United Nations Entity for Gender Equality and the Empowerment of Women

EXPERT GROUP MEETING (*)

GENDER MAINSTREAMING APPROACHES IN DEVELOPMENT PROGRAMMING: BEING STRATEGIC AND ACHIEVING RESULTS IN AN EVOLVING DEVELOPMENT CONTEXT

Santo Domingo, Dominican Republic
30 April – 3 May 2013

MEETING REPORT
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(**) The views expressed in this report are those of the different authors and participants and do not necessarily represent those of the United Nations.

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LIST of ACRONYMS

CAS	Country Assessment Strategies
CAST	Change Assessment and Scoring Tool
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CIDA	Canadian International Development Agency
COP	Conference of the Parties (to the UN Framework Convention on Climate Change)
CSOs	Civil Society Organizations
DfID	Department for International Development (U.K.)
EGM	Experts Group Meeting
EPS	Environmental Political Scanning
EU	European Union
FAO	Food and Agriculture Organization
FfGE	Financing for Gender Equality
GABA	Gender Budget Analysis Tools
GADN	Gender and Development Network
GAP	Gender Pay Gap
GBV	Gender Based Violence
GE	Gender Equality
GELD	Gender Equitable Local Development
GEPMI	Gender and Economic Policy Management Initiative
GGCA	Global Gender and Climate Alliance
GMLT	Gender Mainstreaming and Leadership Trajectory
GRB	Gender Responsive Budget
GTL	Gender Traffic Light
HLPEP	High Level Panel of Eminent Persons
ICPD	International Conference on Population Development
IGA	Interest Group Analysis
ILO	International Labour Organization
IMF	International Monetary Fund
KIT	Royal Tropical Institute
MDGs	Millennium Development Goals
MDG-F	MDG Achievement Fund
M&E	Monitoring and Evaluation
MoF	Ministry of Finance
MSC	Most Significant Change
MUDE	Women in Development in Dominican Republic
NGOs	Non-governmental Organizations
OECD	Organization for Economic Co-operation and Development
ON	Oxfam Novib
OWG	Open Working Group
PRA	Participatory Research Approaches
PRSP	Poverty Reduction Strategy Papers
QPCR	Quadrennial Comprehensive Policy Review
RBM	Results Based Management
SARC	South African Medical Research Council
SDGs	Sustainable Development Goals
SG	Secretary-General (of the United Nations)
ToRs	Terms of Reference

UNAIDS	Joint United Nations Program on HIV/AIDS
UNCT	United National Country Team
UN-CEB	United Nations Chief Executives Board for Coordination
UNDAF	United Nations Development Assistance Framework
UN DESA	United Nations Department of Economic and Social Affairs
UNDAF	United National Development Action Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UN-SWAP	United Nations System-wide Action Plan
UNTT	United Nations System Task Team on the Post-2015 Development Agenda
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
VAT	Value Added Taxes
VAW	Violence against Women
WB	World Bank
WFP	World Food Program
WTO	World Trade Organization

INTRODUCTION

A. Meeting overall purpose

UN Women held an Expert Group Meeting (EGM) on "Approaches to Gender Mainstreaming in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context" in Santo Domingo, Dominican Republic, from 30 April to 3 May 2013. The Expert Group Meeting was organized by UN Women and chaired by Moez Doraid, Director of the Coordination Division at UN Women. The meeting was conceptualized and coordinated by Sylvie I. Cohen, Senior Advisor on Gender Mainstreaming at the Coordination Division of UN Women.

One of the EGM's intended output was to provide recommendations on revising and updating the 2002 UN guidance note entitled "Gender Mainstreaming: An Overview"[1], which aimed to increase development practitioners' understanding of gender mainstreaming. A new state-of-the-art policy overview on gender mainstreaming will be subsequently prepared to address the persistent gaps in the implementation of intergovernmental commitments to gender equality and the empowerment of women at the country level. The EGM also was designed to provide inputs to the on-going discussions on incorporating gender equality in the post-2015 development agenda.

B. Participation

Seven external gender experts and 20 gender specialists from the UN system entities (DESA, FAO, UNICEF, UNFPA, WFP, FAO, ILO, UN-DESA, UNDP, Spanish MDG Achievement Fund, UN-Women, World Bank) attended and actively participated in the EGM (See annex 1). One expert participated via Skype. Participants prepared substantive and analytical papers related to gender mainstreaming throughout the programming cycle.

C. Documentation

The background information provided for the EGM comprised of:

- A concept note produced by UN Women outlining the context, purpose, conceptual framework and guiding questions for the meeting.[2]
- Background expert papers and power point presentations by participants.
- The 2002 UN Guidance Note "Gender Mainstreaming – An Overview".

All background documentation, expert papers and the report of the EGM are available in IANWGE Extranet, available at:
https://extranet.unwomen.org/networking/SitePages/Main.aspx

[1] http://www.un.org/womenwatch/osagi/pdf/e65237.pdf
[2] UN Women, 2013, Cohen, S., A concept note outlining the context, purpose, conceptual framework and guiding questions for the UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

EXECUTIVE SUMMARY

A. Focus of discussions

The focus of the consultation was on gender equality programming work at country level, seeking experts' views on more strategic and proven approaches for the implementation of gender mainstreaming in the context of development programming; and inviting guidance to UN Women for its coordination role of gender mainstreaming within the UN system.

The experts were invited to discuss:

- How to select substantive gender mainstreaming strategies that align with and support national development strategies, macro-level development policies as well as sector policies and plans, using a programme approach;
- How to ensure that gender equality results in the context of policy-making and development programming at country level are integrated in results-based frameworks at appropriate level, based on relevant, feasible, and well measured evidence, following each step of the programming cycle.

The EGM was organized to respond to a broad call for urgent action by the UN system and gender advocates to reinvigorate the implementation of the gender mainstreaming strategy at country level after a decade of less than optimal performance and to reverse gender mainstreaming "fatigue". Programme evaluations continue to stress the need to ensure full and effective implementation of gender equality on the ground as a prerequisite to poverty elimination, sustainable development and peace and security. Although high-level global policies and corporate procedures on gender mainstreaming are in place, recent assessments suggested that broad international commitments to gender equality and its mainstreaming in all development policies and programmes have not translated into sustained development cooperation and scaled-up programme implementation at country level.[3]

Experts agreed that the decision to hold such an EGM was timely at this particular juncture when the global community was emphasizing the need for full implementation of intergovernmental commitments on gender equality and women's empowerment. Emerging directions in the new development agenda, the prominence of parallel cross-cutting issues and new modalities in development assistance and in sector policy-making, also called for revisiting gender equality priorities and actions.

B. Rationale for the meeting: an overview of remaining challenges

Need to overcome perceived ineffectiveness of gender mainstreaming

Participants agreed that since the adoption of the ECOSOC gender mainstreaming decision, gender equality has gained momentum at the global policy level as well as in development programming work. Gender mainstreaming has become better understood and increasingly accepted as a strategy to advance the gender equality goal in countries, in overall international development cooperation work and in the United Nations system.

[3] Among corporate assessments, African Development Bank Group (AfDB), 2012, *Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere?* http://www.afdb.org/fileadmin/uploads/afdb/Documents/Evaluation-Reports/Evaluation_MainstreamingGenderEquality_SynthesisReport_www.pdf

Yet, some institutional gaps and challenges at country and UN level are well documented as follows[4] (see also Part II section E of this report on enablers and drivers of institutional change):

- Gender mainstreaming has been interpreted as making gender equality programming "everyone's business."[5]/[6]/[7]
- This has rendered gender considerations not only diluted and "invisible" but also resulted in ineffective gender-responsive national policies and strategic planning processes, lack of explicit budgeting of gender mainstreaming activities, insufficient investment in technical gender expertise, poor quality gender analysis, a piecemeal attention to gender equality programming and overall "fatigue" in gender mainstreaming.
- National mechanisms for gender equality have not consistently supported the process, resulting in inadequate consultation or dialogue among national partners of various development sectors.[8]
- Similarly, within the UN system, the "mantra" on holistic gender mainstreaming strategies at programmatic level[9] has led to paradoxical effects and a vicious circle.
- The overly ambitious gender mainstreaming agenda has overwhelmed scarce gender experts and paralyzed efforts for the integration of gender perspectives in policies and programmes.
- The slogan of every one being accountable for gender mainstreaming has actually resulted in no one being accountable and in excessive use of mechanistic procedures for integrating gender equality perspectives in programming (ticked boxes in checklists, etc), instead of using expertise for carefully choosing context-specific substantive options for advancing the gender gender equality goal.
- As a result, the demand for and credibility of gender technical expertise has been undermined, gender units down-sized and lower budgets allocated to gender mainstreaming within policies and programmes.

