender equality and why?

1.4 Expected results

The evaluation is producing results at output and outcome level.

Evaluation team outputs include:

- Approach and synthesis workshops in HQ and COOFs
- End of mission debriefings with Aides Memoires
- Final evaluators' report
- A DAC abstract.

SDC outputs include:

- Review of findings and recommendations developed
- Core learning Partnership and senior management agreement on recommendations
- Dissemination of evaluation results.

Evaluation outcomes include:

- Sharpening of SDC's understanding of gender relations in development processes
- Improved planning and implementation of gender equality measures
- Improved positioning and focus of gender mainstreaming as transversal issue
- Better understanding of operationalisation of transversal issues in SDC
- Knowledge generation and thematic support with regard to gender equality.

1.5 Guiding principles

The evaluation is guided by four important principles:

- Contributing to knowledge
- Understanding the dynamics of policy transmission
- Consultative, participatory and learning oriented
- Learning with regard to transversal issues.

1.6 The structure of this report

Following this introduction the report is structured in the following way. Section 2 elaborates on the methodology for the Ukraine country case study (CCS). Section 3 considers the Ukraine country context for SDC programming. Section 4 elaborates on the findings of the country evaluation, drawing on project case study material that is detailed in the annexes. Section 5 draws out emerging issues and Section 6 concludes.

2 Evaluation Methodology

The evaluation methodology is described in full in Annex A.

In the Ukraine COOF, the evaluation team discussed with the COOF office the range of programs and projects and purposefully using the following selection criteria: (i) representation from the prioritised COOF sectors; and (ii) in view of the formative elements of the evaluation, programs where gender equality challenges and responses would contribute to learning. The COOF and evaluation team selected the following project case studies:

- Women and Mothers with Children in Prison Project
- Perinatal Health Project (PHP) and Maternal and Child Health Promotion Project (MCHP)
- Sustainable Land Use in Ukraine (Ecolan) Project
- Forest Development in Transcarpathia (FORZA) Project
- Decentralisation Support Project.

These projects are described, and evaluation summaries provided, in the Ukraine Annexes.

3 SDC Ukraine country context

3.1 The challenges of achieving gender equality in Ukraine

This evaluation was conducted in a country context that presents a number of significant challenges to gender equality mainstreaming.

At the societal level in Ukraine, there is a lack of gender awareness within the culture and consciousness of the population as a whole. Several cultural stereotypes have re-emerged since independence that undermine women's equality in public life. These stereotypes are reinforced by the media; these stereotypes present the highest spheres of achievement for women as mothers and wives, in services, in the entertainment business, or as social or community leaders.

Women lack access to the financial and other forms of capital (including psychological resources) that would enhance their capacities to challenge such stereotypes. Since independence, Ukrainian women have faced new economic challenges (e.g. rising unemployment and poverty) and cutbacks in social services (health, education, childcare) that have increased their "triple burden", forcing them to spend more time and money on household duties, economic activities and community management. Women's political participation is limited to a highly active role in village councils which lack resources and political influence.

Within government there is "gender blindness" amongst senior decision-makers, most of whom are men, towards gender equality issues in government policies and programs. Policy approaches to women are, by default, protective rather than promotional. This is reflected in the focus of the formal legal and administrative framework on protecting women, rather than creating equal opportunities or empowering them. While Ukraine has legal provisions and policies for gender equality, it lacks powerful enforcement mechanisms to ensure compliance with national and international commitments and policies on gender equality.

There is a lack of political will to design and fund programs that tackle gender equality beyond family welfare issues. The narrow gender policy focus is on children and the family, which in any case is a relatively low-priority, under-funded policy area. There is also limited cooperation between government departments on gender equality issues. Gender focal points sitting in national, regional and local governments lack the capacity and institutional leverage to strengthen their analysis and integration of gender issues at the policy and program levels.

Government is not effectively held to account for its gender blindness and/or gender stereotyping as civil society lobbying from women's organizations and other NGOs interested in gender equality is fairly weak.

4 The donor context in Ukraine⁵⁸

The Government of Ukraine (GoU) is not dependent on the donor community for significant budget support. Overseas development Assistance (ODA) in Ukraine comprises only 2% of the national GDP of US\$80 billion. The GoU is therefore not subject to conditionality type relationships with multilateral agencies and is not bound by the ideological preferences of bilateral donors. The current aid architecture in Ukraine is presented in 0.

This is reflected in the fact that the GoU's key policy document, the "Strategy for Overcoming Poverty in Ukraine (2001), now in its third phase, and with its own set of MDG-type goals, was developed and implemented somewhat independently of donor strategies and influence.

The GoU does, however, have a strong demand for technical assistance that can assist the country in moving towards European standards of public policy design and delivery, as well as solve technical challenges that include efficient use of energy and natural resources. Donors cannot automatically buy themselves a seat at the table and therefore need to demonstrate their worth. Donor presence in Ukraine includes the World Bank, USAID, EU, UN agencies, DFID, CIDA, SIDA and SDC.

The Ministry of Economy and European Integration of Ukraine (MEEIU) is responsible for donor coordination. The GoU has established an institutional set of thematic working groups for donor-government policy discussion.

4.1 National Priorities, Strategies and Programs⁵⁹

Ukraine does not have a unified framework for prioritizing development activities. National strategic directions originate from multiple centres of policy development. They are expressed in a number of core policy statements, including: the annual presidential address to Parliament, the Government Action Program and the Program of Economic and Social Development prepared by Ministry of Economy. These statements do not converge on all issues and together provide only a rather general direction for overall policy development. Competing and sometimes conflicting policy making authority and lack of coordination amongst the highest executive bodies of state policy are largely responsible for this situation.⁶⁰

4.2 Sector and Regional Strategy Capacities

Strategies at the level of line ministries and regional authorities do not usually derive from a structured policy analysis and prioritization process. Oftentimes they end up being little more than reproductions of legal orders passed down from cabinet level. The development of sector and regional strategic capacities is thwarted by uncertainty pertaining to national policy guidance and orientation, a deeply entrenched administrative command culture, and weak policy analysis and development skills.

⁵⁸ This sections draws heavily on the SDC 2007 Cooperation Strategy and on discussions with the Country Director.

⁵⁹ Aid Coordination Report/ Ministry of Economy of Ukraine and United Nations Office/ Joint Capacity Needs Assessment Exercise/ Aid Effectiveness, Coordination and Management in Ukraine, Capacity Assessment Report/Kyiv, May, 2007 pp. 10-12

⁶⁰ This comment is based on the Ukraine Governance Assessment, SIGMA Report findings, March 2006.

4.3 The Minister of Economy, National Aid Coordinator for EU Assistance

Since 2002, the Minister of Economy plays a particularly important role in Ukraine's aid coordination set up as he is the National Coordinator for EU Assistance. The Minister is assisted in this function by the Head of MoE's Directorate for Cooperation with the EU, who is the Deputy National Aid Coordinator.

Issues identified in the present institutional set up at the MEEIU⁶¹ include:

- **Timeframe of program/project registration:** Several donors have mentioned and criticized the long delays for processing and signing of legal texts such as MoUs: between 2 and 5 years. The administrative process is often described as extremely long and difficult.
- **Unclear role in project monitoring and reporting:** The substantive involvement of DCITA is described as very much limited to project registration and administration of the international technical assistance. Most donors regret the absence of direction, project monitoring reporting and information sharing at the coordination level.
- **Lack of coordination among the three coordinating MoE directorates:** Information (on meetings of common interest for example) is not shared among the three directorates. There seems to be no internal coordination mechanisms among the three directorates as indicated by the directorate representatives and donors.
- **Loose coordination of line ministries in project implementation:** There seems to be no clear information and coordination between the line ministries or recipient institutions, and the coordination entities. This has a negative impact on the preparation of strategy programs, but also in the reporting of project preparation and implementation.
- **Lack of information and management tools:** There is an absence of up-to-date external assistance information, lack of an accessible web-based project database, weak communication and limited 'promotion' of the coordination function.
- **Lack of partnership and policy dialogue with the donors:** There is no institutional mechanism of regular information and dialogue with the donor community on long-term external assistance policy and priority setting aspects.
- **Staffing and capacity development:** The three directorates appear to be largely understaffed, thus not in a position to efficiently fulfil all tasks. The problem is not only one of numbers, but also one of staff capacity that needs to be developed with adequate donor assistance. The main areas in which particular efforts need to be focused to develop the existing capacity are:
 - 1) management and monitoring with established and open standards and operating procedures for registration, reports and processes;
 - 2) a clear understanding of the donor institutions and activities to develop an effective and operational dialogue with the donor community; and
 - 3) develop internal and external communication strategy to foster coordination effectiveness, in particular to establish a web-based management and information management system.

⁶¹ Aid Coordination Report/ Ministry of Economy of Ukraine and United Nations Office/ Joint Capacity Needs Assessment Exercise/ Aid Effectiveness, Coordination and Management in Ukraine, Capacity Assessment Report/Kyiv, May, 2007 pp. 26, 27-28

4.4 The Donor Government Working Groups (DGWGs)⁶²

As part of the decisions taken during the first annual Donor Conference (January 2006), DGWGs were established as a permanent structure of sector-based dialogue between donor and Government representatives. The main documents defining the tasks of the Ministry of Economy are the Presidential Decree № 1159/2000 of 23 October 2000 and the Cabinet of Ministers Regulation № 153 of 15 February 2002 "On the Creation of a Uniform System of Involvement, Use and Monitoring of the International Technical Assistance."⁶³

The DGWGs are aimed at sharing responsibility between a lead government agency (and other relevant government participants) and a lead donor (and other relevant donor participants) for each group and thematic sub-group. In total, 5 thematic working groups and 23 sub groups were established as part of the DGWG framework, which is widely perceived to be a large and unmanageable number. To date only one sub group (trade and macro economics) has met twice. Other groups have met once or not at all. There is no clear function or direction of the DGWGs.

The lack of inter ministerial coordination and information, a key precondition, is also a critical factor in the non-functioning of the DGWGs. However, despite the rare meetings taking place, the DGWG is the most advanced form of overall dialogue between the Government and donor community. The group has an important potential to develop into a very efficient forum to discuss Government sector strategies. The DGWG in particular could become the appropriate forum to work out the Paris Declaration action plan.

The goal of the DGWG will be to support Ukraine's progress towards, and the donor community's mutual commitment to the Paris Declaration of Aid Effectiveness, by providing a forum for joint donor-government discussion of local ownership, alignment, harmonization, results-based management and mutual accountability, as they relate to their respective programs of international technical assistance.

The aim is to maintain links between the Ukrainian side and the donors in order to coordinate the involvement of international technical assistance with greater alignment towards the principles of Paris Declaration on Aid Effectiveness as well as in accordance with the state priorities for the social and economic development of Ukraine and to support the capacity of Ukraine to make the best use of international technical assistance, to share experience of the ODA and give expertise and advise to Ukrainian side on the related matters.

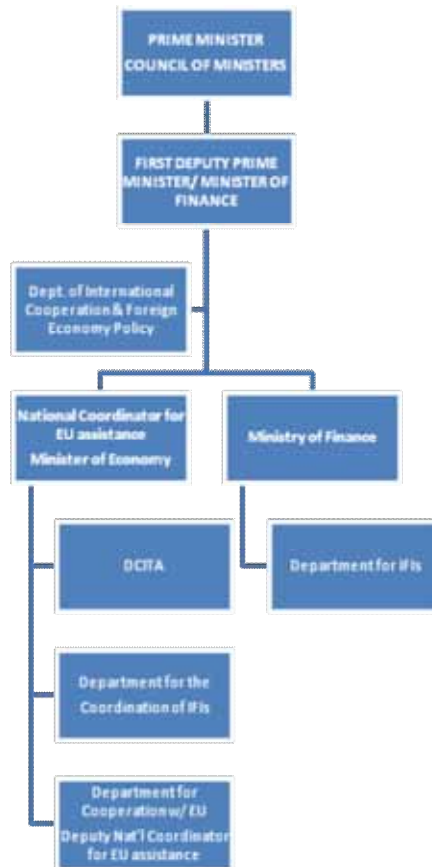
The Working Group consists of:

- from the Government of Ukraine: representatives of the Secretariat of the Cabinet of Ministers, Ministry of Economy of Ukraine, Directorate for Coordination of the International Technical Assistance, Ministry of Foreign Affairs of Ukraine
- from the Donors: the United Nations system, Embassy of the United States (United States Agency for International Development), World Bank – representing the International Financial Institutions, Embassy of Canada (Canadian International Development Agency), Delegation of the European Commission, the Embassy of Republic of Turkey and the Embassy of Japan.

⁶² *ibid*, pp. 28-29

⁶³ web-site: www.oda-coordination.org.ua

4.5 Current Aid Architecture⁶⁴



⁶⁴ *ibid*, pp. 25

5 The Ukraine SDC program

The COOF developed its latest cooperation strategy for the period 2007-2010.⁶⁵ The cooperation strategy is founded very clearly on an assessment of the governance context and accompanying challenges in a country striving to achieve “European Standards”. The strategy describes the political economic context of Ukraine’s post Orange Revolution recognition by the US and EU as a “functioning market economy” with imminent accession to the World Trade organisation and with a more open democratic character. The strategy describes a country with high levels of economic growth and poverty reduction but growing wealth gaps between rural and urban populations and includes gender analysis that compares the economic and employment positions of men and women.

The paper describes key challenges for a divided country (one half looking east and the other west) as including tackling low productivity, poor infrastructure, weak domestic competition and economic and social reform. The governance, economic and social policy challenges around the rule of law, democratic culture and citizenship, regional imbalance and a focus on the vulnerable are outlined.

The paper describes the GoU’s policy relationship with the donors (see above) and outlines its own focus against a historical background of a shift away from humanitarian aid during the economic crisis of the 1990s to present strategy (begun with the 2002-06 country program) of continuing support to the transition process. Within this relationship, the paper reflects on a tried and tested SDC strategy of “pioneering new approaches” in sectors “that are not necessarily politically visible, but where significant work was needed to achieve the European norms”

The overall goal of the Swiss cooperation for 2007-2010 is described as:

Switzerland supports Ukraine in its move towards a democratic society, ensuring equal access of people to decision making processes, social justice, rule of law, and to the benefits of the market economy.

The strategy outline for 2007-2010 is to continue to work in sectors where it has a strong *comparative advantage* (with justice reform and penitentiary reform mentioned), where there are possibilities to be active in *niche topics* “where a small and flexible donor can make a difference” (support to decentralisation cited), and where a pilot approach can demonstrate changes for scaling up (including organic certification, justice reform, penitentiary reform and decentralisation).

These three strategic elements of comparative advantage, niche topic and demonstration effect are used to justify a continued project approach in the face of Paris Declaration objectives. The paper emphasises, however, that the COOF will continue to organise multi-donor roundtable learning events on the back of its demonstration projects and will continue to participate in multi donor information exchanges under the coordination of the MEEIU.

The paper describes a focus on three main sectors (the full list of projects funded within each sector is presented in 0):

- Health, with a priority theme of reproductive health and mother and child health
- Rule of Law and Democracy, with a priority theme of justice system and decentralisation
- Agricultural and Rural development, with a priority theme of rural production systems

⁶⁵ SDC, 2007. *Cooperation Strategy: Ukraine 2007-2010* (Kiev: SDC)

SDC Ukraine sectors, projects and project implementing partners

Sector	Project	Project implementing partners
Good Governance: Rule of Law and Human Rights	Justice Reform in Ukraine	Centre for Judicial Studies
	Police Strategies for Decreasing Juvenile Crime	MIA, Kyiv Law Institute
	Women, Mothers with Children in Prison	DfEP, WICC
	Prison Reform	Bila Tserkva Prison, DfEP
	PreTrial Detention Reform	DfEP, CJS
Good Governance: Decentralisation and Democratisation	Support to Decentralisation in Ukraine	SKAT
	Promoting Conditions of Participatory in Urban Areas, Phase II	UNDP
	Decentralised Public Service Delivery in the Rural water Supply Sector	UNDP
	Community Based Youth Development Initiatives in Chernobyl Affected Areas	UNDP
Financial and Technical Projects: SECO	Corporate Governance in Banking Sector	IFC, Banks
	Corporate Governance in SME Sector	IFC, Enterprises
	Swiss Trams to Vinnitsa	Vinnitsa Trolley and Tram Dept
	Euroventure UA Fund II	Euroventure Management Ltd, Enterprises
Civil Society and Scientific Cooperation: Society, Culture, Science	Small projects	Various
	CH Cultural Program SDC with Pro Helvetia	Cultural Foundation
	Co-operation Ukrainian and Swiss research Institutions	SCOPES
Natural resources Sustainable Use: Agriculture, Forestry	Sustainable Land Use	SCA, Agricultural College in Illintsi, MoAP
	Access to Rural Financial Services	Ukrinbank, SCA, Agricultural College in Illintsi
	Forest Development in Transcarpathia (ForZA)	IC, SFC
	Organic Certification and Market Development	FiBL
Social Justice: Health and Social Network	Social Worker's Education	MoY, CCF
	Improving Perinatal Health Services	MoH, SCIH
	Maternal and Child Health Promotion	MoH, CCF, MoE, MoY

6 Evaluation findings

6.1 Strategic intent

6.1.1 The strategic focus of SDC Ukraine: Governance rules

Two important elements have influenced the strategic focus of SDC in Ukraine. The first element is the political economic context of Ukraine's post Orange Revolution recognition by the US and EU as a "functioning market economy" with imminent accession to the World Trade Organisation, providing the COOF with a strong orientation to the governance challenges facing Ukraine as it strives to achieve "European Standards".

This steer was strengthened by the fact that at the time that the COOF was discussing its new strategy, *Cooperation Strategy Ukraine 2007-2010*, SDC had introduced governance as a new transversal theme alongside gender (replacing HIV/AIDs). The COOF was getting to grips with this new theme, with a workshop on human rights based approaches and other activities. This, combined with the political context in Ukraine, thrust governance to the fore in the COOF and meant that gender as a transversal issue only got a brief mention in the Cooperation Strategy.

6.1.2 Strategic positioning with respect to donor community and government partners

With its limited resources, SDC does not have a highly visible role in the donor community but the COOF works quietly and effectively with donor partners and has developed very good cooperation relations with Government partners.

In a climate of turf competition amongst donors, SDC has found specialist niches where it can add value, using a local demonstration effect which is considered an effective way to use limited resources for maximum impact. In this way the COOF has utilised the approach apparently favoured by many SDC COOFs, which is to demonstrate good practice with model projects and then work with sub-national government, and when necessary with national government to encourage a broader adoption of the model.

At the same time, COOF has found that in a context where donors cannot use aid conditionality to get an automatic seat at the policy table, that it is much more effective to work "under the radar" with sub-national government and then push to scale up success stories. This means that while SDC is good at cooperation and well respected, it does not get bogged down in what it might see as unproductive policy discussions.

There is anecdotal evidence from the evaluation that among other donors the SDC is recognized as one of the more effective donors, SDC programs achieving effective results with few resources in the areas which are often not considered by other donors in Ukraine. This also refers to the regional coverage of the SDC's projects, which are implemented in remote rural areas of Ukraine.

Anecdotally, SDC is seen as a very constructive donor for the Government cooperation for a number of reasons:

- Its operational mobility, quickly reacting to the government's requests for cooperation and co-financing in short-term projects;
- Its Steering Committee, which models a highly professional, democratic approach to partners' cooperation;
- Its excellent team of COOF analysts, which is strong in needs assessment, very precise and realistic in elaborating the project strategies and action plans;
- Its capacities for launching projects in the areas which are not/or poorly covered by other donors;
- Its positive, supportive cooperation, mutually beneficial for all involved partnering sides (some other donors, for example, oppose the co-financing/cost sharing model).
- Its strong project planning and management (work on the matrix-based approach, which considers all project components and provides implementation tools for each component of the strategic matrix);
- Its commitment for the long-term with project partners.

6.1.3 Strategic thinking: Gender equality and the missing theory of change

The transmission of gender strategic thinking from Berne to COOF has been picked up and locally driven by the COOF. The COOF, through the leadership of its Country director has taken the decision to mainstream gender equality in its program and projects and has been motivated by the identification of gender as one of the only two transversal issues. So from a brief description of gender as a transversal issue in the Cooperation Strategy, there has been much activity, discussed below.

But amidst all this activity there is still a missing middle (i.e. between policy statements and project activity). Linked to this missing middle is an absence of a "theory of change" which lays out the assumptions about how to achieve gender equality and links these to a plan of action. Gender equality is intuitively rather than analytically driven.

This gap is indicative of a country strategy that itself has a missing middle; i.e. that looks opportunistically for niche entry points within a broad commitment to supporting good governance and transition in Ukraine. The result is a tendency for gender to be integrated retrospectively in project activities rather than being driven strategically.

6.1.4 Procedural innovation: The establishment of the Gender Consultative Committee (GCC)

While at a strategic level, the COOF is weak on a gendered theory of change, the Country Director has shown strong leadership on introducing innovative institutional and procedural change to build gender equality into annual planning and into the design and implementation of its project portfolio. This has been achieved primarily by introducing a process of "gender certification", backed by a local Gender Consultative Committee (GCC) which has a dual role of advising and appraising.

In 2005 the local gender focal point (GFP) was appointed in the SDC country office. Previously, when the internal resources were utilized, it caused additional workload on the gender focal point, and interfered with her other responsibilities being a national program officer. So, the SDC contracted an external consultant reporting to the COOF. The External Gender Consultant provided a baseline study of the program areas, assessed the gender

analysis capacity of the office team and elaborated the following recommendations: to set a Gender Consultative Committee, sometimes described as a “Gender Board”, to evaluate, using a standardized format, the gender equality dimensions of all SDC’s projects.

The GCC was formed in 2006 and its status approved in December 2006. The GCC is described as an “(independent) advisory and co-ordination body for the successful gender mainstreaming in the Swiss Cooperation Program” (see Ukraine Annexes0). It has 6 voting members – five females and one male -- all with gender expertise.⁶⁶ They are tasked with (i); conducting organisational audits of the COOF and PIUs; and (ii) gender auditing of the COOF country program and project portfolio. There are two potential types of conflict here which need to be monitored carefully as the GCC evolves: (i) the reaction of project partners to support function of GCC having received a poor evaluation; and (ii) the incentive for the GCC to give a poor evaluation so that they generate a demand for their coaching role. Ways around this include creating two separate pools of people with separate responsibility for appraising and advising.

When engaging with SDC COOF and PIUs, the GCC’s main point of contact is often the COOF/PIU gender focal point. The GCC meets twice a year, with possible additional ad hoc meetings scheduled. Stakeholders from projects under discussion may be invited to attend. During the period of the evaluation, the GCC was chaired by a gender consultant who is contracted by COOF for a specific number of days over any given period (see example of TOR in Ukraine Annexes). An organisational audit of the COOF was conducted by an independent gender expert in 2005, prior to the establishment of the COOF. The results of this are summarised in Section 0 below. The organisational audit of the PIUs is included as a category in the audit matrix developed by the GCC and discussed below.

The GCC gender evaluation matrix summarised

Category (scored 1-5)	Political will (1-5)	Technical capacity (1-5)	Realisation of plan (1-5)	Organisational culture (1-5)
Indicator				
Gender analysis				
Project documents				
Readiness to measure				
Gender disaggregated data				
Personnel policy				
Gender project component				
Gender experts in implementation				
Gender indicators in project				
Gender mainstreaming (GM) insitutionalisation				
GM impact on project changes				
Perspective for GM in project				

⁶⁶ The GCC members are: Olena Suslova, Chair of the Gender Consultative Committee; Serhiy Plotyan, Head of the Parliament (Verkhovna Rada) Committee on European Integration; Alla Chegrin, Specialist of the Parliament (Verkhovna Rada) Human Rights’ Commission; Natalia Kostyuk, Head of the Darnytsa Family Centre, Kyiv; Oksana Kis’, Researcher at the Lviv National State University; Yaroslava Sorokopud, Lviv, Gender specialist at the NGO “Heifer International, Ukraine”.

- In the second area of COOF program and project portfolio audit, the specific tasks of the GCC with respect to the project portfolio relate to both evaluation (policing) and support (coaching) and include:
- Appraising project documentation for gender equality mainstreaming content
- Conducting independent assessments of SDC projects using an evaluation matrix that scores indicators of gender equality in the project cycle. The evaluation matrix is summarised above and provided in full in the Ukraine Annexes). This evaluation is applied to three stages of the project cycle: (i) “document analysis” (analysis of design), (ii) “implementation analysis” (analysis of implementation), and (iii) “beneficiary analysis” (analysis of outcomes and impacts). These assessments are presently being rolled out incrementally with the existing project portfolio
- Advising the COOF and PIUs on gender related issues. This includes the chair participating in the COOF annual planning process every October
- Providing gender capacity building support to the COOF and PIU gender focal points⁶⁷, including developing and delivering gender training modules and providing sensitisation on the (changing) gender context in Ukraine.

On the basis of the three-stage independent project assessment process bulleted above, the GCC is presently working with the COOF to develop a certification scheme, a process that was initiated in late 2006 and documented in a Gender Hearing in May 2006 (see Ukraine Annexes0). Projects will be certified if they meet a minimum score on the above auditing process. They will then be re-audited on a regular basis so that the certificate can be potentially withdrawn after a period.

The progressive impact of the gender audit and certification process on projects is illustrated by the case of the SDC project with the Centre of Judicial Studies, a now-independent NGO that was originally established within the Ministry of Justice. GCC representatives had two meetings with the Centre. During the first meeting Centre members were sceptical, considering gender irrelevant to their work. During the second meeting, however, the discussion was more open, with the result that the Centre provided a survey including gender specific questions and gender-disaggregated data on divorces and other judicial questions.

⁶⁷ The gender focal points in the regional projects, been evaluated, are: Yulia Azurkina, Ecolan, Illinty, Vinnytsa region; Natalia Kulik, FORZA. FORZA also cooperates with the Transcarpathian Centre for Gender Education (Marianna Kolodiy) and Uzhgorod Press-Club Reform (Iryna Breza).

6.2 Organisational dimensions

6.2.1 Background

The COOF is a small office which is staffed by the Country Director (Ueli Muller), 5 national Project/Program Officers (NPOs), a financial officer, an administrator, a cleaner and a driver. The Country Gender Focal Point is Ludmyla Nestrlyay (one of the 5 NPOs). The evaluation case study projects are managed by them in the following way:

- Ueli Muller, the Country Director
- Lyudmyla Nestrlyay, National Program Officer, “Women and Mothers with Children in Prison”
- Andriy Kavakin, National Program Officer, “Rule of Law and Human Rights: Justice Reform in Ukraine”; “Awareness Raising in Mediation Techniques for Prosecutors”
- Olena Lytvynenko, National Program Officer, “Decentralization and Democratization: Support to Decentralization in Ukraine”
- Petro Ilkiv, National Program Officer, “Improving Prenatal Health Services”, “Maternal and Child Health Promotion”
- Viktor Shutkevych, National Program Officer, “EcoLan”; “FORZA”.

The Country Director, when himself the COOF gender focal point, initiated a series of innovations around gender certification (discussed above). The gender focal point role passed to Ludmyla Nestrlyay in May 2007.

6.2.2 COOF organisational culture and procedures

The observation of the evaluation team during its visit was that the COOF has a positive culture supporting progressive views on gender equality and supported by good practice and procedures. The results of the team’s organisational survey confirm these observations (see 0).

In the analytical framework “quadrant” of women’s and men’s consciousness, there is a wide degree of consensus that staff feel respected, confident and secure, that they are knowledgeable and committed to gender equality and that leadership is committed to gender equality. The overall average score for this group of questions was 4.5 out of a possible 5.0. Comments invited in the questionnaire support the scoring in these areas. There was a wider spread of scoring on the capacity for dialogue and conflict management, priority setting and building policy and program coherence. Lower scores were given on the basis of concerns over coherence and priority setting rather than on dialogue and conflict management.

In the quadrant of access to and control over resources there was also a high degree of consensus with average scores of 4.0 for three out of four questions and an overall average of 4.0. The accompanying comments reveal, however, that staff members perceive that capacity for achieving gender equality goals is mixed and that more capacity building is needed. There is also a lack of clarity on how much budget is actually supposed to be available for gender equality actions in the COOF.

In the quadrant of formal rules and policies, there is a wider spread of scoring across the questions. Scoring is fairly consistently high on internal organisational rules, procedures and accountability, but is much more inconsistent (scores ranging from 2 to 4 and an average of 3.0) on the question of integrating gender analysis into policy dialogue and program and project work processes. It is possible that this is because non-operational staff were

included in the questionnaire survey. On the question of whether gender equality is a high priority in program and project objectives, there is a view that it is important “but not a first priority theme” given the sectoral approach of the country strategy. One comment on accountability mechanisms suggests that accountability could be strengthened for gender equality in operations (but that the mechanisms should be very practical). We will pick up on these questions in the next two sections.

In the final quadrant of internal culture and deep structure there is a very positive outlook among staff on the cultural values and norms regarding gender equality. One member of staff in accompanying comments observed that there is “a family environment in the office” and that women’s issues are “in the air (and) a lot of time is paid to the issue in staff meetings etc”.

SDC Gender Mainstreaming Evaluation Organisational Assessment Survey, Ukraine COOF results

Question	Avg rate 1=Low 5=High
Women’s and Men’s Consciousness	4.5
1. Women and men feel respected, confident and secure in their work environment	4.5
2. Staff are knowledgeable and committed to gender equality	5.0
3. Leadership is committed to gender equality	5.0
4. Staff and leadership have capacity for dialogue and conflict management, priority setting and building policy and program coherence	4.0
Access to and Control over Resources	4.0
5. Sufficient budget, time and human resources are devoted to actions to advance gender equality	4.0
6. Number of women in leadership positions	4.0
7. SDC Staff have sufficient training and capacity for advancing and achieving gender equality goals	4.0
8. Program/project staff have sufficient training and capacity for advancing and achieving gender equality goals	3.5
Formal Rules, Policies	4.0
9. SDC’s country focused strategic goals include promoting gender equality within the organization’s mission and mandate	4.5
10. Gender equality has a high priority in program and project objectives	4.0
11. Gender analysis is built in early and consistently into policy dialogue and program and project work processes (including planning, implementation and evaluation)	3.0
12. Management and staff are accountable for implementing gender equality policies	4.5
13. SDC has policies for anti-harassment, work-family arrangements & fair employment	4.5
14. SDC staff know about SDC policies for anti-harassment, work-family arrangements & fair employment staff and use them	4.0
15. SDC has accountability mechanisms and processes that hold the organization accountable to gender equality goals	4.0
Internal culture and deep structure	4.5
16. SDC organizational culture accepts and values women’s leadership	4.5
17. Gender issues are owned across the organization	4.5
18. SDC acceptance the need for work-family adjustments for international and national	4.5

staff	
19. Women's issues are firmly on the SDC agenda	4.5
20. Agenda setting and power sharing is open to influence and change by both men and women in SDC	4.5
21. SDC has powerful advocates for women's empowerment and gender equality	4.0
22. SDC value systems prioritize knowledge and work geared to social inclusion and gender equality	4.5
23. SDC's organizational culture prevents sexual harassment and violence against women	5.0

Evidence of innovation and policy change: The Gender Consultative Committee Organisational Audit

As discussed above the Country Director took the strategic decision to initiate a Gender Consultative Committee, which was established as a sub-structure of subcontracted specialists. He had previously taken the initiative for an independent gender consultant to audit organisational culture and procedures in the COOF⁶⁸. The audit covered gender and discrimination awareness, gender competence raising, organisational culture, procedures and partners' projects. The audit also included a gender indicators visioning process for the organisation.

The audit noted that it was very significant that the Country Director took on the role of gender focal point himself, concluding: "political will is important to make this process more sustainable and continual".

The audit concluded that "the general atmosphere in the office is managing, professional and comfortable. Staff looks very motivated and process/result oriented. Gender dimension is friendly enough." The audit provided three key recommendations:

- A more organized approach to building gender competencies
- A more explicit inclusion of family policy in the employment agreement
- Partners' projects need clearer understanding of gender mainstreaming in project design and implementation (see discussion below).

The findings of the report have been translated into a COOF organisational/ HR document detailing staff entitlements, including trainings, consultative assistance and monitoring. The formalisation of this document has been held up and Country Director acknowledges that this needs to be finalised and implemented.

The local gender expert who chairs the GCC has been subcontracted by the COOF to provide continuing support for gender equality mainstreaming. Her TOR allow for 10 days inputs over the six month period of July-December 2007 are attached in the Ukraine Annexes.

⁶⁸ Suslova O, 2005. Gender Mainstreaming. Organisational Gender Analysis: Swiss Cooperation Office Ukraine", unpublished report

6.3 Program results

6.3.1 Gender equality in program design and content

As described above, the COOF has selected three priority themes/ sectors for programmatic intervention:

- Health, with a priority theme of reproductive health and mother and child health
- Rule of Law and Democracy, with a priority theme of justice system and decentralisation
- Agricultural and Rural development, with a priority theme of rural production systems

These sectors are loosely organised under a country strategy that seeks to support governance and transition, and are pragmatically driven by the COOF's niche-seeking strategy. Program design and content clearly is not motivated by gender equality mainstreaming concerns. Gender equality concerns have entered into programming through the COOF's efforts to build activities into individual projects that are women-focussed or which promote gender equality.

There is an absence at the program level of the type of in-depth social and gender analysis that can allow the COOF to make transparent in its documentation the gender equality goals and effect assumptions at the level of program design and content.

6.3.2 Gender equality in project design

The lack of a clear conceptual approach to achieving gender equality at program level is reflected to a significant extent in the content of project design. In some projects, such as the Women and Mothers with Children in Prison projects and the two inter-linked health projects (PHP and MCHPP) women are the primary project beneficiaries. In other projects the link with gender is less clear but is still there to be found. The Decentralisation Support project, for example, has the potential to address women's practical gender needs through communal water provision while empowering them politically through participatory governance mechanisms.

Even when women are primary beneficiaries of projects there is a tendency for project documentation not to do justice with respect to linking gender analysis to project design. Too often the contextual discussion in project documentation fails to summarise gender aspects of the project context and to identify risks and opportunities for the project in promoting gender equality goals. Often these gender components are implicit, sometimes overlooked.

In some instances gender equality design issues have been picked up after projects have begun through gender evaluations (notably in the case of FORZA and EcoLan gender studies). Some of these recommendations have filtered through to project implementation or to the next phase of project design.

The growing role of the GCC in systematising this evaluation role at the upstream stage of project design is crucial. The test for the GCC and for the COOF is to reflect on whether there is evidence that gender equality is being integrated more effectively into these documents, as well as being effectively summarised in the shorter Credit Proposals.

6.3.3 Gender equality in project implementation

Although, as discussed above, gender equality goals and effect assumptions do not figure prominently in project documentation, there is a very encouraging effort being displayed by project partners across the selected case study projects to build women-focussed or gender equality activities into project implementation.

The case study projects evaluated and summarised in Annex A show a wealth of project activities that address gender roles and relations and which seek to create equal opportunities for women and men in social, political and economic spheres of life.

Part of the problem is that without a conceptual steer, there is a tendency for projects to go with default activities such as gender trainings and awareness raising events. These activities may well be useful and justifiable, and are demonstrably so if they are conducted with project stakeholders to achieve project goals, but the risk is that they deflect attention away from project activities that build women's capacities, empower women, challenge traditional occupational segregation or transform gender roles and relations.

During the course of this evaluation visit, there were some indicative examples emerging⁶⁹ of opportunities lost, or at risk of being lost, in project implementation, that the GCC could pick up on in its auditing role:

- In the FORZA project the training college activities appear to be skewed towards generic gender curricula elements and less towards actively encouraging female students through outreach to enrol in non-traditional courses in order to expand occupation opportunities in higher skill areas and challenge gender stereotypes
- In the Women and Mothers with Children in Prison project, despite a project design which addresses training and strengthening of women's capacities and reintegration skills, as well as the training of prison staff working in the family prisons, there seemed to be a perception amongst some implementing stakeholders that women's primary roles were as mothers and dependents rather than as empowered individuals with expanded social and economic choices
- In the EcoLan project, women's opportunities appear to have expanded unexpectedly as organic farming activities change from labour intensive to capital intensive (in contrast to assumption in early gender analysis that women would end up doing more weeding), creating opportunities for women to be trained in accounting and business management and access to credit increased
- In the Decentralisation Support project it was not clear from the normative perspective expressed by the project partners whether the project would challenge prevailing assumptions about family and household roles through its support to the process of participatory governance and planning.

⁶⁹ We should stress that field visits were quite brief and that these findings were rather impressionistic.

6.3.4 Gender equality in project reporting

The COOF has a highly systematic and routinised set of reporting requirements expected of project partners, characterised by regular progress reports and annual reporting against project achievements, along with a mid-term review that focuses more on outcomes and impacts. Meanwhile, within PIUs, the annual planning process has allowed project managers to be more creative in looking for gender equality opportunities “on the hoof”.

There is tendency for project reporting in general to focus on inputs and outputs at the expense of routinised outcome and impact analysis.⁷⁰ Recent GCC project audit reports to date have picked up on an absence of gender disaggregated reporting. Where gender is built into reporting it therefore is characterised by counting numbers of women being trained or on committees etc. One important aspect of monitoring and evaluating gender equality is that it requires process indicators, and that these indicators need to draw on both quantifiable, countable data and on qualitative data, much of it based on perceptions of change. There is a nice example of this type of monitoring in the Mothers with Children in Health Project that implements a female satisfaction survey to look at the project’s impact on its primary beneficiaries.

This type of qualitative, dynamic analysis of changing gender roles and relations, changes in gendered access to and control over resources etc. is the type of analysis that uses the tools gathered together in the SDC gender toolkit. There was no evidence in the field that these types of gender analysis tools were being used either intermittently or systematically, although there were reportedly no clear instructions from HQ to COOF on the use and promotion of this toolkit.

⁷⁰ The COOF expects outcome reporting in the annual project report, but acknowledges that the quality of such reporting is variable.

7 Emerging Issues

7.1 The GCC function and impact

Much of the discussion in Section 4 above raises issues that can be addressed through the evolving role of the GCC and this is what makes the learning element of this evaluation so exciting and potentially fruitful. It is still early to assess how effective the GCC is being but it is clear that there are instances in which it is having an impact.

With the advent of the GCC as an instrument for gender equality mainstreaming, there is a tremendous opportunity for the COOF to effectively integrate gender equality as a coherent approach in its country program, while strengthening the design, delivery and monitoring and evaluation of individual projects. The methodology adopted for the GCC of auditing projects at every stage of the cycle from design through implementation to results is extremely encouraging.

However, there is a risk that if gender equality can be seen to be sub-contracted to the GCC then there is less incentive for COOF and project partners to work to integrate gender. This risk is increased if the GCC does not have effective resources or leverage to influence COOF operations and outcomes and so becomes sidelined or a tokenistic rubber stamping machine. The challenge then is to make sure that the GCC operates efficiently and effectively and that it has leverage.

One area to look at to help achieve this is the ease of application and interpretation of the gender audit. The GCC auditing instrument looks complicated and could be usefully simplified in order for its utility and impact to be improved. Simplifying the gender audit matrix may help to make sure that gender mainstreaming happens, avoiding the danger that PIUs become confused by too many indicators and can't see the wood for the trees.

7.2 Moving gender equality upstream

There is also a clear area for improvement, again with the GCC as the vehicle for change, in moving gender mainstreaming efforts from retroactive or remedial project activities upstream into planning platforms and project documents. The documentation process is where gender becomes "invisibilised" in the first instance, even when there are good things happening on the ground. The starting point for this documentation is the country policy documents.

The COOF will need to monitor carefully the systematised improvement of gender analysis in project planning platforms, concept notes and project documents as early indications suggest that even since the formation of GCC, the latest project documents are not systematically getting improved gender analysis. This is partly perhaps the result of the need to clarify roles and responsibilities on project preparation. Is it the case that gender can fall through the gap between PIUs and the COOF?

With upstream documentation, project activities then become guided by the project strategy, with less chance that gender activities will take the relatively easy option of gender trainings and awareness building (or at least that this will have to be justified). In this way programming and projects will move more systematically from what might be characterised as a "gender awareness" approach to a "gender equality" approach.

7.3 Strengthening and supporting gender focal points

The role and significance of the gender focal point as a concept and as an actor continues to be important in the COOF thinking. The GFP has become an almost standard feature of PIUs and of course within the COOF itself. It is important that the COOF ensure that GFPs have the tools, the time, resources and political positioning to be influential in this role.

The institutional links between the GCC and PIU GFPs need to be established so that lines of communication work effectively and that projects respond in a timely fashion to GCC recommendations. The gender certification process will only work if it comes with rewards and sanctions but it is not fair to expect GFPs to be accountable if their own capacity and position within PIUs is not meaningful. One simple action would be to review TOR for GFPs, review their time and budget allocation and review their lines of reporting and influence within each project office, including of course the COOF itself. If a typical allocation of time is 10-20% then this begins to look tokenistic even if the GFP is highly efficient. Under busy office conditions, their gender focal point responsibilities can suffer under the pressure of other work.

We would point here to the importance of linking gender focal points effectively to project steering committees which have the important function of regularly receiving project reporting information and reflecting on project progress and making decisions about adjustment to implementation activities and budget allocations.

7.4 Moving measurement to outcomes

Finally, the issue of what to measure has come out of this evaluation very clearly. It looks as if projects focus insufficiently on outcomes, relying on external evaluations to consider outcomes. This is an important issue with respect to promoting gender equality because the link between project outputs and project outcomes is where changes in gender equality can be observed and measured. It also forces project managers to test their assumptions about the transmission from inputs to outcomes rather than staying in the comfort zone of measuring inputs and outputs.

Of course some outcomes will change more quickly than others and some outcomes are more easily attributable to project interventions, so the choice of what to measure is crucial here. Existing work and instruments designed to measuring change processes and changing relations will prove useful here. There are opportunities to use new quantitative and qualitative tools in project monitoring and moving beyond the somewhat tyrannical grip of the logframe indicators. These have emerged out of a three-decade tradition of gender planning but are highly applicable to evaluating change. Some of these tools have been included in the SDC gender toolkit.

8 Conclusions

The COOF in Ukraine has made some extraordinary and highly innovative steps towards promoting gender equality in its country program and is to be commended. Furthermore, the indications are that project partner organisations are progressive and promote gender equality in their internal and external actions.

The highlight of the COOF innovation is the GCC evaluation and support function (mirrored locally in the case of the FORZA project). The GCC audit function needs to work imaginatively and remorselessly towards promoting gender equality in the country program. This should also involve a conscious effort to ensure that thinking and resources move beyond promoting gender awareness and towards promoting gender equality.

This has implications for SDC perspectives on projects as being political rather than narrowly technical exercises. In many cases political change can be affected under the guise of technical interventions but this requires a consciously articulated strategy. Projects cannot afford to shift into a default mode, they have to have a very clear normative position on empowering women and on unsettling existing norms, attitudes and (formal and informal) rules. Without his clear position, despite the best will in the world, gender evaporates. At best gender activities become add ons; at worse project activities reinforce the status quo as men occupy new spaces and take up new opportunities.

Certainly the documentation of gender equality, from country strategy through project documents to annual reporting and periodic evaluations needs to be more visible. The relationship between COOF and PIUs on project identification and design also needs to be clearer and systematic so that gender cannot fall between gaps in responsibilities. A discipline of creating a theory and narrative of change in gender equality needs to be instilled. If gender equality is not down on paper then it will not happen. It is significant that gender equality is currently absent from the opportunities and risk column of the project logframes. If you turn a logframe on its side it is this column that starts to become the theory of change.

Finally, if gender equality is not measured, then it will not change. This means in the first instance counting men and women in project activities but it also means moving beyond this type of counting to the more qualitative forms of measurement of outcomes using evaluation tools (already out there waiting to be used) that look at changes in capabilities and opportunities while also capture dynamic and process-based elements of gender equality.

9 Agreement at Completion Point SDC Ukraine COOF

Introduction

The synthesis workshop was conducted over two days with objective of (i) sharing and discussing the evaluation findings; and (ii) identifying concrete actions to further strengthen gender equality mainstreaming in the SDC Ukraine program (see Annex 3 for the detailed program).

Stakeholders invited to participate in the workshop included; (i) COOF staff; (ii) Berne HQ E +C and gender specialist staff; and (iii) implementing partners from the selected evaluation case study projects.

Day 1: The evaluation report presentation and responses

After a welcome and introductions, the evaluation report was presented as a power point presentation during the morning session. The report was well received and was endorsed, although with some factual and interpretive elements questioned and corrected. These will be taken into account in the final version of the synthesis report. Participants undertook to provide written comments by a given deadline.

The main issues raised by the valuation related to:

- The evolving function and impact of the Gender Consultative Committee (GCC) in mainstreaming gender equality
- Moving gender equality upstream from project activities to a theory-driven strategic approach to change
- Strengthening and supporting the function and institutional position of gender focal points
- Measuring outcomes – using a mix of qualitative and quantitative methods - to test and refine models of change at program and project levels

The presentation prompted a thoughtful set of responses and a healthy discussion. The discussion fleshed out points identified in small group work and summarised in Table 1.

The COOF Director provided feedback on the report from the COOF. He agreed that the COOF is intuitively finding a strategy in Ukraine through demonstration projects in niche sectors. He agreed that the “missing middle” (of a theory or model of change) – that should link strategy statements to program design and implementation – was an important issue that needs to be addressed; “we need to identify where it is missing and how we can fill the gap”.

Table 1. What have we learned from this evaluation and what about the future?

What have we learned from the evaluation?

- Importance of having a conceptual framework
- Importance of having rules and guidelines for operationalising/ applying gender
- Importance of having a comprehensive methodology
- Awareness of the general picture of how gender is introduced into the COOF
- Problem identification for project design
- Knowledge about gender indicators
- Awareness of the need for a - clear gender strategy – COOF
- Missing middle
- Gender certification is useful.
- Change takes time
- Gender mainstreaming is a process from awareness to gender equality
- COOF relationship with partners; COOF relationship with Berne: Clear definition is important.
- Lack of gender specialists within projects is a drawback.
- There is also a Missing middle from legislation to policy (govt)
- Clarification of who is responsible for gender in PIUs is important.

What about the future?

- Awareness raising needs to continue.
- More transfer from the Sub-national to the national level is necessary.
- The role and tasks of the GCC: address that there may be a conflict of roles
- Risk of complacency/ fig leaf with GCC approach needs to be addressed.
- Gender is about men and women
- From theory to practice
- The value of an open and positive process is recognized and continuation will be in this direction.

The COOF Director also responded to the report's findings on the Gender Consultative Committee (or "Gender Board") by confirming that it will be important to think more about how to avoid the Gender Board becoming a fig leaf, allowing stakeholders to conclude 'OK everything is given to the Gender Board so we can continue as usual'. He noted that the COOF needed to finish the gender certification process and make sure that this was "not the end point but was part of a continuing process."

He concurred with the report finding that outcome measurement is an important issue as away of a change management approach of measuring and testing assumptions and models of change.

He suggested that the COOF has addressed gender in organisational culture but has not yet made enough strides to export that gendered organisational culture to project partners. The COOF needs to look more closely at how to do this.

He concluded by agreeing with evaluation's finding that gender was not and will not be seen as the overall driver of the country program. Instead it is one of the engines in the program, pushing it forward in the right direction.

The COOF gender focal point added some observations. Commenting that the report was good and comprehensive, she noted that on the one hand the COOF should try to address gender equality more systematically, while on the other hand the COOF is being discouraged from producing new strategies so this needed to be thought through. Her COOF colleague and National Program Officer added that there is a tension at the strategic level between governance and gender themes and that indeed gender gets comparatively more funding. The evaluator observed that this is an important question for SDC HQ: ‘How many things can you mainstream?’

The key word in the report, she argued, was “changes”; it is important to focus more on change. She also acknowledged the importance of gender focal points being effectively embedded and receiving the commitment of all colleagues. She noted in addition that the GCC function needed continuing refinement and institutionalisation, while COOF-HQ relations around gender equality mainstreaming needed continuing discussion.

The SDC Head Office Gender Advisor (Governance Division) noted that the openness of the COOF to the evaluation process was very significant and there was some agreement that the personality and commitment of the Country Director was a major factor in explaining this openness.

A GCC member and project partner, commented on the substance of the contextual analysis in the evaluation report. She argued that the gender context as described was not sufficiently nuanced and needed to convey rural/urban and class differences as well as the very dynamic and unstable nature of the policy context. She agreed with the report’s findings on the “missing middle”, but warned that there needed to be a realistic, step-by-step approach to building this up.

There was some debate about the relationship between gender awareness and gender equality, with different “theories of change” expressed. These included the perspective that there needed to be a critical mass of gender awareness before gender equality interventions could succeed⁷¹, and the perspective that gender equality interventions could go hand in hand with gender awareness interventions. This discussion served to confirm the importance of having a transparent and testable theory of change for mainstreaming gender equality.

A very useful perspective from the project partners was provided by the gender focal point for the FORZA project. Referring to the debate about gender awareness she observed that it takes time to mobilise and sensitise people and communities to gender, and in a context where there are some pretty unreconstructed views on gender roles and relations. Furthermore, the economic entry point for the project created a focus on women’s practical gender needs first and their strategic gender needs second. She commented on the importance of developing and using monitoring tools for gender outcomes and noted that the national GCC has started to develop these and that a uniform instrument for the project level would be useful.

⁷¹ A project partner on the Bila Tserkva – Centre of Competence on the Reform Issues in the Penitentiary System of Ukraine project, noted that three years ago within Government, people wouldn’t know whether gender was a nice word or a swear word! Now it has become common currency across departments and at all levels, with courses and curricula developed in the prison training system.

In the afternoon session, participants used cards to brainstorm actions to move forward and identified clusters of cards that collectively related to specific themes for future action. These themes included:

- Developing a country-specific program to fill the “middle”
- How to maintain a continuous and relevant gender mainstreaming program
- HQ-COOF relationships: role, mandate and requirements
- Mainstreaming gender equality in:
 - Program design (evidence-led change model)
 - Program implementation (implementing change model)
 - Program monitoring and evaluation (measuring and testing change model)

On Day 2, the workshop participants, working in two break-out groups, focussed on a very concrete task of translating these themes into a log frame for gender equality mainstreaming. This was not with the objective of committing the COOF to a program of action, but rather to help participants organise and structure their thinking on the way forward. The logframes are presented in Annexes 1 and 2.

The two groups emerged with similar logframes that emphasised the need for (i) clearer strategic direction (based on a change model), (ii) clearer institutional arrangements for gender equality mainstreaming implementation; and (iii) strengthened monitoring and evaluation systems for (outcome-based) gender equality monitoring and evaluation.

The logframe exercise and subsequent discussion generated a working set of recommendations⁷² for a way forward. These included:

- Holding discussions within the COOF and between the COOF and SDC HQ on a document that presents guidelines for gender mainstreaming in Ukraine in order to fill the “gap of the missing middle”.
- Reviewing project design and appraisal arrangements and guidelines from the planning platform stage onwards in which gender analysis is written and which responds to the change model above. Discussion should take into account the gender equality appraisal matrix developed by SDC HQ and link this to the gender audit in order to identify common indicators for gender mainstreaming in project documents (prodocs) and Credit Proposals. These indicators should be further linked to the HRBA indicators in order to create an integrated package of indicators that are clear to implementing partners. In ongoing projects, gender focal points should play a watch dog function to guarantee gender mainstreaming, while in new projects or project phases they should be involved, or at least consulted, in the planning phase.
- Reviewing guidelines, institutional and resourcing arrangements for an evolving GCC. This is work in process, and the audit guidelines will be published together with TORs and guidelines for the GCC by July 2008. GCC TORs will be reviewed in this regard, but in a pragmatic way. GCC members should be available – being aware of potential conflict of interests – for consultancies to projects and trainings within the program also. But GCC will have to be “re-thought” in a way to make it affordable also for COOF.

⁷² COOF proposes to get a one week consultant's job in June in order to define these guidelines and at the same time deal with the selection/elaboration and approval of the GEM monitoring indicators (to fill the gaps of missing middle and for the projects as well; with accent on the outcome monitoring). The best consultant for this would be Jeremy Holland, because he knows now both, Ukraine and HQ in Bern.

- Reviewing the job descriptions and time/resource allocations for gender focal points in COOF and project partner offices. A job description for focal points is in elaboration and will be available on March 14 for discussion in the next GCC meeting. The focal points will then have a two day training in April, including some planning work (to set concrete milestones for the next 1,5 years which will build the basis for further detailed GEM project planning).
- Review program and project monitoring and evaluation instruments, systems and guidelines to integrate the gender model of change with specified gender equality outcomes. Monitoring instruments are not yet unified in COOF and have different functions in different projects and on different levels. The COOF proposes discussing these during a) a planning in April and b) the (possible) week in June with a consultant (see Footnote 2 above).

The workshop concluded with a positive commitment from all stakeholders to take these recommendations forward.

Evaluation of SDC's Performance in Mainstreaming Gender Equality

Part 5 Annexes

Annex A: General Annex

A1 Approach Paper For the Independent Evaluation of SDC's Performance in Mainstreaming Gender

1. Background

SDC is committed to the pursuit of gender equality. In 1993 SDC formulated and began implementing its first gender policy entitled 'Gender Balanced Development'. Since then SDC and its partners have undertaken a variety of initiatives to promote gender as a transversal issue in their development co-operation. These include:

- From 1997 to 2005, SDC conducted two training workshops each year (one in English and one in French): These workshops were open to SDC staff and partners. The aim was to introduce them to methodologies to incorporate a gender perspective in their work as a regular part of their practice. The training has been not only an important capacity-building activity but also a forum for discussion and sharing of experience, as well as an opportunity to explore practical strategies to further participants work with gender in their programmes and projects.
- In 1998 SDC did a review of gender experience up to that time, based on wide consultation and discussion with SDC staff.
- In 2003 a new '*SDC Policy on Gender Equality*' was launched. The policy was developed through a series of consultations with Gender Focal Points and other SDC staff, both in Headquarters (HQ) and in-country. The new policy sought to build on SDC's experiences of working with gender issues for more than a decade. The policy identifies five guiding principles for gender mainstreaming:
 - the mandatory completion of a **gender analysis**, and its use in policy, programme and project formulation;
 - **flexibility** in strategies for gender equality and social change in the face of resistant power relations;
 - **multi-level** strategies linking international, national and local partners involved in multilateral, bilateral and humanitarian aid;
 - **specific action** to address gender inequality, which can target women and/or men;
 - **promoting equal opportunities** at SCD headquarters, in the field offices as well as in partner organisations.

- In 2003 SDC published and disseminated a '*Gender in Practice*' Toolkit in five languages. Elaborated over 2 years in close consultation with SDC staff in HQ and in-country, it links the methodologies applied in the training to key procedures used in SDC, in particular Programme Cycle Management (PCM) and its different components. The "*Gender in Practice*" Toolkit identifies three dimensions of SDC gender strategy, presented in a triangular relationship to denote their inter-relationship:
 - Gender as a transversal issue
 - Specific actions to address gender inequality, which can target women and/or men.
 - Equal opportunities within SDC as an organisation. In compliance with Swiss equality law (1981) and the Swiss Government's ratification of the International Convention on the Elimination of all Forms of Discrimination against Women (1997), SDC is committed to equal opportunities in Headquarters and in COOFs. SDC also works to promote equal opportunities in its partner organisations.
- In 2003, SDC held a workshop on '*Capitalization of Gender in SDC*' which sought to showcase and explore the knowledge and experience of working with gender as a transversal issue that SDC and its partners have accumulated between 1998 and 2003. The report of the workshop, with commentary and cases was published in 2004.
- In 2007, SDC organized another short capitalization of gender mainstreaming in programmes and projects of Swiss Cooperation Offices (COOFs) in the context of an intensive week on gender mainstreaming (including a workshop on Gender Responsive Budgeting).

Over this time, in addition to supporting a range of strategic initiatives externally, the Gender Desk has played a crucial supporting and catalytic role in the promotion of gender equality within SDC. Gender Desk staff consult formally and informally with colleagues in HQ and make inputs into documents of all kinds. They also travel regularly to the COOFs, visiting programmes, running workshops, consulting and being consulted on why and how to address gender issues. The Gender Desk currently has the equivalent of 1.6 staff positions. In 2001 during a restructuring of SDC, the Gender Desk was re-located to the Governance Division. In 2006 governance and gender were declared the two transversal issues in SDC, making this an interesting moment for the cross-learning from an evaluation of gender work in SDC.

2. Why an Evaluation Now - Rationale

Given the long-standing emphasis in SDC on gender equality described above, a thorough examination of SDC's efforts towards mainstreaming gender equality in development is called for. The sheer volume of SDC activity on gender equality, both in headquarters and in-country, warrants a critical look at how effectively and relevantly this transversal issue is promoted in SDC as well as a consolidation of past experiences and a thorough reflection on how to proceed in the future.

Recently there has been a trend in the international donor community towards a more institutional and harmonised approach in the delivery of aid. The Millennium Development Goals and Declaration, the Monterrey Consensus on financing the MDGs (2002), the Marrakech Declaration on Results (2004), the Paris Declaration on Aid Effectiveness (2005), to name just the key events, all call for aligning donor programmes to national priorities and for a harmonised approach, which may involve SWAPs and eventually budget aid. This will strengthen the central level of government in the partner countries – and take both aid and national policy and planning further from local women and men, girls and boys

– at least if no special emphasis is placed on gender equality, human rights and governance issues. Assuming that the trend towards an approach based on the Paris principles will continue, it will be highly useful for SDC to consolidate the organisation's experiences in gender equality in view of contributing to ensure that gender issues at national, regional and local levels are adequately covered in harmonised approaches. At yet another level, the findings of the evaluation can be expected to form an input for multilateral policy dialogue and humanitarian cooperation.

Through its recent Portfolio-Analysis, SDC aimed to sharpen the geographical and thematic focus of the organisation. It was decided that gender and governance will become the only two transversal issues in SDC, with implications for all ten thematic foci. This makes a stock taking in view of shaping the future of gender equality in SDC's operations a very timely undertaking.

3. Purpose, Objectives, Focus and Scope

3.1 Purpose

The purpose of the evaluation is threefold:

- to render accountability by submitting SDC activities to independent assessment,
- to improve future SDC performance in mainstreaming gender equality through learning
- to contribute to knowledge about promoting gender equality in international cooperation.

3.2 Objectives

The evaluation is expected to provide findings, conclusions and recommendations on how SDC can improve the relevance and effectiveness of its gender equality measures as well as how to strengthen conceptual and strategic support for gender equality measures.

The objectives of this independent evaluation are

- to analyze the relevance, effectiveness and sustainability of the implementation of SDC's gender equality policy as outlined under 3.3 Focus and Scope;
- to analyze how SDC as an institution (i.e., through its systems, policies, processes, culture) implements its gender equality policy including the identification of factors which promote or undermine the implementation of the gender equality policy;
- to assess institutional learning within SDC with regard to gender equality;
- to assess the coherence and complementarities of SDC's other policies and priorities with its gender equality policy;
- to assess SDC's contribution in promoting gender equality in the context of donor harmonization and alignment with partner country priorities;
- to assess how SDC can best use its limited resources to further gender equality;
- for SDC staff in the Core Learning Partnerships in the Case Study Countries and at Headquarters to intensively reflect on the findings and conclusions of the evaluation team and to formulate recommendations themselves for improving SDC's performance promoting gender equality in development cooperation.

3.3 Focus and Scope

The evaluation will examine evidence in three interlinked areas: Gender equality results in SDC programmes, institutional dimensions and strategic intent. These three areas of focus are interdependent and influence the quality of the contribution SDC makes to gender equality.

1. **Programme Results:** Assessment of the contribution of SDC programs to gender equality: (relevance, effectiveness, impact [where possible] and sustainability) in three country case studies (Ukraine, Mozambique, Pakistan) and reflecting the different kinds of instruments and approaches SDC is using.
2. **Organisational Dimensions:** Assessment of SDC's systems, processes, procedures, relations, norms and culture with regard to how they assist or impede SDC's stated policy of contributing to gender equality. This dimension of the evaluation will look in particular at the role of the thematic backstopping, but also at other dimensions of how SDC works (incentives, procedures, norms, culture, etc.) through a combination of interviews, documentary analysis and focus groups.
3. **Strategic Intent:**⁷³ Assessment of SDC's strategic orientation of its gender equality efforts along 2 dimensions: effectiveness in contributing to gender equality and identifying an appropriate and well-defined niche for SDC to most effectively focus its limited resources.

SDC has identified three strategic choices for addressing gender equality: using pilot projects to create space; combining gender specific actions with gender mainstreamed actions and creating equal opportunity for women employees. This dimension of the evaluation will analyse which approaches or combinations of approaches are the most effective in contributing to gender equality and why. This will include an analysis of how SDC might best focus its limited resources to advance gender equality in the various types of programming and emerging paradigms in development cooperation in which it is engaged (e.g., bilateral cooperation, humanitarian cooperation, harmonised and aligned approaches, SWAPs, Budget Support, etc).

As far as it is feasible the issue of impact shall be addressed together with the analysis of relevance, effectiveness and sustainability. Efficiency questions should be addressed in the context of project evaluation and monitoring and will not be treated in-depth in this more overarching evaluation.

⁷³ Assessing strategic intent is an effort to analyze whether an organization has made optimal choices in setting its gender equality goals and policies and does not directly assess the effectiveness of the programmes and the institutional parameters that support programming.

4. Principles Guiding the Formulation of the Key Questions and the Methodology

This independent evaluation should be guided by the following 5 principles which should be reflected in the formulation of the key questions as well as in the evaluation approach and methodology:

4.1 Contributing to knowledge

A range of evaluations of gender mainstreaming in multilateral and bilateral aid agencies have been carried out in the last 5 years. In a paper prepared for SDC, Nadja Ottiger presents a summary of the key findings of these evaluations.⁷⁴ This paper indicates that 'policy evaporation' and lack of implementation is a common problem in all aid agencies. It also shows that limited attention has been focussed on two issues. The first is on the impact of interventions on local women and men in all their diversity. The second is on the new aid modalities in development co-operation, which remain under-explored with respect to promoting gender equality and their effect on gender relations. It is the intention of this SDC independent evaluation to move beyond repeating the focus and format of previous evaluations and identifying well known problems and gaps to advancing knowledge about how to resolve identified problems and gaps.

4.2 Understanding root causes and dynamics of policy evaporation

This evaluation should contribute to a better understanding of the various dynamics that underlie 'policy evaporation' of gender mainstreaming in development co-operation. The intention is to explore the conditions in SDC under which gender mainstreaming works well or does not work well.

4.3 Consultative, participatory and learning oriented

This evaluation should involve relevant SDC and partner staff, as well as various women and men involved in and affected by the selected interventions. In addition, key activists, researchers and government officers knowledgeable about gender and equality issues at country and local levels, should be consulted on their perceptions of the main gender issues in their context, and where appropriate, the contribution of SDC. An important dimension of this principle is that the Core Learning Partnerships in the Case Study Country Offices and at HQs will develop the recommendations based on the evaluation's findings and conclusions. This aspect of the evaluation is based on the belief that insiders will best be able to formulate effective recommendations that can generate both change and ownership.

4.4 Learning with regard to implementation of transversal issues

SDC has declared Gender (along with Governance) as a transversal or cross-cutting issue. However, the implementation of "transversality" appears to be understood and implemented in different ways by different parts of SDC, with the corresponding implications for roles, responsibilities, compliance and accountability. This evaluation should contribute to improving the "mainstreaming" of transversal issues in SDC.

4.5 Forward looking

It is intended that this evaluation not only draws out lessons learnt from the SDC gender mainstreaming experience, but also defines priority areas and responsibilities for future work to consolidate gender equality in SDC development co-operation.

⁷⁴ Capitalisation of Experience from Gender Evaluations and Research: A review prepared for the Swiss Development Co-operation, 2006.

5. Key questions

The E+C Division and the evaluators will mutually agree on a final set of key questions following the Approach Workshop. The key questions below are indicative of the questions the evaluation will address in each of the three focus areas.

5.1 Programme Results

5.1.1 Overarching question: What evidence is there of SDC's contribution to gender equality in its programming (i.e., country programmes and projects)? Assess SDC's contribution with regard to relevance, effectiveness, sustainability and, to the extent feasible, impact.

5.1.2 How has SDC addressed gender equality in its country programming?

Was systematic gender analysis with sex-disaggregated data conducted prior to the development of regional strategies and the country programmes? Have sex-disaggregated data been collected to support the results of the gender analysis?

Assess the quality of the gender analysis (e.g., relevance with regard to the local context and to partner country and civil society needs and priorities, participation of women, men, boys and girls, coverage of constraints / problems, etc.).

Does the country program reflect the gender analysis (e.g., Are gender issues reflected in SDC's diagnosis of development issues at the country level and is SDC addressing structural and systemic constraints to gender equality)?

How was gender equality addressed in SDC's dialogue with the partner country and with its partners in the country? What issues were raised with whom? What was conducive to such dialogue and / or what were the constraints?

How relevant and effective is the program mix (i.e., specific actions for gender equality, gender mainstreamed actions, pilot projects, etc.) and to what extent has gender equality been mainstreamed throughout the programme? What contributed to or what hindered mainstreaming?

5.1.3 How was gender equality addressed at all stages of the Project Cycle Management (PCM) process, from the choice of partners, situation analysis, the project design (including the credit proposal), through to programme/project implementation including institutional and management arrangements, monitoring and evaluation?

Are there objectives and corresponding indicators for what to achieve with regard to gender equality in the country programme and in the projects? Assess the quality and appropriateness of the objectives and indicators. Is appropriate sex-disaggregated monitoring data available? Is monitoring data being used for steering? If not, why not.

Has SDC raise gender equality issues with its implementing partners? If not, why not.

5.1.4 Assess the outcomes and to the extent possible the impacts of the examined programmes/projects on women and men (intended and unintended consequences) based on a sample of key informants and of women and men, girls and boys (as appropriate) affected by the programme/project.

What kinds of women were reached (e.g., rich/poor, young/old, etc)?

Is there evidence of "gender-blind" programming in the country program and if so, with what repercussions for gender equality?

Have any programs had unintended consequences such as increasing the vulnerability of women or increasing the inequality between women and men? If so, analyse what happened and why.

5.1.5 Are there any links / synergies and / or conflicts in the country programme activities between gender equality goals and other goals of SDC's development cooperation? Is there evidence of coherence and coordination? If not, why not?

5.1.6 How has SDC addressed gender equality in its activities in the context of donor harmonisation and alignment with partner country priorities? For example, how has SDC addressed gender equality in its efforts to support the development of national action plans such as PRSs, in its dialog with partner governments and other donors, in Budget Support, in SWAPs and in other harmonised approaches? How has SDC addressed gender equality in its multilateral cooperation? Discuss also potentials, problems, lessons with the aim of contributing to knowledge about what works and what does not work in addressing gender equality in these contexts.

5.1.7 What percentage of SDC programming is gender specific or adequately gender mainstreamed?

5.1.8 To what extent are the findings and conclusions from the three case studies representative of SDC's activities overall?

5.2 Organisational Dimensions

5.2.1 Overarching question: Which organisational factors within SDC promote or hinder mainstreaming gender equality and why?

This question is to be examined with regard to

- personnel issues such as staff incentives, rewards, career advancement, accountability mechanisms, delegation of responsibility, leadership culture, skills profiles for recruitment, training, etc;
- organisational issues such as the roles, responsibilities and accountability of the thematic desks (with particular focus on the Gender Desk), the country desks and the staff in the Country Offices (Swiss and local) and how these different entities interact with each other;
- structural issues such as how the multi-level nature of the relationships between HQs, SDC Country Offices, partners (multi- and bilateral, Swiss and local) and the target groups support or undermine efforts to mainstream gender equality. How are motivation, responsibility and accountability for gender equality articulated between SDC, its partners and the target groups and with what repercussions?

5.2.2 As part of the evaluation methodology, the evaluation team will develop further specific questions and corresponding indicators in order to provide answers to the overarching question above. For example:

- How are motivation, responsibility and accountability for gender equality articulated at different levels?
- What are the accountability processes in staff performance assessment for gender equality and does excellent performance lead to rewards?
- What percentage of SDC staff have been trained in gender analysis and what is their assessment of how applicable / relevant it is?
- How effective is SDC's information management system in tracking gender equality inputs and outcomes?

5.2.3 In the case study countries, how has SDC dealt with gender equality in the COOF (including assessment of roles, responsibilities and accountability mechanisms within the COOF)? Is a gender equality policy in place in the COOF? If not, why not? How does SDC address gender equality issues in its relations with implementing partners?

5.2.4 With regard to the Gender Desk: How have its strategies, its relations with its "client" SDC staff, its tools, its capacity building efforts and its resources contributed to promoting and mainstreaming gender equality? What is working and why, what is not working and why not?

5.2.5 Is the function of Gender Focal Point as practiced in SDC useful? Assess set-up, support, roles, responsibilities, etc..

5.2.6 Are the financial and staffing resources as well as the institutional support committed by SDC for mainstreaming gender commensurate with its commitment to gender equality and to the requirements for adequately mainstreaming gender?

5.3 Strategic Intent

5.3.1 Assess SDC's mix of strategies for addressing gender equality and how this affects the quality of SDC's contribution. In SDC practice, have specific actions for gender equality complemented or have they replaced gender mainstreaming? Why and with what repercussions? How does SDC's policy of flexibility in approaches relate to the achievement of gender equality goals?

5.3.2 As a transversal theme, is gender equality given appropriate consideration among SDC policies and priorities at all levels of decision-making? What are the processes/systems that enable this to happen/prevent this from happening?

5.3.3 What are the opportunities and challenges emerging from the changing development cooperation paradigm (Paris Declaration, new aid modalities, etc.) for enhancing SDC's contribution to gender equality?

5.3.4 What has SDC's role been in the international effort to address gender issues? What are the areas in which SDC has particular strengths or advantages in addressing gender equality and why?

6 Expected Results

6.1 At Output Level

By the evaluation team:

- Approach and Synthesis Workshops at SDC HQs and in the COOFs of the Case Study Countries
- End of Mission Debriefings with Aide Memoire
- A fit to print Final Evaluators' Report in English consisting of
 - Synthesis Evaluation Report not exceeding 40 pages plus annexes and including an executive summary
 - Three Case Study Reports not exceeding 20 pages each plus annexes and including an executive summary
- A DAC Abstract according to DAC-Standards not exceeding 2 pages

By SDC:

- Review of the findings and conclusions, and development of recommendations based on the findings and conclusions.
- An Agreement at Completion Point containing the Stand of the Core Learning Partnership and of Senior Management regarding the recommendations
- Lessons drawn by the Core Learning Partnership
- Dissemination of the evaluation results

6.2 At Outcome Level

The independent evaluation is expected to contribute

- to the sharpening of SDC's understanding of gender relations in development processes: What can gender equality measures help to achieve and what not? What measures and instruments are suited (or not suited) in which contexts?
- to improved planning and implementation of gender equality measures
- to better position and focus gender mainstreaming within SDC's portfolio and as a transversal theme.
- to a better understanding of the operationalisation of transversal issues in SDC.
- to knowledge generation and thematic support with regard to gender equality.

7. Process

7.1 Methodology and Approach

For a detailed timetable for the evaluation, including the dates of the country missions and the workshops with the Core Learning Partnership see Chapter 9. Main Steps.

In late summer 2006, the E+C Division selected Ukraine, Pakistan and Mozambique as the case study countries (E+C has the prerogative for selecting case study countries for the Independent Evaluations). The selection criteria were as follows:

- countries from each operational department in SDC (E, O, H),
- from regions or countries which have not recently been implicated in an Independent Evaluation,
- countries in which results from an Independent Evaluation have the potential to make a meaningful contribution for quality improvement.

There will not be a country case study from the Latin America Division (LAS). However, the evaluation team will examine the LAS program through document review and interviews with LAS staff at HQ.

In each of the three case study countries, the evaluation team (one international consultant and a local consultant) will conduct an overview of the SDC program and its gender dimensions. In addition, the evaluators will select – in consultation with SDC- and examine in greater depth two to three specific programmes / projects. In Pakistan, the evaluation will also focus on SDC's Humanitarian Program. The specific programmes / projects to be analysed in depth will be chosen to reflect the different kinds of programming instruments SDC is using (bilateral, harmonized programming, humanitarian, policy-focused etc.) and different kinds of approaches (specifically targeting women versus other types of interventions without specific targeting). In these programmes / projects, the evaluators will also assess the outcomes and to the extent possible the impacts on the affected women and men, boys and girls.

The evaluators will analyse relevant documents, conduct interviews with local partners, other donor and selected experts. They will develop and execute research protocols to assess programme / project outcomes and impacts on the women and men, boys and girls affected by the selected programmes / projects.

Through the study of relevant documents, interviews with selected staff at SDC HQs and triangulation with the LAS program, the evaluators will assess the extent to which the findings and conclusions from the case study countries are representative of SDC overall.