[4] Significant shortcomings in institutional practices such leadership, capacity, resources and accountability are described in evaluations. As the report of the Secretary-General (E/2013/71) on "Mainstreaming a gender perspective into all policies and programmes in the United Nations system" confirmed, and through the impetus provided by clear quality standards and accountability mechanisms such as UN-SWAP, there now exists a corpus of corporate policies and procedures, guidelines on management practices, technical guidelines and capacity development initiatives.

[5] George Zimbisi,"Gender mainstreaming in development programs: what works, what does not work and what needs to be done"**.** Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[6] The evaluations in Zimbabwe, Rwanda, Kenya, Swaziland and Ethiopia over the past 15 years, identified a myriad of inter-linked challenges to gender mainstreaming were identified including perceptions that gender equality was a donor driven agenda and a pre-condition for access to development funding which perpetuated a lack of ownership and a weak commitment to gender perspectives.

[7] Leya Cattleya, "Identifying factors for success and failure in gender mainstreaming." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[8] In the Asia Pacific region, these gaps included discrimination against minorities and women in the work-force, feminization of poverty, violence against women and lack of attention to the gendered impact of climate change. Other gender and social exclusion-related policy gaps include a large unmet demand for youth employment and the need to address the plight of child workers.

[9] Anju Malhotra,"Attributing results to gender mainstreaming, and relevant measurement indicators: the example of economic empowerment", Santo Domingo, Dominican Republic, April 29-May 3 2013

The danger going forward is that the window of opportunity to achieve gender equality is closing as a result of mainstreaming fatigue and the whole gender mainstreaming strategy is being classified as a failure.

Weak links in mainstreaming gender equality issues in programming

Beyond feminist critiques of and institutional deficits in gender mainstreaming, the substantive processes involved in designing and implementing gender mainstreaming strategies to support national development strategies and thematic sector areas have not received equal attention in reviews nor consistent support from Member States, donors and UN entities.

Experts pointed out that the ways in which global commitments to gender equality and country-specific gender knowledge have been converted into development programmes have serious implementation limitations, notably in some key aspects of programming:

- The integration of gender equality in development programming does not meet the standards of a programme approach. Artificial and dogmatic distinctions between so-called gender-mainstreamed and gender-focused interventions have translated into disparate, small-scale, stand-alone projects rather than into synergistic gender equality programme interventions.
- Gender equality interventions do not penetrate all priority sectors; they comprise a disparate range of interventions that are not guided by sound strategic planning principles. Experts pointed out to important differences in the extent of gender mainstreaming in the various sectors.[10] While in the education and health sectors, gender mainstreaming strategies have been more easily understood and successfully adopted, gender perspectives had just began to be integrated into agriculture and rural development. Also significant gaps to address sexual and reproductive rights and needs of adolescent girls and women and an unmet demand by governments for mainstreaming gender equality strategies into the macro-economic sector, were noted.
- Gender perspectives are not well integrated throughout the entire programming cycle. The integration focuses at the diagnosis phase of the cycle; and gender analysis is often too generic and not operationally relevant.

Gender analysis: a missed step in programming

Experts agreed that contests over the meaning of gender issues resulted in gender mainstreaming content being dependent on political will and power relations among bureaucrats rather than deriving from sound gender analysis. The absence of adequate analytical frameworks for gender diagnosis, the lack of accurate sex and age disaggregated data and operations research and/or the absence of available or timely gender expertise have resulted in "negotiated forms" of gender mainstreaming, with gender experts appealing for the inclusion of women's empowerment and gender equality issues on the basis of gender stereotypes. [11]/[12]

[10] Leya Cattleya. "Identifying factors for success and failure in gender mainstreaming." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Ibid.

[11] Maitrayee Mukhopadhyay, "Using gender analysis frameworks for development programming." Discussion paper presented (via Skype) at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in

- Feeding gender analysis in core programme situation analysis is especially difficult when the sector policies and programme goals are already set and when an analysis of the social and political determinants of the programme have not been undertaken nor considered relevant. The issues raised in the gender diagnosis have to match the policy-making and programming cycle of each development sector.
- Because conventional understanding and standard practice of gender mainstreaming considered that gender-targeted or specific interventions were not part of the mainstream sector strategy, the organic link between several dimensions of gender analysis has been interrupted.
- Commonly used gender analysis frameworks focus on women's status but often lack conceptual depth: they do not adequately capture and address the inter-sectionality[13] across multiple forms of discriminations that negatively impact social groups' access to equal rights and opportunities. The inadequacy of analytical frameworks for programming has caused a lack of agreement on what needs to be known and what needs to be done to meet gender equality goals, including through gender mainstreaming: was it about women or about women and men; was it about culture change, social change, reducing inequalities or changing policy norms and institutional culture; should sector programmes target everyone, meaning that women are de facto included, or should it address diversity, gender-based differentials and other inequalities or special needs.
- Success or failure of gender mainstreaming is mostly discussed in terms of binary relationships: political (will) versus technical (capacity); transformative (potential) versus integrationist (requirement); and engagement with the mainstream versus co-option (of special interest groups).[14]
- Moreover, the gender analytical frameworks often lack operational relevance. Generic assessments of gender inequalities arising from women's positions vis-à-vis men and from societal discriminatory attitudes and practices do not lead to an understanding of gender perspectives specifically relevant to each development sector contexts.

Monitoring and evaluation: another weak link in mainstreaming of gender issues in development programming[15]

In the ECOSOC definition of the gender mainstreaming strategy, monitoring and evaluation were highlighted as key components of the programming cycle. Nevertheless, after more than fifteen years monitoring and evaluation continues to be the weak link in gender mainstreaming, often gender blind and not supported by sex and age-disaggregated data or qualitative analysis. Yet, number crunching becomes meaningless without baseline data and

Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[12] For example, all women are discriminated against or that all men are advantaged.

[13] AWID, "Intersectionality: A Tool for Gender and Economic Justice", Women's Rights and Economic Change, No. 9, August 2004.

[14] Maitrayee Mukhopadhyay, "Using gender analysis frameworks for development programming." Discussion paper presented (via Skype) at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[15] Linda Hershkovitz, "Measuring impact of gender mainstreaming through monitoring and evaluation frameworks." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

or qualitative analysis. By lack of adequate sex- and age-disaggregated baseline data, randomized control trials or qualitative analysis, very few evaluations measure gender equality outcomes or impact.[16]

- First, the integration of gender perspectives is not a routine requirement for the monitoring and evaluation of development policies, programmes and institutions.[17] Numerous assessments[18] of gender mainstreaming in different UN organizations, OECD and, most recently, the African Development Bank have identified monitoring and evaluation (M&E) as the persistent gap in the planning processes for gender mainstreaming, leading to weaknesses in implementation and weak results in the M&E cycle.
- This is problematic because planning, monitoring and evaluations that neglect human rights and gender equality lead to poor results in these areas, and more disturbingly, risk perpetuating discriminatory structures and practices. These weaknesses may result from: i) gender-blind standardized evaluation methodologies; ii) gender-blind terms of reference of evaluations; iii) insufficient gender competency and/or commitment among planners and evaluators; iv) lack of sex and age disaggregated or gender sensitive monitoring data and information; and e) difficulty in defining and measuring gender equality results.[19]

C. Ways forward for a strategic approach to gender mainstreaming in development programming

The renewed commitment to gender mainstreaming is evidenced in the post-2015 development agenda dialogue processes (e.g., thematic consultations and national consultations; the High-Level panel report on post-2015; UN Women's advocacy within the UN system for a standalone goal on gender equality in the post-2015 development framework as well as the mainstreaming of gender equality throughout the other goals), in the Rio+20 outcome and in the decisions of ECOSOC functional commissions (e.g., CSW priority themes on the linkages between the Beijing Platform for Action and the MDGs and the UN Statistical Commission decision in 2012 to endorse a set of core gender indicators for use by national statistical systems).