During their mission to SDC HQs, the evaluation team will conduct interviews as well as focus groups to examine the institutional and strategic dimensions that affect gender equality programming. The evaluators will also trace the chain of decision-making from strategy development to implementation to assess the nature of the interactions that determine decisions.

The evaluation process will be iterative with periodic engagement of the Core Learning Partners (see Chap. 8 for the constitution of the CLPs):

- Approach Workshops at SDC HQs and in each of the Case Study COOFs to
 - introduce the Evaluation Team,
 - develop a common understanding of the evaluation process, scope and focus,
 - finalise the Approach Paper (improvement of the research design including key questions through stakeholder input).
- End of Mission Debriefings with Aide Memoire by the evaluation team at the end of the first missions to the Case Study Countries and at HQs to inform the stakeholders of emerging findings.
- Synthesis Workshops in the Case Study Countries and at SDC HQs to
 - present the draft evaluation reports to the CLPs for feedback and validation,
 - present the evaluation team's conclusions on SDC's practice regarding gender equality,
 - generate recommendations for SDC by the CLP.

The final Synthesis Workshop at SDC HQs will bring together the HQ and COOF perspectives. COOFs are encouraged to send staff to this final workshop. Case Study Country Desk staff are expected to attend the workshops in their respective countries and one staff person from the Gender Desk is also expected to attend each of the Country Case Study Workshops. This will also help ensure the integration of HQ and COOF perspectives.

An innovative feature of this evaluation is that the Core Learning Partnerships both in the case study COOFs and at headquarters will be actively involved in generating the recommendations for SDC. Evaluation research shows that involvement of those responsible for implementation in generating recommendations leads to a higher rate of implementation. In the Synthesis Workshops, the evaluation team will present their conclusions. The Evaluation Team will be responsible for assisting the CLPs to develop recommendations by facilitating an effective process of consideration of possible actions. They will be responsible for the quality of the inputs and the process for generating recommendations.

The focus of the emerging recommendations will depend on the evaluation findings and conclusions. It is expected that they will cover the following areas:

1. What are the recommendations for increasing the relevance and effectiveness of SDC's support to gender equality processes in bilateral and humanitarian cooperation?
2. What are the recommendations for strengthening SDC gender equality programming through improved collaboration between operational units (COOFs) and other parts of SDC, particularly the thematic (backstopping) units?
3. What are the recommendations for SDC's role regarding gender equality in increasingly harmonised and aligned approaches as well as in policy dialog?
4. Using gender equality as an example of a transversal theme in SDC development cooperation, what are the recommendations regarding the institutional roles, responsibilities, compliance and accountability for addressing transversal issues in SDC?

The stand of the CLP regarding the recommendations will be noted in the Agreement at Completion Point at the end of the final Synthesis Workshop at HQs.

8. Organisational Set-up and Respective Roles

- **Core Learning Partnerships (CLP)** will be constituted at SDC HQs and in the Case Study Countries. The CLP comments on the evaluation design and the key questions in the Approach Workshop. During the Synthesis Workshop, the CLP receives and validates the evaluation findings and conclusions and elaborates recommendations for SDC which will be noted in the Agreement at Completion Point.
- **Department-level Management** and the **Director General** of SDC comment in COSTRA on the Agreement at Completion Point (Senior Management Response).
- **Consultants** contracted by SDC's E+C Division elaborate an evaluation work plan and methodology, carry out the evaluation according to international evaluation standards, conduct debriefings at the end of missions as well as conduct the Approach and Synthesis Workshops, present a draft of their evaluation reports to the CLP, follow up on the CLP's feedback and the final formulation of recommendations as appropriate and submit the Evaluators' Final Report in publishable quality as well as an Evaluation Abstract according to DAC specifications.
- **Evaluation + Controlling Division (E+C Division)** commissions the independent evaluation, drafts the Approach Paper with the inputs from the Core Learning Partnerships and the Evaluation Team, drafts and administers the contracts with the international evaluation team, ensures that the evaluators receive appropriate logistical support and access to information and facilitates the overall process with respect to i) discussion of evaluation results, ii) elaboration of the Agreement at Completion Point and Lessons Learned, iii) publication and iv) dissemination.

8.1 Core Learning Partnerships

8.1.1 Core Learning Partnership at SDC Headquarters:

Department for Bilateral Development Cooperation (E-Dept.):

Head of South Africa Division (SOSA): Paul Peter (PU)

Desk Mozambique: Andrea Studer (SAW)

Head of South Asia Division: Christoph Graf (GRC)

Pakistan Desk, E-Dept.: Chloé Milner (MIL)

Gender Focal Point Latin America Division: Ursula Läubli (LAU)

Department for Humanitarian Aid (H-Dept.):

Head of Asia / America Division, H-Dept.: Hans Peter Lenz (LHP)

Pakistan Desk, H-Dept.: Roland Schlachter (SCN), Stéphanie Guha

Gender Desk, H-Dept.: Nathalie Vesco (VSN)

Department for Cooperation with Eastern Europe and CIS (Community of Independent States) (O-Dept.):

Head of CIS Division: Urs Herren (HRR)

Ukraine Desk: Andrea Flück (FLC)

Department for Thematic and Technical Resources (F-Dept.):

Gender Desk: Annemarie Sancar (SQA), Milena Mihajlovic (MJM)

Head of Governance Division: René Holenstein (HTR)

Department for Development Policy and Multilateral Cooperation (M-Dept.):

Development Policy Division: Bernhard Wenger (WBN)

Management:

Desk for Advancement of Women/Equal Opportunities in SDC: Barbara Guntern
(GNB)

8.1.2 Core Learning Partnership in the Case Study Country Offices:

The CLPs in the Case Study Country Offices consist of all SDC Country Office Program, Finance and Administrative staff including the Country Office Director.

9. Main Steps and Timetable

Date	Activity	Comments
Summer 2006	Identification of Case Study Countries	E+C informs concerned COOFs and Desks
Fall 2006	Draft Approach Paper	Elaborated by E+C Division in consultation with Gender Desk
End 2006	Call for offers from short list	
Spring 2007	Selection of Evaluation Team	Selected by E+C Division from 3 offers which were submitted
End July 2007	Contract with Evaluation Team finalized,	
Aug. 2007	Team Leader finalizes contracts with local consultants in consultation with Case Study COOFs	
Aug. 20-22, 2007	Evaluation Team meets for team building, develops workplan and refines methodology	
Sept. 1, 2007	Evaluation Team submits workplan to E+C	
Sept. 6, 2007	Approach Workshop at SDC HQs	Rieky Stuart and Aruna Rao HQ CLP E+C and Evaluation Team finalize Approach Paper integrating CLP input as appropriate
Sept. 5 + 7, 2007	Individual debriefings with SDC Senior Management on evaluation focus and scope Interviews with LAS and H-Dept.	Rieky Stuart and Aruna Rao
Oct. 29-Nov. 8, 2007	First Mission to Ukraine - Approach Workshop at COOF (1 day retreat) - Field Mission to collect data - End of Mission Debriefing and Aide Memoire	Jeremy Holland and local consultant.
Nov. 26-Dec. 12, 2007	First Mission to Mozambique - Approach Workshop at COOF (1 day retreat) - Field Mission to collect data - End of Mission Debriefing and Aide Memoire	Aruna Rao and Isabel Casimiro
Nov. 19-23, 2007	First Mission to SDC HQs - Interviews and Focus Groups End of Mission Debriefing (Nov. 22, 2 hours) on emerging findings from HQ mission	Rieky Stuart and Jeremy Holland
Nov.26-Dec. 14, 2007	First Mission to Pakistan - Approach Workshop at COOF (1 day retreat) - Field Mission to collect data - End of Mission Debriefing and Aide Memoire	Reiky Stuart and Shehnaz Kapadia
Jan. 7, 2008	Draft Country Case Studies delivered to E+C	
Jan. 28 – Feb. 1, 2008	Second Mission to Ukraine - Synthesis Workshop (2 day retreat Jan. 30-31)	Rieky Stuart, Jeremy Holland and local consultant

Date	Activity	Comments
Summer 2006	Identification of Case Study Countries	E+C informs concerned COOFs and Desks
Fall 2006	Draft Approach Paper	Elaborated by E+C Division in consultation with Gender Desk
End 2006	Call for offers from short list	
Spring 2007	Selection of Evaluation Team	Selected by E+C Division from 3 offers which were submitted
End July 2007	Contract with Evaluation Team finalized,	
Aug. 2007	Team Leader finalizes contracts with local consultants in consultation with Case Study COOFs	
Aug. 20-22, 2007	Evaluation Team meets for team building, develops workplan and refines methodology	
	<ul style="list-style-type: none"> - Feedback and validation of Draft Ukraine Case Study Report - COOF CLP elaborates recommendations 	
Feb. 11-15, 2008	Second Mission to Pakistan <ul style="list-style-type: none"> - Synthesis Workshop (2 day retreat Feb. 13-14) - Feedback and validation of Draft Pakistan Case Study Report - COOF CLP elaborates recommendations 	Rieky Stuart and Shehnaz Kapadia
Feb. 25- 29, 2008	Second Mission to Mozambique <ul style="list-style-type: none"> - Synthesis Workshop (2 day retreat Feb. 27-28) - Feedback and validation of Draft Mozambique Case Study Report - COOF CLP elaborates recommendations 	Rieky Stuart, Aruna Rao and Isabel Casimiro
Feb. 24-28 or March 3-7, 2008	Second Mission to SDC Headquarters (duration tentative, depending on budget) <ul style="list-style-type: none"> - Validation of case study country findings, cross-checking, interviews - End of Mission Debriefing (3 hours) 	Rieky Stuart and Aruna Rao
March 25 2008	Evaluation Team delivers Draft Synthesis Report to E+C	
April 23-24, 2008	Synthesis Workshop at SDC HQs (2 day retreat) <ul style="list-style-type: none"> - Feedback and validation of Draft Synthesis Report - HQ CLP elaborates recommendations and Agreement at Completion Point 	Rieky Stuart and Aruna Rao
April 30, 2007	Evaluation Team delivers Final Evaluators' Report (Synthesis Report and Country Case Studies) to E+C	
May 2008	Presentation and Discussion in COSTRA (Senior Management Response)	E+C
July 2008	Evaluation Report finalised and disseminated	E+C

10. Consultant Selection and Time-Effort

The **evaluation team** should comprise both genders. The evaluators are expected to have the following evaluation and subject matter expertise and regional experience:

- proven track record in mainstreaming gender equality in development,
- up-to-date knowledge on development cooperation including the more recent discourses on Aid Effectiveness (Paris Declaration), MDGs and PRSPs,
- strong analytical and editorial skills and ability to synthesize,
- professional evaluation experience.

The **international evaluators** are expected to have

- field experience in one of the three geographical areas (Africa, Asia, Eastern Europe and CIS; more than one is considered an asset),
- ability to work well in English. Knowledge of either Russian, Portuguese or Urdu would be an advantage,
- ability in steering complex processes involving different cultural contexts.

The **local case study evaluators** are expected to have

- sound knowledge of gender mainstreaming processes, policy-making and planning, gender relations and political landscape in the country,
- sound knowledge of the international donor community and harmonisation in their country,
- willingness to contribute to a team effort and to cooperate with the international team leaders,
- not be close associates of SDC.

Based on these criteria, Gender at Work in Washington, D:C. was selected to conduct the evaluation. Gender at Work will contract the local consultants in the case study countries in consultation with SDC. Gender at Work will commit a total of 213 person days (125 days international consultants, 88 days local consultants) as noted in the budget to this evaluation.

A.2 Focus Group Questions

Outline for Focus Group Discussion

1. Introduction: Participants and facilitators introduce themselves. Present the concept of “Chatham House Rules” confidentiality. Remarks made in this session should not be attributed to individuals.
2. Purpose: The purpose of this session is to explore the organisational culture of SDC from your perspective. When an organisation formulates a policy on gender equality, or offers training to its staff on the new policy, this does not automatically mean that it is systematically implemented. Existing relations and ways of doing things and getting things done – the culture of the organisation - are often subconscious, and some of its dimensions may help or hinder progress on gender equality. (Compare to a country’s culture – it can be known only comparatively).
3. Methodology: We will look at SDC’s culture broadly, and only toward the end of the session relate how this culture may support or hinder progress on gender equality. Because organisational culture is deeply ingrained and not evident, we will use projective techniques to articulate how we perceive this culture.
4. Potential questions (not every question was asked in every session):

How would you describe an ‘ideal’ SDC programme officer? Manager?

Can you give examples of behaviour or attitudes that are generally admired in SDC?

Can you give examples of behaviour or attitudes that are discouraged in SDC?

Can you give examples of issues that SDC staff really care about and take action on? (explore how various parts of SDC respond.)

Can you give examples of behaviours that SDC staff really care about and take action on? (explore how various parts of SDC respond.)

Compare SDC to a body. Which of its systems are healthy, which are functioning less well? Which are super-sensitive?
5. Conclusion: What does our discussion tell you about SDC’s success or lack thereof on gender equality? Ask two questions – what does it tell you about what it’s been successful at? Where it has not been successful? Separate out gender parity issues within the organisation and GE work through policy dialogue and programs or else they will get conflated.

A.3 SDC Gender Equality Mainstreaming Interview Guide

1. SDC Gender equality mainstreaming: Questions for SDC Staff

We would like to ask you about your understanding of SDC policy on gender equality, gender issues in country, how you address these concerns in their policy dialogue and funding and what progress you are making in the country context on gender equality issues.

1. What is your understanding of SDC values, goals and objectives in the country context?
2. What is your understanding of SDC's global gender policy?
3. How does the COOF build its knowledge on gender issues? Does the COOF allocate funds directly to build knowledge on gender issues, support women's organisations etc? Are there particular training or capacity building events built into your work programme?
4. What is your understanding of the gender issues in this country context and how did you acquire this knowledge? Is there a shared understanding of gender equality issues amongst COOF staff? How does this understanding translate into the design of the country strategy?
5. What is the relationship between gender equality goals and other COOF goals? How well are they integrated? What are the challenges to effective integration?
6. How is gender as a transversal theme implemented in practice through COOF strategic positioning, policy dialogue (including harmonisation considerations) and program/project prioritisation/implementation? How does it impact on budgetary allocations?
7. How do gender equality objectives impact on program/project identification, design and implementation including: issues prioritized within a given sector or sub-sector, design of projects, selection of project partners, gender-related requirements placed on project partners (e.g. do they have to conduct gender analysis?), and monitoring and reporting requirements?

2. SDC Gender equality mainstreaming: Questions for project implementation staff

We would like to talk to you about gender equality objectives in your project, and the impact that gender equality objectives have on project design, budget allocations, implementation, and monitoring and evaluation and results.

1. What do you understand by gender equality in the context of your project?
2. How have gender equality or women-specific objectives been built into the design of the project?
3. Does SDC require you to do a gender analysis at the front end of a project design? Does SDC require you to report on gender disaggregated results? Does your own organisation require gender analysis and gender disaggregated reporting?
4. How are gender equality or women specific objectives reflected in the allocation of budgets to project activities?

5. How have gender equality objectives been built into the monitoring and evaluation of the project, including: (i) gender disaggregated data; and (ii) gender- or women-specific indicators (at input, output, outcome and impact levels)?
6. In what areas has the project impacted successfully on women or on gender equality and why?
7. In what areas has the project been less successful in impacting on women or on gender equality and why? What are the major challenges to achieving gender equality?

3. SDC Gender equality mainstreaming: Questions for project beneficiaries / primary stakeholders/target groups

We would like to talk to you about your experience with this project, how it has impacted on your life, your capacities and opportunities, and on the community in which you live.

1. What is your relationship to the project?
2. What were your hopes/expectations at the beginning of the project?
3. Does the project meet the needs of your “community” (i.e. social group, livelihood group targeted by the project) and with your needs as individual?
4. What change has the project made in your life? For example, has it given you new skills, opportunities? Has it changed your relationship with men?
5. Do you know about the organisation implementing the project? Tell us about your impressions of the organisation?
6. What would you have changed in this project to make it better to make it benefit women more?

A.4 Results of the Personnel Survey Conducted in Pakistan, Mozambique and Ukraine

Each question was rated on a scale from 1(low) to 5 (high). The average rating for all 10 respondents is noted in bold at the end of each question. Comments are in italics.

BLACK – Pakistan, RED – Ukraine, BLUE - Mozambique

Question	Avge rate 1=Low 5=High		
Women's and Men's Consciousness	4.3	4.5	4.1
1. Women and men feel respected, confident and secure in their work environment	4.3	4.5	4.5
2. Staff are knowledgeable and committed to gender equality	3.6	5.0	3.2
3. Leadership is committed to gender equality	4.5	5.0	4.0
4. Staff and leadership have capacity for dialogue and conflict management, priority setting and building policy and program coherence	4.7	4.0	4.5
Access to and Control over Resources	3.4	4.0	3.0
5. Sufficient budget, time and human resources are devoted to actions to advance gender equality	3.5	4.0	2.9
6. Number of women in leadership positions	3.6	4.0	3.0
7. SDC Staff have sufficient training and capacity for advancing and achieving gender equality goals	3.2	4.0	3.1
8. Program/project staff have sufficient training and capacity for advancing and achieving gender equality goals	3.6	3.5	2.9
Formal Rules, Policies	3.7	4.0	2.5
9. SDC's country focused strategic goals include promoting gender equality within the organisation's mission and mandate	4.1	4.5	3.4
10. Gender equality has a high priority in program and project objectives	4.0	4.0	2.8
11. Gender analysis is built in early and consistently into policy dialogue and program and project work processes (including planning, implementation and evaluation)	3.4	3.0	2.9
12. Management and staff are accountable for implementing gender equality policies	4.0	4.5	3.3
13. SDC has policies for anti-harassment, work-family arrangements & fair employment	3.6	4.5	2.2
14. SDC staff know about SDC policies for anti-harassment, work-family arrangements & fair employment staff and use them	3.8	4.0	2.2
15. SDC has accountability mechanisms and processes that hold the organisation accountable to gender equality goals	3.0	4.0	2.2
Internal culture and deep structure	3.9	4.5	3.2
16. SDC organisational culture accepts and values women's leadership	4.5	4.5	3.2
17. Gender issues are owned across the organisation	4.0	4.5	3.2
18. SDC acceptance the need for work-family adjustments for international and national staff	3.9	4.5	2.7
19. Women's issues are firmly on the SDC agenda	4.1	4.5	4.2
20. Agenda setting and power sharing is open to influence and change by both men and women in SDC	3.5	4.5	3.6
21. SDC has powerful advocates for women's empowerment and gender equality	3.5	4.0	3.0
22. SDC value systems prioritize knowledge and work geared to social inclusion and gender equality	3.9	4.5	3.0
23. SDC's organisational culture prevents sexual harassment and violence against women	4.5	5.0	2.6

A.5 List of People Interviewed for the Synthesis Report

Adam Therese	Director	Department for Eastern Europe and Community of Independent States (CIS) / O-Dept.
Benz Jürg	Deputy Head	Department for Thematic and Technical Resources F-Dept.
Bugnard Denis	West Balkans, former Country Director Pakistan	O-Dept.
Flück Andrea*	Desk Ukraine	O-Dept.
Flury Manuel	Head of Knowledge Management Division	F-Dept.
Fust Walter	General Director SDC	
Gautschi Remo	Deputy General Director SDC	
Graf Christoph*	Head, South Asia Division	Department for Bilateral Development Cooperation, E-Dept.
Grieder Christine	Formerly, Div. International Financial Institutions, IFI	M-Dept.
Guha Stéphanie*	Div. Asia and America / formerly in Pakistan	H-Dept.
Guntern Barbara*	Advancement of Women/Equal Opportunities	Management Support Div.
Herren Urs*	Head Div. CIS	O-Dept.
Holenstein René*	Head of Governance Division	F-Dept.
Läubli Ursula*	Gender Focal Point, Latin America Division	E-Dept.
Lugon-Moulin Anne	Dept. Head of Div. Governance	F-Dept.
Maître Adrian	Dept. Head E+C Div. – Formerly of Div. Latin America	Management Support / E-Dept.
Mihajovic Milena*	Gender Desk, Governance Div.	F-Dept.
Milner Chloé*	Pakistan Desk, South Asia Div.	E-Dept.
Maurer Pierre	Div. Development Policy	M-Dept.
Peter Paul*	Outgoing Head of Div. Eastern and Southern Africa (SOSA D.)	E-Dept.
Sancar Annemarie*	Gender Desk, Div. Governance	F-Dept.
Schlachter Roland*	Div. Asia and America	H-Dept.
Siegfried Gerhard	Head of Evaluation + Controlling Div.	Management Support
Studer Andrea*	Mozambique Desk, SOSA Div.	E-Dept.
Suter Sybille	Director, Dept. Human Resources	Management Support
Tissafi Maya	Head. Div. Social Development / from 01.06.2008 Head SOSA Div.	F-Dept. E-Dept.
Vesco Nathalie*	Gender Focal Point, Africa Div.	H-Dept.
Vokral Edita	Deputy Director	E-Dept.
Wenger Bernhard*	Div. Development Policy	M-Dept.
Wilhelm Beate	Director	F-Dept.
Caren Levy	Director; Development Planning Unit	University College of London
Stalder Béatrice	Consultant advising on the Advancement of Women/Equal Opportunities in SDC	

Annex B: Mozambique Annexes

B.1 Project Case Studies by Sector

Project Title	Local Governance - Contribution to Water Aid Activities in Mozambique
Brief Description	<p>SDC started its involvement in the water sector in Mozambique in 1979 (Helvetas). A concept paper for the water sector was finalized in Sep 2003 and an entry point proposal covering the period from 2005 to 2007 was approved in April 2004.</p> <p>The WaterAid program in Mozambique benefited from a 1st contribution from SDC for the years 2004 to 2006.</p> <p>Phase 2 of the WaterAid programs aims at making a significant contribution at micro level (construction of rural water points and latrines in Northern Mozambique as a direct contribution to poverty reduction as well as at meso level (strengthening local authorities and empowering NGO's). It's a transitional phase that will allow a re-definition of the program in order to focus in the future of the decentralization process that is advancing in Mozambique and to adapt the program and the collaboration of the new SDC Coop Strategy with an integration of the water activities into the Local Governance domain.</p> <p>Focuses on innovative approaches, support to the private sector (Niassa, Zambezia) and the civil society (Local NGO and CBO) and is complementary to more harmonized approaches based on budget support;</p> <p>Water and Sanitation and Hygiene. Rural population of Niassa; Local NGO ESTAMOS; Zambezia</p>
Timeline & Status	Phase 2: 1/1/07-31/12/07
Budget	CHF 550'000
Fit with gender conceptual framework	The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality Access to resources; poverty reduction
Gender disaggregated Data Available at start-up	No data at start but there's data available from official sources. Only 35,7% of population have access to safe drinking water and 44,8% have access to sanitation (2003)
Gender Analysis in Concept Paper	No, but it mentions aspects of relevance to women and girls' workload and gender issues
Women-Specific & Gender Equality Objectives in Credit Proposal	No
Women-Specific & Gender Equality Activities in Credit	No

Project Title	Local Governance - Contribution to Water Aid Activities in Mozambique
Proposal	
Budget specifically allocated to women's Gender equality activities	No
Reports includes gender disaggregated info	No
Reviews include reports on women-specific and gender equality inputs	No
Reviews include reports on women-specific & gender equality outputs	No
Reviews include reports on women-specific & gender equality outcomes	No
Comment	<p>Potential regarding gender – it can have an impact in reducing women and girl's workload. It's known that water facilities have a major impact on women and girls, as they constitute the main water collectors, although this aspect is not mentioned in the project documents; the only reference are the communities as main beneficiaries.</p> <p>Since its inception in the 1980's, WaterAid has been the UK's only major charity dedicated exclusively to the provision of safe domestic water, sanitation and hygiene promotion to the world's poorest people</p>

Project Title	Local Governance - Rural Water Supply and Sanitation Project in Northern Mozambique (HAUPA)
Brief Description	Increasing rural water coverage + improving hygiene and sanitation habits, HIV/AIDS being part of the support given; promoting innovative approaches to encourage self supply + the productive use of water; strengthening and empowering local NGO's, private sector, local government to be more responsive to communities' willingness and capacity (UMOKAZI, OLIPA)
Timeline & Status	Phase 1, 04/2005 – 12/2008
Budget	4'725'000
Fit with gender conceptual framework	The project is strongly emphasizing capacity building of local actors and has a clear focus on gender sensitiveness approaches to be used, especially at community work level through the self supply approach. The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality Access to resources; poverty reduction
Gender disaggregated Data Available at start-up	No data at start but there's data available from official sources. Only 35,7% of population have access to safe drinking water and 44,8% have access to sanitation (2003) Baseline study was done during phase 0 to secure a correct monitoring of project outputs
Gender Analysis in Concept Paper	No, but it mentions aspects of relevance to women and girls' workload and gender issues
Women-Specific & Gender Equality Objectives in Credit Proposal	No
Women-Specific & Gender Equality Activities in Credit Proposal	No
Budget specifically allocated to women's Gender equality activities	No
Reports includes gender disaggregated info	No
Reviews include reports on women-specific and gender equality inputs	No
Reviews include reports on women-specific & gender equality outputs	No

Project Title	Local Governance - Rural Water Supply and Sanitation Project in Northern Mozambique (HAUPA)
Reviews include reports on women-specific & gender equality outcomes	No
Comment	<p>New water + sanitation strategy for Mozambique, CARE, WaterAid and SDC</p> <p>Emphasis on capacity building of local actors (women?); focus on gender sensitiveness approaches</p> <p>Contribution to WaterAid working in Niassa + Zambezia provinces</p> <p>Project covering Nampula and Cabo Delgado with CARE – HAUPA – Higiene Ambiental e Utilização Produtiva da Água</p>

Project Title	Local Governance - Aguasan, Institutional Support and Policy Dialogue
Brief Description	<p>*To help the government to manage the rural water and sanitation sub-sector, efficiently and with sustainability</p> <p>Rural water and sanitation coverage and implementation of projects in the northern part of Mozambique, funding NGO's – CARE in Nampula and Cabo Delgado; WaterAid in Niassa and Zambezia</p> <p>Innovative experience (micro level)</p> <p>Strengthen institutions linked to water + sanitation (meso level)</p> <p>Stimulate constructive policy dialogue linking field experiences to govt strategies</p> <p>Institutional support to the water sector (macro level)</p>
Timeline & Status	Phase 1, 01/2005 – 06/2008
Budget	4'950'000
Fit with gender conceptual framework	<p>The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality</p> <p>Access to resources; poverty reduction</p>
Gender disaggregated Data Available at start-up	No data at start but there's data available from official sources. Only 35,7% of population have access to safe drinking water and 44,8% have access to sanitation (2003)
Gender Analysis in Concept Paper	No, but it mentions aspects of relevance to women and girls' workload and gender issues
Women-Specific & Gender Equality Objectives in Credit Proposal	No
Women-Specific & Gender Equality Activities in Credit Proposal	No

Project Title	Local Governance - Aguasan, Institutional Support and Policy Dialogue
Budget specifically allocated to women's Gender equality activities	No
Reports includes gender disaggregated info	No
Reviews include reports on women-specific and gender equality inputs	No
Reviews include reports on women-specific & gender equality outputs	No
Reviews include reports on women-specific & gender equality outcomes	No
Comment	Based in Maputo where most of policy dialogue takes place but one accountant of the team will be based in the North and work in close coordination with Care and WaterAid. Strategic in terms of gender equality but not clear how it has been challenging gender relations and the division of labour

Project Title	Local Governance - Rural Development Programme For Northern Mozambique
Brief Description	<p>Improve the living conditions of the rural poor in northern Mozambique, in the provinces of Cabo Delgado and Nampula, in 3 areas: productivity and commercialisation, participative district planning and micro credit and savings.</p> <p>The programme addresses 3 areas that the SDC rural development strategy and numerous rural and agricultural surveys have identified as critical to the lives of the rural poor in Moz.</p> <p>The expected results to be achieved by the farmers' associations are: improved food security and income through marketing produce at better prices; more productive farming through innovations; new crop types and improved farming methods.</p> <p>By the farmers, both men and women, participating in the district planning process, it will ensure that the community wishes are included in the district plans. Micro credit and savings groups will be formed which could then use micro credits to undertake profitable farming activities such as trading and buying key inputs when required.</p> <p>Implementing Partners: Olipa-Odes, IBIS, IRAM, Helvetas Cabo Delgado</p>

Project Title	Local Governance - Rural Development Programme For Northern Mozambique
Timeline & Status	Phase 1: 01/04/04-31/12/07
Budget	9'385'000 CHF
Fit with gender conceptual framework	<p>It follows SDC and Helvetas Gender Policy and each Implementing Partner has a Gender Policy: IRAM has a ceiling of 50% women in leadership position in the credit and saving programmes; and the other Implementing partners have a ceiling of 30% of women in leadership positions in the participative district planning and community participation</p> <p>The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality. Access and Control over resources and women's consciousness and empowerment.</p> <p>A possible new focus could be on women-led (mothers and grandmothers) households</p>
Gender disaggregated Data Available at start-up	No
Gender Analysis in Concept Paper	<p>Evident in the programme relevance and in the components of the objective 1 and 2:</p> <p>Objective 1: Productivity and commercialization – ii) Facilitate linkages between farmers' associations (including women);</p> <p>Objective 2: Participative district planning – Strengthening the participation of the local population (with special focus on women's participation) in local initiatives and district planning by forming community-based development councils (representing all groups within the community)</p>
Women-Specific & Gender Equality Objectives in Credit Proposal	Yes
Women-Specific & Gender Equality Activities in Credit Proposal	Yes
Budget specifically allocated to women's Gender equality activities	Not evident
Reports includes gender disaggregated info	Not evident
Reviews include reports on women-specific and gender equality inputs	Not evident
Reviews include reports on women-specific & gender equality outputs	Not evident

Project Title	Local Governance - Rural Development Programme For Northern Mozambique
Reviews include reports on women-specific & gender equality outcomes	Not evident
Comment	Micro-Credit project, implemented by Helvetas in Chiúre Nova was originally focused more on men cash crop farmers but now many women too are involved Major risk: the increasing incidence of HIV/AIDS in rural areas (Cabo Delgado and Nampula Corridors)

Project Title	Local Governance - PADEM
Brief Description	SDC Project to small municipalities in the North – SDC being a pillar of multi-donor support to a national program implementing the Govt’ policy to make the district the main pole of development; Municipal development; Participatory district planning Donor coordination and policy dialogue on local governance issues; Establishment of mechanisms that allow civil society to monitor performance of local governments + district authorities
Timeline & Status	Phase 2, 03/2004 – 08/2008
Budget	4’000’000
Fit with gender conceptual framework	The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality
Gender disaggregated Data Available at start-up	Not evident
Gender Analysis in Concept Paper	No, but it mentions aspects of relevance to women and gender equality
Women-Specific & Gender Equality Objectives in Credit Proposal	Not evident
Women-Specific & Gender Equality Activities in Credit Proposal	Not evident
Budget specifically allocated to women’s Gender equality activities	Not evident
Reports includes gender disaggregated info	Not evident
Reviews include reports on women-specific and gender equality inputs	Not evident

Project Title	Local Governance - PADEM
Reviews include reports on women-specific & gender equality outputs	Not evident
Reviews include reports on women-specific & gender equality outcomes	Not evident
Comment	Potential for gender equality. Women are not well represented at local government and municipalities – 30% is recommended

Project Title	Local Governance - Local Governance Monitoring
Brief Description	<p>Improve the poverty reduction effectiveness of local governments through increased accountability and participation.</p> <p>This programme is part of the operationalization of the local governance chapter of the new SDC strategy for Moz. While the other 2 components of the local governance programme (support to municipal development and support to district based planning and finance) are more traditional areas of cooperation, this area has an innovative character. It is a pilot programme not only for SDC, but also for the organisations involved and for Mozambique in general and highly complementary with the municipal and district development components of the local governance programme. The Monitoring component is supposed to give a view on the output and outcome side of local governance.</p> <p>The local partners are 4 civil society organizations: the Mozambican Association for Democracy (AMODE); the Centre for Public Integrity (CIP); the Mozambican Debt Group (GMD); and the Human Rights League (LDH)</p>
Timeline & Status	Phase 1, 1/08/07-31/07/10
Budget	1'500'000 CHF
Fit with gender conceptual framework	The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality Access to Resources and Formal Rules, Policies
Gender disaggregated Data Available at start-up	Not evident
Gender Analysis in Concept Paper	No, but it mentions aspects of relevance to women and gender equality
Women-Specific & Gender Equality Objectives in Credit Proposal	<i>“Gender equality: The programme will monitor gender balance at local level as a standard part of activities. The recruitment of monitoring agents will also strive for gender balance” (Annex 7, pg20)</i>

Project Title	Local Governance - Local Governance Monitoring
Women-Specific & Gender Equality Activities in Credit Proposal	Not evident
Budget specifically allocated to women's Gender equality activities	Not evident
Reports includes gender disaggregated info	Reports and review are not yet available
Reviews include reports on women-specific and gender equality inputs	Reports and review are not yet available
Reviews include reports on women-specific & gender equality outputs	Reports and review are not yet available
Reviews include reports on women-specific & gender equality outcomes	Reports and review are not yet available
Comment	Working at the municipal level, with the objective to support the participation in local, municipal and district, planning processes. This could be a good entry point regarding gender mainstreaming because women are not well represented at the local and district levels.

Project Title	Health - Health Sector Support Program
Brief Description	<p>The Health Sector has a high priority in the new approved PRSP. The Health SWAP is Mozambique has demonstrated that it is making a substantial difference – improving the policy dialogue, enhancing financial transparency, strengthening the institutional framework, improving integration and building capacity at the district level; health indicators show increase over the last few years.</p> <p>The Programme goal is to improve the health status of the Mozambican population, particularly the poor.</p> <p>Consolidation of Health reforms; the capacity development in the Ministry on central and decentralized level performance of the sector regarding service delivery.</p> <p>Expansion of access to health services and extension of the coverage, increasing global output and the quality of services and reduction of inequalities in health service consumption.</p>
Timeline & Status	Phase 2: 01/01/07-31/12/09

Project Title	Health - Health Sector Support Program
Budget	CHF 14,330,000
Fit with gender conceptual framework	The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality Disease reduction; Access to resources; poverty reduction. Special focus on risk groups, i.e., pregnant women and children – improvement of maternal health and reduce of child mortality
Gender disaggregated Data Available at start-up	Not evident
Gender Analysis in Concept Paper	Not evident, but it mentions aspects of relevance to women and gender equality
Women-Specific & Gender Equality Objectives in Credit Proposal	The strategy of the Health Sector Reform Programme is to improve health of the population in general, with a special focus on risk groups, i.e., pregnant women and children. Several interventions targets specifically women and children
Women-Specific & Gender Equality Activities in Credit Proposal	Not evident
Budget specifically allocated to women's Gender equality activities	Not evident
Reports includes gender disaggregated info	Not evident
Reviews include reports on women-specific and gender equality inputs	Not evident
Reviews include reports on women-specific & gender equality outputs	Not evident
Reviews include reports on women-specific & gender equality outcomes	Not evident
Comment	Potential for gender equality because of it's focus and interventions

Project Title	Health - Component community health Solidar Med. Solidar Med – Cabo Delgado Health Support, Chiúre, 2005-2007
Brief Description	Support the District health Service to perform better in a broad range of areas and to empower the community to respond to major health risks. Community Health Component – Wiwanana, or “WW”. District population ~250.000 3 components: 1. Rehabilitation or reconstruction program for health facilities; 2. Community Health, Wiwanana; 3. Technical Assistance. Wiwanana aims to promote broad participation of the community in the improvement of health care, by empowering people in the community
Timeline & Status	Phase 2, 01/2004 – 12/2007
Budget	1'460'000 (Add 400'000, 07/07 final 50'000)
Fit with gender conceptual framework	The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality
Gender disaggregated Data Available at start-up	No data at start but there's data available from official sources.
Gender Analysis in Concept Paper	Not evident, but it mentions aspects of relevance to women and gender equality
Women-Specific & Gender Equality Objectives in Credit Proposal	Yes, some
Women-Specific & Gender Equality Activities in Credit Proposal	Yes
Budget specifically allocated to women's Gender equality activities	Yes, some
Reports includes gender disaggregated info	Not evident
Reviews include reports on women-specific and gender equality inputs	Yes
Reviews include reports on women-specific & gender equality outputs	Yes

Project Title	Health - Component community health Solidar Med. Solidar Med – Cabo Delgado Health Support, Chiúre, 2005-2007
Reviews include reports on women-specific & gender equality outcomes	Yes
Comment	<p>SolidarMed tries to involve as many women as men in their various activities</p> <p>Wiwanana works with midwives, Rite Counsellors and Traditional Healers and participates in their training; works with women's NGO's, Women's community groups, associations and working groups with women and men, trying to establish dialogue between them in order to challenge myths and prejudices related to pregnant women, etc; women participate in the Ambulance/Bicycle Committee</p>

Project Title	Health – Chiúre Health Support (Infrastructure)
Brief Description	Expanding and improving the health system; Rehabilitation/ reconstruction program for health facilities in Chiúre district; improving policy dialogue
Timeline & Status	Phase 2, 01/2005 – 06/2007
Budget	400'000
Fit with gender conceptual framework	The project addresses aspects relevant to women and gender issues and that can have positive impacts regarding gender equality. Better access to health services (resources); improvement in health indicators;
Gender disaggregated Data Available at start-up	No
Gender Analysis in Concept Paper	Not evident, but it mentions aspects of relevance to women and gender equality
Women-Specific & Gender Equality Objectives in Credit Proposal	Not evident
Women-Specific & Gender Equality Activities in Credit Proposal	Not evident
Budget specifically allocated to women's Gender equality activities	Not evident
Reports includes gender	Not evident

Project Title	Health – Chiúre Health Support (Infrastructure)
disaggregated info	
Reviews include reports on women-specific and gender equality inputs	Not evident
Reviews include reports on women-specific & gender equality outputs	Not evident
Reviews include reports on women-specific & gender equality outcomes	Not evident
Comment	Potential for gender equality when health facilities are nearer population and have human and material resources

B.2 List of people met

Maputo City

26/11/07, 4PM – Graça Samo, Executive Director Fórum Mulher (Woman's Fórum, network of about 70 various NGO's, Go's, Women's Leagues of political parties, Unions, UN organizations, donors)

27/11/07, 2PM – Thomas Litscher, Head of Mission/Country Director

27/11/07, 3PM – Health Sector – Giorgio Dhima (Deputy Resident Director), Dr. Fátima Aly (Health Program Officer) and Hafiza Ismail (Administration, Part-Time)

27/11/07, 4PM – Telma Loforte, Head of SDC Economic Development

28/11/07, 8AM – Local Governance Team – Nobre Canhanga. Salvador Forquilha and Fernando Pillão

28/11/07, 9AM – Markus Duerst, Deputy Director of SDC Mission and Head of Aid

28/11/07, 11AM – Participation in the UNIFEM Conference on Aid Effectiveness and Gender Equality in Mozambique

28/11/07, 2PM – AGUASAN Maputo – Pierre-Olivier Henry, Sara Fakir, Zuleika Gani (audit) and Feliciano Tembe

28/11/07, 4,45PM – CIP – Marcelo Mosse, Executive Coordinator

28/11/07, 5,30PM – Marianne Guggiari Fresquet, Head SDC Administration & Finance

28/11/07, 6,10PM – Águeda Nhantumbo – CNAM Executive Secretary, National Council for the Advancement of Woman

Nampula Province

29/11/07, 3PM – Meeting with Inlavania Peasant Forum, Mecuburi district. Program Management Unity, Agriculture Area: production and commercialization, OLIPA-ODES (Organisation for Sustainable Development), Fórum Terra

30/11/07, 8AM – Meeting with IBIS – DIDENA Team. Program Management Unity, Decentralisation Area: Community empowerment and Participatory District Planning

30/11/07, 8,45AM – Meeting with Christian Steiner, Helvetas Program Coordinator, and Paula Oksanen, Senior Advisor

30/11/07, 2,45PM – Meeting with the Credit and Savings Association in Erati, Namapa District, Program Management Unity, Micro-Finances Area: Credit and Savings, IRAM.

Cabo Delgado Province

30/11/07, 5,45PM – Meeting with Helvetas Team members in Chiure, Chiure District, Helvetas Implementing Unit, Program Management Unity, Agriculture Area: production and commercialization; Decentralisation Area: Community empowerment and Participatory District Planning

01/12/07, 9AM – International HIV/AIDS Day Activities in Chiure

01/12/07, 11AM – Meeting with Dr. Gregor Dahlhoff, SolidarMed Coordinator in Chiure

01/12/07, 2,30PM – Meeting with Community Health “Wiwanana” Team, Chiure, Frank Haupt, Wiwanana Coordinator; André Alberto. Also participated in parts of the meeting: M^a Celestina Monteiro, Permanent Secretary of the District Administration; Manuel Germano Teodoro, District Economy Director; Jorge André Vede, Health District Director

01/12/07, 3,30AM – Meeting with Dr. Gregor Dahlhoff, SolidarMed Coordinator in Chiure, Frank Haupt, Wiwanana Coordinator and André Alberto, Wiwanana team member.

Maputo City

03/12/07, 11,15AM – Meeting with COOF Financial Administration and Administration Staff: Cipriano Godinho (Accountant), Ivone Estante (Accountant), Tânia Inácio, Elzeth Sulemane (Human Resources) and Celisa Quelhas (Auditor)

03/12/07, 3PM – Meeting with Edda Collier, Consultant for the Technical Secretariat, Gender Coordinating Group

03/12/07, 8PM – Meeting with Meet Mass, Norwegian Embassy

04/12/07, 10AM – Participation in the National Seminar on The State of Civil Society in Mozambique, organized by FDC (Foundation for the Development of Community), UNDP, CIVICUS, Aga Khan Foundation and the European Union

04/12/07, 3PM – Meeting with Ida Thyregod, UNFPA, Gender Coordination Group, chaired by UNFPA

04/12/07, 4PM – Meeting with Marta Cumbi, FDC Cooperation and Advocacy Director and Benilde Nhalivilo, FDC Gender Coordinator

04/12/07, 5,40PM - Meeting with Dr. Francelina Romão, Ministry of Health Gender Focal Point

05/12/07, 10AM – Meeting with Thomas Litscher, Head of Mission/Country Director and Markus Duerst, Deputy Director of SDC Mission and Head of Aid

05/12/07, 1PM – Lunch Meeting with Katia Carvalho, former SDC staff. Worked 3 years as Program Assistant of the Economic Development Sector and 1 year, as a volunteer in the Transversal Theme Gender

B.3 Bibliography

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Annex C Pakistan Annexes

C.1 Gender Mainstreaming Overview of Six Selected Projects Currently Supported by SDC Pakistan

- 1 KHDP/KRDC
- 2 Farm Forestry Project (IC)
- 3 Child Protection (UNICEF)
- 4 Gender Budgeting (UNDP/MoF)
- 5 Free and Fair Elections (the Asia Foundation)
- 6 Humanitarian Reconstruction (SDC)

1. KHDP/ KDRC

Project Title (Domain: Increasing Income)	Karakorum Handicrafts Development Programme (KHDP)/ Karakorum Development Resource Center (KDRC)
Partner Organisation:	Karakorum Area Development Organisation (KADO)
Overall Period:	1996 – on-going
Phase:	Exit Phase (January 06 - December 08)
Budget (CHF):	580,000
District(s)/Province:	Hunza Valley in the Northern Areas
Person Responsible at SDC:	Kanwal Bokharey
Objective/ Goal:	To develop the capacity of a local, home grown institution to undertake measures for socio-economic development, quality of life and empowerment, with particular focus on improving the socio-economic base and living conditions of the rural population of Hunza region, particularly women.
Brief Description & Line of Action	Women owned business units that profitably links artisans with local and external markets; fully functional Karakorum Development & Resource Centre (KRDC) successfully promoting development and private sector initiatives after SDC pulls out.
Fit with gender conceptual framework	A woman-focused project that directly impacts women's access to, and control over, resources (skills, information, mobility, skills, productive assets, and financial assets). Builds the capacity of local markets and service delivery organizations so that they can be accessible and responsive to women's needs. Informal social, political and economic institutions permit gender equality.
Gender Disaggregated Data Available at start-up	Information more specific to situation of women, not as a comparison between men and women
Gender Analysis in Concept Paper	Yes (women specific)
Women-specific & Gender Equality Objectives in Credit Proposal	Yes (women specific)
Women-specific & Gender Equality Activities in Credit Proposal	Yes
Budget Specifically Allocated To Women's And Gender Equality	Yes

Project Title (Domain: Increasing Income)	Karakorum Handicrafts Development Programme (KHDP)/ Karakorum Development Resource Center (KDRC)
Activities	
Reporting Includes Gender Disaggregated Information	All women
Reviews Include Reports On Women-Specific And Gender Equality Inputs	Yes
Reviews Include Reports On Women-Specific & Gender Equality Outputs	Yes
Reviews Include Reports On Women –Specific & Gender Equality Outcomes	Yes
Comments	Women were initially involved in this project as piece rate producers, with the organization playing the role of the entrepreneur. In its exit phase, with persuasion from SDC staff, the women were encouraged to access and control resources that allowed their transition to becoming owners and decision makers of their own business. The project has challenged prevailing perceptions about women’s role and place in society, and has given the women in Hunza a new range of choices over the role they will play in society.

1.1 Consideration of Gender Equality Context

KADO is located in Hunza, one of the remotest valleys in the Northern Areas of Pakistan, administered by the Federal Government. Made up of rugged mountains and deep gorges, Hunza has suffered from locational constraints and has remained cut off from the rest of Pakistan. For centuries, life has been extremely harsh, and people have relied on a farm-based subsistence economy, rather than on commerce or trade. In the last twenty years, the building of the Karakoram highway linking China and Pakistan through the Hunza valley has created new opportunities, e.g. better transportation, increased education, the functioning of the trade route with China, better access to basic facilities that has created more time for other activities. One problem that continues to face the local people is the dearth of income earning opportunities in the Hunza valley.

The economy of the valley has been based on subsistence agriculture, and the arrival of the highway increased the potential for tourism (trekking, mountain climbing) as well as for servicing the traders using the Karakoram highway. The highway brought in development agencies, particularly the Agha Khan Foundation, which supported schools, clinics, and infrastructure projects that linked off-highway communities to the main road. Boys and girls were able to attend local schools for the first time in the 1970s – earlier students had to leave the valley to be educated. Religious leaders in the valley encouraged schooling for women, and women's economic leadership. These changes provide the backdrop for women to earn incomes and engage in the travel necessary to run a business.

SDC's work in Hunza spanning over 20 years initially focused on enhancing income-earning opportunities for women. In later years (Phases), the focus expanded to building the capacity of a local, home grown institution to create income-earning opportunities for men and women in Hunza.

1.2 Gender Equality in Project Design

SDC's partnership in Hunza began with a one-year pilot action research (phase I) in partnership with Aga Khan Culture Service Programme (AKCSP) and KADO Board. The focus was to revive local crafts (specifically the local embroidery) and explore the possibility of addressing poverty, particularly for women, through it.

The experiment was successful, and the young local organization, KADO, was supported through a Phase II (up to March 2000) to not only take this project forward, but to develop itself as an institution. Karakorum Handicraft Promotion Society (KHPS, 1995) was elevated in 1996 as Karakorum Handicraft Development Programme (KHDP) with a mandate to mobilize women in villages, train them in embroidery/stitching, and provide them with ongoing crafts work so that they could generate income. A two-tier handicraft development programme was initiated: primary producers (women who would embroider) were organized in villages, and supported to produce through the provision of 'kits' including embroidery designs and raw material; KHDP was established as a secondary production/stitching unit that would design the products, stitch, finish, and market them. KADO, as an organization, was also supported to further strengthen itself as an organization, put in systems and processes and develop local and national linkages. Phase-II demonstrated success by successfully enhancing income earning opportunities of approximately 1600 women now associated with the project (in villages and with KHDP). It was also recognized that the local craft had been developed and 'upgraded' considerably, and now had an identity through the brand name 'Thread-Net Hunza'.

At the end of Phase-II, KADO requested an extension. The overall project goal remained the same, i.e. 'improved socio-economic base and living conditions of the rural population in Hunza valley'. The intended project results were collapsed as follows:

Income and employment generated in the area, with particular focus on women and traditional crafts;

Strengthened institutional capacity of KADO.

SDC therefore entered a four-year partnership (phase III) with KADO during which the number of women reported to be reached and supported by the project increased to 2800. It was also reported that the Organization, KADO, had strengthened to the extent where it had successfully negotiated resources from within the Government and outside that would benefit the people in Hunza. At the end of Phase-III, SDC extended the project for six months (Phase IV) and facilitated an external evaluation to validate achievements, effectiveness and sustainability of interventions, and to develop a future scenario for an exit strategy for KHDP. Based on the evaluation and subsequent discussions, the Exit Phase (Phase V) of the project was designed. This Phase focuses on:

Building and reorienting KADO's capacity to continue acting as an independent regional development player under the name KDRC;

Developing KHDP's capacity transform itself into independent women-run, private enterprise units – one brand based marketing company (TNH) and four Secondary Production Units (SPUs).

1.3 Gender Equality in Project Implementation (activities and budgets)

Phases I-IV of the project focused on identifying and training selected women to earn an income through development of handicraft items. The project's activities included:

To create market oriented products (designs, color combinations)

To train and supervise women at primary production units (village based) to produce the embroidery

To develop systems, processes and procedures for raw material purchase, inventory management (for raw material and stocks), delivery and collection of embroidery pieces (kits), payments, delivery of products to outlets

To train and supervise women at secondary production unit (SPUs) employed by KHDP to stitch the units

To train and facilitate the staff at KHDP to market the products

To promote the brand name 'Thread-Net Hunza'

During Phases I-IV, KHDP staff, including the Secondary Production Units (stitching units) and management and marketing staff, learned how to operate the business, i.e. from opportunity identification (and designing) to resource mobilization to production (and quality control) to marketing.

The brand name "Thread Net Hunza (TNH)" became well known and even received a UNESCO seal for high quality indigenous crafts. The products were linked to over 65 retailers and approximately 3000 women began to earn a regular income. An assessment facilitated by KADO revealed that this project has a significant impact on women's social status, children's education and living conditions. The TNH experience had also allowed KADO to test other handicraft initiatives, such as carpet weaving for 25 weavers at Gulmit Carpet Centre and cotton fabrics manufacturing together with training of individuals in stitching and tailoring at Ganish Fabrics Center. A rehabilitation centre for disabled persons was also established by KADO.

But end of Phase IV also recognized that most of the initiatives undertaken by KADO (through KHDP) had made KADO a business entity, and not a commercially viable one.

Phase-V of the project challenged the prevailing assumption (internal culture and deep structure) that community based women could only be engaged as producers, and they may not have the 'permission' or the 'capacity' to take forward this production as a business.

Phase-V implements two sets of activities:

KHDP: To support five women owned businesses (four SPU stitching units and one group of KHDP production and marketing staff) through provision of business training, registration, a one-time grant fund, transfer of existing assets, branding for quality products, guidance regarding linkages with raw material and markets, and on-going supervision.

KDRC: To develop expertise in business development service (BDS) provision. New business skills development facilitated for men and women in the region include: business incubation in Gems (cutting and setting); Information, Communication and Technology (ICT), including establishment of inter-net cafes in remote villages, provision of channels; initiation of an E-governance programme which will focus on three tiers; 1) good governance of civil society organizations (building capacity of CBOs/ LDOs in governance in central Hunza), 2) Engaging community and locally elected political representatives to provide enabling environment to develop a model governance mechanism by using ICT tools 3) improving interactivity of local communities with local government/ administration for efficient civic services and vice versa.

1.4 Gender Equality in Project Monitoring and Evaluation

Through Phases I-V, the project monitoring and evaluation has focused on assessing the impact on women's economic and social empowerment. The external evaluations have questioned whether the Project has changed women's and men's consciousness about possible roles; and whether project interventions have actually increased women's access to, and control over, resources (and found a positive answer). Compared to earlier phases, Phase V is more focused on women's strategic interest (decision-making, new roles and increased social and physical mobility).

In some internal reports and assessments, the Project tracks the changing perceptions of local influential forums – in terms of their comfort to challenge existing perceptions and norms about what a woman can do, be or have. But there is scope and opportunity to track such changes in more detail. The field visits showed that women were being encouraged to expand their roles – and this process was moving faster in more accessible communities. Women involved in the project were travelling for training, for distributing kits and delivering finished products, for negotiating with wholesalers and retailers. Some had undertaken new kinds of activities (tailoring, uniforms) based on their knowledge of transforming embroidery into a wide range of finished craft products, of costing and of marketing.

A long term Project such as this provides an excellent opportunity to assess gender specific impact – even in the absence of base line data. Change is visible even now – where in a highly conservative society women have successfully entered the market place – with shops, production units, a restaurant, beauty parlour, internet cafes. The local, home grown organization is facilitating women's (and men's) entry into new business opportunities such as gems and jewellery, e-governance, video documentation, etc.

2. Farm Forestry Sector Project (FFSP)

Project Title: (Domain: Increasing Income)	Farm Forestry Support Project (FFSP) – earlier known as Farm Forestry Project (FFP)
Implemented by:	Intercooperation
Partner Organisations:	NGOs, CBOs, Pakistan Forest Institute and Agricultural University, Peshawar
Overall Period:	2000- Ongoing(to be completed by December 2008)
Phase:	3rd Phase (Jan 05 – Dec 08)
Budget (CHF):	3'050'000
District(s)/Province:	NWFP (Haripur, Karak, Kurram Agency)
Person Responsible at SDC:	Mohammad Arshad Gill
Objective/ Goal:	Contribute towards sustainable management of natural resources in NWFP by strengthening the capacity of small farmers and women through farm-forestry interventions with an enterprise orientation.

Project Title: (Domain: Increasing Income)	Farm Forestry Support Project (FFSP) – earlier known as Farm Forestry Project (FFP)
Brief Description	Community mobilization, farm forestry interventions with enterprise orientation, micro enterprise promotion targeting particularly women entrepreneurs.
Fit with gender conceptual framework	Addresses women’s and men’s access to, and control over, natural resources; Supports women in their practical needs, as well as strategic interest; Addresses women’s empowerment through social and physical mobility, economic empowerment and decision making; Increasing women’s and men’s consciousness towards a more gender balanced society.
Gender Disaggregated Data Available at start-up	Yes
Gender Analysis in Concept Paper	Yes
Women-specific & Gender Equality Objectives in Credit Proposal	Yes
Women-specific & Gender Equality Activities in Credit Proposal	Yes
Budget Specifically Allocated To Women’s And Gender Equality Activities	Yes – including encouraging women’s access to the SAF (Small Action Funds)
Reporting Includes Gender Disaggregated Information	To a very large extent
Reviews Include Reports On Women-Specific And Gender Equality Inputs	Yes
Reviews Include Reports On Women-Specific & Gender Equality Outputs	Yes
Reviews Include Reports On Women –Specific & Gender Equality Outcomes	Yes, including case studies of how women have been able to enhance their socio-economic conditions as a result of the Project.
Comments	The Project operates in three areas – two of which are highly resistant with respect to women’s participation in economic activities. However, the Project has successfully reached out to women, and made a significant contribution to their socio-economic development – through effective Project design, implementation, monitoring and documentation and reporting.

2.1 Consideration of Gender Equality Context

The North-West Frontier Province (NWFP) in Pakistan has a traditional culture where social polarities are evident in terms of power dynamics, stratification and gender inequities. For example in FFSP target areas of Haripur, Karak and Kurram Agency, the **literacy ratio** for female is 37%, 32% and 5% as compared to that for male as 71%, 68% and 33%, respectively. The women in rural areas are generally **overburdened** with household chores but have **very limited access to resources** or **decision-making power**. *Purdah* (veil) system is very strong and **mobility** for women is generally extremely restricted. '*Purdah*' becomes a reason to deny women access to **education and health**. Women in traditional tribal culture are denied the **ownership rights** over maternal or paternal property, let alone any political right. In rural areas, only the man is seen to contribute to family income (on-farm and off-farm). Women's contribution to income saving or income generation is generally invisible, viewed as 'just house work', although women contribute significantly to agricultural production. Women's institutions do not exist or are very few and lack leadership.

The Farm Forestry Project (now known as Farm Forestry Support Project) was initiated in January 2000 (for two years) as a field action research project. The geographic scope of the project included districts Karak and Haripur in NWFP, and Kurram in the Tribal Agency on Afghan border. These regions were chosen because: all regions were rain fed; the farming community consisted of small farmers and self-operators (men and women); land productivity was below average, generally leading to abandonment of agricultural land. The primary aim of the project was to give farmers options for broadening livelihood options, farm forestry being one of them.

The geographic scope of the project provided an interesting contextual spectrum: on the one-hand there was Haripur – a development workers dream district – where considerable investment had been made to form and strengthen community groups, including women; and on the other hand were highly conservative areas such as Karak and Kurram, known for their unwelcome and rigid stance towards NGOs and foreign agencies that dare challenge existing norms, particularly with regard to women's empowerment.

2.2 Gender Equality in Project Design

The overall **goal** of the project has always been to improve the socio-economic conditions of rural poor (esp. women and marginalized) in NWFP through optimal natural resource utilization. Phase I of the project (action research phase) was essentially technical in nature, i.e. how to increase farm yield through better resource management. It focused more on the farm – as compared to the farmer.

Phase II of the project (January 02-December 04) was meant to take the learning of Phase I to the farmers. It was during the implementation of Phase II that the project staff in Karak and Kurram realized how difficult it was to reach out to women farmers. In most cases women were invisible. And it generally took incredible efforts to reach out to women and leverage change. An External Review, undertaken in 2004, recommended that the project: shift its focus from being an implementer to being a facilitator; upscale its focus to address the complete FF chain, with a market orientation; provide a greater focus on poverty and gender.

Phase III of the project (January 05 – December 08) saw a change in project title (from FFP to FFSP) and a focus on supporting market-oriented initiatives of small farmers and users (female and male) within the farm forestry system.

2.3 Gender Equality in Project Implementation (Activities and Budgets)

In Phase II, the Farm Forestry Project introduced improved FF practices as viable enterprise for rural poor women in the dry regions of NWFP. But the project faced problems in working with women in Karak and Kurram. Cultural constraints posed a difficulty in reaching out to women, in providing them technical training and inputs. Even though FFP worked through local NGOs, it was difficult for those partners to retain female staff and provide support services to poor rural women. In 2004, the project designed a range of strategies that has shown promising results:

Identifying women through **local Clusters, NGOs and Village Focal Points**. Also asking men entrepreneurs registered with the Programme to encourage the women in their households to participate in the Programme;

Developing **women master trainers** at village level to train the nursery entrepreneurs and provide technical support on timely basis. Married, older women, who had a 'sound' reputation and had access to women at household level;

Introducing nursery development as an income earning proposition for home based women, building women's **capacities to grow plants and manage nurseries** but to be linked to ready markets for seedlings and plants;

To recruit twice as many women staff (as compared to men staff) in Kurram and Karak, both as a backup (in case one leaves) as well as a support to the other;

To develop **Women Interest Groups** on various aspects of the farm forestry chain (seeds, honey, HBN) as informal support groups at village and district level;

Increasing the income earning potential for women associated with the project by introducing farm forestry enterprises such as manufacturing of wooden decoration pieces, *Mazri* (fiber) and kana products, and honeybee keeping;

Providing support for the establishment of an outlet, and linkages with a range of outlets for products manufactured by project-supported entrepreneurs;

Improving gender balance at project staff level (50% in January 2006), introducing gender sensitive operational guidelines, and introducing concepts of gender sensitive budgeting;

Establishing gender sensitivity as a criteria for choosing project partners, and developing local partners' capacity in gender mainstreaming.

2.4 Gender Equality in Project Monitoring and Evaluation

Farm Forestry Project (FFP) has transformed itself into a Support Project and has renamed itself as Farm Forestry Support Project (FFSP). The project's development and gender orientation has been guided by reviews and evaluations. A Mid Term Review (2003) emphasized enhancing the project's focus on integrating FF practices in farming systems and research. It also emphasized the need to build the capacity of partners and communities to become independent of subsidies (cost awareness, efficiency) and improve their own ability to research and find markets.

The External Review (2004) suggested improving the monitoring framework particularly regarding 'poverty alleviation and gender integration'. It recommended exploring relevance and adaptation of regional experiences in participatory research and development. It also suggested systematically identifying deserving and high potential zones. The project was advised to enhance its stance on creating or promoting entrepreneurial culture and market development. It also emphasized on transforming project's role from 'implementer' to 'facilitator'.

Based on on-going assessments and reviews, the project has always had a strong emphasis on institutionalization, i.e. building local partners' capacity for planning, implementation, and monitoring. The project has also invested in outcomes monitoring, focusing on: involvement of women in the farm forestry chain, increased livelihood opportunities in FF chain (for both men and women), inclusion of marginalized women and men in CBOs (local partner organizations), relevant stakeholders use of learning to capacitate themselves and others, development of a pay for service culture, replication and adoption of successful interventions and technologies by others, successful enterprises run by interest groups (male and female), sustained linkages by farm forestry actors (men and women), partners facilitation and coaching of men's and women's CBOs.

The evaluators met with representatives of several different types of farm forest products – nursery owners, handicraft producers, makers of olive wood prayer beads, etc. In some cases, women were in charge of production, design and marketing – they were really women-run enterprises - but in others, the women were told by family heads what, when and how to produce and were excluded from the full entrepreneurial process. Even in those situations, the women were 'allowed' to participate in the meeting with NGO staff and outsiders from Intercooperation and SDC, and their contribution was recognised by the male head of the family/production unit. The women who were, in effect, piece workers, knew the value of the products and the cost of production (and, by extrapolation, could value the cost of their contributed labour). It was not possible to determine whether they determined or influenced how the increased family income was spent. In several cases, women relatives from extended families were paid in cash for their labour contribution by the man who headed the enterprise, and the rate of pay seemed to be good compared to very limited other opportunities.

3. Child and Adolescents Protection Programme (CAPP)

Project Title: (Domain: Improving Governance)	Child and Adolescents Protection Programme (CAPP)
Implemented by:	UNICEF
Partner Organisation:	Ministry of Social Welfare, Ministry of Interior, Ministry of Education, National AIDS Control Programme and their line departments at provincial and district level, Lawyers for Human Rights and Legal Aid (LHRLA), Family Planning Association of Pakistan (FPAP) and other selected human rights NGOs and CBOs
Overall Period:	1996 – ongoing
Phase:	4 th Phase (July 05 – December 08)
Budget (CHF):	3'800'000
District(s)/Province:	NWFP (Peshawar and Mardan), Punjab (Lahore and Faisalabad), Sindh (Karachi and Larkana) and Balochistan (Quetta).
Person Responsible at SDC:	Kaneez Fatima M Kassim
Objective/ Goal:	To ensure that the right of a Pakistani child, to develop to his/her full potential, is realized.
Brief Description & Line of Action:	Protection services, adolescent empowerment, education, awareness and institutional strengthening.
Fit with gender conceptual framework	Addresses vulnerable children and adolescents access to special services that will protect them from abuse, exploitation and violence. Contributes to (i) improved legislation and policies on priority child protection issues, and (ii) provision of support services to children in need of protection and recovery.
Gender Disaggregated Data Available at start-up	Not really – generic terminology used – e.g. child, vulnerable children, adolescent
Gender Analysis in Concept Paper	Some reference, but not in sufficient depth
Women-specific & Gender Equality Objectives in Credit Proposal	Not Evident
Women-specific & Gender Equality Activities in Credit Proposal	Not Evident
Budget Specifically Allocated To Women's And Gender Equality Activities	Not evident

Project Title: (Domain: Improving Governance)	Child and Adolescents Protection Programme (CAPP)
Reporting Includes Gender Disaggregated Information	Yes
Reviews Include Reports On Women-Specific And Gender Equality Inputs	Yes
Reviews Include Reports On Women-Specific & Gender Equality Outputs	Yes
Reviews Include Reports On Women –Specific & Gender Equality Outcomes	Not Evident
Comments	<p>The Swiss Agency for Development and Cooperation (SDC) has been financially supporting UNICEF for an Advocacy and Communications Programme since 1996. Major findings of an External Review of the Programme conducted in December 2004 confirmed that it had contributed to positively influencing the perception of human rights in Pakistan with special regard to discrimination against women and girls. It had successfully experimented with low cost approaches to motivate large numbers of adolescent girls to become role models of change, to establish women's representation in local parliaments and to assist victims of human rights abuses. However, changes at the institutional and systems levels were still weak. Recommendations included further working with UNICEF but that future cooperation place human rights at the centre, has a programme approach, works with vulnerable children in need of protection, and focuses on institutional development of government and non-governmental partner organisations to provide this protection. It also recommended that the project for adolescent girls be consolidated and phased out while the protection and referral services are continued.</p>

3.1 Consideration of Gender Equality Context

While Pakistan was one of the first countries in the world to ratify the Convention on the Rights of the Child in 1990, steps taken to translate this commitment into concrete actions have not been enough. The Swiss Agency for Development and Cooperation (SDC) had been financially supporting UNICEF for an Advocacy and Communications Programme since 1996. The project successfully experimented with low cost approaches to motivate large numbers of adolescent girls to become role models of change, to establish women's representation in local parliaments and to assist victims of human rights abuses. Major findings of an **External Review** of the Programme conducted in December 2004 confirmed that it had contributed to positively influencing the perception of human rights in Pakistan with special regard to discrimination against women and girls. However, changes at the institutional and systems levels were still weak.

Recommendations included further working with UNICEF but that **future cooperation place human rights at the centre**, has a programme approach, works with vulnerable children in need of protection, and focuses on institutional development of government and non-governmental partner organisations to provide this protection. It also recommended that the project for adolescent girls be consolidated and phased out while the protection and referral services are continued. The "Child Protection and Empowerment of Adolescents" (CPEA) Programme is Phase IV (July 05 – December 08) of the Advocacy and Communications Programme, renamed as the 'Child and Adolescent Protection Programme (CAPP) after the 2006 Government of Pakistan/ UNICEF Mid-Term Review.

The current Programme was modified to include the provision of working more assertively on creating government systems and mechanism for the prevention of child rights violations and protection of vulnerable children, adolescents and their families. The change in name reflects the thinking from partners that the empowerment of adolescents to enhance their ability to protect themselves and their peers needs to be complemented simultaneously with the establishment of government mechanisms and structures to protect adolescents from violence, abuse, neglect, exploitation, HIV and AIDS and drugs.

3.2 Gender Equality in Project Design

The Advocacy and Communication Programme funded by SDC since 1996 was essentially a basket of individual projects that was able to:

Increase awareness on critical issues of gender discrimination like education, health, nutrition and hygiene;

Bring about a positive changes in girls' self-esteem and self-confidence;

Facilitate entry of a large number of women at the local government level for the first time in the history of Pakistan;

Introduce a regular systematic monitoring of incidence of violence and human rights abuses, and

Introduce a broad spectrum of support and assistance (in Karachi) for victims of rights abuses.

The subsequent 'Child and Adolescent Protection Programme (CAPP)' is focusing on child protection and empowerment of adolescents by:

strengthening the government's capacity to adopt and enforce laws and policies;

strengthening the capacity of non-governmental organisations to identify victims and provide them with appropriate recovery and protection services;

empowering vulnerable children with essential life skills and knowledge to become agents of their own protection and by promoting dialogue and open discussion on child protection issues in the media and civil society.

The 8 focus districts for the Programme intervention are: Peshawar and Mardan in NWFP, Lahore and Faisalabad in Punjab, Karachi and Larkana in Sindh, Quetta in Balochistan and Islamabad in the Federal Capital.

The main government partners of the project are the Ministry of Social Welfare, Ministry of Interior, Ministry of Education, National AIDS Control Programme and their line departments at provincial and district levels. The Programme is implemented in partnership with non-governmental organisations (NGOs) specialised in child protection and recovery. The Programme interventions also target a wide range of duty bearers like parents, teachers and state representatives at community, district, provincial and federal levels, parliamentarians and religious leaders. The Programme also aims to strengthen the capacity of journalists to report on child protection issues.

3.3 Gender Equality in Project Implementation (activities and budgets)

The output results and activities aimed for by the project included:

Orienting 6,000 girls and boys and 1,900 duty bearers to become aware of and act on their rights and obligations. A major activity planned under this result were the “Knowledge, Attitude and Practices” (KAP) Surveys in all the provinces assessing the knowledge, attitudes and practices of adults and children towards children and child protective rights.

Training and supporting 1,200 persons from CSO's to address child rights issues

Activities towards this result included supporting established CSO networks to conduct workshops, seminars, interactive theatre shows, and docudramas on child protection rights, formalizing network membership, ensuring more regular meetings, training members to address and prevent child rights violations, developing a directory of civil society organizations working on CP issues.

Providing 23,500 girls and boys at risk and victims of violence, abuse and exploitation with protection services and training 800 service providers in child protection

Establishing and supporting the functioning of help lines and Drop in Centres (DICs). CAPP in 2007 assisted 16 Drop-In Centers, 3 Outreach Centers and Educational Centers in the major cities in all 7 Districts (Karachi, Larkana, Lahore, Faisalabad, Peshawar, Mardan and Quetta), including 9 Helplines for girls, boys and women.

Providing Recovery and Integration Services through Child Protection Welfare Bureau in Punjab

Training 1,500 enforcement officials on the national Juvenile Justice Ordinance and the Convention on the Rights of the Child: ensure the enforcement of child related protection laws

Training 1,160 officials (from jails, police, lawyers, judges) in Child Protection and Juvenile Justice in the provinces

Providing behaviourally specific life skills based education (BS/LSBE) and knowledge to 44,600 Most at Risk Children and Adolescents (MARA) & Especially Vulnerable Children and Adolescents (EVA) aged 10-19 to protect themselves and peers

To draft and advocate Federal and Provincial laws and policies in line with CRC

To develop National Child Protection Management Information System within the NCCWD and with linkages to the PCCWD and DCCWD.

The Programme focuses on four distinct, but interrelated, areas that are (i) protection services, (ii) adolescent empowerment, (iii) education and awareness, and (iv) institutional strengthening. The programme strategies are clustered in the following inter-related components:

Building institutions and strengthening the national capacity to adopt and enforce laws and policies that protect children from abuse, exploitation and violence;

Strengthening the capacity of the major governmental and non-governmental duty bearers to identify victims and provide them with appropriate recovery and services;

Educating and mobilising key stakeholders, e.g. parents, teachers, religious and community leaders, etc., to protect children;

Empowering vulnerable children with essential life skills and knowledge to become agents of their own protection; and

Promoting dialogue and open discussion of child protection in the media and civil society.

3.4 Gender Equality in Project Monitoring and Evaluation

As one of its activities, the project initiated “Knowledge, Attitude and Practices” (KAP) Surveys. These surveys have indicated a need for CAPP to be more discriminatory with regard to gender analysis of girls needs and issues as compared to boys. The Study has also highlighted that when addressing issues such as sexual exploitation, the programme must take into account the specific vulnerabilities of boys as victims of sexual exploitation - for example, the Penal Code does not recognize that boys might be victims of sexual abuse and exploitation. The program will support the government to address this gap in the legislation.

The KAP study highlighted a gender bias in the way adults and children perceive girls and boys, in the way child rights violations manifest themselves and in what manner child protection issues are addressed. Around 70% to 80% of those children accessing the protective services at the moment are boys. Girls are more restricted to their home and have limited access to the same basic (protective) services as boys do. It is therefore necessary for CAPP to not only provide protective services to vulnerable children (mostly boys) in the major cities, but move into communities and establish mechanisms for prevention, identification and protective services delivery to girls at risk of child marriages, violence in the name of honour, domestic child labour, child sexual abuse and incest. A concerted effort will be made by CAPP in 2008 to pay more attention to the gender dimension of child protection programming.

The evaluators also found that the support and protection given to boys and girls in the Lahore project effectively identified and rescued street children, but did so in a way that appeared to reinforce traditional gender roles – and therefore the subordination of girls and women.

One of the issues raised by this evaluation was that influencing the way gender equality (and other) challenges are raised and addressed in multilateral projects is different from how they can be shaped in projects with local or national or international project holders. Influencing multilateral agencies requires different skills and relationships than when funding an NGO. The evaluators were asked to address this issue in the synthesis report.