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[16] George Zambesi, "Gender mainstreaming in development programs: what works, what does not work and what needs to be done." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[17] Linda Hershkovitz, "Measuring impact of gender mainstreaming through monitoring and evaluation frameworks." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[18] African Development Bank Group (AfDB). 2012. *Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere?* http://www.afdb.org/fileadmin/uploads/afdb/Documents/Evaluation-Reports/Evaluation_MainstreamingGenderEquality_SynthesisReport_www.pdf
According to the African Development Bank report," most common findings reported by the evaluations has been the lack of monitoring and evaluation (M&E) and supervision systems within donor organizations to track progress, allow for adaptive management, record gender equality results, and document good practices……. the focus on gender is often not continued into implementation and monitoring because of lack of financial and/or human resources. The evaluations often failed to systematically incorporate gender into the body of evidence. Outside of specific thematic gender evaluations, evaluation offices have tended to place gender on their list of topics for occasional coverage rather than systematically integrating gender considerations into all their streams of work"

[19] OECD. n.d. *Sheet 12: Gender And Evaluation* http://www.oecd.org/social/gender-development/44896217.pdf

The critical juncture of the design of the post-2015 development agenda, ICPD 20-year review, and Beijing conference 20-year review should be used to revitalize the gender equality agenda, to build a case for gender mainstreaming and to further penetrate forthcoming international processes.

It was found necessary to take stock in this meeting of technical advances in strategic planning, results-based management, contextual analytical frameworks, theories of change and responsive budget initiatives, among others and apply them to gender mainstreaming practice within programmes.

Adopt a more pragmatic, strategic and synergistic vision to gender equality programming

Social transformation and development outcomes upholding gender equality and human rights cannot use quick programming fixes. Societal changes linked to gender equality happen in the long run and progress in a non-linear manner; they are the results of resource-intensive inputs and sustained actions.

Member States are also at different levels of change and are affected differently by the continuing financial and economic crisis, and the new aid modalities and competing demands in the development cooperation mandates. At the country level gender equality is placed amidst a multiplicity of "competing" policy issues, other cross-cutting strategies such as climate change, HIV/AIDS and human rights, backed by significant funding allocations.

The EGM therefore found strategic for gender advocates and experts to reflect on how the gender equality agenda fits into this evolving context and to be realistic about opportunities and challenges for mainstreaming gender perspectives into all different sectors, policies and programmes.

According to country-specific contexts and development priorities and the history and impact of previous development programmes at the country level, a wide variety of strategic options should be considered for gender equality programming, from central to local levels, within specialized sectoral policies and programmes, in line ministries service delivery settings, in corporations, at the workplace and in the communities.

Investments in and measures for the implementation of gender mainstreaming should add up in coherent and synergistic manner, using a programme approach so as to reduce proliferation of pilot, piecemeal and stand-alone projects and duplication of inputs in the same sectors, create synergy from programme stakeholders' comparative advantages and scale-up all gender-related interventions at country level.

Encompass simultaneous strategies and multiple programme coverage tracks to gender mainstreaming in development programming

Due to limited resources, it is important to choose gender mainstreaming strategies which produce the most sustainable results and have potential for scale-up in national programmes.

A diversified "multiple-track" strategy for gender mainstreaming interventions in development programmes (both gender-integrated and gender-specific, instead of "one size

fits all") is integral and crucial to the achievement of all development goals of Member States.

IMPLEMENTATION OF GENDER MAINSTREAMING IS MULTI-FACETED

Implementation of gender mainstreaming in the context of development programming was conceptualized by UN Women and the experts as the sum of ALL programmatic measures taken by governments, civil society and donors at country level to integrate and achieve gender equality within national development policies and programmes.

Both targeted interventions (to address the specific needs and circumstances of population groups, geographical areas and/or organizations) and integrated operations (aimed at changing or shaping mainstream policies, sectors initiatives and government systems) are valid forms of gender mainstreaming measures. The mix of approaches to gender mainstreaming measures should be informed by policy priorities, context analysis, operations research and summative evaluation, leading to strategy diversification, prioritization and constant re-adjustment.

The range of gender mainstreaming measures in programmes is broad and multi-faceted:

- Direct interventions (e.g. service provision, subsidies, grassroots advocacy and large scale social mobilization)
- Indirect interventions (e.g., evidence gathering, research and analytical work, policy dialogue, institution building, coalition building, responsive-budgeting initiatives, capacity development, organizational reforms)
- Short-term measures (progressive, transitional, preparatory such as media campaigns)
- Long-term measures (systemic changes; behaviour and social change followed by social norms transformation)
- Programmatic measures that target special groups, specific areas or specific organizations (such as community-based women's groups
- Integrated in universal service coverage measures
- Central measures (such as new legislation, new policy or national budgets)
- Sector-specific measures (e.g., within health sector)

To achieve development results for women and girls, gender mainstreaming in programming should include synergistic, multiple-track and multi-sectoral interventions that integrate gender perspectives and gender equality imperatives in mainstream policies and programmes as well as include gender equality-specific or focused interventions targetted at special social groups or specific institutions, according to context and national development priorities.

Steps must also be taken towards breaking the conceptual confusion around the so-called twin track approach. The experts agreed that the so-called "twin-track" approach which excluded targeted approaches from gender mainstreaming *per se* had led to inefficient, confusing and too conventional ways to implement gender equality programming.

It was agreed that a more strategic approach to operationalizing gender mainstreaming in development programming entails considering and incorporating multiple-level and multiple-track responses within the same sector and/or for the same theme or issue, as long as the decisions are informed by policy analysis of gender contexts and by stakeholders' consultations. Different types of programme approaches could be proposed simultaneously in

planned and coordinated manner to support central policy development, institution and system building and to reach specific population groups or geographic areas.

Adopt a "programme approach" to gender equality programming, which entails multisectoriality

So as to move towards more gender-equal societies, experts suggested a new improved and more coherent and synergistic approach for gender mainstreaming strategies across sectors at national level, moving away from their present position in the margins of programming, away from their current focus on social sectors such as education, health and social policies and away from stand-alone and uncoordinated projects.

There is an unmet demand for interventions related to integrating gender concerns in macro-economic policies, finances, industry, trade, energy and transportation and in creating economic opportunities for women, especially vulnerable women (and men) and adolescent girls. There is a need to penetrate these "hard" sectors (wrongly seen as gender-neutral and minimally led by women) and to focus on central policy-making bodies. Shifting gender mainstreaming from social development to central development sectors has the potential to piggy back on investments and aid in these core sectors as these sectors attract the bulk of development funding.

Cross-fertilization between gender equality and other cross-cutting issues should also be pursued. For example, issues such as violence against women and/or gender based violence (VAW/GBV) are conventionally seen as gender-specific but in fact they require the mobilization of all sectors of society and need to be integrated in responses to other cross-cutting issues (HIV/AIDS, rule of law, disaster reduction, peace-building) and within all mainstream sectors (economic development, education infrastructure and governance).

Enlisting multi-disciplinary task teams and dedicated gender expertise in each sector government agencies -at a level at par with the sector's technical specialists- is more effective for responding more efficiently to the complexity of mainstreaming gender equality in various development processes and contexts.

Support every step of the programming cycle with a variety of gender-related data and analytical tools

Gender equality considerations should be included at every step and level of the policy-making and programming cycles of the sector in order to be supported with "adequate" resource allocations for on-going analysis, implementation, monitoring and evaluation.

The framing of gender equality results needs to be strengthened in planning programme results-frameworks. It is vital to ensure that pragmatic gender equality-related objectives and outcomes are incorporated in all at the programme outcome level of key development sectors. Human rights frameworks should be integrated with gender mainstreaming in pre-programme social analysis, programme design and evaluations.