4. Gender Responsive Budgeting Initiative (GRBI)

Project Title: (Domain: Improving Governance)	Gender Responsive Budgeting Initiative (GRBI)
Implemented by:	UNDP
Partner Organisation:	Ministry of Finance, EAD, Local Governments
Overall Period:	2005 – completed
Phase:	1 st Phase (June 05 – Oct 07)
Budget (CHF):	784'000
District(s)/Province:	Federal, Punjab
Person Responsible at SDC:	Amir Khan Goraya
Objective/ Goal:	To make the government accountable for delivering their gender and policy commitments in the budget.
Brief Description & Line of Action:	Raise awareness and understanding of gender issues and the differential impacts of budgets and policies on men and women. Training in gender budgeting for the stakeholders. Review and analyze budgets through gender lens.
Fit with gender conceptual framework	Increasing men and women's access to, and control over, resources through gender sensitive systems, processes and accountability mechanisms.
Gender Disaggregated Data Available at start-up	Yes
Gender Analysis in Concept Paper	Yes
Women-specific & Gender Equality Objectives in Credit Proposal	Yes
Women-specific & Gender Equality Activities in Credit Proposal	Yes
Budget Specifically Allocated To Women's And Gender Equality Activities	Yes
Reporting Includes Gender Disaggregated Information	Yes
Reviews Include Reports On Women-Specific And Gender Equality Inputs	Yes

Project Title: (Domain: Improving Governance)	Gender Responsive Budgeting Initiative (GRBI)
Reviews Include Reports On Women-Specific & Gender Equality Outputs	Yes
Reviews Include Reports On Women –Specific & Gender Equality Outcomes	Yes
Comments	This Project mainstreamed gender into local governance rules, service delivery systems and procedures, and is intended to positively demonstrate how accountability mechanisms can promote effective gendered development.

4.1. Consideration of Gender Equality Context

The idea of gender sensitive budgets gained momentum internationally in 1995 when the United Nations Platform for Action recommended that: Governments should make efforts to systematically review how women benefit from public sector expenditures and adjust budgets to ensure equality of access to public sector expenditures. This global call for a gender perspective in government budgets was central to furthering the key themes of government accountability for its gender equality commitments and gender mainstreaming of the Beijing Platform of Action. Efforts by women in a number of countries, including Australia and South Africa had demonstrated its potential.

In Pakistan, the issue of Gender Budgeting was first raised in 2001 by the Ministry of Women Development in a paper on “Gender and Poverty” that was submitted for the Poverty Reduction Growth Facility (PRGF). The Government support for GRB has also been reiterated in Poverty Reduction Strategy (PRSP) where it states that: “In the longer term, the government will support the use of gender sensitive budgeting (GSB) in analysing the federal and provincial government budgets to determine the extent to which resources are allocated to address gender inequality.”

Pakistan is a federation with three tiers of government, i.e. the federal, provincial and district level of governments. During recent years, the Government of Pakistan has introduced a range of budgetary and planning reform processes intended to improve the overall quality of planning and budgeting at various levels of government. As part of the budgetary reforms, the country is currently moving towards a medium-term budget framework (MTDF). This form of budgeting, introduced at the federal level and in one of the provinces, i.e. Punjab, aims to align budgets with policies, and to do so over a rolling three-year period rather than for a single year budget (as done in traditional budgets). Its intention is to link budgets, spending and outcomes information to improve both budgeting and service delivery.

This type of performance-linked budgeting has been encouraged by the World Bank, and is new for Pakistan. Therefore, the Ministry of Finance has decided to pilot the gender-related dimension of this in two sectors where gender disaggregated data is available – health and education, and to pilot the process in two districts. The Ministry of Finance intends to work closely with civil society organisations in this pilot.

4.2. Gender Equality in Project Design

Through its interventions, the GRBI aimed at developing the knowledge, skills and attitudes among relevant stakeholders so that:

Government spending addresses the needs of women and men equitably and attends especially to the needs of the poor;

Budget is reviewed through a gender lens, in order to ascertain that budget allocations are in line with the different priorities and needs of women and men;

Civil society and government partnership promotes transparency in the determination of government priorities and public spending.

It was expected that the targeted line departments would begin to maintain gender disaggregated data and indicators; that gender related training would focus on GRB training; and that resource material (tools and research reports) on gender disaggregated revenue and expenditure analysis would be available in Pakistan. It is also expected that at the end of the project, the GRB Initiative would be taken over by the government.

4.3 Gender Equality in Project Implementation (activities and budgets)

The various activities of this project included the following:

To raise awareness, understanding and build consensus of gender issues and the differential impacts of budgets and policies on men and women amongst the government and civil society alike: The awareness raising campaign stressed that *GRB is not about a separate budget for women*. Raising awareness included unpacking budgetary information, analyzing budgetary allocations and making assessments of performance and progress with respect to gender equality. It also included training and capacity building of community participants and government officials, working at Federal, Provincial and local levels, in gender disaggregated revenue and expenditure analysis, including the development and use of gender disaggregated data and indicators, will serve as important strategies for awareness raising.

Training in Gender Budgeting for the stakeholders: Since Gender Budgeting was a relatively new concept, the aim of the training was to build the capacity of key project stakeholders to analyse budgets from a gender lens. Such trainings covered the following topics: I) Budgets and gender issues II) The Budget Cycle III) Objectives of GRB and best practices, and IV) Tools for GRB.

Gender analysis of priority sectors: Following the training, the input of the project stakeholders was to commission researchers to undertake gender analysis of significant sectors like the federal budget for education, health and population and the provincial sector budgets of health, population and education, focusing on yet to be identified two pilot districts in Punjab.

Review of the research reports: Research was commissioned on the following topics: 1) the gender profile of labour in Pakistan; findings from a time use survey (a GRB tool), 2) quantifiable indicators measuring barriers to women's participation in the economy; and 3) Sectoral budgetary allocation and expenditures for education and health.

Advocacy Activities: These included meetings (with ministers, donors, members of parliament, district executive committee, government officials and civil society organisations), public dialogues, television and radio discussions, articles in the print media

all of which are aimed at advocating for gender equity in budgets. The project also incorporated concepts of gender budgeting in training programmes designed and implemented for elected representatives.

The MoF, Government of Pakistan, served as the Implementing Agency of the GRBI, in close collaboration with the Economic Affairs Division (EAD). Other key partners for the project included the Ministry of Women Development (MoWD) and the Planning Commission with various civil society organizations, training, and research institutions like the Pakistan Institute of Development Economics (PIDE) and the Social Policy Development Centre (SPDC). In addition, the project partnered with the National Commission on the Status of Women, the Provincial Women’s Development Departments and the Planning and Development offices at both the federal and provincial levels. At the local level, the District Nazims and Councillors, both men and women, played a strategic role in the promotion of the concept of gender responsive budgeting, especially since the Local Government Ordinance 2001 assigns responsibility to the districts, tehsils and union councils for preparing and approving the Annual Development Plans and budgets.

4.4 Gender Equality in Project Monitoring and Evaluation

Gender sensitization of policy and resource allocations is a slow process with multiple constraints. Nevertheless, the project has received recognition and coverage, and interest from Government and civil society organizations. It has also been invited to national and international forums to present its innovative work. The concept of gender based budgeting has been incorporated in budget call circulars/letters in the Punjab, which demands that various departments report gender-disaggregated data. The information provided by departments in response to the budget call circular was analyzed and published in a study entitled ‘gender patterns in employment related public sector expenditures’.

A large number of departments have faced problems in submitting their budgets since they did not have gender-disaggregated statistics. Informal reviews and assessment indicates that some officers have expressed interest in learning how to maintain them in future.

This project is still at an early stage, and it was not possible for the evaluators to speak to officials who are actually analysing the data sets to ask them what their findings are: is the budget allocation being spent as intended? Does the spending have a gender bias? What needs to change in the budgeting, spending, and tracking systems to improve gender equitable outcomes in health and education? Senior officials in MoF were very committed to improving the link between budgets, spending and service outcomes, and it will be helpful if the reports and reviews can increasingly shift from description of inputs to outcomes.

5. Supporting Free and Fair Elections in Pakistan – SFAFEP

Project Title: (Domain: Improving Governance)	Supporting Free and Fair Elections in Pakistan – SFAFEP
Partner Organisation:	The Asia Foundation (TAF)
Overall Period:	2006- ongoing
Phase:	(Dec 06 – October 08)
Budget (CHF):	1’500’000

Project Title: (Domain: Improving Governance)	Supporting Free and Fair Elections in Pakistan – SFAFEP
District(s)/Province:	Country-wide
Person Responsible at SDC:	Vesna Dimcovski
Objective/ Goal:	To support free and fair elections that inspire public confidence and strengthen effective democratic processes.
Brief Description & Line of Action:	Civic education, awareness raising, training of teachers for first time voter's education programme, domestic monitoring of elections (including training of observers), capacity building of civil society (including the media and religious leaders).
Fit with gender conceptual framework	Addresses access to, and control over, resources (political assets, information); in particular, works on developing women's and men's consciousness so that men may support women's political empowerment; also addresses informal institutions that are so often a barrier to gender equality. One aspect of the project is to enhance women's social and physical mobility and inclusion in community associated life.
Gender Disaggregated Data Available at start-up	No formal data was gathered before starting this project. But given TAF's experience in this area, there were many informed decisions on the basis of which the project was designed.
Gender Analysis in Concept Paper	Yes – based on previous experience and understading.
Women-specific & Gender Equality Objectives in Credit Proposal	Yes – in particular to bring more women into mainstream politics.
Women-specific & Gender Equality Activities in Credit Proposal	Yes
Budget Specifically Allocated To Women's And Gender Equality Activities	Yes – several activities are women specific, i.e. to bring women on par with men. This is in addition to activities that focus on both men and women.
Reporting Includes Gender Disaggregated Information	Yes
Reviews Include Reports On Women-Specific And Gender Equality Inputs	Yes
Reviews Include Reports On Women-Specific & Gender Equality Outputs	Yes

Project Title: (Domain: Improving Governance)	Supporting Free and Fair Elections in Pakistan – SFAFEP
Reviews Include Reports On Women –Specific & Gender Equality Outcomes	Yes
Comments	The modality of support for this project is basket funding with 5 donors: SDC, DFID, CIDA, The Netherlands and Norway. SDC’s financial contribution to the pooled funds is expected to be <u>USD 1’153’846</u> (equivalent to CHF 1’500’000.-) which represents 12% of the total required amount.

5.1. Consideration of Gender Equality Context

The next parliamentary and presidential elections in Pakistan are due when the term of the current Parliament ends (now February 18, 2008). Although the country has held several elections since independence, a pro-military government currently rules it. The experience the country has had with democracy and elections has been disheartening for much of the population. Elections have been marred by poor organisation and administration, violence, intimidation and tampering. The overall credibility of the government to effectively implement democratic processes will be at stake during the 2007 elections. They will represent a challenge to the legitimacy of the regime of President Musharraf.

Previous experiences in electoral monitoring, notably the ongoing UNDP programme “Supporting Democratic Electoral Processes in Pakistan”, faced severe difficulties, e.g. the implementation was realised by the Election Commission of Pakistan (ECP) which was not independent enough from the Government’s influence. Drawing on past experiences, The Asia Foundation (TAF), an international non-profit NGO, has developed the comprehensive programme “Supporting Free and Fair Elections in Pakistan”.

No specific gender assessment was conducted prior to the implementation of this project. However, the project included both gender specific and gender integrated activities and results based on TAF’s extensive experience in women’s participation in elections in several countries of the region including Afghanistan and Bangladesh. TAF’s previous focus has included increasing the number of women voting; improving the quality of women’s votes; ensuring that women’s votes are counted; organizing training programmes for women to learn how to run effective election campaigns and how to build constituency support and increasing the number of women standing for elections.

5.2. Gender Equality in Project Design

The overall goal of the SFAFEP Project is “to support democratic governance in Pakistan”. The purpose is “to support free and fair elections that inspire public confidence and strengthen effective democratic processes” in line with the human rights based approach to development. Implementing partners of this project are 30 civil society organisations members of the “Free and Fair Elections Network” (FAFEN), a network created to monitor the elections. The project would build the capacity of the civil society and increase citizens’ participation, especially women’s, in the political process, thus strengthening the culture of democracy.

The main action lines of the project are (i) civic education; (ii) awareness raising; (iii) training of teachers and polling stations observers; (iv) domestic monitoring of the elections; and (v) capacity building of the civil society, including the media and religious leaders.

The direct beneficiaries of the project are rural and urban communities in all constituencies, with special attention to women, first-time voters, the youth, as well as marginalised groups. The project is focusing on “rights-holders” to inform them and make them aware of their role as citizens and of the importance of voting. On the side of the “duty-bearers”, the project will target community leaders, teachers, polling stations observers, religious leaders and journalists through awareness raising campaigns, trainings and capacity building.

The project has been designed to go beyond the elections as FAFEN will monitor and report on the post-election environment and undertake a post election evaluation survey. Moreover, TAF’s elections strategy revolves around the idea that short-term electoral assistance should be integrated in a broader and longer-term democratisation strategy. This leads the Foundation to build this civil society programme primarily in existing organisations that are not necessarily specialised in elections but have vast geographic networks; to take advantage of existing capacities; and to help ensure that the capacity built with elections resources continues to contribute to democratisation and strengthening civil society beyond elections.

5.3. Gender Equality in Project Implementation (activities and budgets)

To mobilize voters and educate and inform them about electoral and democratic processes and voting procedures, the project will undertake various activities, including:

Development and dissemination of National Voter’s Guides throughout the country;

Conducting training session and mobilizing meeting at union council level;

Developing Constituency level voters’ Guides that identify candidates and present their perspectives on issues of local concern;

Organizing forums in every constituency to discuss candidates’ perspectives on development issues;

Developing and distributing posters Using media to mobilize voters, including TV advertisement, theme song, playing documentary on cable TV, radio discussion shows;

Using mobile phone to mobilize voters by sending text message;

Developing an interactive web site which can help to mobilize voters. This can apply to overseas Pakistanis.

In order to ensure that young voters have an increased understanding of the values and norms of democracy and are equipped to effectively participate in the election process (Punjab and Sindh), some activities include:

Developing and distributing Teacher’s Guide and Student Guide;

Organizing and facilitating training workshops for teachers of Degree Colleges and madrassahs;

Having teachers deliver lessons in colleges and madrassahs;

Developing and distributing documentary to college libraries on importance of democratic values and role of youth;

Conducting forums for out of school youth, particularly women;

Organizing student essay competition, quiz competition and debates competition in universities and radio channels

To increase participation of women as voters, and to ensure a greater recognition of women's role in election and political processes, activities include:

Developing and disseminating printed materials on women's political and electoral rights;

Organizing and facilitating meetings in union council particularly in areas which are resistant to women's political participation;

Organizing trainings for CSO's in conducting programs on women's political and electoral rights;

Organizing and facilitating community theatres in selected areas addressing women's political and electoral rights;

Organizing discussion forums in universities to mobilize educated women;

Developing documentaries, theme songs, public messages and discussion shows for electronic media.

To develop the capacity of journalists to more effectively cover the elections, the project has initiated activities including:

Conducting provincial Consultations to identify needs of journalists;

Developing election coverage training manual;

Organizing and facilitating training for journalists at national, provincial and district level;

Organizing trainings for CSO's and media to improve coordination for election programs.

To ensure that religious leaders endorse democratic processes and become advocates for greater participation in elections by people, including women, as voters, the project focuses on the following activities:

Organizing training workshops/ discussion forums at Federal, provincial and division levels in order to sensitize religious leaders;

Producing and broadcasting documentary on Islam and Elections;

Distributing leaflets after Friday prayers.

5.4 Gender Equality in Project Monitoring and Evaluation

The project included gender equity results and gender sensitive indicators. Upon request by some donors, the LFA was revised to include gender equity indicators. TAF has ensured that the FAFEN coordination council includes an equal number of women (where possible), both as members and as decision makers. There has been conscious effort to ensure that sex disaggregated data is gathered and reported.

6. Housing Reconstruction

Project Title: (Domain: Reconstruction & Rehabilitation)	Rural Livelihoods Project, Phase 1 and 2
Partner Organisation:	Earthquake Rehabilitation and Reconstruction Authority (ERRA), Terre des Hommes (TdH), Intercooperation/CBRM
Overall Period:	2006- ongoing
Phase:	1st and 2 nd phase
Budget (CHF):	
District(s)/Province:	NWFP (Mansehra, Battagram)
Person Responsible at SDC:	Edwin Brunner
Objective/ Goal:	To support reconstruction of public and private infrastructures and restoration of livelihood in two Tehsils (sub-districts) of the earthquake affected area of the Northwest Frontier Province (NWFP).
Brief Description & Line of Action:	Cover the cost of training and technical assistance in 10-20 Union Councils in NWFP most affected by the earthquake; strengthen existing ERRA partner organizations and the capacity building of 2-3 partner organizations to manage additional Housing Reconstruction Centres; disseminate training and information materials; Restarting agriculture and livestock production via distribution of seeds and fertilizers, draft animals for ploughing, cattle and tools; support small community driven projects for infrastructure rehabilitation, e.g. irrigation channels, retaining walls of terraced land and feeder roads. Build capacity in urban search and rescue. Rebuild schools and health units. (The evaluators looked mainly at the housing reconstruction dimension of the project).
Fit with gender conceptual framework	Addresses men and women's access to assets (including housing, skills, finance, and information).
Gender Disaggregated Data Available at start-up	Not Evident, this would be unusual in an emergency situation.
Gender Analysis in Concept Paper	Not Evident, but it is included in the goals.
Women-specific & Gender Equality Objectives in Credit Proposal	Yes
Women-specific & Gender Equality Activities in Credit Proposal	Yes – for which female social mobilizers engaged

Project Title: (Domain: Reconstruction & Rehabilitation)	Rural Livelihoods Project, Phase 1 and 2
Budget Specifically Allocated To Women's And Gender Equality Activities	Not Evident, but reports indicate additional spend to reach women
Reporting Includes Gender Disaggregated Information	Some
Reviews Include Reports On Women-Specific And Gender Equality Inputs	Yes
Reviews Include Reports On Women-Specific & Gender Equality Outputs	Yes
Reviews Include Reports On Women –Specific & Gender Equality Outcomes	Yes
Comments	The districts in the earthquake areas are highly conservative and resistant to women's development. The earthquake presented an opportunity to introduce new roles for women, and to raise women's and men's consciousness towards this end. It has also presented an opportunity to question existing culture and tradition that prevents women from developing their full potential. Recognizing this opportunity, SDC fielded a female community development advisor with gender equality experience, and ensured women were knowledgeable about and involved in housing reconstruction.

6.1 Consideration of Gender Equality Context

The earthquake that struck Pakistan on 8 October 2005 had a devastating impact on the region of NWFP and AJK. An estimated 80'000 people were killed, and 70'000 more injured rendering some 3.5 million people homeless. It further resulted in livestock casualties and severe depletion of physical infrastructure, including roads, bridges, public and private buildings, water supplies, irrigation channels and cultivable terraced land. The impact was spread over an area of 30,000 square km across the North-eastern Area of Pakistan. Over 4 million people have been affected. The housing reconstruction alone represents 44 percent of the total estimated reconstruction costs (approximately US\$ 1.0 billion out of the US\$ 3.5 billion total).

The Swiss Humanitarian Aid (SHA) initiated an emergency relief operation in NWFP within days after the earthquake occurred. The humanitarian team launched its emergency relief operation in the District of Battagram and Balakot. During the whole operation a total of about 15,000 affected families who had remained in their villages received material to provide immediate temporary shelter (iron sheets, tool kits, tents) and appropriate winterization conditions (wood stoves, blankets, tarpaulins, kitchen sets etc.)

The urgency of humanitarian response – and even medium-term reconstruction - means that collecting gender and social baseline data and undertaking an analysis before designing the response is not feasible. Because the humanitarian team was concerned about including women, particularly because women were secluded and inaccessible to male humanitarian workers, they made early and successful efforts to recruit a senior woman officer with social development and social and gender analysis skills, who was able to interact with women, build links with counterparts in other NGOs responding to the earthquake and with ERRA, and enabled the recruitment of other women staff for the social mobilization teams.

Following the well recognised relief operation undertaken by SHA, SDC committed to assist the Government of Pakistan (GoP) in activities beyond the humanitarian aid by shifting support towards reconstruction and livelihood activities. The Swiss Humanitarian Aid planned the succeeding **Reconstruction and Livelihood Programme RLP** in line with SDC's initial financial pledges. This evaluation examined only the Housing Reconstruction aspect of SDC's reconstruction response. It did not look at either the initial emergency response or the livelihoods or infrastructure rebuilding dimensions of this programme in detail.

The **Housing Reconstruction** forms part of the “Reconstruction and Livelihood” objective as the third domain of the SCO- P's «**Cooperation Strategy Pakistan 2006-2010**».

6.2 Gender Equality in Project Design

SHA conducted a needs assessment in the beginning of 2006 and identified the described the housing reconstruction element of its programme as follows:

The second action line is the **support to the rural private housing reconstruction** in Mansehra and Battagram Districts as partner of ERRA. The RLP establishes two Housing Reconstruction Centres (HRCs) and disseminates know-how through mobile teams in selected Union Councils, thus providing training and advice to local craftsmen and self-builders to apply affordable, safer and earthquake resistant construction methods. The government's Strategy of “**Building Back Better**” applies an owner driven approach in the reconstruction of private houses. The GoP provides cash grants to individual households and technical training through the outreach structure of the HRCs. The HRCs serve as training and information centres for the earthquake-affected population, local authorities and the partner organizations (POs) involved in reconstruction. The HRC coordinates the POs who promote safer construction techniques at the local level in the union councils through mobile teams. Apart from managing two HRCs in Batagram and Balakot, SDC-HA also operates at field level as PO in two Union Councils. The expected outcome is that private buildings are reconstructed according to earthquake safer standards, and that communities understand the meaning of “Building Back Better”.

SHA understood that women, especially those whose husbands had been killed or injured, or who were away working, could have difficulty in accessing housing grants they were entitled to. Traditionally, these women would not speak with or negotiate with government or aid agency representatives, and burdened with grief and dislocation, their ability to speak for themselves and their children was even further compromised.

SHA's intent, therefore, was to ensure that women mobilizers would be able to identify these women and support them in the registration and fulfilment of their claims. In addition, training in improved house construction and in the conditions ERRA required for disbursements were made widely available to women.

6.3 Gender Equality in Project Implementation (activities and budgets)

SDC-HA established and operated two out of five ERRA Housing Reconstruction Centres (HRCs) in NWFP; (six more HRCs are located in the neighbouring province, AJK). The HRCs are situated in strategic locations covering the entire earthquake affected area and serve as training and information centres for the earthquake-affected population, local authorities and other stakeholders involved in reconstruction.

SDC-HA staffed both HRCs with technical advisors and a team of civil engineers, trainers and social mobilizers, including both men and women staff. The technical advisor coordinates with Partner Organisations (PO), which run field offices at Union Council level.

SDC-HA is further engaged as a PO in the Union Council of Shumlai and Mohandri thus operating those PO field offices.

HRCs are focal points of all communication in implementing private housing reconstruction policy; creating awareness on earthquake resistant construction methods through training and information campaigns to local authorities, decision-makers, architects and engineers, landlords and self-owners, contractors, skilled labourers and artisans, etc. The centres further integrate the mobile teams who have a multiple role in training, coaching and certifying compliance of structures with house owners receiving financial support through a reconstruction grant of Rs. 175'000 per totally destroyed house, and 75'000 Rs per partially damaged house. The project design included women as well as men in the training and information about how to construct earth-quake resistant housing and meet the requirements of ERRA for financing the house reconstruction. Because women were often at home, while men were away earning money, women could play a role in supervising the construction, and ensuring that the quality standards were met. A number of the men and women that we interviewed said how valuable this was: because women were knowledgeable, they were delegated to ensure the family was able to access the funding for rebuilding. This was also a source of pride and self-confidence for the women.

The project demonstrated considerable ingenuity in its efforts to include women. In several of the more conservative districts, efforts like teaming women staff, providing separate transport, and ensuring that women as well as men knew about the conditions attached to grants for housing reconstruction, had gender positive outcomes. For reconstruction staff, this also meant investment in dialogue and negotiation with senior men in the communities, including mullahs. Even so, several communities refused to have women staff in their villages, and women in those communities could not be reached. But there were also some counter-intuitive outcomes. One man told us that he now realized NGOs were well-intentioned, serious, and helpful. He had previously (before the earthquake) believed that NGOs existed to promote promiscuous behaviour among young women and men – a belief, he said, that was propagated by ill-intentioned local religious leaders.

A number of men and women beneficiaries we talked to noted that women, who often supervised the rebuilding when men were absent, were able to prevent or solve potential problems associated with inadequate design, materials, or workmanship. Men told us they appreciated the knowledge their wives had gained and used in this work. Women whose men were working away from home or who had been widowed were able to access the housing and other support they needed. Without women entering the community, they could have been overlooked.

In addition, by engaging with women, project staff noted that women play a role in traditional construction (wood frame with stone infill that is later plastered). ERRA's policy did not consider this type of construction to be suitably earthquake resistant, and therefore eligible for subsidy. The project invested considerable time and energy in designing improved earthquake resistant techniques for this type of construction, testing it, and convincing ERRA to approve funding for this type of housing. Project managers told us that less than 5% of all

the reconstructed houses used this type of improved traditional construction, but that it was very important for some remote valleys (where up to 45% of reconstructed houses used this technique because of locally available materials). It was also important for poor families, because it can be constructed with very little paid skilled labour. In addition, both women and men contribute to this type of house building, while only men build 'modern' houses. This means that women have more opportunities and knowledge to influence the house size and design, and also that their contribution is visible and (hopefully) valued.

6.4 Gender Equality in Project Monitoring and Evaluation

The Housing Reconstruction project, in particular, used and contributed to the combined strength of the gender advisors from a number of agencies (including GoP's ERRA) related to the earthquake relief effort to insist on and undertake gender-disaggregated data collection and feedback. The information they gathered proved very useful in influencing the inclusion of women in housing reconstruction training, in livelihoods promotion, and in registering for subsidies and support – especially for women heads of households. Their work was well received by the head of ERRA, and resulted in increased visibility and positive profile for gender mainstreaming in all of the earthquake reconstruction work undertaken and supervised by ERRA.

C.2 Results of the Personnel Survey Questionnaire

Each question was rated on a scale from 1 (low) to 5 (high). The average rating for all 10 respondents is noted in bold at the end of each question. Comments are in italics.

Women and men feel respected, confident and secure in their work environment. **4.3**

compared to other workplaces in Pakistan

there is a Code of Conduct

it's like a family

Staff are knowledgeable and committed to gender equality. **3.6**

knowledge and commitment are two different things

there is variance among staff on this

practical implementation knowledge is lacking

Leadership is committed to gender equality. **4.5**

Staff and leadership have capacity for dialogue and conflict management, priority setting and building policy and programme coherence. **4.7**

Sufficient budget, time and human resources are devoted to actions to advance gender equality. **3.5**

Number of women in leadership positions. **3.6**

SDC staff have sufficient training and capacity for advancing and achieving gender equality goals. **3.2**

room for improvement

Program/project staff have sufficient training and capacity for advancing and achieving gender equality goals. **3.6**

SDC's country focused strategic goals include promoting gender equality within the organization's mission and mandate. **4.1**

no programme or organizational goals to measure progress against.

Gender equality has a high priority in program and project objectives. **4.0**

varies

affected by harmonized programming

Gender Analysis is built in early and consistently into policy dialogue and program and project work processes. **3.4**

Management and staff are accountable for implementing gender equality policies. **4.0**

SDC has policies for anti-harassment, work-family arrangements and fair employment. **3.6**

SDC has policies for anti-harassment, work-family arrangements and fair employment, and staff know about these policies and use them. **3.8**

SDC has accountability mechanisms and processes that hold the organization accountable to gender equality goals. **3.0**

no indicators

no such mechanisms (2x)

SDC's organizational culture accepts and values women's leadership. **4.5**

Gender issues are owned across the organization. **4.0**

SDC accepts the need for work-family adjustments for international and national staff. **3.9**

Women's issues are firmly on the SDC agenda. **4.1**

Agenda setting and power sharing is open to influence and change by both men and women in SDC. **3.5**

SDC has powerful advocates for women's empowerment and gender equality. **3.5**

SDC value systems prioritize knowledge and work geared to social inclusion and gender equality. **3.9**

SDC's culture prevents sexual harassment and violence against women. **4.5**

C.3 List of People Met

COOF

Vesna Dimcovski, Junior Programme Officer

Kaneez Fatima M Kassim, Senior National Programme Officer

Pius Rohner, Country Director

Amir Khan Goraya, Programme Officer

Mohammad Arshad Gill, National Programme Officer

Kanwal Bokharey, National Programme Officer

Tariq Javaid Qureshi, Head of Finance

Jamila Warsi, System Manager/ Programme Assistant

Nicole Ruder, Deputy Country Director

Edwin Brunner, Humanitarian Aid Coordinator, Assistant Country Director

Gulnar Zumkhawalla, Head of Administration

C.4 Project Implementation Units and Project Partners

Mr. Sher Alam, Chairman, "KADO", Mr. Jan-e- Alam, Director "Head Rehabilitation Centers", Ms. Fouzia Zahid, Director, "Head ICT4D", Mr. Didar Ali, Director, "KADO", Ms. Shama Miraj, Director, "KADO", Mr. Ghulam Ali, CEO, "KADO"

Aisha Maqsood, "Capacity Development Research Specialist", Sajid Baloch, Head Gender support unit-UNDP "GRBI", Nadeem Mehboob, Ex. National Project Manager, "GRBI".

Mr. Mukhtar Ahmed, Ex-Director, "CPDI", Mr. Aamer Ijaz, Project Manager, "CPDI", Mr. Kausar Abbas, ODC-Rawalpindi, "CPDI", Project Team Including Manager, VEDC & Social Mobilizers of CPDI.

Mr. Thomas Fisler, Team Leader RLP, "SDC-HA", Mr. Martin Weiersmueller, Deputy Team Leader/ Programme Advisor HRCs & Livelihood, "SDC-HA", Mr. Azam Tajik, Focal Person HRCs/ Coordinator Social Mobilization & Monitoring, "SDC-HA", Mr. Suleman Gul, PM Livelihood, "SDC-HA", Project Management Team, "SDC-HA".

Mr. Fayaz Muhammad, Regional Coordinator Karak & Kurram Agency, "FFSP", Mr. Tanveer Ahmed, Deputy Regional Coordinator Karak and Kurram Agency, "FFSP", Mr. Fayaz Ahmed, Regional Manager-Haripur, "FFSP", Ms. Rukaya Khattak, Marketing and Enterprise Development Officer Kurram Agency, "FFSP", Director/ Heads, Facilitator/ Tech. Trainers of Dehi Development Organization, Mashal Development Organization & Khushal Women Organization.

Mr. Muhammad Khalid, Director Gen Child Protection and Welfare Bureau, "CAPP", Mr. Nabeel Ahmed, Child Protection Officer, "CAPP", Mr. Shamshad Qureshi, Program Officer- Punjab, "CAPP", Dr. Faiza Asghar, Chairperson-CPWB, "CAPP".

Donor Representatives

Rukhsana Rashid, CIDA

Nancy Foster, CIDA

Mirjam Krijnen, Embassy of the Netherlands

Fauzia Yazdani, Royal Norwegian Embassy

Government Stakeholders

Mr. Haider Durrani, Coordinator Housing Reconstruction Programme, "DRU Mansehra".
Mrs. Saima Abbassi, Coordinator Social Protection Unit, "DRU Mansehra",

Ahmed Farooq, Joint Secretary

Gender Consultants

Mr. Imran Rizvi, KZR

Ms Faiza Effendi, Head of the Gender Unit, UNDP

Christine Ouellette Senior Gender Advisor, ERRA

Ms Fareeha Gender Advisor, ERRA

Ms Lubna Hashmat-CEO, CHIP

Ms Aliya Gloekler, independent consultant

Project Beneficiaries/ Primary Stakeholders

Managers & Instructors of F.G Girls High Scholl Skandarabad Nagar, All Directors of Bibi Khatija Handicraft Pvt. Lt & Community members, Chief executive & All Directors of Dar-ul-Hunar Pvt. Ltd., Managers, Instructors & Trainers of Ict4D Project Karimabad, Divaako Production, Gems Cutting & Polishing Center, Showroom Karakoram Handicraft Pvt. Ltd., Directors of Women Arts & Craft Pvt. Ltd. Karimabad, Huzna, Directors & members of Karakoram Handicraft Pvt. Ltd Karimabad, Hunza Carpet Pvt. Ltd. Karimabad, Hunza Tabaq Restaurant Karimabad, Hunza, Community Members (Female) of Kallar Sayedan, Rawalpindi.

Community Members of Union Council Mohandri, Chairman & Members of VRC Union Council Shuhal Mazullah, Balakot. In charge Child Protection Institute for Girls.

“**KADO**, ICT Center F.G Girls High School Skandarabad, Nagar”, Fatima Zulfiqar, Computer Instructor, Karim Fayazi, Senior System Developer, Ms. Mamooa Mirza Shah, Intern (TNH), “**Bibi Khatija Handicraft Pvt. Ltd.** Village Mayoun , Hunza”; Mr. Shamim Ara & All Directors, “**Dar-ul- Hunar Pvt. Ltd.**”, Chief executive & All Directors Mr. Aslam ex-Chairman Union Council Nasirabad, Mr. Fazal, community member

“**ICT4D Project Karimabad**”, Mr. Rahim Dad, Node Incharge ICT4D, Mr. Haji Karim, Technician, Mr. Abbas Ali, Watchman, Mr. Gulab Bibi, Grade –I, Mr. Abbas Ali, Intern

“Divaako Production” **Mr. Sher Baz Khan, Chairman, Mr. Salman, Production Manager, Mr. Karamat Karim, Graphic / Prpogramme Editor, Mr. Rahim Dad, Node Incharge ICT4D, “Gems Cutting & Polishing Center”, Mr. Shafqat, Trainer Gems, Ms. Gul Bano, Production Incharge, Male & Female Trainers, Female member at production unit, Mr. Shahid Karim, Admin. Officer, Mr. Karim Fayazi, Senior System Developer, “Women Arts & Craft Pvt. Ltd., Karimabad, Huzna”, Ms. Mahi Parveen, CE, Ms. Meher Parvar, Director, Female member form community, “Karakoram Handicraft Pvt. Ltd Karimabad”, Ms. Sheraz Bano, Managing Director, Ms. Anjum Sultan, Director, Ms. Shahida Shahrakis Khan, Member, Ms. Yasmin, Member / Master Trainer, Ms. Faroza Khan, Member, Ms. Shahida Doulat, Director, Ms. Shahida Hidayat, Member, Malika Hussun, Director, Mr. Karim Fayazi, Senior System Developer.**

“**CPDI**”, Ms. Jameela Begum, Ms. Riffat Bibi, Ms. Naheed Akhtar, Ms. Shagufta, Ms. Asghari Bibi, Ms. Shaista Rafiq, Ms. Shazia Begum, Ms. Shaheen Bibi, Ms. Haneefa Bibi, Ms. Farha Naz, Ms. Nazish, Ms. Farhat, Ms. Affia, Ms. Maryam, Ms. Bashir Bibi, Ms. Naushaba, Ms. Zafran Bibi, Ms. Shaheen Kausar, Ms. Ansar Bibi, Ms. Razia Sadiq, Ms. Naz, Ms. Shumaila, Ms. Nauzat, Ms. Naila, Ms. Maryam, Ms. Safia, Ms. Sadia Ejaz, Ms. Sauriya Sultana, Ms. Sobia, Ms. Rubina, Ms. Fozia, Ms. Talat,

“**Rural Housing & Reconstruction, Union Council Mohandri (SDC)**”, Mr. Nawaz Khan, President, Mrs. Saro, Member, Mrs. Falal Nisa, Member, Mrs. Gulnar, Member, Mrs. Musarat, Member, Mrs. Basroo, Female Councilor, Mr. Muhammad Farooq Mughal, Nazim, Sajjad Khan, Councillor, “**Union Council Shuhal Mazullah**”, Mohammad Mushtaq, Chairman, Manzoor Hussain, Gen. Secretary, Mohammad Miskeen, Member, Raza Ahmed, Member, Habib Ur Rehman, Member, Mohammad Azam, Member, Khalid Shah, Member, Mr. Abdur Raheed, Member, Mrs. Suriya Begum, Chairperson, Mrs. Faiza, Gen. Secretary, Mrs. Shazia, Member, Mrs. Hashmat Bibi, Member, Mrs. Effat Bibi, Member, Mrs. Tahira Bibi, Member, Mrs. Saima, Member, Mr. Shafahat, Chairman, Mr. Shazad Swati, Finance Secretary, Mr. Sultan Mohammad, Gen. Secretary, Mr. Amjad Hussain, Member, Mr. Safeer Muhammad, Member, Mr. Muhammad Ayaz Khan, Member, Mr. Mubashir Khan, Member, Mr. Awais Latif, Member, Mr. Muhammad Naheem, Member, Mr. Tanveer Ahmed, Member, Mr. Qudoos, Member, Mrs. Sajida Shakil, Chairperson, Mrs. Bilqees Ayaz, Gen. Secretary,

Mrs. Zahida, Member, Mrs. Shamshad, Member, Mrs. Mehfooz, Member, Mrs. Rukhsana, Member, Mrs. Irum, Member, Mrs. Shaista, Member, Mrs. Ghazala, Member, Mr. Talib Shah, SSM, Mr. Faisal Shah, SSM, Mrs. Nazia Zaman, Female SM,

“FSSP”, Ms. Amina, Enterprise Facilitator-Dehi Development Organisation, Ms. Shazia, Enterprise Facilitator-MDO, Ms. Neelum, Enterprise Facilitator-PHKN, Mr. Liaqat, President-Dehi Development Organisation, Mr. Aslam, Technical/Master Trainer, Mr. Iqbal, Bead work-Technical/Master Trainer, Mr. Pula, Medicine Plants-Technical/Master Trainer, Mr. Hamid, Decoration Pieces-Technical/Master Trainer

Annex D: Ukraine Annexes

D.1 Project case studies

Women and mothers with children in prison

Project Title	Women and mothers with children in prison
Brief Description	The project's objective is "to contribute to improved conditions of imprisoned women, especially mothers with children, through the provision of adequate care including appropriate planning of punishment and re-socialisation program"
Timeline & Status	February 2007 – July 2008
Budget	CHF 505,000
Fit with gender conceptual framework	Addresses women's access to an control over resources through strengthening their human assets in childcare and capacity to transition back into society Addresses women's and men's consciousness through gender elements integrated into national college curricula Addresses formal systemic rules by addressing the legal framework concerning the conditions of imprisonment of women, especially of mothers with children in relation to international standards
Gender Disaggregated Data Available at start-up	No
Gender Analysis in Concept Paper	No
Women-specific & Gender Equality Objectives in Credit Proposal	Project objectives (described above) are by default women specific but this was not elaborated on.
Women-specific & Gender Equality Activities in Credit Proposal	Activities include: <ul style="list-style-type: none"> - Gendered situation assessment - Improvements in prison conditions for the target group - Orientation and training of staff and women prisoners, including Curriculum development in training colleges - "Social reintegration" activities, including providing mothers with information on social protection, measures for social support of women with children.
Budget specifically allocated to women's and Gender equality activities	Specific project activities/budget lines address directly women's practical gender needs.
Reporting includes gender disaggregated info	M&E questionnaires are filled in by women prisoners and colony staff
Reviews include reports on women-specific and gender equality inputs	Project reviews are focussed on inputs that address women's practical gender needs.
Reviews include reports on	Project reviews are focussed on outputs that address women's

women-specific & gender equality outputs	practical gender needs.
Reviews include reports on women –specific & gender equality outcomes	Potentially in the mid-term review report
Comment	Although this project ends in July 2008, SDC plans to integrate all penitentiary projects into one mega project.