There is a strong need for robust quantitative, as well as qualitative gender-related indicators and for their measurements and inclusion in Member States, CSO and donor reports.

Mix context analysis, sector-specific gender analysis and operations research

Generic gender analysis frameworks are of limited value for sector programming. There is no single formula for carrying out human rights and gender sensitive programme planning and evaluations, or for formulating and measuring the results of gender mainstreaming strategies. Rather, planning and evaluation frameworks should be developed to address specific sector and context features, and be defined by gender experts in collaboration with other sector stakeholders.

Gender analysis frameworks and the types of data they yield need to better fit the various phases of programming. The analytical frameworks must be based on a strong global and country-based knowledge sharing strategy, drawing from academic, policy and intervention research on what works to advance women's rights and empowerment in particular contexts.

New tools such as scanning of the political environment and analysis of stakeholders' attitudes and practices are instrumental to gender mainstreaming. Complementary qualitative data such as stories of change in women's and men's lives should be considered to illustrate the value-added of gender mainstreaming.

A meta-analysis of gender equality results of programme interventions against the gender equality development outcomes currently reflected in national statistics and in national development programmes against global monitoring frameworks such as the MDGs would help compare and improve national practices.

To this effect, underpinning gender mainstreaming approaches and expected results with an explicit Theory of Change (ToC) helps reveal assumptions and identify the intermediary steps and the specific outputs that the programme can realistically anticipate from gender mainstreaming. A Theory of Change articulates hypothesis on how change happens over time, thereby setting more realistic expectations about the progressive impact of gender mainstreaming processes; and it also identifies the type of support for the dimension being planned or evaluated and for the contexts and dynamics at play among drivers of change, thereby justifying resource allocations.

Improve integration of gender issues in programme evaluations

Knowledge from gender-sensitive evaluations should feed back into programme decisions in a cyclical loop so as to design stronger programmes. Interventions with sound gender equality results should be adapted and scaled up. Monitoring and evaluation of gender mainstreaming is most effective when it combines approaches to allow for a multi-dimensional and at times, unconventional assessment of gender equality results.

Gender responsive budgeting as one of the best initiatives/strategies to implement gender mainstreaming- Improving the national capacity for gender-responsive budget initiatives was found a good and sustainable strategy at the national level and decentralized levels of government.

Gender responsive budgets have begun to work in allocating resources to the soft sectors such as health and education. There is a need to get buy-in from leaders for gender integration of budgets into the hard sectors.

Rigorously evaluated case studies and gender-responsive budgeting initiatives that generate regular assessments of budget impacts on the lives of vulnerable women and men can also be used as advocate for more resources for gender equality programming at national and decentralized levels.

Create an enabling environment for gender mainstreaming in development programming

- Stronger political will for implementing gender mainstreaming –

The experts agreed that political will was a major driver of change and a key factor for the success of gender mainstreaming. Member States face conflicting priorities and gender mainstreaming will not be possible in some political settings. Only could leadership effectively sustain the adoption of technical innovations in gender mainstreaming within development programming work.

- A constant supply of technical expertise in gender mainstreaming for development programming at country level was emphasized throughout the meeting.

While the initial design and corresponding results of a programme may not be focussed on gender equality *per se*, involving a trained gender specialist for inputs may help redress gender-related deficits and re-orient the programme strategy to one which is more gender-sensitive[20] and make sure that all steps of the programme cycle i.e., design, implementation, monitoring and evaluation, integrate gender equality-related questions.

- Funding

In making the business case for gender mainstreaming, messages must clearly and repeatedly convey that work on gender equality is not cheap and gender-responsive interventions require dedicated and adequate resources and efforts. Securing substantial funding for large-scale gender equality programming into all sectors and themes is more effective; it helps obtain adequate and consistent gender expertise, implement formative evaluation and produce knowledge management components.

- Initiate a knowledge sharing strategy for gender mainstreaming which generates, manages and disseminates critical knowledge, connecting practices and operations to norm-setting, policy research, academic research and evaluations.

Many policy documents and tools exist throughout the UN system and in countries to enhance gender mainstreaming. Good knowledge management structures must be in place for sharing and leveraging knowledge and experience across the UN system and at the national level with respect to effective approaches to coordination, including in the area of joint programming.

The EGM also provided inputs to UN Women for its work on gender mainstreaming at three levels (see recommendations to UN Women in Part III).

[20] Linda Hershkovitz, "Measuring impact of gender mainstreaming through monitoring and evaluation frameworks." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

PART I - AN EVOLVING DEVELOPMENT CONTEXT

The EGM was invited to identify in the global policy agenda, including in preparations for the post-2015 UN development agenda and debates on sustainable development goals, emerging priority concerns that were likely to affect the directions of gender mainstreaming programming strategies at country level. Conversely, participants reflected on how gender mainstreaming strategies could contribute to shaping this global agenda and to ensuring that the post-2015 development agenda is accountable to gender equality and women's empowerment goals.

A. SETTING THE SCENE FOR GENDER MAINSTREAMING

Revived global commitments in UN intergovernmental processes

Gender mainstreaming is an intergovernmental mandate which cannot be discarded without an intergovernmental decision. Gender mainstreaming was established as a global strategy to achieve gender equality in 1995 through the Beijing Platform for Action. Its aim was to ensure that considerations were given to the concerns and experiences of men and women in all aspects and sectors of development policies and programmes. Its purpose was to guarantee that both sexes benefit equally from interventions and that discrimination and inequalities are not perpetuated.

The 1997/2 Agreed Conclusions of the Economic and Social Council (ECOSOC) specified gender mainstreaming as the "process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, 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 programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." The Agreed Conclusions also established the guiding principles for the effective implementation of the strategy. Its aim was to ensure that considerations were given to the concerns and experiences of men and women in all aspects and sectors of development policies and programmes. Its purpose was to guarantee that both sexes benefit equally from policy and programme interventions and that discrimination and inequalities are eliminated.

UN Women has been specifically tasked to lead, coordinate and promote efforts on gender mainstreaming in the UN system, at three levels: a) UN Women facilitates system-wide coherence, accountability and inter-agency collaboration of the UN system gender equality-related policy dialogues and programmatic interventions at global, country and regional levels. b) Besides its gender mainstreaming mandate at UN system-wide level, UN Women also supports the implementation of gender mainstreaming by Member States through its programmatic operations in programme countries. c) UN Women mainstreams gender perspectives in substantive intergovernmental policy debates in UN intergovernmental bodies.

Participants agreed that since the adoption of the ECOSOC gender mainstreaming decision, gender equality has gained momentum at the global policy level as well as in development programming work. Gender mainstreaming has become better understood and increasingly accepted as a strategy to advance the gender equality goal in countries, in overall international development cooperation work and in the United Nations system. Gender

mainstreaming policies, strategies and action plans have been adopted broadly at country level by national governments, civil society, donors and UN entities. An increased number of tools and resources related to thematic issues and sector areas are available to guide the implementation of the gender mainstreaming strategy at the country level.

Recent international commitments to gender equality targeted at the UN system development cooperation modalities

Complementary recommendations emanated from the inter-governmental dialogue include global decisions aimed at Member States, the international community and CSOs:

- In its recommendations, the 2011 Busan outcome document of the Fourth High Level Forum on Aid Effectiveness noted that efforts to achieve gender equality should be amplified in all aspects of development programming and grounded in country priorities. It highlighted the need to improve the collection and use of data disaggregated by sex, and gender mainstreaming in accountability mechanisms to ensure policies and expenditures support gender equality.

- In 2012, the outcome document of the Rio+20 Conference General Assembly resolution 66/288 and its follow-up provided clear guidance and opportunity for the UN system to advance gender equality and women's empowerment and rights and contributions are key drivers in achieving sustainable development. Rio +20 was the beginning of the shaping of the post-2015 development framework and has given strength and weight to the gender equality work, calling on Member States to consider gender equality perspectives in policy and programme implementation.

- A breakthrough for improving gender statistics occurred when the UN Statistics Commission endorsed in 2012, a minimum set of 52 core gender indicators (in five groups) to be used on thematic and sector areas and to guide national production and international compilation on gender statistics.[21]

Other recommendations targeted the UN system development cooperation

- In 2010, through resolution 64/289 on System-wide Coherence, the General Assembly created UN Women and mandated it to lead, coordinate and promote accountability for the UN system's work in the area of gender equality and the empowerment of women. UN Women has a direct responsibility in strengthening accountability and coordination in the work on gender mainstreaming in the UN System. At the same time, all other parts of the UN system are expected to continue working on gender equality issues within their respective areas of work.

- In 2012, the ECOSOC resolutionin the area of gender mainstreaming, in particular resolution 2012/24, mandated the UN system to continue to work to better align gender equality programming with national priorities, and noted the need for strengthening the use of sex and age disaggregated data and indicators.

[21] For further reference, see http://www.unwomen.org/en/news/stories/2013/6/to-improve-data-collection-un-agrees-on-groundbreaking-gender-indicators/

- The mandate to enhance the substantive aspects of gender mainstreaming was reinforced in the 2012 Quadrennial Comprehensive Policy Review (QCPR) resolution (RES/67/226) of the General Assembly. It reaffirmed that system-wide coherence needs to be accompanied by greater attention to and focus on gender equality and the empowerment of women in the UN system's policy work, operational programming and advocacy at national level. It also emphasized the need for the United Nations development system to invest in sufficient high-level technical expertise on gender mainstreaming to ensure that the needs and realities of both men and women were systematically taken into consideration throughout in the programme approach within the programming cycle.

- In the last decade, gender equality was endorsed as one of five cross-cutting principles to guide the United National Development Assistance Framework (UNDAF) processes in country-level programming.[22] At the programming level, the Gender Theme Groups (in 115 countries) are responsible to assist UNCTs in mainstreaming gender perspectives in their work, as well as in supporting member states in advancing the gender equality goal. Many joint programmes also address gender equality as an important outcome.

- In 2006, the United Nations Chief Executives Board for Coordination (UN-CEB) adopted a UN system-wide policy and strategy on gender equality and empowerment of women (CEB/2006/2), as a means of accelerating gender mainstreaming within all policies and programmes of the UN system as per the ECOSOC agreed conclusions 1997/2 and ECOSOC follow-up outcomes.

- In April, 2012, in order to operationalize these mandates and recommendations and promote the accountability of the UN system, a landmark United Nations System-Wide Action Plan on gender equality and the empowerment of women (UN-SWAP) was adopted by the UN-CEB. The aim of the UN-SWAP was to support a harmonized and streamlined UN approach to national implementation of CEDAW and the Beijing Platform for Action. The UN-SWAP constitute a unified and system-wide accountability framework that provides a comprehensive overview measurement of progress of the UN's performance in its work on gender equality and the empowerment of women..

B. Gender equality in the post-2015 development agenda

In the discussion, participants agreed that the development landscape was now quite different than it was in 1995 when gender mainstreaming was endorsed by governments at the Fourth World Conference in Beijing. As a result of a number of global occurrences such as the on-going financial and economic crisis, shrinking development aid, environmental concerns such as climate change and food crises, and increasing inequalities and gender-based discrimination, among others, there is a plethora of competing priority issues and cross-cutting concerns. The UN system needs to refocus and revisit current practices in order to make a real impact on the lives of people worldwide.

Participants also agreed that the lead up process to the post-2015 Development Goals agenda, together with other global development debates, offer a unique collective opportunity for underscoring both the intrinsic centrality and the instrumental value of gender equality and the empowerment of women.

[22] For further reference, see http://www.ilo.org/public/english/bureau/program/dwcp/download/undafnote.pdf

Rio +20 began the shaping of the post-2015 development framework and it has given strength and weight to gender equality work, calling to mainstreaming perspectives in policy and programming implementation. Other global debates moving forward include the United Nations' review of the International Conference on Population Development (ICPD) Program of Action Beyond 2014, as well as the twentieth anniversary of the Fourth World Conference on Women (Beijing +20) in 2015.

Similar to the MDGs, the new international norms for development will guide priority setting, mobilize global resources to create an enabling environment towards shared objectives, and have a shared vision of advocacy. Within the UN system, there is a general consensus that a unified post-2015 development framework should build on the experience and lessons learned from the Millennium Development Goals (MDGs). [23]

The main challenge faced by the UN is to place strategic issues on the global post-2015 development agenda without being overpowered by diverse priorities. In the current debates, the new development agenda include a plethora of competing priorities and cross-cutting themes encompassing all types of social inequalities, based on a human rights perspective. The UN System Task Team (UNTT),[24] which coordinates the work on the Post-2015 Development Agenda, distilled a comprehensive list of priorities into a coherent and well-defined set of goals and objectives for the new agenda. The four interdependent dimensions of the new global agenda (as illustrated by the chart at the end of this section) are: inclusive social development; inclusive economic development; environmental sustainability; and peace and security. A set of enabling conditions corresponds to each dimension.

Gender equality and the empowerment of women are seen as priority issues and as pivotal to the global agenda in all the thematic and national consultations for the post-2015 agenda, in the OWG,[25] and in the thinking and planning of the UNTT.[26] Gender equality and women's empowerment are increasingly being recognized as intrinsic human rights, and with the potential to serve as catalysts for achieving all human development goals, good governance, sustained peace and sound relationships between the environment and human populations.

Yet, gender equality has not received the prominence it requires in this framework. "How" the goals for gender equality and women's empowerment will fit into the new framework remains to be identified and will have important implications for gender mainstreaming.

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[23] Diana Alarcon, "Overview of the post-2015 development framework and emerging issues: Where does achieving gender equality and women's empowerment fit and what will it mean for gender mainstreaming?" Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[24] The UNTT teams, including UN Women's, provide analytical inputs, expertise and outreach in the context of the multi-stakeholder consultations being led by Member States on the post-2015 global development agenda and the SDGs. In June 2012, a first set of analytical papers exploring how different themes could be reflected in a new framework were prepared to guide further discussions. Parallel UN processes engaged in the establishment of the post-2015 development agenda include the High Level Panel of Eminent Persons (HLPEP), the Open Working Group (OWG) on the SDGs and UNDG national and thematic consultations.

[25] Parallel UN processes engaged in the establishment of the post-2015 development agenda include the UNTT and the Open Working Group (OWG) on the Sustainable Development Goals (SDGs).

[26] Diana Alarcon, "Overview of the post-2015 development framework and emerging issues: Where does achieving gender equality and women's empowerment fit and what will it mean for gender mainstreaming?" Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013.

There is however an increasing tendency to treat gender disparities as just one of many inequalities that generate poverty and exclusion.

The challenge is thus to determine how to integrate gender equality within the new development framework; it could be a combination of the following:

- A standalone goal, with specific associated targets
- One of the multiple cross-cutting issues
- As part of enabling conditions

C. UN Women's position for a stand-alone goal on gender equality and women's empowerment and its mainstreaming in all other goals

Strategically, UN Women's position[27] is that gender equality needs to be addressed as a stand-alone issue but also as a cross-cutting issue. A standalone goal is essential to concentrate policy commitment and funding and to provide a rallying point for gender advocates for promoting gender equality as a matter of human rights or social justice; at the same time, gender equality needs to be integrated as an essential ingredient for the achievement of overall development goals as well as for very specific sector goals.

Based on the critical deficiencies of the current MDGs framework, UN Women' position paper identified a standalone gender goal, along three main areas that are critical for the transformation of gender-based inequalities and an initial set of indicators.[28] These areas are as follows:

- Expand women's choices and capabilities - e.g. gender differences in land ownership, access to credit, age at marriage, the gender distribution of unpaid care work and women's time burden.
- Ensure women's safety – e.g. incidence of various forms of violence against women, perceptions about the acceptability and justifiability of this violence.
- Ensure that women have a voice – e.g. women's decision-making role in public institutions, in private sector institutions, in communities and at the household level.