Consideration of gender equality context

After the Orange revolution, the the State Department for Execution of Punishment (the Department) came under civilian ownership, bringing a progressive, human rights perspective to prison reform. The project document describes a context of slow improvement in prisoner and prison conditions and procedures, coming into line gradually with international standards.

The project directly addresses the context of the continuing challenge within the prison system of the rights of children, women and mothers in prison but does not expand on this in detail.

Gender equality in project design

The Department sought SDC assistance to establish a model and design a project to address the rights of women and mothers in prison. The project design is based on a recognition that the profile and basic needs of women prisoners are different from those of men and that the present system does not take this fact into account.

Gender equality is not the primary motivator for the project. The design is built on the recognition that women, and mothers with children, have different needs because of their gender. But the primary identifier is that women are mothers. There is a high level of commitment to women’s practical gender needs amongst the project partners (the Department and WICC)

On this basis, the project design addresses women’s practical gender needs at structural and individual levels. At a structural level, the project design tackles the lack of special provision for women in Ukrainian Law. A project study looked at the legal system in Ukraine and opportunities for change, drawing on best practice in different countries. The study findings included:

- In Ukraine, if men and women have a civil partnership, men presently have no right to visit and see their children. In Canada men and women have equal rights to access to a child. Mothers in prison have the right to live in separate accommodation and their family can come and stay for 1-2 days in the prison.
- In Ukraine, if one partner is in prison for more than three years, then either partner can divorce the other without the other’s consent. This has a disproportionate impact on women because they are more stigmatised by prison. Consequently 80% of women lose their marital status compared with only 30% of men. “Practically for women prison means the break up of the family” (Olena Suslova, WICC).
- In Ukraine, if a couple gets divorced while a woman is in prison, the court will “blame” the father for divorcing the woman and may rule that the child(ren) go to a boarding house even if the father wants to keep the child(ren).

The project also addresses the rules and procedures governing prison officers' behaviour and interaction and addresses public awareness in order to decrease stigma (through "Press Clubs" for journalists, using these clubs to discuss stigma in mass media).

At the individual level the project tackles women's capacity to be good mothers and to transition back into society. The project study revealed that

- In resocialisation there are several shelters for released prisoners (some NGO-run, some state-run) but the problem is that most shelters are set up for men, not women with children.
- Documentation: prisoners are released without passports. If a woman has no additional support from relatives then the lack of documentation is a real hindrance for her

Gender equality in project implementation (activities and budgets)

Project activities appear to be having a very positive effect on mothers with young children in prison. There was clear evidence of improvements to the prison conditions for mothers with children. The evaluation team also observed very positive, "human" relations between prison officers and female prisoners. The impact of support and capacity building for mothers indicatively reflected in the fact that in 2006-07 there were apparently no female prisoners who refused to look after their children. Project activities support women's transition from prison to the real world through reintegration centres and social support.

Chernigiv Internal Affairs College has a strategy for gender-balanced recruitment of students (15% women to match female prison population). This is positive but indicates a narrow interpretation of female prison staff, with international evidence suggesting that female prison staff in male prisons can be very effective. The College is supportive of integrating psychological and social issues into the curriculum, including gender aspects and gender needs.

Project activities appear skewed towards women as mothers, addressing the psychological and physical needs of women in their reproductive role. There appears to be normative position amongst some Department staff that women are being "saved]" and that the project is "tackling evil", linked to the encouragement of religious activity (which in this context has very conservative view of women's role as being subservient to men.) The evaluation team also got the impression that post-prison support is geared around fulfilling their roles as mothers and finding a husband rather than more strategic goals of raising consciousness, providing information on entitlements and building skills. It is possible that there is a gap in world view between the PIU, the Women's Information Consultative Center (WICC), and the Department. It was not clear from this rather brief evaluation how effectively that gap is being closed.

In some sense the narrow scope of the project is an opportunity lost given recognition in the project document that women in prison come from socially disadvantaged backgrounds and are literally a captive audience for strategic gender inputs.

Gender equality in project monitoring and evaluation

As women are the primary beneficiaries of the project, gender disaggregated data are collected in project reporting.

A survey was also conducted of three components of the project: legal changes, technical capacity of prison staff and resocialisation.

Although gender is integral to the project it does not cut across all areas so there are some areas which do not have gender indicators

After the GCC gender audit (timetabled for the end 2007), WICC will include gender indicators for the second year of the project. This is a good example of how GCC can play an oversight role in improving gender analysis and reporting.

Perinatal Health

Project Title	Perinatal health project
Brief Description	The project aims to improve MCH in pilot regions of Ukraine through the improvement of access, effectiveness and quality of perinatal care.
Timeline & Status	Phase 2: 1 st January 2005 – 31 st December 2007
Budget	CHF 3.5 million
Fit with gender conceptual framework	Project supports women's individual rights and meets their practical gender needs.
Gender Disaggregated Data Available at start-up	Gender disaggregated data in baseline study (2005)
Gender Analysis in Concept Paper	Chapter 3.5 in Project Document emphasises importance of gender issues
Women-specific & Gender Equality Objectives in Credit Proposal	Implied because women are main project beneficiaries as in meeting practical (reproductive health) gender needs but no specific gender statements.
Women-specific & Gender Equality Activities in Credit Proposal	Workshop on HIV and gender (January 2005, STI, Basel) Female professional (doctors, managers) involvement in project implementation activities Women's satisfaction survey conducted
Budget specifically allocated to women's and Gender equality activities	No special budget line, although training activities for health professionals is considered a gender mainstreaming activity
Reporting includes gender disaggregated info	PIU annual reporting includes information on gender mainstreaming
Reviews include reports on women-specific and gender equality inputs	Yes, where project activities are focussed on women as primary beneficiaries.
Reviews include reports on women-specific & gender equality outputs	Yes, where project activities are focussed on women as primary beneficiaries.
Reviews include reports on women –specific & gender equality outcomes	Not clear.
Comment	According to the COOF the gender mainstreaming is going to be strengthened in the next Project phase (2008-2010)

Mother and Child Health Promotion

Project Title	Maternal and child health promotion
Brief Description	Project aims to improve the accessibility and quality of preventive public health services in the selected targeted oblasts in Ukraine
Timeline & Status	Phase 1: 30 th June 2005 – 31 st December 2007
Budget	CHF 547,000
Fit with gender conceptual framework	Addresses women's and men's access to and control over resources through human (reproductive) assets and skills Addresses women's and men's consciousness through involvement of men in pregnancy support and delivery; and through consciousness raising elements of training for male and female health professionals
Gender Disaggregated Data Available at start-up	Indicators were not established at the beginning of the project; it was only during project implementation that the PIU began to consider gender indicators
Gender Analysis in Concept Paper	In the project proposal there is a brief gender approach description
Women-specific & Gender Equality Objectives in Credit Proposal	Women's practical gender needs addressed implicitly Men's reproductive role addressed implicitly
Women-specific & Gender Equality Activities in Credit Proposal	Involvement of teenage boys and girls in health promotion activities, including the school programmes "Steps to Health" and "Life Skills Education" Equal representations of women and men in the coordination committees created in all project rayons Ensuring compliance with gender equality principles during seminars, trainings and other project activities Developing and delivery gender specific training materials Developing and delivering curricula and training materials to address gender specific factors in MCH promotion Involvement of male partners in the courses for pregnant couples and in the delivery The involvement of women in development of MCH local policy The development of health promotion informational materials for fathers
Budget specifically allocated to women's and Gender equality activities	Budgets allocated for training activities which have gender elements
Reporting includes gender disaggregated info	Included in annual and mid-term reports and SDC Gender monitoring matrix

Project Title	Maternal and child health promotion
Reviews include reports on women-specific and gender equality inputs	Yes, where project activities are focussed on women as primary beneficiaries.
Reviews include reports on women-specific & gender equality outputs	Yes, where project activities are focussed on women as primary beneficiaries.
Reviews include reports on women –specific & gender equality outcomes	Not clear.
Comment	The PHP Phase 1 project (2002-2004) was positively reviewed by external evaluation team. The recommendation for a second phase of the project included splitting the project into two separate but complementary projects with a common goal: this health promotion project (with a concentration on Donetsk region) and the continuing PHP (concentrated in Ivano Frankivsk and Volyn regions).

Consideration of gender equality context

The project context is a concern is with the quality, effectiveness and sustainability of primary and secondary care services. Ukraine inherited a comprehensive but inefficient Soviet health system with a bias towards curative and hospital-based care to the neglect of primary health care:

It is highly specialized, centralized with emphasis on curative and in-patient care with a lot of hospitals and doctors - until recently primary care has been neglected. In theory health services are easily accessible through a large network of health facilities. With the loss of the subsidies that were guaranteed during the Soviet period, the economic decline over the last years and the resulting budgetary constraints, the country increasingly faces problems in maintaining the over-extended state-run health infrastructure.

The gender equality context is not considered explicitly in the project documentation beyond the statement that “the rural population as a whole is suffering especially from this development. Among those mainly affected are mothers and children.” This statement implies that the practical gender needs of women as mothers are important.

This is also implied though the focus of the Perinatal Health Project’s (PHP) second phase. The project rationale is that the project’s early successes in maternal and child health care (a 1997-2000 project) should be extended by SDC beyond a focus on newborns to address the needs of a target population of pregnant women and mothers. There is also a concern in the project document with the need for community participation in health service management.

The maternal and child health promotion project (MCHPP), now split from the first phase PHP, focuses mainly on health promotion in the public sphere (schools, social services, mass media) in order to prevent diseases. Rather than being health facility based prevention, the MCHPP concentrates on addressing certain target groups in the public

domain by developing competencies and promoting behaviour change through counselling and production of information material.

The two projects overlap in the training courses for primary health care staff on effective counselling (as a means to promote health and to prevent disease) conducted by the MCHPP are complementary to the activities conducted by the PHP.

Gender equality in project design

According to the Phase 2 credit proposal, the PHP project “is eminently suited to implement the transversal topics HIV/AIDS and Gender balance into certain activities” but this is tantalisingly left hanging as the substance of this statement (defining activities and fields) was to be developed at a gender mainstreaming training event in January 2005.

Phase 2 of the Perinatal health care services project shifts its focus from “upper referral level” to lower levels of care through restructuring and modernising primary and secondary care services (for quality, effectiveness and sustainable service delivery), “based on principles of equity, patient orientation and quality and effectiveness of care”.

The MCHPP aims to develop an effective model for MCH promotion in four project districts in Donetsk, Volyn and Ivano-Frankivsk oblasts and has the following specific objectives: (1) to develop and introduce an effective regional inter-sectoral cooperation between the government and NGOs in order to enforce the development, implementation and monitoring of MCH promotion; (2) to strengthen the capacities of medical staff to provide client-oriented health information and counselling services in three selected pilot districts; and (3) to strengthen the capacity of local NGOs in developing and implementing MCH promotion campaigns in collaboration with governmental services.

Beyond the fact that the primary focus of the PHP and significant elements of the MCHPP are focussed on improving maternal and child health care (MCH), gender elements of project design in both MCHPP and PHP are not articulated. There are clearly many contextual gendered sociocultural issues, in Ukraine as in many countries, which create risks and constraints for men and women, and for young men and young women, when accessing health care and changing health seeking or health prevention behaviour. There is no evidence that these were analysed *a priori* in order to create a set of effect assumptions (theory of change) underpinning the “new model of perinatal health care” or new approach to public health promotion. Such analysis would have had the potential to promote transformed gender roles and relations (as project opportunities) or at least to take account of and mitigate the influence of existing gender roles and relations (as project risks). Hence there is no mention of gender in project document risks and opportunities section either with reference to supply side (including health professionals’ attitude and behaviour) or on demand side (including health seeking behaviour and health promoting behaviour).

However, excellent remedial thinking has been done during project implementation to consider women and gender-focussed challenges and project responses (see below).

There is an ideal opportunity for the new phase of the project to move gender analysis upstream into the project design and documentation. This could have come out of the workshop scheduled in 2005 to assess “concrete (gender) mainstreaming opportunities in the Improving Perinatal Health Services Project and the Health Promotion Project”. It is not clear whether this has happened.

Gender equality in project implementation (activities and budgets)

Main PHP activities in Phase 2 of the project include:

- training programme for staff from the health authorities and hospital directors
- WHO planning and evaluation tools (software supported) will be introduced and established to rationalise the use of resources for an effective service delivery
- clinical maintenance systems and by building up management capacities in the field of health technology management
- appropriate guidelines and protocols will be made available and training programmes for various groups of health workers
- establishing health systems research and evaluation capacity

Although there is a lack of integration of gender issues in the project design phase beyond “this is a project for women and mothers”, there has been a commendable conscious effort to tackle gender equality issues (perhaps as a result of the gender training in January 2005) through activities such as:

- male gender roles through greater participation in child bearing and child caring activities.
- project activities addressing, through training and seminars, the attitude and behaviour of male and female medical professionals in their interaction with male and female patients, including challenging traditional views amongst health professionals on the respective roles of men and women in child rearing.
- Involvement of male partners in the courses for pregnant couples and in the delivery
- The involvement of women in development of MCH local policy

Similarly the MCHPP has a number of impressive women-specific and gender equality activities including:

- Involvement of teenage boys and girls in health promotion activities, including the school programmes “Steps to Health” and “Life Skills Education”
- Equal representations of women and men in the coordination committees created
- Ensuring compliance with gender equality principles during seminars, trainings and other project activities
- Developing and delivery gender specific training materials
- Developing and delivering curricula and training materials to address gender specific factors in MCH promotion
- The development of health promotion informational materials for fathers

Gender equality in project monitoring and evaluation

Gender disaggregated data is generated by dint of the fact that pregnant women are a primary target group of the core project outcome of integrated, client centred, effective perinatal services in a selected number of districts. Hence a key logframe OVI is that: “At least 50% of pregnant woman and neonates are diagnosed and treated according to modern clinical guidelines”

The PHP Phase 2 Credit Proposal describes main project activities will also include qualitative and quantitative surveys which will be used to improve the design of detailed activities and assess effectiveness and impact.

Activity monitoring is done on the front line by the local coordinators of the respective project components (working groups). During the field visit, there was mention of an interesting qualitative/scoring women’s satisfaction survey(s) that the PIU conducts.

The coordinators report to the project implementation office, which has the responsibility to co-ordinate the overall work in the project. The PIU is involved in annual reviews of project activities followed by annual planning process for following year. An additional COOF mid-term review was conducted that placed greater emphasis on outcomes and impacts.

Sustainable Land Use in Ukraine (Ecolan)

Project Title	EcoLan (Sustainable Land Use in Ukraine)
Brief Description	Promotion of sustainable rural development in Ukraine in order to preserve natural resources, to generate income and to reduce migration from the countryside. Support is given to development of organic production and market, access to rural financial services in Ukraine. Starting from 2008 project will be merged with Finlan project till end of 2010.
Timeline & Status	Phase 1, 2003-2004 Phase 2, 2005-2007 Phase 1 of EcoFinLan (merged Ecolan and Finlan), 2008-2010
Budget	Phase 1 – 0.5 mn. CHF Phase 2 - 1.5 mn. CHF Phase 3 of the project EcoLan and FinLan Ukraine lasts from January 2008 to December 2010 with a total budget of about 1.6 mn. CHF.
Fit with gender conceptual framework	Addresses women’s access to and control over resources through economic participation Addresses women’s and men’s consciousness through gender integration in training college curricula
Gender Disaggregated Data Available at start-up	Few data available. A gender baseline was conducted shortly after start up collecting qualitative data.
Gender Analysis in Concept Paper	In June 2006 an Evaluation of Gender Mainstreaming Activities in the frame of EcoLan Ukraine project was conducted. In addition, regular audits are taking place.

Project Title	EcoLan (Sustainable Land Use in Ukraine)
Women-specific & Gender Equality Objectives in Credit Proposal	The main element is to set up a gender focal point within the project team – to assess effects on gender of the planned activities and to facilitate the implementation of measures to improve the activities in the frame of gender issues.
Women-specific & Gender Equality Activities in Credit Proposal	Raising sensitiveness among project staff and supported organizations on gender issues through training, formulation of activities for daily work and access to specific literature.
Budget specifically allocated to women's and Gender equality activities	No
Reporting includes gender disaggregated info	To some extent where it is possible
Reviews include reports on women-specific and gender equality inputs	After the analysis of gender mainstreaming implemented by EcoLan, measures and recommendations were elaborated to overcome difficulties connected with gender issues.
Reviews include reports on women-specific & gender equality outputs	Analysis of gender mainstreaming in 2006
Reviews include reports on women –specific & gender equality outcomes	Analysis of gender mainstreaming in 2006
Comment	Gender focal point has been just appointed

Consideration of gender equality context

The project was identified in a gender neutral mode of thinking. Little consideration was given to gender in identifying the context and developing the rationale for the project. The project document is driven by technical concerns with livelihood promotion and environmental sustainability. Hence the project contextual analysis considered:

- Fluctuation of prices for agricultural commodities on the domestic and international markets
- Political situation (e.g. presidential elections)
- Attitude of the EU towards import of organic products from Ukraine
- Price and availability of external farm inputs (fertiliser, pesticides, etc.).

The Phase 2 Credit Proposal mentions risks associated with “gender aspects” of a context of “good soil quality, climate, cheap and qualified labour” but does not elaborate on what these risks are, simply stating: “the project is very much aware of this and involves therefore gender consultants in the important decision making process”.

Phase 3 of the project (January 2008 – December 2010) will emphasis the marketing activities more strongly, with a marketing specialist hired to work with the project for three years.

Gender equality in project design

The main drive of Phase 1 of the project was to convert conventional farms in the project area to organic farms, producing hard wheat for export to Switzerland. Phase 2 of the project (1st January 2005 to 31st December 2007) was developed with the same overall goal of tackling rural unemployment and migration, emphasising improved marketing, strengthened competencies and sustainable production, promoted by a strong professional association (BioLan).

The Phase 2 project document, written by the project implementing partners, states that:

the project promotes and implements a gender-balanced development. The specific role of women for the management of resources is analysed and documented. This role is taken in consideration and valorised through the objectives and the planned activities.

The project document makes direct reference to a 2003 Gender Analysis Visit (GAV) and addresses some of the main findings of that visit in the following way:

Finding: Project activities should focus on the entire farm production system.

Response: The cultivation and storage of vegetable and marketing as well as processing of raw materials (Milk, grain) on the farm are ranges, in that the women will have a direct use from the activities. (See activities 1.2.2.)

Finding: Access to project information and shared decision making by farm men and women.

Response: This is mainly a task for the extension service. Remark: the responsible of the extension service is a woman.

Finding: Increase number of young women on exchange program in Switzerland.

Response: The aim is that young women make one third of the participants on exchange program in Switzerland. In 2003 and 2004 we reached 25% and 33% respectively.

Finding: Access to credit is a major constraint for men and women.

Response: The extension service researches possibilities for favorable credits for farmers and support those with working on business-plans

It is clear that the design of Phase 2 in late 2004 took on board some of the issues raised by the Gender Analysis Visit in 2003. The easiest recommendation to fix was to stipulate that a minimum proportion of exchange students should be female. This was ensured and was included as a project key indicator in the project document. There is less clarity on how the project design would be strengthened or changed to ensure that women's productive role in farm activities is protected and promoted, that measures are taken to ensure equal access to credit facilities where women are widely discriminated against (typically husbands have to act as guarantors, women require extra collateral, experience higher interest rates and can depend on local authorities) and college extension services.

There is also an impression is that putting in place mechanisms and representatives can substitute for good quality gender analysis in project design, particularly important in a sector and project where gender issues are not the primary or even secondary focus of the project.

The project document added that a gender specialist would be involved in the annual planning with the possibility, to add direct recommendations.

There is no distinction between women and men or mention of gender in the Phase 2 project logframe (in narrative summary, OVIs or under important assumptions).

The Credit Proposal mentions that as part of the design of Phase 2, a project steering committee was to be created, which included the head of the Women's Information and Consultative Centre, specifically "to guarantee the representation of the gender aspect on this level". A gender focal point was hired during Phase 2 and will continue through Phase 3.

There is a tendency in this project design (as with the decentralisation support project) to treat the households and communities as benign units. The GAV identified that the technical aspects of the project design far outweighed concerns with farm households and communities as social institutions and productive systems. The GAV concluded that the project would likely benefit men's mechanised farm work while increasing the work load of women through heavier weeding requirements.

Gender equality in project implementation (activities and budgets)

The project activities and associated budgets that were designed into the project at start up were gender neutral and therefore exposed women farmers to risk and missed opportunities for gender equality.

The 2003 GAV, conducted early in the first phase of the project identified a number of these risks and opportunities. The purpose of the GAV was to "develop a baseline understanding of the roles, access to and control over resources, and needs of men and women working in agriculture in Winitza Oblast" with a view to understanding how appropriate the project's approach was to "meeting the needs and improving the livelihoods of local men and women" The GAV functioned as a remedial gender analysis which nevertheless had a significant impact on the project implementation. Conducting gender analysis early in the project identification and design phase is an obvious recommendation here. It becomes more difficult to adjust and adapt a project during implementation although with effective monitoring and evaluation these adjustments can be made

The 2003 GAV noted that extension services provided by Illinzi College were reaching more men than women farmers, despite the fact that men and women from farm households work full time in farming activities and were expected to participate in organic farming. The GAV recommended active measures to increase extension to female farmers, including making both male and female attendance mandatory and being more sensitive on the timing and location of extension activities. The GAV also recommended more proactive measures to increase the number of female students attending project exchange programmes.

The GAV recommended that the project should look more holistically at the farm production system, taking into account the risks and opportunities for women farmers. It recommended that the project activities: (i) help to reduce women's time burden in other areas of farm work (e.g. vegetable gardening or animal husbandry) so that they have more time to work on organic grain and vegetable rotation crops; (ii) explore the scope for bio-production and on-farm processing of "women's products" (including meat, dairy and vegetables) in addition to grain production; and (iii) include market research for "women's" bio-products (e.g. dried organic meat, cheese or preserved vegetables) to assess the domestic or export market opportunities for these products. The GAV also recommended encouraging equality of decision making between male and female farmers through support to farming business and management plans.

The GAV identified a lack of access to affordable credit as a key constraint on the uptake of organic practices by men and women and recommended credit mechanisms backed by extension work with both men and women farmers to support business plan development.

There are indications that these findings challenged the normative position of project stakeholders, including the college, and pushed them to be more proactive in increasing female participation in project activities

Gender equality in project monitoring and evaluation

The GAV recommended that the project implementing team develop an outcome-based M&E system generating easy-to-collect, gender disaggregated data and with data collection and analysis responsibilities clearly defined.

It is not clear that this recommendation has been fully implemented, with a tendency in reporting to focus on measuring quantifiable inputs and outputs. Furthermore, the only women-specific indicator is on proportion of exchange students. Interestingly process indicators are identified separately but these do not include a focus on gender roles and relations.

In the second phase of the project the M&E system is described by the gender audit as being geared towards quantitative measurement of project outputs, in terms of goods, hectares and production figures.

The Phase 2 project document proposed monthly reporting feeding regular (two to three weekly) management meetings to coordinate and evaluate activities. Half-yearly and annual reports were proposed for evaluation by the project steering committee and SDC.

A good test of the system is when unpredicted outcomes emerge; in this case an observed shift to capital intensive organic agricultural practice with associated new opportunities for women as household account managers. Here there is an important role for the GCC to have the instruments and systems in place to pick up on these outcomes and feed them back to the project steering committee.

Forest Development in Transcarpathia (FORZA)

Project Title	Forest development in Transcarpathia (FORZA)
Brief Description	Four objectives: to promote sustainable forest management practices, to support forest economy, to support community livelihood improvement, and to strengthen forest policy
Timeline & Status	Phase 2: January 1st 2006 – 31 st December 2008 (Phase 3: phasing out period planned)
Budget	CHF 2.8 million
Fit with gender conceptual framework	Project promotes women's access to and control over resources through promotion of economic participation Project addresses women's and men's consciousness through gender curricula, training and sensitisation activities, and through stipulating women's participation in working groups Project allows potential implementation revision for gender impact through formation of local Gender Consultative Committee
Gender Disaggregated Data Available at start-up	Few disaggregated data available, but their collection is promoted
Gender Analysis in Concept Paper	Gender analysis included in concept paper by UA expert (Oksana Kis) and in project document
Women-specific & Gender Equality Objectives in Credit Proposal	No gender-specific objectives in Credit Proposal, however, the forest sector cluster analysis Credit Proposal contains gender equality objectives.
Women-specific & Gender Equality Activities in Credit Proposal	Prodoc envisages: Formation of a Gender Consultative Committee Women's participation in all working groups All contracts between FORZA and contractors to have gender considerations
Budget specifically allocated to women's and Gender equality activities	Annual Workplans and budgets include specific activities/budget lines focused on gender equality promotion.
Reporting includes gender disaggregated info	As far as possible yes
Reviews include reports on women-specific and gender equality inputs	Midterm project review National GCC audit for certification does this job Review planned for 2008
Reviews include reports on women-specific & gender equality outputs	National GCC audit for certification does this job Review planned for 2008
Reviews include reports on women – specific & gender equality outcomes	National GCC audit for certification does this job Review planned for 2008
Comment	

Consideration of gender equality context

The context for the development of this regional forestry project was dominated by the severe floods of 1998 and 2001 and their severe economic and social impacts, exacerbating the hardships experienced through an economy in transition to market principles. The project document links these environmental shocks to a project geared towards reducing vulnerability (through sustainable forest land use for upstream protection) to future events and improving livelihoods.

The Phase 2 project document notes that accession of EU member countries on the Transcarpathian border “represents additional opportunities for the economic development of the region, especially for the forest sector of Transcarpathia”.

There is a lack of discussion of the gender equality context, such as the situation regarding women and men’s roles, access to and control over resources, opportunity context, and institutions. Hence there is no explicit identification of the problems and challenges of achieving gender equality in the project context. Gender equality mainstreaming was introduced into the project at the end of 2004 (after the project document was prepared)

This contextual analysis comes out in subsequent commissioned gender reports (2004 and 2006: see below) but does not get built into project documentation. Notably absent in the project document is a discussion of gender in its assessment of opportunities and risks.

The Phase 1 gender analysis was conducted by Dr Pelin in 2004. This analysis summarised the gender division of labour in productive and reproductive tasks and linked this analysis to the potential for the project activities to address gender quality. The analysis noted that men work outside the Oblast for significant periods during the year, with implications for their participation in project activities. It also pointed out that there is little tradition of women and men at the grassroots being involved in decision-making at the village level, which again presented risks for project success. A further risk identified was lack of entrepreneurial skills and access management skills amongst those interviewed and that no villagers appeared to have access to credit. At the end of 2004 Julian Walker carried out an exercise on capacity building on gender equality for FORZA project staff and partners and also developed recommendations to address gender equality through project activities.

A third gender analysis was conducted by Oksana Kis in March-April 2006. This pointed out that one of the main obstacles to effective gender mainstreaming in the project is the cultural context which underpins the traditional division of labour and which devalues women’s economic, social and political contribution beyond the family.

Gender equality in project design

This project is clearly a practical, livelihoods project in a sector with real challenges to gender equality but does well in identifying gender equality mainstreaming opportunities. The establishment of the Gender Committee as a design feature of Phase 2 was brilliant and highly innovative.

The long-term objective of the project is “to bring about sustainable multifunctional forest management with particular emphasis on environmental management, natural disaster prevention and improving livelihoods of local people”.

The emphasis of Phase 1 of the project, ending in 2005, was to establish linkages and working relationships with partners for the successful implementation of project activities. Activities -- such as GIS training, forest certification, close-to-nature silviculture testing, forest legislation review, economic assessments at the lishosp level, assessment of supply and demand of fuelwood in Pilot Areas (PAs), a study of Non-Timber Forest Products

(NTFP) potentials, development of Transcarpathian Hiking Trail (THT), and collaboration with the wood processing sector -- were undertaken.

The Phase 2 project document describes the project as being modified based on learning from Phase 1 and laid out four objectives:

- Multi-functional forest management: close to nature silviculture and low impact harvesting
- Forest economy and market orientation: strengthening the viability of forest-based economic activities
- Improved livelihood of the population: better access to forest resources and the collaboration between forest service and local communities and through the involvement of the private sector
- Forest Policy, Law Enforcement and Lessons Learnt: facilitate and support the development of forest policies and law enforcement by providing relevant findings and justifications to policy makers at all levels

Phase 2 also emphasised process/institutional change through the “further development of the mechanism for the collaboration between the forest management and local communities in solving social, ecological and economic problems”.

The Phase 2 project document lists a set of guiding principles for the project, one of which is:

“Gender shall be mainstreamed in this project, in order to give as much as possible both, men and women, the same access to resources, balanced rights and duties in regard to the forest resources and their use”.

The instigation of the Gender Committee (GC) in project design for Phase 2 was highly innovative. Emerging from the 2006 Gender analysis report of Oksana Kis was a recommendation for a local GC, to be comprised of three members representing different project stakeholders:

- one representative of a state-supported institution as an expert in social issues related to the forest use (from TFA, TFTS or University of Uzhgorod)
- one representative of FORZA PCU as an expert in project activities, and
- one representative of the local NGOs as an expert in human rights, PR and media

The report recommended additionally that the GC take on affiliated members: specialists periodically invited to fulfil given tasks.

The GC function echoes that of the national GCC, playing a policing and advisory role with respect to the project. An important role of the GC is therefore its monitoring and evaluation function -- “actively participate in monitoring of FORZA activities (make sampling, elaborate the questionnaires and generalize received information regarding gender aspects)” – combined with the responsibility to ensure that gender aspects of FORZA activities are effectively implemented and documented. In addition it was recommended that the GC be responsible for information dissemination and awareness raising on forestry and FORZA activities, network building with local NGOs working with gender issues and encouraging them to support gender mainstreaming in FORZA activities.

The recommendation for the GC came with a health warning: that for it to be effective it needed to be coherent and systematic and relied upon “continuity and consistency of FORZA efforts devoted to ensuring gender equality in forestry”.

This review found plenty of evidence of commitment to gender equality, although it is not clear that the GC has been able to fulfil the ambitious scope of activity proposed for it. The project relies on a relatively small number of commissioned GC days and a voluntaristic approach by GC members, who are willing yet busy professionals who have difficulty blocking their time. This gives rise to a piecemeal tendency in the function of the GC.

Challenges also remain for the GC to ensure that it is effectively anchored in the organisational approach of the project and to maximise its leverage and impact. It is perhaps significant that the GC is not included in project organogram and that the only direct link to the Steering Committee (which meets twice yearly) is through the PCU coordinator who is also the gender focal point of the PCU and member of the GC. Significantly the GC is not included in the list of consulting members of the Steering Committee (although the PCU coordinator always updates the SC members about gender mainstreaming activities). The risk is that it becomes a “Greek chorus”, commenting on the project from offstage. In addition to clarifying the relationship between the GC and the Steering Committee, there is also perhaps a need to specify more clearly the GC intervention points in the project cycle.

Gender equality in project implementation (activities and budgets)

Gender analysis of the project was conducted during Phase 1 and during Phase 2 and this has had an appreciable impact on the implementation of the project. The formation of the Gender Committee (GC) was also highly significant (discussed above), interacting with project gender focal point who has 10% of her time for gender mainstreaming. There is an opportunity to continue capacity building for project GFP and for ensuring that the GC builds understanding of gender equality concepts and approaches amongst project stakeholders.

Project activities with gender dimensions include:

- Women’s predominance in NTFP activity was linked to recommendations on activities for Phase 2, measured by an Increase in production of NTFP related local revenues and by a target of at least 2 community / women based enterprises created.
- The Transcarpathian Forestry Technical School (TFTS) building gender into the syllabus and (to some extent) encouraging female students in new areas
- The Watershed Development Planning process in Nyzhny Bystryy has created opportunities for men and women to participate in planning, although with careful gender monitoring required⁷⁵
- Participation of women amongst PCU staff and in all working groups supported by FORZA. Main recommendation (discussed below) of formation of Gender Committee with monitoring, advising, training and networking functions
- Tools for equal outreach to men and women through media tools to ensure equal awareness about FORZA supported issues

⁷⁵ 2004 Gender study made recommendations on M&E, including on watershed planning: Women and men’s satisfaction with the projects or activities developed through the watershed case study should be monitored. If monitoring indicates that women/ and or men feel that the activities developed are not relevant, or effective in meeting their needs, this may imply that decision-making by the VC or WG is not representative of women and men. It will also be important to monitor *who* (women or men) are expected to provide free or paid labour on the local projects. If both women and men provide labour are they treated equally? (e.g. paid the same for the same work, expected to make the same free contributions?) If there is an unequal burden on women and men, the project should take actions to redress this.

- The Cluster Analysis of the forest and wood-based sectors that includes the analysis of gender policy aspects
- Ecotourism activities as part of economic diversification of the forest population livelihoods, with women's participation illustrated by the Kostylyvka village community tourist shelter and "green tourism households" initiative, with local women's actively pushing this under the dynamic guidance of the female village council head.
- Gender capacity building initiatives with PCU staff and selected partners conducted; a set of recommendations to address gender equality through project activities developed; implementation of these recommendations started
- All FORZA related contracts to include a "relevant gender perspective"

A drop off in 2005 gender equality activities was reflected in annual report content and suggests that gender study recommendations were not effectively integrated into project Phase 1 implementation. The Phase 2 documentation (2006-8) and 2006 Work plan suggests, however that gender equality was highlighted as a mainstreamed purpose, with planned activities and results outlined. It is also worth noting that the gender audit process notes a significant gap between "scanty" discussion of women-focussed activity in project documentation and reality on the ground, The FORZA 2006 Annual Report provides very clear summary of the women-focussed and gender activities conducted during that year. It emphasises the awareness raising aspects of the work of the GC and this is where the emphasis is placed as indicated by its grouping with transparency in forest management":

A Gender Committee (GC) has been established to ensure that within the sphere of the FORZA project, men and women will have equal employment opportunities, and equal access to training, information and project benefits. In accordance with the GC action plan, a range of targeted activities has already increased awareness about and sensitivity to gender issues within the PCU and all project partners, and close contacts have been established with the department of Youth, Family and Gender Issues of the Transcarpathian Oblast Administration, communities and relevant organizations and with COOF. Gender related capacity building and training has been supported and coordinated with the above-mentioned partners and organizations. One such training, organized by the Uzhhorod press-club and aimed at improving the participation opportunities of female deputies, female representatives of local self-governance and female leaders in political processes and state administration, was attended by 5 women from pilot area villages. During 2006, an excellent base has been created in gender mainstreaming upon which to build during the coming years.