[27] The goal of UN Women's position paper is to influence the reports going to the Secretary-General (SG) in preparation for:

- The Report of the High Level Panel of Eminent Persons (HLPEP) on "A New global partnership: Eradicate poverty and transform economies through sustainable development," was submitted to the Secretary-General of the United Nations on 31 May 2013, and a special meeting with the HLPEP was planned to be held in September 2013 during the sixty-eighth session of the General Assembly.
- The report on the outcomes of the UN Development Group's (UNDG) national and global thematic consultations and citizens' outreach (UNDG report "A Million Voices: The World We Want", launched on 10 September 2013, aimed at informing the work of the HLPEP and the report of the Secretary-General to sixty-eighth session of the United Nations General Assembly.
- The Open Working Group (OWG) meeting that will produce a report to be submitted to the 68th session of the General Assembly.

[28] See also "Dual Strategy for Gender Equality Programming in the Millennium Development Goals Achievement Fund: Two roads, one goal". United Nations, 2013.

D. Support for UN Women's proposal for a standalone goal

There was a strong consensus amongst the experts that a standalone goal to "Empower girls and women and achieve gender equality" (goal 2) proposed by UN Women and included in the report of the High-Level Panel of Eminent Persons on the Post-2015 Development Agenda, would strengthen both gender equality and gender mainstreaming within global and national development planning processes. It is crucial for the standalone goal to be strategic.

In addition, there was a consensus that gender equality and women's empowerment strategies and indicators be mainstreamed into all SDGs. Mainstreaming gender equality within all the other SDGs would send a strong message that gender inequality is a pervasive issue amongst other social inequalities which generate poverty. This has the potential to create a multiplier effect on donor support and to provide opportunities for greater programming aimed at reducing discrimination against women and advancing gender equality.

The experts also felt that there appears to be parallel systems at work and that it would be useful to understand: where to create synergies in the post-2015 development framework; how the MDGs (with focus on gender equality goals and indicators) were translated into country-level development planning and programming processes; and how the UNDAF process was influenced by the MDGs' and identify in which contexts the MDGs have been effective.

E. Other proposals for future global development agendas

"Soft" versus "hard sector" issues for the standalone gender equality goal

Currently, UN Women has simplified the drivers of change to achieve gender equality to voice, choice and safety as there has been no decision as yet on which goals will make the final round. The main concern for the experts was that by emphasizing choice, voice and safety, the standalone goal was framed in terms of "soft issues" and did not address the "hard sectors" such as the economy, infrastructure, transportation, governance and democracy, and environmental concerns such as energy, water. These "hard" sectors have the largest funding portfolio in development banks; they may also be more appealing to new donors such as the BRICS countries as they seem more interested in value for money than in cultural and institutional change. And there is a large unmet demand for gender mainstreaming in macro-economic and financing policies, as observed by gender specialists in Asia. While these "hard sectors" attract the bulk of investment resources, they are also harder to penetrate and gender perspectives are generally absent, minimal or marginal. While there were inextricable links between the hard and soft issues, previously unaddressed issues related to gender gaps in these hard sectors should be included in the new global agenda. The experts suggested that a series of sector gender analyses capturing the discrimination against women and the needs of women in different sectors globally would support such linkages.

UN Women assured the experts that it was strongly committed to connecting the standalone goal with "hard" core issues. However, the availability of data, the balance between human rights and gender equality and women's empowerment and political feasibility were seen as major challenges. To achieve consensus among Member States, the new goal needs to be concrete and less polarizing, which often leads to compromises between aspirations and minimum normative standards.

UNTT conceptual input to the post-2015 development agenda framework

Interlinking the MDGs, Beijing +20, CEDAW and country-level development planning

Participants stressed the urgency of linking UN normative support with its operational activities in order to improve the support to Member States in implementing the international commitments on gender equality and women's empowerment. UN Women is significantly placed in its coordination role within the UN system to create these links.

The experts recommended linking, identifying and taking stock of the accomplishments, remaining gaps and challenges of the MDGs, the Beijing Platform for Action and CEDAW at national level, using both quantitative and qualitative indicators.

Economic development and fiscal policies

Some experts also highlighted a strong need to connect the new development goals to the real needs of poor populations, through greater job creation and economic development. For example, in Rwanda, national and district-level consultations organized with women, youth, boys and girls in the context of the post-2015 development agenda identified their needs, as: i) greater access to off-farm jobs and formal employment opportunities; ii) greater access to infrastructure and energy resources; iii) addressing gender differences in value chains by increasing participation in lower labour intensive/ higher value added activities; and iv) access to and control over property, productive and financial resources.

Some experts noted that addressing the structural causes of gender inequalities such as women's unpaid and dual work burden, was central to meeting development goals.[29] Wide-ranging benefits accrue to society when gender equality is taken seriously – and corresponding losses when it is not. International financial institutions should consider carrying out evidence-based work to convince Member States that achieving gender equality is important in fiscal policies.[30] There is a greater awareness of women's bargaining power and leadership, for instance, in countries such as Benin, Burkina Faso and Brazil.

Violence against women

The experts agreed that the single most important gender-specific injustice identified by women's organizations across the world is violence against women and gender-based violence. This issue must be addressed beyond the context of domestic violence, to include other forms of violence against women in public spaces, including in conflict situations, violence against women at the work place, as well as gender-based violence against men and boys (especially in but not limited to conflict situations). In addition to prevention and safety, violence against women and gender-based violence needs to be addressed and responded to through gender mainstreaming and multi-sector approaches.

Diverse segments of populations

Experts also suggested that the post-2015 development agenda needed to consider an additional principle - diversity - to highlight, address and attract funding for important human rights and humanitarian concerns such as violence against diverse sexual identities, and increased forms of violence in the context of migration and displacement across national boundaries. Many countries increasingly face additional transnational challenges. Diversity would also address important issues of sexual orientation, ageing, race and ethnicity and mobility within country-level development processes.

Continued focus on adolescent girls and education in the new development framework

A key issue highlighted in the EGM was how girls' human rights would be promoted. For example, reproductive health and rights, including a continued focus on maternal health, remained vital but experts recommended that a special focus on adolescent girls be placed in health, reproductive rights, education, and access to participation and leadership opportunities. Also, attaining parity in education was insufficient as other more important processes were underway, including the quality of education, the safety of the education environment and access to employment. Improved gender analysis frameworks in education were needed to develop more complex set of targets and indicators.

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[29] UNDP's Gender and Economic Policy Management Initiative (GEPMI), integrates gender perspectives into economic planning, policy and planning processes, as well as providing country–specific technical advisory services in these areas. For example, training Zambia policy makers resulted in the integration of unpaid care work and gender-responsive budgeting into its national budget.

[30] Kabeer, N. & Luisa Natali, Gender Equality and Economic Growth: Is it a Win-Win? IDS Working Paper: Volume 2013 No. 417 February 2013. http://www.ids.ac.uk/files/dmfile/Wp417.pdf Research shows that countries with greater gender equality in employment and education were likely to report higher rates of economic growth and human development. The reverse relationship – that economic growth contributes to gender equality – was far weaker and less consistent.

The other half of gender: men and boys

Some experts were concerned that although the term "gender" is used, it implicitly and sometimes explicitly, refers exclusively to women and girls. It is important to be mindful that men and boys too are vulnerable and socially excluded in many situations, for in cases of humanitarian emergencies and post crisis. For instance, the emerging issue of boys falling behind in education in an increasing number of countries has received little attention as a gender issue.[31] Although more work was needed in this area, preliminary evidence demonstrated that this trend could have long-lasting negative impacts on gender equality. Lower education levels create a greater propensity for boys to be involved in gangs, crime, as well as violence against women within the household. Their needs should also be taken into account with regards to safety, and in identifying development targets and indicators. The question is how to highlight these difficult issues in the post-2015 global development agenda in order to achieve gender equality, not simply women's empowerment.

Experts supported the need to capture the vulnerability of and discrimination against men and boys and of people with diverse gender identities in gender mainstreaming strategies so that the appearance of reverse discrimination is minimized. As some sub-sets of people are invisible for the most part because of discrimination, including gay, lesbian and transgendered people who face higher rates of discrimination, HIV/AIDS infection and violence, gender equality programming needs to embrace a human rights approach in conjunction with gender transformative responses. Also, there is an increasing understanding among gender practitioners that men and boys must be engaged as partners and beneficiaries if gender inequities and inequalities are to be addressed effectively.[32]

[31] Reverse gender gaps are occurring in countries such as Indonesia, Mongolia and the Philippines, as more boys than girls drop out of school.

[32] UNFPA, 2003, "Partnering with men in reproductive and sexual health." http://www.unfpa.org/public/home/publications/pid/6815

PART II- A MORE STRATEGIC APPROACH TO GENDER MAINSTREAMING IN THE CONTEXT OF DEVELOPMENT PROGRAMMING AT COUNTRY LEVEL

The EGM identified quality standards for substantive gender mainstreaming processes, namely those which could ensure effective evidence-based gender equality results in policy-making and development programming, as follows:

- Adopting strategic planning principles to design and implement gender mainstreaming in development sectors at the country level;
- Matching the programming cycle (i.e., gender assessments and analysis, prioritization of programme interventions, results formulation, implementation, and monitoring and evaluation) to operationalize gender mainstreaming in thematic sectors;
- Mixing several gender analysis frameworks and context analysis tools, including gender–responsive budgeting, to enable gender planners to become more strategic;
- Improving the integration of gender mainstreaming results in results based management (RBM) and in thematic/sector evaluations.

A. STRATEGIC PLANNING PRINCIPLES

Participants were invited to:

- Address the selection and prioritization of objectives, target groups in interventions related to gender equality issues in development programming; and to
- Share experience on how to increase synergy between gender mainstreaming and concurrent cross-cutting issues emerging as priority issues

Experts identified a number of planning principles to use more systematically when implementing gender mainstreaming in development programmes:

- Using a multiple-track (integrated and specific) approach for gender equality programming within the same sector;
- Using multi-sector approaches and integrating gender perspectives in "hard to penetrate" sectors and thematic areas, in conjunction with other cross-cutting issues;
- Using multi-disciplinary teams and public-private partnerships to advance gender mainstreaming;
- Making the case for gender mainstreaming.

Gender mainstreaming strategies include multiple-tracks in programmes

Participants emphasized the good principle of using multiple-tracks to gender equality programming: i.e., both gender-targeted and gender-integrated interventions ought to be considered and concurrently supported for achieving gender equality results in each thematic intervention or sector, as appropriate to context.

Some of the experts were concerned about the clarity of the terminology, especially with reference to the so-called "dual track" approach, which excludes "gender-targeted" interventions from gender mainstreaming. It was agreed that both integrated and targeted tracks were integral components of gender mainstreaming strategies as long as they were guided by sound analysis and policy orientation. According to context, gender mainstreaming interventions can thus target specific sex, age, social groups or organizations as well as be integrated in mainstream initiatives. A singular focus on gender-integrated programmes combined with a lack of political commitment to gender equality can lead to making gender

equality gaps "invisible," leaving many issues unaddressed and creating gaps for various vulnerable groups such as female-headed households.

If the projects are women/female specific or men/male specific, they should be referred to correctly. Correctly referencing the interventions also assures managers that gender "does not equal women only." The needs of disadvantaged men and boys are often raised by programme partners. In addition to engaging men as partners in preventing and eliminating violence against women or in support of other aspects of women's empowerment, gender equality programming could also exclusively target men and boys and men to improve their mental health, education and literacy, and employment.

In this regard, lessons learned from the experience of the **MDG Achievement Fund** (MDG-F) with its "Dual Strategy for Gender Equality Programming: Two Goals, One Road"[33] were discussed. The MDG-F, for example, achieved optimum results by investing its substantial resources in both gender-targeted (specific focus) and gender-integrated programmes in a wide range of countries. The MDG-F supported gender-integrated interventions in seven funding windows aligned to the MDGs as well as gender-specific (targeted) interventions within the Gender Thematic Window.

The extent of integration of gender equality in the seven MDG-F thematic windows was assessed, using UNDG-endorsed United Nations Country Team (UNCT) performance indicators for gender equality.[34] The defining success factor for thematic windows scoring higher with regard to gender mainstreaming performance was the sustained involvement of dedicated technical expertise for gender equality programming. Some of the gaps identified included the limited use of relevant data in situational analysis, inconsistent linkages between gender analysis and the results frameworks, the uneven involvement of technical expertise, limited information on budgetary allocations and limited accountability to ensure that a gender mainstreaming strategy was included in programme plans and implementation.

The review of the MDG-F found that significant and dedicated funding and a holistic, multi-sectoral support enabled the gender-targeted MDG-F programmes (aiming at preventing or responding to violence against women) to show notable achievements in 13 countries, despite the complexity of managing multiple partners as well as ambitious planned results given the relatively short timeframes for implementation.

Multi-sector approaches: gender mainstreaming in "hard to penetrate" sectors and in thematic areas

Experts were interested in integrating a multi-sector approach to promote gender equality and women's empowerment in the new global development agenda post 2015, especially when Member States are faced by multiple economic, social and environmental challenges.

Experts stressed that an improved gender mainstreaming strategy should move from the margins to core national development strategies and focus on central policy-making bodies.

[33] Refer to www.mdgfund.org.

[34] http://www.undg.org/index.cfm?P=222 UNDG, 2008, United Nations Country Teams (UNCT) Performance Indicators for Gender Equality and Women's Empowerment; this set of gender performance indicators helps UNCTs assess their performance on gender and support from the UNCT, not the action of individual agencies. The tools were developed by the UNDG Task Team on Gender Equality.

Gender equality is central to other issues such as poverty eradication, climate change adaptation and mitigation and human rights fulfilment to all, and sustainable peace. While gender mainstreaming strategies exist in national policies, they were not equally integrated into all sector policies and programmes. A critical lesson learned is that explicit conceptual frameworks for integrating gender perspectives into various sectors of development, including "hard" sectors, need to be more widely disseminated.

A number of UN entities have supported the integration of gender perspectives into "hard core" issues of macroeconomics and the environment so as to achieve tangible and sustainable results in "mainstream sectors". During the discussion, UNDP highlighted that by moving beyond small-scale initiatives and "marginal" (or "soft" or social) development sectors and by investing considerably in building national capacities of statisticians, economists and gender experts, its programmes contributed to addressing gender inequalities in economic and poverty reduction policies. For example, training Zambia policy makers resulted in the integration of unpaid care work and gender-responsive budgeting into the national budget. Similarly, the Global Gender and Climate Alliance (GGCA), through normative support and provision of technical gender guidance to the global climate change intergovernmental negotiations, firmly anchored gender equality principles in global climate change policy outcomes and the global climate finance mechanism. This resulted in gender equality considerations in agreements, notably the Cancun Agreement of 2010 and the COP-18 in Doha.

Mainstreaming gender equality amidst multiple cross-cutting concerns

Experts called for caution in only framing gender equality as a cross-cutting issue because gender equality at the country level is now placed amidst a multiplicity of "competing" policy issues, other cross-cutting strategies and within a constrained aid environment.

It was noted that emerging cross-cutting issues such as climate change, HIV/AIDS and human rights have demonstrated greater legitimacy, backed by significant funding allocations, having learned from gender equality processes on ways to mainstream their concerns into development programming. In the process, they have gained such prominence that they are now showing the way to gender advocates on how to mainstream their issues into development sectors.

Participation of gender experts and gender champions in specialized high-level mechanisms and in dedicated thematic alliances (such as the Global Alliance on Climate Change and Gender Equality) have proven successful in finding entry points to incorporate gender perspectives in "hard to penetrate" sectors such as the environment, economic policies and poverty reduction and in translating them into tangible policy outcomes. The experts argued that rather than competing with other cross-cutting issues, it would be strategic to mainstream gender equality into core development issues such as fiscal and macro-economic policy, e.g., to address youth unemployment and create greater work opportunities for women, especially in the formal private and public sectors.

Experts noted that it would be difficult to integrate this vision without practical tools or instruments that introduce the handling of multiple crosscutting approaches. An over-reliance on thematic guidance tools that inadequately address the nexus among several crosscutting issues should be avoided.