The 2007 Work plan spreadsheet does not provide women-specific or gender-related project activities (nor indicators) for training, livelihood promotion, participatory watershed planning. Gender references are instead bundled into the gender awareness component 4.3 with the activity described as "To work towards creating equal opportunities for women and men in project activities" and indicators: "Gender Committee active and effective"; "Appropriate participation of men and women in project activities"; "Equal awareness among men and women about issues supported by FORZA has been actively promoted". It is important to note however that since all gender-related project activities are under the auspices of the GC, the detailed work is reflected in the GC action plan for each year.

In budget allocation terms the project does not have a visible gender equality mainstreaming focus, although this is misleading if taken out of context. The CHF 6,100 budget line in 2006 for "promotion of gender equality" represented 1% of the 2006 budget allocation, of which CHF 2,968 (49% of the budget line) was disbursed. The GC started work at the 2 semester of 2006, therefore the activities commenced only after that as well as the expenditures. However, the main concern here would be with respect to limited funding for the GC. This is particularly important as the comment on gender equality in the 2007 work plan is that "the Gender Committee should be the engine".

Gender equality in project monitoring and evaluation

The gender analysis reports (2004 and 2006) both emphasise the importance of monitoring and evaluation for effective gender equality mainstreaming. The 2006 gender analysis noted that there is no monitoring of beneficiary perceptions or satisfaction with the project in terms of awareness, accessibility, quality and relevance. This reflects a lack of outcome and process monitoring in the project reporting system.

The 2006 report calls for simple, regular data collection instruments to allow for learning and adjustment throughout the project cycle. It is not clear how significantly the M&E system has changed in terms of content, instruments and frequency – in line with the recommendations of the 2006 report.

As mentioned above there were no gender disaggregated indicators in the 2007 Work plan spreadsheet (see note above about GC action plan). More generally there is a lack of gender disaggregated data on occupational change, skills building etc.

Reference is made in the Phase 2 Project Document to Yearly monitoring of gender balanced approaches by the SDC-Cooperation Office. A gender audit of FORZA was conducted in August 2007.

Decentralisation Support

Project Title	Decentralisation Support Project
Brief Description	<p>The overall goal of this Project is: <i>Services in water supply and/or the social sector are delivered efficiently, effectively and at affordable costs within decentralised structures.</i></p> <p>The Build-Up phase goal for 2007-2009 is: a replicable model of decentralised services provision (focused on water supply and/or social services) at village/raiyon levels is piloted in selected areas and has been accepted at the oblast/national levels.</p> <p>The Project is to be implemented at the local, regional and national levels, combining sector and holistic approach. Two pilot regions of Ukraine – Vinnytsya and Crimea- were selected for its implementation.</p>
Timeline & Status	Dec'06-Dec'09, Build-Up Phase
Budget	CHF 3'085'000
Fit with gender conceptual framework	Has the potential to address women's access to and control over resources through increased access to water and other services; and through women's political participation
Gender Disaggregated Data Available at start-up	Yes, will be, for the moment Project M&E system is under elaboration. It is planned that gender disaggregated data will be gathered during base line survey
Gender Analysis in Concept Paper	During the concept paper was elaborated when the concept paper It was not the aim to conduct gender analysis
Women-specific & Gender Equality Objectives in Credit Proposal	The main element is to set up a gender focal point within the project team – to assess effects on gender of the planned activities and to facilitate the implementation of measures to improve the activities in the frame of gender issues.
Women-specific & Gender Equality Activities in Credit Proposal	n/a
Budget specifically allocated to women's and Gender equality activities	n/a
Reporting includes gender disaggregated info	yes
Reviews include reports on women-specific and gender equality inputs	After the analysis of gender mainstreaming implemented by EcoLan, measures and recommendations were elaborated to overcome difficulties connected with gender issues.
Reviews include reports on women-specific & gender equality outputs	n/a
Reviews include reports on women –specific & gender equality outcomes	n/a
Comment	

Consideration of gender equality context

The context for the project is decentralisation and links to participatory democracy, tied in with compliance with European “normative understanding of democratic governance”:

Decentralisation and citizens’ participation are the intrinsic elements of European normative understanding of democratic governance which Ukraine has formally embraced by joining the European Charter on Local Self- Governance in 1997. However, to be meaningful, the commitment of the country’s political elites to build a system of governance compliant with European values and standards needs to be reinforced by adequate policies, institutional reforms and appropriate implementation arrangements.

The project document contains excellent and thoughtful contextual analysis focuses on political tensions and power divisions of multilayer policy making surrounding the decentralisation process, commenting that local communities tend to be the losers and do not get effective communal service delivery. The project document identifies the restrictive influence of national legislation and guidelines on local modalities (like outsourcing).

The project document uses the language of violation of citizen rights to self government through the transfer of state executive powers, yet the focus of the narrative is on hierarchical political institutions rather than gendered social institutions. It misses an opportunity to problematise female political participation in Ukraine as the basis for a project theory of change which promotes gender equality in the political sphere through social mobilisation integrated with local government. Women are community managers and mobilisers and yet women’s political participation gets stuck at village level where resources and power are minimal.

Gender equality in project design

As discussed above, the project uses a “decentralisation and social mobilisation” methodology with the objective of strengthening citizen participation while building planning capacity of local government partners. During the build-up phase, the project phase goal is that a replicable model of decentralized services (focused on water supply and social services) at village / municipal / rayon levels is piloted in selected areas and has been accepted at the oblast/national levels.

Three key objectives_(direct benefits) have been defined for the first phase of the project:

1. Local communities ability to identify, plan, implement and manage services is improved
2. Local governments at the oblast, rayon, village and municipality levels ability to plan, finance, implement and co-ordinate affordable services in a participatory and innovative manner are improved.
3. Government is supported in its efforts to form “National Agenda” on decentralization and its tasks to co-ordinate and harmonise national policy initiatives.

Project activities centre on the capacity building and process activities required for community members and local government stakeholders for effective community-based planning and service delivery, including operations and maintenance and fiscal and budgetary management. The project design also emphasises scaling up pilot learning to national level dialogue and reflection.

As part of a human rights based approach (with rights holders and duty bearers) the project document specifies addressing “women, children and youth specifically as an integral part of the social community mobilisation and local governance process”.

With this in mind the project document does mention gender equality:

A further focal area of the project will be to ensure a gender balanced approach and the integration of children and youth. This will include ensuring that approaches are promoted by the local government and the community service providers for equal access for women, that women are integral part of the decision-making processes and that women are properly and effectively represented in all aspects... Approaches such as gender budgeting could also be tried and tested as part of the decentralisation project.

In particular, under the social mobilisation discussion (Output 1), the project document applies a gendered lens to its Human Rights Based Approach (HRBA):

The decentralisation project will actively utilise the HRBA approach. The project will be expected to develop operational guidelines so that the HRBA approach will be an integral part of the daily work in the pilot areas. Emphasis will be particularly placed on ensuring that a gender balanced and gender approach to community service provisions and local governance is undertaken. Training and encouraging women to take up a greater role in the local government system will be addressed by the project.

These paragraphs are distilled further to one sentence in the Credit Proposal:

Promoting women and youth also forms a central element of the Project work. Integrating them into planning and management of the communal and social services and encouraging greater participation in local government will be integral part of the Project's work.

Gender is not discussed in opportunities and risks section, even though this does include a discussion on community cohesion. The project also does not articulate the *risk* of women being crowded out of political participation at local level as resources and power become deconcentrated. (Women in village communities are accepted as leaders, in part because there is no public service status and a tiny budget and a lot of work in local council participation). Nor does it discuss in any depth the *opportunity* to link women's political empowerment with political decentralisation.

Gender equality in project implementation (activities and budgets)

Although not articulated as such in the project documentation the service delivery objective of the project will meet women's practical gender needs. The evaluation team observed, for example, during a training workshop with CBO partners that water was prioritised by female stakeholders in the project, while men prioritised roads. Without articulating this there is a risk of reinforcing the gender roles of men and women through an emphasis on meeting the needs of the (benign) family. This lack of problematisation of the family seemed to be reflected in the attitude of some project staff.

With respect to political empowerment of women, the project should unsettle existing norms and attitudes; this project is as much a political as a technical intervention, with an opportunity to use a technical (service delivery) intervention to stimulate political change in favour of gender equality: a "Trojan horse" approach to women's empowerment. This requires greater strategic consciousness and stronger normative position on the part of the project implementing partner, otherwise the opportunity will be lost or even worse it might reinforce the status quo as men occupy political space previously occupied by women. Without a very clear normative position on gender equality within PIUs, gender evaporates. This also means that PIUs cannot sit back and accept the opinion of local stakeholders, whether male or female, that "there are no gender problems here".

Gender equality in project monitoring and evaluation

There are no gender indicators in the project logframe around obvious areas for gendered measurement such as rights awareness, perceptions of choices, participation levels etc. These types of gendered outcomes would fit with the project model of change and then should be measured.

D.2 List of people met

COOF

Ueli Muller: Country Director

Lyudmyla Nestrlyay, Gender Focal Point and National Program Officer, “Women and Mothers with Children in Prison”

Andriy Kavakin, National Program Officer, “Rule of Law and Human Rights: Justice Reform in Ukraine; Awareness Raising in Mediation Techniques for Prosecutors”.

Olena Lytvynenko, National Program Officer, “Decentralization and Democratization: Support to Decentralization in Ukraine”;

Petro Ilkiv, National Program Officer, “Improving Prenatal Health Services”, “Maternal and Child Health Promotion”

Viktor Shutkevych, National Program Officer, “Natural Resources Sustainable Use: Agriculture, Forestry”

COOF financial officer

COOF administrator

COOF cleaner

COOF driver

Project Implementation Units and Project Partners

Olena Suslova, Project Manager, “Women and Mothers with Children in Prisons”, Head of the “Women’s Information and Consultation Centre”, SDC Advisor for Gender Consultative Committee;

Andriy Solodarenko, Project Manager, “Improving Prenatal Health Services”, “Maternal and Child Health Promotion”;

Victor Lyakh, Executive Director, “Child Well-Being Fund”;

Vasyl Kushynets, Chair, State Department of Punishment Execution;

Natalia Kalashnyk, Deputy Chair, State Department of Punishment Execution;

Vyacheslav Nosov, Project Coordinator, “Women and Mothers with Children in Prison”; State Department for Execution of Punishment;

Vadym Pavlenko, Project Manager, “Decentralization”;

Ariane Sotoudeh, Program Manager, Department of Agricultural Economics, Swiss, College of Agriculture, SHL;

Yulia Azurkina, Ecolan Gender Focal Point;

Vasyl Pindus. Board Chair, Biolan Association;
Hilmar Foellmi, International Counsellor, Director of FORZA, Uzhgorod;
Natalia Kulik, Gender Focal Point, FORZA;
Iryna Breza, Press-Club, FORZA;
Mariana Kolodiy, Gender Consultative Committee, FORZA;
Lesya Kosovets', Doctor-in-Chief, Gorodenka Rayon Hospital;
Lyubov' Kotelko, Obstetrician – Gynaecologist, Gorodenka Rayon Hospital;
Valeriy Voroniy, Head of Maternity Welfare Centre, Gorodenka Rayon Hospital;
Viktor Korniyenko, Head of the Division of Sciences and Information, State Committee for Forestry in Ukraine; FORZA partner;
Paisa Moiseenko, Ministry of Health, National Program Coordinator, “Improving Prenatal Health Services”, “Maternal and Child Health Promotion”.

Donor Representatives

Jeremy Hartley, Representative, United Nations Children's Fund - UNICEF;
Olga Tymoshenko, Program Officer, Swedish International Development Agency - Sida;
Natalia Zavarzina, Program Officer, Canadian International Development Agency – CIDA.

Government Stakeholders

Viktor Kornienko, State Department on Forestry of Ukraine, Head of Division of Sciences and Information;
Vyacheslav Tolkovanov, Dr. of Justice, Deputy Minister, Ministry on Housing and Municipal Economy of Ukraine;
Nadia Zhylko, Ministry of Health of Ukraine

Project Beneficiaries/ Primary Stakeholders

Oksana and Vitaliy Postupailo, a family of organic farmers from Illintsy, Vinnytsa region
Ivan Pecher, Deputy Head, Transcarpathian Oblast Forestry Department, Project Partner
Nadia Shandovych, Specialist –in-Chief, Transcarpathian Oblast Forestry Department
Managers and instructors of the Transcarpathian Forest College (TFTC) in Khust
Community representatives from Nizhnyy Bystryy
Olga Smetanyuk, Kostylivka Village Council Head
Petro Popovych, Director, Tourist – Information Centre, Rakhiv, Transcarpathian region

D.3 Status of the Steering Committee (13/12/06)

1. Preamble

The Steering Committee (SC) is the advisory and co-ordination body for the successful gender mainstreaming in the Swiss Cooperation Programme.

The Steering Committee is also the body of human resources for all kind of gender related questions in the Swiss Cooperation Programme.

The Steering Committee is independent from the structures of the Swiss cooperation office, and the members of the steering committee have no contract links to the Swiss programme (mandates and contracts with single persons have no influence on deliberations in the steering committee)

This status has been discussed and approved on the first meeting of consultants on the 13th of December 2006.

2. Composition of the steering committee

2.1 Voting members (5 persons)

The voting members of the SC are knowledgeable persons in the domain of gender. They represent organisations which have an excellent gender background, and they are all knowledgeable in gender affairs.

The voting members of the SC are ready to analyse texts of the Swiss cooperation programme, to comment them and to support the Swiss programme in its efforts to mainstream gender affairs in the implemented projects.

The voting members of the SC are ready to make small consultation for the Swiss Programme and/or for specific projects and to advise the Programme / projects in gender affairs.

The voting members are ready to discuss reports and findings and to measure progress in gender mainstreaming in the Programme / in projects.

The following specialists are proposed to take part in the steering committee as voting members:

Olena Suslova, WICC

Yaroslava Sorokopud, Heifer International

Aleksandra Sorokopud

Oksana Kis

Nadiya Kostuk

Nataliya Kulik, FORZA

At least the presence of three representatives are required to form a quorum. The chairperson will call the meetings through the secretariat and preside them.

The person in charge may delegate in written form another person, who may vote for the specified questions. The delegation must be with the chairperson before the beginning of the meeting.

2.2 Reporting / Consulting Members

Reporting and consulting members are recruited from the Swiss projects. They report on specific areas of the project, mainly on the following questions:

Planned activities for the mainstreaming of gender

Efforts taken to follow the plans

Report on progress, success and failure

The SC reporting members are directly involved in the implementation of projects on national, oblast and local levels. International project leaders and experts may join the reporting members on request. The reporting members may also contribute in identifying issues and in preparing the information package for the SC. If there are mandates of specialists, the reporting members work together with the consultants and support them in their analysis. They ensure that information about project issues is presented professionally to the SC members, and they also report back to the project members in the field.

Gender responsible persons in the projects, PIUs, NGOs, Partner organizations

Partners from the projects

Programme officers of the Swiss cooperation office

2.3 Invited Guests

All stakeholders with a vested interest in gender questions and related themes and in a position to contribute to the discussion and decision-making may be invited. This also includes national and international members of other projects in development cooperation. The secretary, together with the Chairman, will issue invitations to guest participants. Invited on a regular basis are:

Project staff

Representatives of interested organisations in the region

Representatives of NGOs

Representatives of other organizations as needed

2.4 Secretary

The Gender Focal Point of the Swiss co-operation office takes over the task of the secretary on a permanent basis. This task includes:

- To hand out relevant documents at least 20 days before the next steering committee.
- To define the schedule of the steering committee and agree with the chairperson.
- To invite the members for the steering committee at least 10 working days before the steering committee will take place.
- To make the minutes and let the minutes sign by the chairmen within 10 working days after the steering committee.

- To make sure, that all participants at the steering committee and other relevant partners get the minutes in time.
- To make sure that the official approval of the minutes by all SC members will occur at the beginning of the following SC meeting.
- To keep permanently contact to the steering committee members.

3. Tasks of the Steering Committee (advisory board)

Concerning the Programme:

- The steering committee and its members check Project documents and make suggestions for their amendment, where gender is not enough mainstreamed.
- The committee members organise the independent assessment of five projects in order to fill in the check list for Gender transversial topic till 10th of every October.
- To advise the cooperation office in gender related matters

Concerning projects:

- To discuss reports and advise projects for correct gender mainstreaming
- To introduce a kind of standart and give marks to the bigger projects of SDC in Ukraine (obligatory for projects lasting more than 23 months, having a budget higher than 199.000 Swiss Francs).
- To support the gender responsables in projects in their tasks.
- To support the assignment of consultants working in the projects.

Decisions by the Steering Committee are binding for the implementers of the programme / projects, as long as such decisions are in line with the SDC principles and budgetary provisions. The minutes are signed by the chairperson. The minutes are distributed to all stakeholders of the projects, including headquarters (seco, SDC desks).

4. Meetings

The SC meets at regular intervals twice every year.

If the need arises (upon a written request by any voting member of the Steering Committee to the Chairmen), extra-ordinary SC meetings should be held in addition to the scheduled meetings. The SC chairmen shall determine the dates of such meetings in close cooperation with the secretary.

At the end of each SC meeting, the date of the next meeting will be re-confirmed; minor adjustments in the date can be made at that time. The date, time and location of the next SC meeting should be recorded in the minutes of the meeting.

Under the signature of the chairperson, the Secretary will send a notification of the next SC meeting to all members at least two weeks prior to the meeting. The notification should indicate the date, time and place of the meeting plus an agenda and an adequate information package.

D.4 Terms of reference for gender specialist support to the Ukraine COOF,

(1st July – 31st December 2007)

- To consult the Swiss Cooperation Office (SCO) in gender policy issues in Ukraine and on current gender mainstreaming relevant developments/experiences worldwide
- To contribute to the improvement of the quality and relevance of the gender mainstreaming work in SDC Programme Ukraine and SCO
- To share her professional know-how and her particular knowledge of the gender mainstreaming and of local gender networks with the SCO
- To support the SCO in yearly planning of mainstreaming gender in the SDC Programme in Ukraine (October)
- To prepare and save on CD main resources on gender for SDC internal use (incl. all material of SDC)
- To support SCO in the development of the gender relevant policy within SCO and in the elaboration of gender-policy paper (summary) - for internal use
- To advise the SCO in identification of gender experts in Ukraine and/or if possible abroad for collaboration, in particular for conducting of "gender-audit" or for participation in the gender mainstreaming relevant events
- To establish the "gender-audit" as monitoring and measuring tool of gender sensitivity of SDC projects/programme in Ukraine (developing of procedures, division of responsibilities, managing the gender-audit-process, etc.)
- To assist the SCO and to guide the gender-experts-group (Gender Council) including developing procedures, preparing and conducting of meetings, conducting of gender audit
- Developing of training modules on gender issues and conducting of such event for the gender focal points from SDC projects and support SDC partner organizations in building capacities for the gender mainstreaming
- To participate in gender related events defined by SCO as of interest for SDC Programme Ukraine and if requested (and upon common agreement) in field visits to the particular projects if it concerns gender mainstreaming
- To assist the SCO in preparation and organization of meetings for the experts in frame of the Independent Evaluation of Gender Mainstreaming at SDC (November 2007)
- To elaborate or support the elaboration of a monitoring grid

The work will take about 80 hours or 10 working days for an equivalent of 100 dollars paid in UAH in the moment of billing by the consultant. The consultant may outsource certain activities in agreement with SDC co-operation office.

D.5 Minutes of the SDC Programme's First Gender Hearing

Date: 18th of May 2007, 10 00 h

Place Kyiv Municipal Women's Centre

Present: Olena Suslova, president of the board
Alla Chihryn, member of the board
Natasha Kostyuk, member of the board
Sergiy Plotyan, member of the board
Natalia Kulik, specialist and FORZA representative
Vadym Pavlenko, chief of the Decentralisation project
Vadym Rekunienko, Chief of the EcoLan project
Andrei Aleksiev, Centre for Judicial Studies
Eugenia Yakusheva, intern
Ludmyla Nestrylay, NPO Swiss Co-operation Office
Olena Lytvynenko, NPO Swiss Co-operation Office
Oksana Novoseletska, NPO Swiss Co-operation Office
Ueli Müller, Director of the Swiss Co-operation Office

1. Introduction

The Hearing

The hearing is the first of this type. It should lead in a later step to a vivid discussion about gender issues in the Swiss programme and its projects, following the policy requests of both, Ukraine and SDC. The end outcome of this process would be the certification of projects within the programme, and these projects would then be somehow "checked" by an independent body for being gender conform. This title would not be for the eternity but regularly to be fought for again.

The Gender Board in General

The gender board has been created in 2006 as an answer of increasing requests to gender mainstreaming. Gender mainstreaming should not only be a paper work, but have an impact on the ground. Therefore, the gender board has been created and will regularly advise, assess, evaluate and review the projects and their activities but also the office in regard to gender. The gender board also supports the Swiss Programme in all planning questions for gender mainstreaming, and it could, in a further stage, somehow certify the office.

2. The Hearing

Introduction Ueli Müller

The following text gives an overview also of the vision of the co-operation office' gender approach:

"This is for all of us a trial, an innovative and interesting day. When we first discussed it, it was a bit strange, and we were not sure, if we will manage. And if I think, how many ideas have come up since, how many discussions took place, I am really enthusiastic about what we have already achieved.

The aim of the whole process, which starts today, will have several milestones:

Today, three projects are analysed on the level of the documents

In September, the second milestone, more will be done:

these three projects will be analysed also on the level of their implementation,

four to six additional projects will be analysed on the level of documents and on the level of their implementation

in the first quarter of 2008, the third milestone will take the earlier projects and additionally some four to six new projects, in order to analyse them:

on the level of documents

on the level of the implementation

on the level of the beneficiaries

Therefore, at the end of the process, some 12 to 15 of our projects should be analysed by gender specialists, and should have either a certificate, which answers to different criteria, or they will not have this certificate, before they have introduced certain measures.

Why such a long process? As I mentioned, this is a new process, an innovation. We have to discuss the methods, and at the same time to apply them. Therefore, we need the different milestones.

And we want you all on board: the projects, the implementers, all of you, who are involved in the projects, we will analyse. Gender, this is not for us only, it is mainly for the people down in the villages, in the cities, in the prisons, in the courts, in the institutions. If the reproach, we have heard last year, that gender is good for theoretical discussions, but does not apply for the people on the ground, then we are wrong. We have to take this reproach seriously. Therefore, we are here."

Minutes last Meeting

The minutes have been sent out in Ukrainian version. The members agree to the minutes. These minutes contain also the general planning for 2007:

Action	Time	Responsible	Remarks
Meeting of the gender focal points of different projects	1 st quarter	Olena Suslova	Not done
Exchange of positive and negative experiences and appreciation in different projects	2 nd quarter	Yaroslava	Done May 18
Training linked with a field visit, e.g. training in the field in concrete environment with Council and project focal points	3 rd quarter	Ueli	To plan
To elaborate a brochure with frequently asked questions, linked with frequently "answered answers"	4 th quarter	Olena	In process
e-CD with gender links and hints	1 st quarter	Olena	Done + presented on 18/05
Assessment of the gender check-list of SDC	10 th of October	Ueli, Council	14 th of Sept
Meetings of the Council	March/Sept.-Oct.	Council, Ueli	18/05 and 14/10

The board meetings are mainly for the certification process. But they also shall support the co-operation office in filling in the gender matrix of HQ before the annual planning. The board is also an advisory council, and members of the board may get a mandate for gender mainstreaming within the Swiss programme.

Introduction - President of Board

Olena Suslova speaks about the law concerning gender, the President's Order of 2005 and what has been achieved or not the last two years. In this context, the certification process of the Swiss Programme is innovative and has given birth for many discussions. It is planned in a three step approach, which includes both, practical certification work on projects and elaboration of the methods:

Steps Dates	Document analysis	Implementation analysis	Beneficiaries analysis	Outcome
May 2007	Three projects: Decentralisation, EcoLan, Centre for jud. Studies			Texts analysed, method for text analysis elaborated ⇒ recommendation to projects
September 2007	FORZA, MSDP, FinLan, Chernigiv, Pre trial	Decentralisation, EcoLan, Centre for jud. Studies plus FORZA, MSDP, FinLan, Chernigiv, Pre trial		Texts analysed, Implementer analysed, methods elaborated ⇒ recommendation to projects
March 2008	six projects new	six projects new	Decentralisation, EcoLan, Centre for jud. Studies plus FORZA, MSDP, FinLan, Chernigiv, Pre trial six projects new	Text analysed, Implementer analysed beneficiaries analysed and method elaborated certificate available ⇒ recommendation to projects

The work is real audit analysis, not a gender analysis or gender research. We do not need a gender analysis or gender research for this purpose, but we really need an assessment of what is done on the ground, on the basis of an audit, which gives also recommendations. These recommendations have to be fixed in additional minutes to the project document. The certificate is not for ever, but only for a certain time, then the audit will be repeated.

There are indicators elaborated for all projects. They do not yet fully reflect a real system of minimal standards, and on this the board has to work. The board will probably hire a consultant to do this work (in the frame of the contract of Olena Suslova with the co-operation office).

Discussion of the projects

Centre for Judicial studies:

not all the indicators are fulfilled

there was no analysis at the beginning, and this is now hampering the assessment

but project makes already statistics, which are gender related

a lot of progress has been done, but there is not yet an institutionalisation of the gender within the project

- the project got 12 points out of 45
- the project will get a recommendation of the board, for what has to be changed or added to the project document till the 10th of June
- the method will be fixed in a special paper with quality standards, in order to better guarantee the equal treatment of the projects.

BioLan:

the project has about 50 % of women working, a bit less in the management

gender analysis has been done in 2003

project document foresees indicators, but no budget

statistics are held in gender segregated manner

- the project got 22 of 45 points
- the project will get a recommendation of the board, for what has to be changed or added to the project document till the 10th of June

Decentralisation:

Formally well written project

Concrete things are written about gender in the document

The document does not specify the activities, and it has no special budget

- the project has got 22 of 45 points
- the recommendations are:
 - to organise training on implementation and on target public level
 - to institutionalise the gender aspects
 - to make a separate budget
- the project will get a recommendation of the board, for what has to be changed or added to the project document till the 10th of June

Discussion:

- the board should not issue certificates which are nice to put on the wall, but real certification, which means something also in the field
- this time, there were only documents analysed, but somehow mixed with implementer's discussions; this should change, when it comes to step II, where there will be a clear difference between analysis of texts and analysis of implementer
- the method has to be refined and put into a guideline:
 - to clarify the minimum and higher standards (how many points per standard step, how many steps to be defined, etc.)
 - to put all this in a guideline, which produces equal results for all projects and by all members of the board
- the final product should be a certificate, which means the same for all kind of projects within the Swiss Programme
- the certificate will include the gender matrix and gender requests of Headquarters of SDC as well as requests of Ukraine
- the projects will get recommendations, of what they have to do to achieve every step successfully
- the board hires a consultant in order to write up all the things and to stick to the schedule of recommendations, guideline elaboration etc.

Other Gender Board Aspects

In the minutes of the last meeting, there are some planning aspects, which should be met. They are to be picked up by the gender focal point of the co-operation office and the gender consultant.

The CD has been presented by the board and Nataliya Kulik, who has been heavily involved to realise this idea.

The meeting with the gender focal points has not happened yet, and shall happen soon but not before at least 5 projects will have GFP persons (organisation Ueli Müller, gender focal point of the co-operation office).

New gender focal point is from today on officially Ludmyla Nestrilay. Ueli Müller will support her in all possible ways.

Pendency list looks as follows:

Issue	Date	Responsible
Meeting gender focal points	TBD	Olena Suslova, COOF
Training linked with field visit	After summer (FORZA)	COOF
Frequently asked questions	November	Olena, consultant
Elaborate indicators, standards marks for the assessment of the projects	July	Olena, consultant, board
Elaborate guideline for assessment (audit)	July first draft	Olena, consultant, board
To fix the whole methods in one guide book	July first draft	Olena, consultant
Recommendations to projects	10 th of June	Olena, board
Meetings of the council	14/09	Olena, board

The next meeting will be on the 14th of September 2007. The pendency list will then be checked by the board and the attendance.

D.6 Gender Audit matrix

	Political will Minimum standards – oral statements concerning approval Maximum standards – formalizing will through orders, institutionalization, etc	Technical capacity Minimum standards – general awareness Maximum standards – ability to use existing knowledge and improve it	Realizing of the planned Minimum standards – sporadically, in some aspects, incomplete	Organizational culture Minimum standards – absence of discrimination Maximum standards – high gender culture strengthened by formalized practices
Gender analysis	<p>1 – do not have and do not have intentions</p> <p>2 – do not object</p> <p>3 – have intentions and plans to conduct analysis</p> <p>4 – conducted and plan to use the results or to conduct again</p> <p>5 – conducted different types of analysis, use the results and plan to do it in future</p>	<p>1 – minimum awareness of the analysis methods is absent</p> <p>2 – know what they what to study</p> <p>3 – are aware of analysis concepts; can write tasks</p> <p>4 – can by themselves conduct some types of gender analysis and evaluate the quality of analysis, made by outside experts</p> <p>5 – can conduct full gender analysis both for their project and for the others</p>	<p>1 – planned analysis was not conducted</p> <p>2 – oral consultations and common discussion were conducted; it is planned to conduct analysis in future</p> <p>3 – conducted analysis of the sphere, connected with the project sphere</p> <p>4 – conducted additionally field research</p> <p>5 – full analysis is conducted or analysis is carried out regularly</p>	<p>1 – do not see expediency of gender analysis</p> <p>2 – didn't plan, do not know, but it can be done</p> <p>3 – interested in conducting such analysis</p> <p>4 – think necessary; took part; support in future</p> <p>5 – implemented the analysis results in work and are spreading further</p>

<p style="text-align: center;">Representation of gender issues in the project documents</p>	<p>1 – object the necessity; are against; argue that the project is already approved and has no place to insert</p> <p>2 – not yet, but we are ready to do this</p> <p>3 – present is some parts, for example, in a narrative part, where it is mentioned as a through problem</p> <p>4 – goes through all the project documents</p> <p>5 – does through all the project documents, and we are ready to improve it</p>	<p>1 – are not able, do not know, do not have intentions</p> <p>2 – understand on the whole and have intentions to learn and/or include in the text of the project documents</p> <p>3 – are able to compile some documents with inclusion of gender component or add to the existing ones</p> <p>4 – understand all details of the suggested gender component and are able to realize it</p> <p>5 – are able to compose the appropriate documents themselves</p>	<p>1 – nothing is included in documents and intentions to do it are absent</p> <p>2 – documents contain general declarative thesis, concrete practical measures are absent</p> <p>3 – gender issues are reflected partially and sporadically</p> <p>4 – gender issues are reflected in the majority of documents both at the level of general principles, and at the level of practical measures</p> <p>5 – gender issues are being systematically reflected in all documents both at the level of general principles, and at the level of practical measures</p>	<p>1 – understanding of necessity to include gender component in the project documents is absent</p> <p>2 – knowledge and understanding are absent, but there is an interest or intentions and/or desire to add gender component</p> <p>3 – are interested, are getting acquainted, try to implement</p> <p>4 – understand on the whole, sometimes use in work, want to learn more</p> <p>5 – constantly try to raise the level of own knowledge and skills in this sphere; have deep knowledge and high gender sensitivity</p>
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<p style="text-align: center;">Budget expenses directed at raising gender equality</p>	<p>1 – absence of awareness and understanding of necessity to allocate money for these expenses</p> <p>2 – absence of awareness or desire, but there are no objections; can be possible by consent of all main actors</p> <p>3 – are ready to give money to conduct several events (of familiarization character or others)</p> <p>4 – have intentions, have already planned or allocated money for regular measures in gender mainstreaming</p> <p>5 – money is allocated and are ready to revise budgets, where it is possible, in case of bigger need in expenses</p>	<p>1 – do not know what it is and how to use it</p> <p>2 – think it is something “for women” and can plan the events accordingly</p> <p>3 – can determine types and volume of expenses for the planned events</p> <p>4 – can plan appropriate expenses for different events and define their efficiency</p> <p>5 – can plan expenses, determine their efficiency and flexibly response in case of necessity</p>	<p>1 – do not allocate, as the project started earlier and it was not planned; did not plan; did not realize the planned</p> <p>2 – did not do, but do not object within the existing expenses; plan to conduct, but haven’t done yet</p> <p>3 – allocate money within the planned or seek for opportunity to allocate</p> <p>4 – money is allocated and monitoring of their use is carried out</p> <p>5 – money is allocated, monitoring is carried out and money can be allocated again in case of necessity</p>	<p>1 – do not think necessary</p> <p>2 – do not object, but money were not allocated within the project</p> <p>3 – think necessary to allocate some money; possibly, for a single action</p> <p>4 – think, that money should be allocated; give proposals concerning possible expenses</p> <p>5 – allocate money; seek for opportunities for increasing expenses; analyze expense and give proposals</p>
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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Readiness of the staff to realize measures for gender mainstreaming</p>	<p>1 – do not know and are unwilling to know</p> <p>2 – do not know, but do not object; can be; are planning to conduct events for the staff</p> <p>3 – ready to organize measures to raise gender sensitivity for the staff; are planning or have already included in the work plan</p> <p>4 – are conducting; think necessary to continue education for the staff</p> <p>5 – regularly address to education for the staff, are known; think necessary for the staff to use it in their everyday life</p>	<p>1 – are not aware of gender issues; do not think necessary to do this</p> <p>2 – understand the necessity; know in general; can be misunderstanding concerning definitions and approaches</p> <p>3 – ready and do something in this direction; sporadically or not always regularly</p> <p>4 – have adequate (sufficient, adequate) knowledge and have certain skills for its practical use</p> <p>5 – are able independently to develop, plan and implement concrete measures and evaluate their efficiency</p>	<p>1 – do nothing in this sphere; those planned have not been done yet</p> <p>2 – sometimes do something in this direction; do not do all the planned; studies are not regular and general or formal</p> <p>3 – take measures within the planned</p> <p>4 – regularly take measures and monitoring</p> <p>5 – the staff is taught regularly, gives own initiatives, widens the circle of topics and skills necessary for the staff</p>	<p>1 – do not think necessary to take up this topic, as they have “own important things”</p> <p>2 – accept, sometimes formally, general concepts, but it often doesn’t meet own attitude or is not very correct</p> <p>3 – accept gender equality approaches on the whole; try not to tolerate discriminative behavior or statements</p> <p>4 – accept gender equality approaches, try to apply them in their professional life</p> <p>5 – accept gender equality approaches, try to apply them in their professional and personal life; try to raise their level in this sphere regularly</p>
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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Data differentiated by gender principle</p>	<p>1 – do not know about this; do not see necessity in such differentiation</p> <p>2 – do not do this, but do not object on the whole; plan to do this</p> <p>3 – plan to do this by all main directions and types of information being collected; already gather some data</p> <p>4 – gather all data with division by sex; encourage partners to do this</p> <p>5 – gather all data with division by sex; encourage partners to do this; all these procedures are formalized; are encouraged to analyze figures</p>	<p>1 – do not know about this</p> <p>2 – know on the whole; sometimes single out women from the data being collected</p> <p>3 – are able to compile a list of main data, which can be collected by gender characteristics</p> <p>4 – can compile a list of main data, differentiated by gender characteristics, partially to interpret them</p> <p>5 – can develop a grounded system of data, differentiated by gender characteristics and interpret them; help partners do this; are able to generalize, compare and analyze different types of data (qualitative and quantitative, own and official)</p>	<p>1 – data are not collected</p> <p>2 – sometimes some data are collected</p> <p>3 – all data are collected from the organization administrating the project</p> <p>4 – all data are collected from the organization administrating the project, as well as from the partners</p> <p>5 – data are collected, compared, analyzed, used</p>	<p>1 – do not think this important</p> <p>2 – consider this problem one-sidedly, reducing everything only to the number of women</p> <p>3 – think this necessary and understand the main provisions</p> <p>4 – collect data themselves and encourage partners</p> <p>5 – collect data, help partners, analyze, conduct systematic monitoring</p>
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<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Gender sensitive personnel policy</p>	<p>1 – know nothing about it and are not interested</p> <p>2 – do not think it is topical for them, but do not object</p> <p>3 – are interested in analysis and recommendations</p> <p>4 – invited experts and conduct analysis</p> <p>5 – conducted analysis and are planning in future; are ready and/or have clear gender sensitive personnel policy</p>	<p>1 – do not know; do not consider topical</p> <p>2 – are aware of necessity in flexible working schedule from the point of family responsibilities of employees, are interested</p> <p>3 – understand basic legislative provisions concerning gender equality</p> <p>4 – understand and want to implement in their place</p> <p>5 – implement and improve</p>	<p>1 – do nothing</p> <p>2 – sometimes recall; sporadically</p> <p>3 – try to implement some practices</p> <p>4 – analyze, recommend, implement</p> <p>5 – principles of gender policy are formalized in all basic personnel documents (labor contracts, internal rules, etc) and are stably fulfilled</p>	<p>1 – do not see the need</p> <p>2 – declare, but do not follow in practice</p> <p>3 – are interested, ready, do something</p> <p>4 – use some recommendations, situationally solve questions</p> <p>5 – consistently and steadily keep to the principles of gender equality in all aspects of labor relations</p>
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Gender program or gender component of a program, educational course, other educational activities</p>	<p>1 – absent and do not plan</p> <p>2 – absent, but is possible; is planned for the nearest time</p> <p>3 – planned to conduct familiarization trainings (or training)</p> <p>4 – plan to conduct several events</p> <p>5 – conduct and will conduct; have plans to integrate in all educational components of the project</p>	<p>1 – are not able; do not know</p> <p>2 – know in general, not always correctly</p> <p>3 – can explain in general, what gender is and where it can be found in the project; know special literature, have access to informational resources, are able to improve knowledge and skills independently</p> <p>4 – are able to prepare and conduct a simple training by themselves</p> <p>5 – are able to prepare and conduct education within the project in full volume</p>	<p>1 – do nothing</p> <p>2 – sometimes conduct non-regular informing</p> <p>3 – take main measures</p> <p>4 – conduct education, have feedback on efficiency</p> <p>5 – carry out in full volume, conduct monitoring and evaluation, improve the next steps; conduct an active informational campaign (including in mass media), carry out events in gender education among partners and beneficiaries</p>	<p>1 – do not need education</p> <p>2 – are not interested, but do not object</p> <p>3 – support and take part themselves</p> <p>4 – consider an important aspect of the project, support, give their proposals</p> <p>5 – support, take part, motivate partners, popularize in non-formal environment as well</p>

Engaging gender experts in project implementation	<p>1 – absent and not necessary 2 – absent, but possible; are planning 3 – want to invite; have already done certain steps, have chosen the expert 4 – experts worked or are working now 5 – will invite for each stage</p>	<p>1 – do not see need and usefulness 2 – do not object, seek 3 – invited and wrote requirements specifications 4 – cooperate with experts and study themselves 5 – are able themselves to conduct work at the high level; can evaluate expert's work</p>	<p>1 – do not engage and do not plan 2 – plan to engage 3 – engaged; works; worked 4 – works and will work in future 5 – are engaged at all stages, constantly closely cooperate, monitoring, analysis, improvement</p>	<p>1 – do not need 2 – haven't thought, but is possible 3 – think it is necessary and need to invite 4 – invited, as consider important 5 – worked and will invite and learn from them</p>
Presence of gender indicators in the project	<p>1 – do not need 2 – absent, but is possible additionally 3 – will think how to do this 4 – are doing or have done 5 – have and plan to use and watch the influence</p>	<p>1 – do not know, are not able 2 – know in general, not always correctly 3 – understand the meaning 4 – understand and can apply and develop 5 – know how to evaluate the efficiency with their help</p>	<p>1 – do not exist 2 – plan; started work 3 – sporadically use separate indicators 4 – developed the system of indicators, which is regularly used 5 – use systematically, conduct monitoring, analysis, evaluation</p>	<p>1 – do not consider expedient 2 – absent, but is possible 3 – consider important for the project 4 – consider important for life outside the work as well 5 – try to analyze and study the impact</p>

Institutionalization of gender mainstreaming	<p>1 – no place; no plans 2 – absent, but is possible 3 – think, discuss, seek for forms; make tries 4 – adviser, counsel or other is already working 5 – there is a certain level of institutionalization, there is a constant striving for perfection and improvement of work in this direction</p>	<p>1 – do not know how 2 – think, take counsel 3 – there are general ideas about possible forms 4 – can take part and add their own ideas 5 – can organize and undertake responsibility</p>	<p>1 – do not do 2 – plan 3 – started piloting or testing 4 – works, monitoring is carried out 5 – works effectively and regularly</p>	<p>1 – do not consider necessary 2 – suppose possibility 3 – consider necessary, is in agenda 4 – wish to take part by themselves 5 – take part, study, improve</p>
Changes in the project connected with gender mainstreaming	<p>1 – are not interested, do not know 2 – did not think, but possibly, they are present 3 – want to know, try to evaluate 4 – are already evaluating 5 – are ready to make evaluation regularly</p>	<p>1 – do not know, are not interested 2 – know in general, not always correctly 3 – are able give a task on evaluation in their direction 4 – are able themselves evaluate some aspects 5 – are able to evaluate, make conclusions and recommendations</p>	<p>1 – do not research 2 – possibly, will research 3 – sometimes some changes are evaluated 4 – periodical monitoring is conducted, sometimes evaluation 5 – conduct regular monitoring and complex evaluation by stages and directions for all categories of groups</p>	<p>1 – do not think it gives something 2 – interesting 3 – consider necessary 4 – consider sometimes it is necessary to evaluate to determine expediency 5 – consider it should be regular and throughout</p>

Perspective for development of gender mainstreaming in the project	<p>1 – do not have; did not think</p> <p>2 – are disposed to deepen gender mainstreaming</p> <p>3 – think over concrete plans for future, have certain ideas</p> <p>4 – have clear further plans</p> <p>5 – plans are constantly renewed</p>	<p>1 – do not know about the following steps</p> <p>2 – have general idea about further perspectives and directions for development</p> <p>3 – are able to take further steps, rely on instructions and advice of experts</p> <p>4 – have own concrete ideas and intentions, seek for resources for realization</p> <p>5 – are able to plan strategically and realize the planned by themselves</p>	<p>1 – no plans</p> <p>2 – plans can be</p> <p>3 – work over preparing future plans</p> <p>4 – have already worked over projects of the plans</p> <p>5 – have strategic plans with their constant renewal, monitoring, evaluation</p>	<p>1 – do not consider necessary to continue</p> <p>2 – continuation is possible</p> <p>3 – consider necessary to continue</p> <p>4 – ready to join development and realization</p> <p>5 – ready to take regular part in preparing, realizing, monitoring and evaluation</p>
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Annex E: Follow-up Report to Evaluation

Adjusted Recommendations to Strengthen Gender Equality Outcomes

of the

Swiss Agency for Development and Cooperation

**Follow-up Report to the Evaluation of SDC's Performance in Mainstreaming Gender
Equality**

November 2008

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E.1 Introductory Remarks

The Core Learning Partnership of the Evaluation of SDC's Performance in Mainstreaming Gender Equality elaborated recommendations for SDC. When these were tabled at a senior management meeting in June 2008, SDC had just embarked on a major re-organization. Senior management wished to make sure the recommendations would fit well with the new structure. The team leader of the evaluation was given a follow-up mandate to interview the managers and staff concerned within the new structure and adjust the recommendations if required. This process took place over the fall of 2008. This report documents the adjusted recommendations including an allocation of responsibilities and division of labour to implement them. It proposes actions for senior management, describes the roles of the Quality Support and Controlling Units, and of a Gender Equality Learning Network.

E.2 Introduction

There is general agreement in the field of development cooperation that addressing gender inequality is a crucial component in all development investments, and one that, moreover, generates one of the highest returns. Gender equality is a consideration in every aspect of development work, from budget support to natural resource management and humanitarian response⁷⁶.

In 2007/2008 SDC commissioned an Independent Evaluation of its performance in mainstreaming gender equality, including its work on advancement of women (equal opportunity). The evaluation found that while there was evidence of growing inclusion of gender equality in SDC programming, except for its equal opportunity initiatives (to increase the proportion of women at all levels of the organization), promoting or integrating gender equality was considered optional in SDC programming. The evaluators found that the reasons gender equality was not well integrated, despite a clear policy guiding required actions, related primarily to organizational systems and processes. In other words, gender equality got lost given:

- the proliferation of priorities;
- weaknesses in results-orientation and programmatic approaches;
- lack of management follow-through; and
- weak organizational learning culture (despite a strong individualized learning culture).

The findings were addressed by a cross-section of SDC staff who proposed recommendations to strengthen SDC's performance in this area.

⁷⁶ The World Bank's Global Monitoring Report 2007 for example, identifies gender equality as a key factor necessary for global growth to translate into sustainable development and equity. See the findings of SDC's independent evaluation of its performance in gender equality for examples of this in programme design, monitoring and implementation.

The evaluation findings and recommendations were presented to senior management in May of 2008, just as SDC announced a major restructuring. Senior management generally agreed with the findings, and the evaluation team leader was asked by senior management to recommend how the recommendations might be integrated into the new structure. During the week of Sept. 15-19 2008, a wide cross-section of SDC staff were interviewed to advise on how this might be done in the emerging organization.

This document proposes how these recommendations could be implemented based on the emerging SDC structure. Depending on the feedback from SDC staff, and depending on emerging decisions on the implementation of the re-organization, this proposal will be adjusted and formulated as recommendations to senior management at its meeting of Nov. 27, 2008.

To date, the following are key management directions of the new structure as it pertains to gender equality:

- SDC's thematic department (F Department) has been abolished and its staff redistributed to other departments. Henceforth, thematic programming will be responsive to field-based needs (including those of the Global Cooperation Department, the Regional Cooperation Department, Eastern Europe and former CIS countries Department and the Humanitarian Department), with no independent policy formulation role or programming budget. Thematic learning networks will develop as needed.
- Management will increase its oversight of gender equality performance through annual review at the Board of Directors, led by a member of the Senior Management Team.
- Like other themes, support for gender equality in SDC programs will be addressed primarily through a 'learning network' led by a 'focal point' (point d'appui) located in the direction of the Regional Cooperation Department, but having organization-wide reach.
- The work on equal opportunity will be mainstreamed through all parts of the Ministry of Foreign Affairs, and staff responsible will work both in the Central Foreign Affairs Directorate and with the Departments concerned.
- However, unlike the other themes, because of its cross-cutting nature and importance for sustainable development, gender equality and equal opportunity will also have a 'normative element', meaning that including attention to this dimension of all programming will be compulsory, and will be supported through the Quality Support unit located in Organizational Support, and aggregated through the Key Performance Indicators developed and monitored by the Controlling unit which is located in the Director's office.

This report proposes how these directions could be implemented, for further discussion and agreement by key stakeholders in the coming weeks, and review by the Board of Directors on November 27, 2008. The report first discusses lines of accountability from staff to management, and subsequently describes how the gender equality network could be structured effectively to support this accountability structure.

E.3 Proposed Lines of Accountability

When management demonstrates that it cares about an issue through its own actions and attention, staff will tend naturally to follow suit, particularly if there is visible evidence of their efforts that can be reinforced. The effectiveness of this approach is evident in SDC's award-winning equal opportunity (women's advancement) efforts, where management named this as a priority and then followed up by monitoring whether decisions and policies throughout the organization were supporting their intent.

SDC's gender equality policy and equal opportunity policy set the current direction for staff to implement in their programming and decision-making. What is needed to increase the consistency of policy application is a cycle that consists of:

- Approved outcome-oriented objectives for gender equality in country plans and regional plans, as well as in staff workplans and performance reviews (MAPs) flowing from these programming documents;
- Inclusion of performance information on gender equality and equal opportunity in Controlling Information at the various levels (i.e., at the Director level, the Domain level, the Country Program level and the program level);
- Allocation of resources through line management decisions to implement agreed objectives;
- Support from gender equality staff (focal points), from the gender equality learning network and from Quality Support for staff implementing management's direction on gender equality;
- Proposal by the gender learning network of a workplan to learn from and strengthen key organizational dimensions of SDC's gender equality work;
- Regular (annual) review by the Board of Directors of progress on gender equality and equal opportunity. The Gender Equality Learning Network, Equal Opportunity (formerly Women's Advancement), Controlling at the various levels and Quality Support will report on progress along with proposals for upcoming work to improve performance. The Gender Equality Learning Network Focal Point will lead this collaborative effort and compile the report. The designated responsible senior manager(s)⁷⁷ will table the report to the Board of Directors. The decisions taken by the Board of Directors will be noted in a Senior Management Response.

The proposed division of accountability for this work is set out in the diagram "Proposed Lines of Accountability for Gender Equality and Equal Opportunity". During the consultation for this proposal, there was considerable uncertainty and insecurity about 'who will be responsible?' and 'who will be the policeman?' . People interviewed were hesitant to allocate (or accept) either role. This makes it even more important for the Senior Management Team to make clear decisions. The proposals in this paper place the responsibility for performance with line management through to department heads and senior management. Quality support and the

⁷⁷ Other cross-cutting areas for similar management oversight that could strengthen the work on gender equality and further the organizational restructuring are: poverty focus, outcome orientation, and the shift from project portfolio to programmatic focus.

gender equality learning network have important roles in proposing standards and identifying and recommending resources and good practice. Whether these are adopted will depend on management's decisions. Management at the various levels will need to make the final decision on what data is to be collected for steering purposes and to have their staff provide that information. Staff responsible for Controlling at the various levels will aggregate the information and will comment on the consistency, validity and reliability of the data that is collected

If this proposed division of accountability is to be effective, Quality Support will need to develop a collaborative relationship with leaders in the operational departments to build a positive and constructive relationship around learning from best practice in setting standards and revising them based on field feedback (a type of ongoing quality improvement).

Recommendation 1. The Board of Directors reaffirms SDC policy on gender equality, women-focussed programming and equal opportunity.

Recommendation 2. The Board of Directors agrees to review progress on the SDC gender equality and equal opportunity file annually, and appoints one of its members to lead this process.

Recommendation 3. The Board of Directors directs Controlling at the Director's level, at the Domain level, at the Country Program level and at the program level to develop Key Performance Indicators on gender equality and equal opportunity .

Considerable work has already been done by the former Gender Desk in piloting a 'gender checklist' as part of the project approval and data entry process. In addition, the information provided by the Equal Opportunity officer can be the basis for a KPI on equal opportunity. This work can be integrated as part of the new Key Performance Indicators. Controlling at the various levels will also need to monitor the quality and consistency of the data entered into the system that is 'rolled up' in the Key Performance Indicators. The evaluation found that the quality of data entered on gender equality is inconsistent and therefore unreliable. While Quality Support and Controlling have important roles in identifying why and how these inconsistencies occur, and identifying potential solutions, in the re-organized structure it is management's role to decide what is the appropriate balance between quality and cost, and line managers' role to resource and enforce those decisions.

Recommendation 4. The Board of Directors directs Quality Support and Personnel Services (respectively) to develop and monitor the application of standards for gender equality and equal opportunity in SDC.

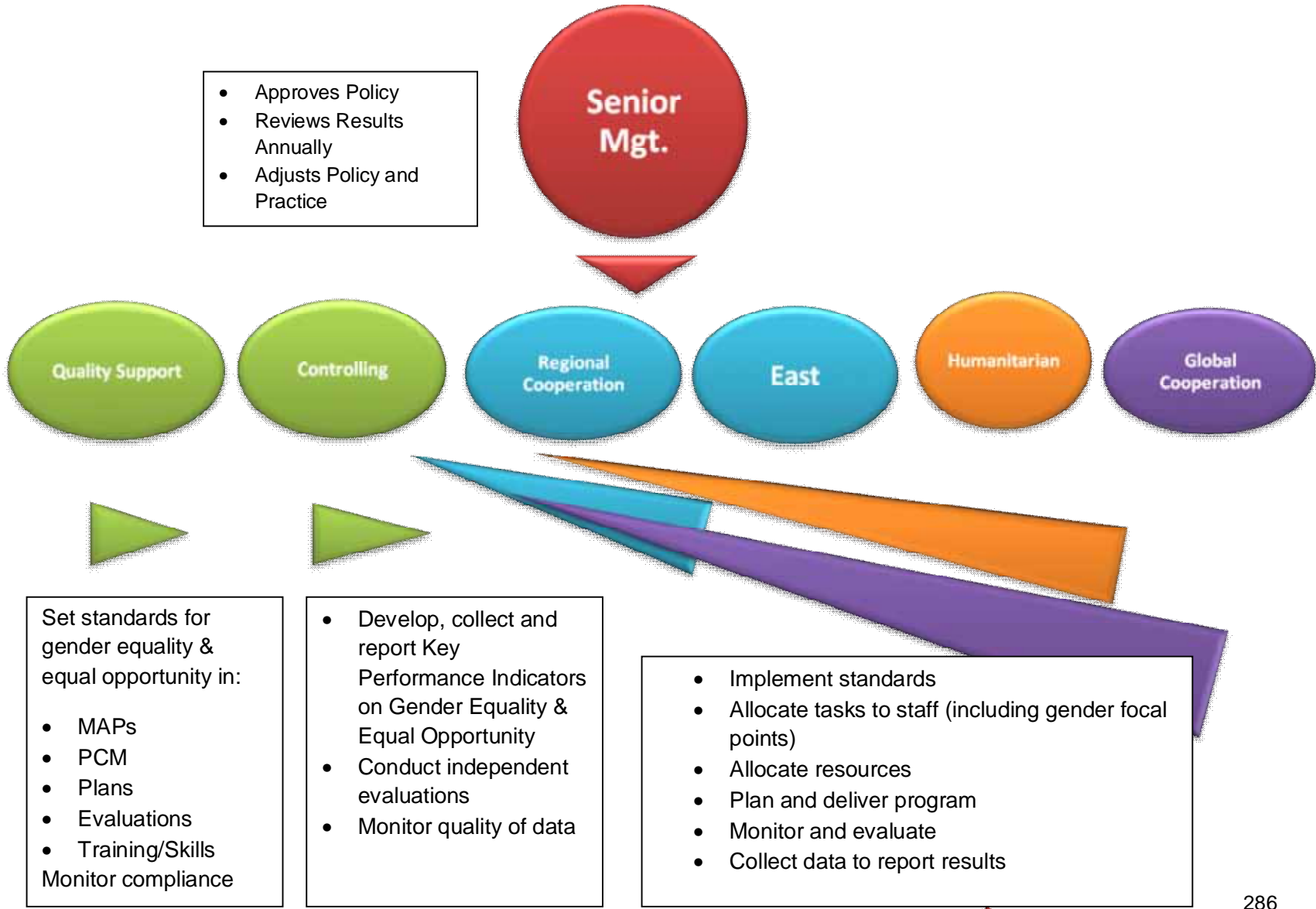
The evaluation found considerable variation in the application of SDC's gender equality policy. The former Gender Desk's work on the pilot gender checklist is a useful basis to further develop quality standards. The evaluation recommended that improvements begin with the inclusion of gender equality outcomes and indicators at country and regional level strategies, (for Regional Cooperation and East Departments) and include credit proposals to support the resource allocation required. The second priority will be to include gender equality and equal opportunity dimensions in the Terms of Reference for all Monitoring and Evaluation work, in a consistent way so that information can be easily compared across countries and regions and over time. For the Humanitarian Department, the first emphasis should be on improving the proportion of staff able to include the gender and social inclusion dimensions in their humanitarian response (related to equal opportunity). The Core Learning Partnership also agreed that relevant modules on gender equality, women-focused programming and equal opportunity should be included in all SDC training for staff and partners.⁷⁸

Recommendation 5. The Board of Directors supports the efforts already underway to increase the allocation of time to gender focal points in the various departments and regions and reviews its impact annually. The minimum time allocation for a person charged with responsibility for supporting gender equality in SDC programming will be 20% of a full-time position, with an additional 10 or 20% for participating in the gender equality learning network.

The evaluation found that staff resources allocated to support for gender equality were inadequate, particularly since most gender focal points had only 10% of their time allocated for this work. Since the evaluation was tabled, one region (South Asia) has created a full-time position for a regional gender advisor (based in the field) and a number of managers interviewed said that the allocation of time for thematic networking will be at least 20%, with an additional percentage for time spent offering gender support within the programs of the various focal points. This increase will not greatly increase the cost, but has the potential to substantially improve the quality and quantity of support available to program officers, as well as the potential for learning and building on good practice.

⁷⁸ Those consulted on this paper again asked who will ensure that the training is obligatory and skills are practiced. One way to tackle this issue is to develop competency-based job descriptions, and link training design to competency and the work planning and performance review system. This puts the incentive and the enforcement at the proper place in the system, and gives clients (both trainees and managers) power to ensure relevance in the training.

PROPOSED LINES OF ACCOUNTABILITY FOR GENDER EQUALITY AND EQUAL OPPORTUNITY



E.4 Purpose, Function and Structure of the Gender Equality Learning Network

The purpose of the Gender Equality Learning Network is to provide tools and advice to SDC and its partner organizations to improve the organizations' abilities to contribute to gender equality in all of SDC's work. In other words, the work of the network will focus on **organizational (or systemic) learning, not individual learning**.⁷⁹ Experience with gender mainstreaming has found that meeting individual staff requests for advice, knowledge and support reinforces the 'gender is optional' approach that exists in SDC. In addition, it is almost impossible to meet the volume of demand for such support on a cross-cutting issue like gender equality with limited gender specialist resources. Therefore, the primary role for the Gender Equality Learning Network is to support **organizational** systems and processes that will lead to improved performance. Examples of what this might entail are given in the possible workplan activities and roles listed below. At the same time, members of the network will primarily be SDC staff who also have job responsibilities for supporting the implementation of gender equality and equal opportunity policies by staff in their work units (for example, a gender focal point in a COOF, or in a region, or in a department).⁸⁰ These people will include participation in the Gender Equality Learning Network in their work plans and will agree with their manager on the proportion of their time they will spend on this work. A minimum percentage of 20% of a full-time position has been suggested by a number of people interviewed.⁸¹

A hypothetical example of this distinction is the following: An NPO asks his/her gender focal point for advice on how to develop outcome indicators for progress on gender equality in the results framework for a credit proposal. The gender focal point recommends a local consultant who understands this work, or refers the NPO to relevant examples of good practice. The Gender Equality Learning Network realizes that this is a common request in SDC, and suggests ways (intranet resources, or e-links, or training, or changes in quality standards) to meet this need on a systematic basis. Line managers are responsible for allocating resources (an indicator of priority) and for ensuring quality standards and reporting standards are met. This means that the Gender Equality Learning Network needs to be in touch with field realities using existing processes and opportunities, as well as including both field-based and HQ-based members.

Other staff who may be interested in improving their knowledge or skills in gender equality will be encouraged to participate in activities planned and supported by the network, and to access the network's knowledge resources. Since the Gender Equality Network will share its work plan, these staff may also contribute their ideas to the Network's deliberations.

⁷⁹ The recent SDC Independent Evaluation of Knowledge Management explains this important distinction.

⁸⁰ The Learning Network members should include members from outside head office, and situated at different levels of the organization, as well as in different departments, if at all possible.

⁸¹ The recent thinking on the role of network focal points has been described in a memo of the KM workshop of Sept. 18/19 2008.

The Gender Equality Learning Network will:

- Develop an annual work plan, based on identified organizational strengths and weaknesses in promoting gender equality to reinforce SDC's ability to contribute to gender equality. The resources to implement this network workplan (financial and time) will be divided appropriately among the line departments and approved through their annual budgeting process. For example, the work plan might include such organizational or inter-departmental objectives as:
 - Learning how best to include gender equality objectives and budgets in the country planning process and the regional strategies;
 - Sharing experience of best practice in influencing the gender equality performance of key multilateral organizations;
 - Learning about best practice and current issues in funding programming for women;
 - Identify, document and promote best practice to improve the inclusion of gender outcomes in the terms of reference for monitoring and evaluations;
 - Supporting coherence and relevance in the job descriptions for gender focal points through input to line managers and the personnel department (i.e. do they respond to field realities, and do they cover key elements?)
 - Participating in the review of SDC's equal opportunity (women's advancement);
 - Creating an overview of where gender equality is strong in SDC's work and where it is weak, in order to develop and recommend ways of strengthening its application. This will include mechanisms for broad input and feedback from the field and from Headquarters;
 - Identifying the most/least useful approaches to coaching and training for gender equality outcomes;
 - Etc.
- Ensure SDC's experience and perspectives in promoting gender equality are shared externally and with partner organizations, and that SDC is represented in other Swiss and international coordinating bodies as required for coherence, learning and cross-fertilization. Such representation may require the approval of line managers concerned.
- Support Knowledge Management, Controlling and Quality Support, so that information, training and coaching, tools, peer learning opportunities, technical advice and processes to support implementation of SDC's gender equality and equal opportunities are developed and readily accessible and available to SDC staff and partners when needed.⁸² Advising individual staff and partners will be done by departmental and country gender focal points as part of their ongoing duties, but the Gender Equality Learning Network's role is to make sure that this support is being provided and that it is consistent with SDC's policy and of high quality.
- Ensure that members of the Learning Network have a common and up-to-date understanding of gender equality issues and how to embed them in SDC and its programmes. Through the Learning Network Focal Point, review and advise SDC (Quality Support, Controlling, Department Heads and managers) of emerging trends and current debates in the area of gender equality and equal opportunity that could improve SDC's policy or practice.

⁸² Because beliefs and attitudes about gender are deeply embedded in values, beliefs and practices, the pedagogy and learning approaches for this area mean that knowledge management specialists working in this area should be familiar with best practices and processes particular to this area.

- Communicate its knowledge and its work within SDC and externally.
- Through the Learning Network Focal Point, provide input to the Senior Manager responsible for leading the annual Senior Management Review of Gender Equality and Equal Opportunity, along with Controlling, Quality Support and performance review (MAPs).

E.5 Technical Support Role of the Network

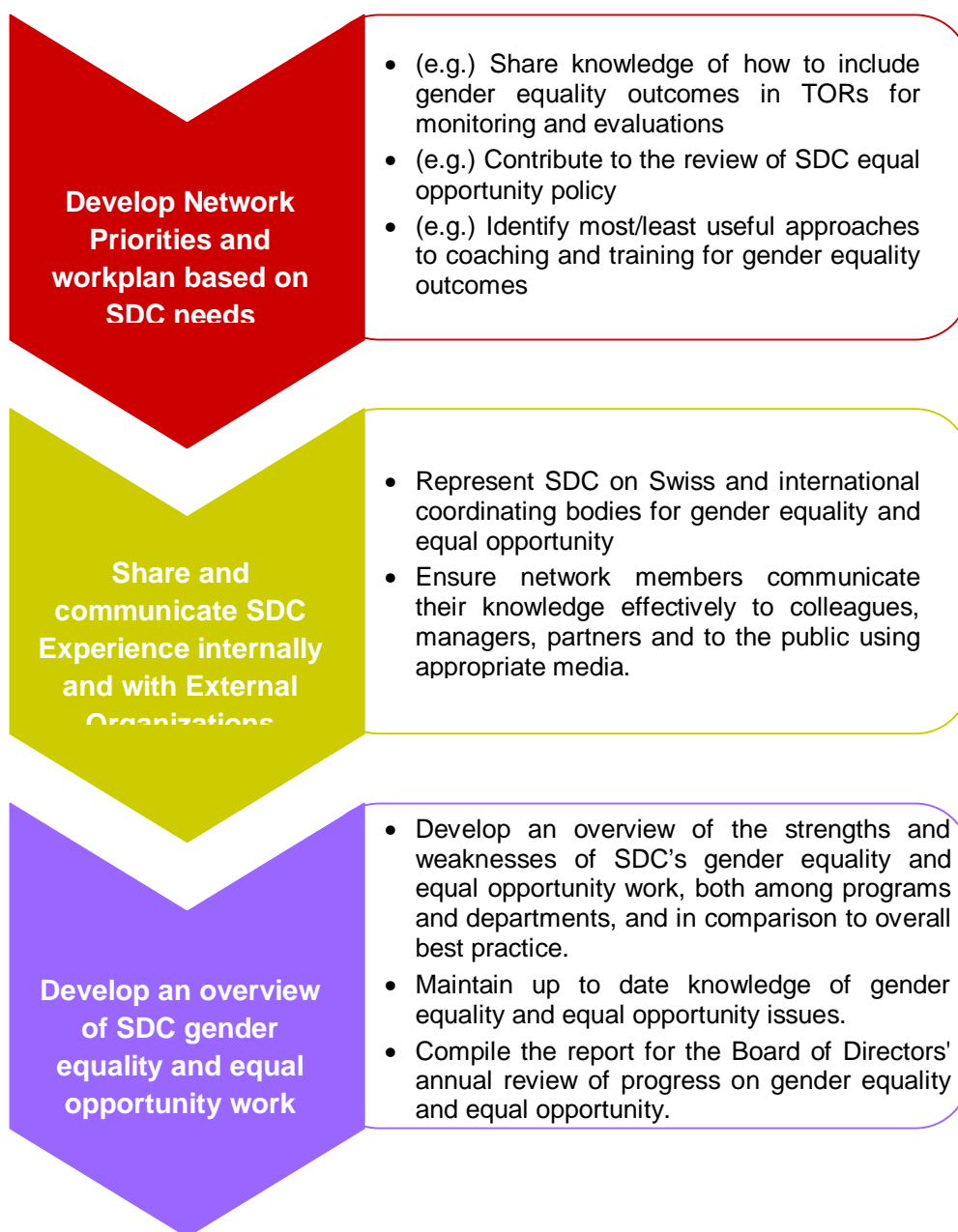
Staff members of SDC will require information about specialized gender equality resources (consultants, guidelines, best practices). It is NOT the responsibility of the Gender Equality **Learning Network** to respond to these requests for individual learning and support. (However, members of the network will respond to these requests as part of their non-network-related job description.)⁸³ These requests should be addressed by the staff designated within the various departments as gender focal points. If these resources are inadequate to meet program needs, the Gender Equality Learning Network's role is to identify these gaps and develop a strategy to meet them that can be approved and resourced through normal departmental line management (by increased human resources, development of credit proposals etc.). Staff and line managers will continue to be responsible for high quality gender equality content in their work – this will not be the responsibility of the Gender Learning Network, of Quality Support, or of the Controlling Unit.

Recommendation 6. That senior management endorses the focus of the Gender Equality Learning Network on organizational learning.

⁸³ It will be an important and early task to define the job descriptions of the gender focal points, the Learning Network Focal Point and the Quality Support Focal Point to ensure there are not major gaps or overlaps, and to ensure coherence, relevance and consistency.

Functions of the SDC Gender Equality Learning Network

The following diagram summarizes the proposed focus of the SDC Gender Equality Learning Network.



Interviewed people at SDC Headquarter

Interviewed Person			Position	Organisation Unit
Name	Surname			
Mr	Ambühl	Hansjörg	Head of West Africa Department	West Africa Department
Mr	Benz	Jürg	Deputy to Assistant Director General, Regional Cooperation	Domain Regional Cooperation
Mr	Besson	Philippe	Senior Advisor; Focal Point, H&A	Domain Regional Cooperation
Ms	Bichsel	Anne	Programme Officer Controlling	Corporate Controlling Division
Mr	Chave	Olivier	Head of Global Institutions Department	Global Institutions Department
Mr	Denzer	Roger	Head of Latin America Department	Latin America Department
Mr	Dubois	Jean-Bernard	Head of Climate Change Division	Climate Change Division
Mr	Frieden	Jörg	Assistant Director General, Head of Global Cooperation	Domain Global Cooperation
Mr	Gnägi	Adrian	Programme Officer Knowledge & Learning Processes	Department Knowledge and Learning Processes
Mr	Graf	Christoph	Head of South Asia Department	South Asia Department
Ms	Guntern	Barbara	Equal Opportunity	
Mr	Herren	Urs	Head of Commonwealth of Independent States - CIS	CIS Department
Mr	Holenstein	René	Head of Division Multilateral Affairs H	Humanitarian Aid and SHA, Multilateral Affairs H
Ms	Hoyos	Cristina	Focal Point Fragile States, Conflicts and Human Rights	East Asia Department

Interviewed Person			Position	Organisation Unit
Name	Surname			
Mr	Itty	Pradeep	Head of East Asia Department	East Asia Department
Ms	Lagier	Fabienne	Senior Policy Adviser Education	West Africa Department
Mr	Maitre	Adrian	Head of Quality Assurance	Domain Support
Ms	Mihajlovic	Milena	Programme Officer Gender and Quality Assurance	Domain Global Cooperation
Ms	Ottiger	Nadia	Programme Officer Quality Assurance	Domain Support
Ms	Rossi	Lorenza	Advisor on Migration	Domain Global Cooperation
Ms	Sancar	Annemarie	Senior Policy Advisor Gender	Domain Regional Cooperation
Mr	Schlachter	Roland	Programme Officer Asia/America Department	Humanitarian Aid and SHA, Asia/America Department
Mr	Solari	Giacomo	Programme Officer	Humanitarian Aid and SHA, Multilateral Affairs H
Mr	Thévenaz	Franklin	Deputy Head Corporate Domain of Humanitarian Aid and SHA, Head of Division Multilateral Affairs H	Humanitarian Aid and SHA Multilateral Affairs H
Mr	Tschumi	Peter	Focal Point Employment and Income	Latin America Department
Ms	Vokral	Edita	Assistant Director General, Head of Regional Cooperation	Domain Regional Cooperation
Mr	Wieser	Reto	Head of Knowledge Learning Processes Department	Department Knowledge and Learning Processes
	CLP = Core Learning	Partnership	of the Consultancy on Mainstreaming GenderEquality in the Reorganised SDC	SDC Employees

Recent SDC Evaluations

EVALUATION 2008/1	SDC HUMANITARIAN AID IN ANGOLA 1995–2006
EVALUATION 2007/2	DECENTRALISATION IN SDC'S BILATERAL COOPERATION Relevance, Effectiveness, Sustainability and Comparative Advantage
EVALUATION 2007/1	SDC'S PERFORMANCE TOWARDS EMPOWERMENT OF STAKEHOLDERS FROM THE RECIPIENTS' PERSPECTIVE
EVALUATION 2006/1	EVALUACIÓN INDEPENDIENTE DEL PROGRAMA REGIONAL DE AMÉRICA CENTRAL 1999–2005
EVALUATION 2005/3	INDEPENDENT EVALUATION OF THE SDC/seco MEDIUM TERM CONCEPT 2002–2006 IN SERBIA & MONTENEGRO
EVALUATION 2005/2	INDEPENDENT EVALUATION OF SDC NEPAL COUNTRY PROGRAMMES 1993–2004 Building Bridges in Nepal – Dealing with deep divides
EVALUATION 2005/1	AUFGABENTEILUNG ZENTRALE – KOBÜ
EVALUATION 2004/4	SDC'S INTERACTION WITH THE SWISS NGO'S (for internal use only)
EVALUATION 2004/3	QUALITY ASSESSMENT OF SDC'S EXTERNAL EVALUATION REPORTS (not published)
EVALUATION JR 2004/2	SWISS-SOUTH AFRICAN DEVELOPMENT COOPERATION PROGRAMME 2000–2003 Joint Review
EVALUATION 2004/1	SDC'S HUMAN RIGHTS AND RULE OF LAW GUIDANCE DOCUMENTS INFLUENCE, EFFECTIVENESS AND RELEVANCE WITHIN SDC
EVALUATION EE 2003/6	SDC – COUNTER TRAFFICKING PROGRAMME MOLDOVA
EVALUATION EE 2003/5	SDC – HUMANITARIAN AID IN ANGOLA
EVALUATION EE 2003/4	12 JAHRE OSTZUSAMMENARBEIT BAND 1 DIE TRANSITION UND IHR SCHATTEN BAND 2 BILANZ DER ÖFFENTLICHEN SCHWEIZERISCHEN ZUSAMMENARBEIT MIT OSTEUROPA UND DER GUS 1990–2002
EVALUATION 2003/3	PROGRAMME DE LA COOPERATION SUISSE AU NIGER 1997–2002
EVALUATION 2003/2	SDC'S INTERACTION WITH THE UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)
EVALUATION 2003/1	SDC'S BILATERAL ENGAGEMENT IN THE POVERTY REDUCTION STRATEGY PAPER (PRSP) PROCESS
EVALUATION 2002/1	EIN JAHRZEHNT CINFO 1990–2001

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Photo: Aruna Rao