Multi-disciplinary teams in sector agencies

The experts noted a "disconnect" at national level between the national gender equality policies and the sectoral policies. In the past, there has been an overemphasis on strengthening the national mechanisms for gender equality and women's empowerment (also called "women's machineries") with the expectation that they would both develop and implement national gender equality policies as well as promote gender mainstreaming in other sectors of national development policies and strategies. This has not generally worked as national mechanisms for gender equality have generally not demonstrated the leadership and technical skills, nor received the necessary funding and high-level support to support gender issues in other development sectors or agencies.

Selecting strong partner organizations with technical expertise in gender mainstreaming experience is also crucial. Since it was not possible for any single organization to implement interventions to cover all gender gaps in order to move towards gender equality results, it was critical for each organization to be strategic in the specific sectors identified by individual mandates and coordinate where there is an overlap. Aside from being a requirement of the Paris Declaration to coordinate with national governments, strong coordination mechanisms with sister organizations through the UNDAF, and with organizations outside the UN system, including the donor community, are imperative in order to cover gender gaps identified by gender analysis. Political environmental scanning can be applied effectively to map and monitor progress in covering various gender gaps. However, as a large number of stakeholders and sectors are involved in mainstreaming gender equality issues, this creates a problem with attribution, i.e., understanding which strategies and programmes have worked.

It was suggested that multi-disciplinary task teams respond more efficiently to the complexity of mainstreaming gender equality in various development processes and sectors (e.g. education and employment). Depending on the specific country context, national mechanisms for gender equality and women's empowerment might be best placed to support gender (women)-specific interventions rather than be expected to integrate gender perspectives in mainstream and/or technically-specialized development sectors.

The EGM agreed that joint programming among donors and implementing agencies such as those promoted in the MDG-F offer promising approaches for effectively mainstreaming gender issues.

The experience of Dominican Republic's water projects provided a concrete example of the benefits of mainstreaming gender perspectives in hard sectors through the leadership of civil society organizations in the building of public infrastructure.[35] Privatization of water in the early 1980s restricted water rights for the poor and deeply impacted women as main collectors (and users) of water in households. Water management issues were found to not only impact health and sanitation; scarcity of clean and safe water impacted intimate sexual relations, which in turn triggered gender-based violence. A NGO working in the water sector promoted women's central involvement in the management of large-scale projects, including the construction of dams, aqueducts and pipe-water gravity projects. Women CSO leaders

[35] Kelva Perez, "Mainstreaming Gender Equality in Water and Sanitation." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013.

successfully crafted policy agreements between the public and private sector to safeguard land on which aqueducts were built and they participated in large-scale initiatives. Women were also targeted as beneficiaries of small business agriculture projects that produced vegetables for family consumption and market sales. This positive experience of inclusive planning and decision-making processes led to expanding support for integrating gender equality issues in other issues.

B. IMPROVING THE PROGRAMMATIC RELEVANCE AND QUALITY OF GENDER ANALYSIS

Experience shows that gender analysis tends to be limited to a generic and historically dated comparison between men's and women's status that has little operational relevance for programme decision-making.

The EGM was thus invited to reflect on:

- Lessons learned to improve the quality and use of gender analysis in development programming in various sectors; and
- The multiplicity of gender analysis frameworks and how they should be combined when undertaking gender analysis in specific areas of work

Experts noted that while there is available gender analytical work worldwide, operational staff lament on the lack of documentation on good gender mainstreaming practices in various programming contexts. It was important to document what has worked in the past to address the inter-sectionality of determinants of discrimination and inequalities and the differential impact of sector policies on groups of men and women.[36]

Experts recommended improving gender analysis as follows:

- Connecting policy research, academic research and operational research in gender equality programming;
- Incorporating more relevant gender analysis in sector programming;
- Strengthening analysis of the governance context and political stakeholders through political environment scanning;
- Assessing distribution of power between different groups of men and women.

Connecting policy research, academic research and operational research in gender equality programming

Knowledge is central to mainstreaming gender issues into the development programming work on the basis of evidence. It brings greater awareness and recognition of gender inequality issues to decision-making tables. More simply put, when it comes to planning gender interventions – get in the mind-set that gender issues are complex and bring in the gender expertise to do or compile the analysis.

[36] Victor Tsang, "Mainstreaming gender equality in monitoring, reporting and evaluation in the World Food Programme," Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

Participants pointed out that generic gender analysis frameworks were of limited value for sector programming. The meeting strongly emphasized that policy and academic research based on feminist discourse needed to be complemented by data on gender equality programme operations. From a programmatic standpoint, the main question is how to move from an analysis of gender disparities to an implementation approach that will ensure the achievement of the intended changes. It is a matter of generating knowledge on the links between on gender equality knowledge and programme practice and disseminating such knowledge.

A gender analysis should be tailored to each sector, policy and programme, interrogate the mainstream sector orientations, analyse its overall objectives and strategy and the bodies of knowledge it draws from. In this regard, the experts identified a need for evidence-based gender knowledge in programmes, which goes beyond simple dichotomized diagnosis of gender differentials; which provides a dynamic understanding of how specific sector policies and programming may impact men and women differently; and which helps discern alternatives for future interventions that could be considered to ensure progress.

Experts agreed that case studies coming out of high quality evaluations of gender mainstreaming offered a good body of operational knowledge. Other experts added that the knowledge base on gender mainstreaming needed to be expanded beyond the work of the UN system and encompass donors' as well as national and international civil society organizations' literature.

Instrumental to this question, a development practitioner may ask what has been the practice in the past and what has worked well? How did the various institutions of the sector operate and under which circumstances were changes realized? This means getting insights on how to improve the environment, reflecting on what was done in the past, what were the risks involved and what is feasible to do. What was the programme impact? Was there a gap between practice and government decisions? How was the policy norm translated into programming practice?

Participants also recognized that to advocate for gender mainstreaming strategies and operationalize them, it was important to identify entry points, risks and opportunities associated with each sector context and to propose an explicit Theory of Change that explains how gender mainstreaming interventions could contribute to the sector's goals.

Experts pointed out that guidance on gender analysis, based on research and applicable to various sectors was available in technical but simple language that technicians would understand. It was suggested that these "tip sheets" be compiled, made widely available and regularly updated. They also agreed that the collection of sex and age-disaggregated without any qualitative analysis hampered progress.

Strengthening analysis of governance context and stakeholders' power through political environment scanning

In view of the identified shortcomings presented above, experts strongly recommended that future gender analytical work more systematically encompass assessments of the political climate, institutional attitudes and organizational practices in sector agencies for advocacy and programming purposes.

In this regard, experts learned about UNFPA experience[37] in using political environment scanning (PES) tools and discussed how these could be adapted for gender programming to provide a more systematic analysis of the context in which countries and sectors operate.[38]

Political environment scanning (PES) involves thinking about and responding to emerging trends. PES helps identify emerging national priorities in various sectors; map out key players' positions; learn from past experience; and develop more forward looking vision that anticipate risks and benefits associated with gender equality and gender mainstreaming.

Political environment scanning (PES) involves monitoring and analysing critical developments in the external environment (political, socio-cultural, and economic) and relevant stakeholders' power and views. The political environment scan is a risk-assessment and forecasting exercise, which helps determine needed interventions on the basis of multidimensional studies of the context. It is a multidisciplinary and holistic process intended to gauge unforeseen events, identify partners for change, increase preparedness to respond to risks, and other opportunities to improve strategic positioning and planning. It can signal high risks, needs for mitigating strategies, rising opportunities and the scope of measures required to sustain national and international partnerships.

Experts recommended using multi-dimensional tools (see annex) to scan the political environment and improve decision-making in relation to gender mainstreaming strategies in various sectors and contexts. Gaps in the implementation of gender mainstreaming can be identified and avoided by testing and retesting the strategies.[39]

The meeting agreed that PES was instrumental for integrating a wide range of gender perspectives in national development strategies, sector policies and programmes. PES can assist with monitoring of key trends in national implementation of international agreements on gender equality (e.g., CEDAW, Beijing, MDGs and the ICPD Programme of Action) and plan for their institutionalization in countries. The practices can include media scanning, political analysis and reports (country-level, regional, and global), and ad-hoc time-sensitive alerts.

C. INTEGRATING GENDER MAINSTREAMING IN PROGRAMME PLANNING RESULTS-FRAMEWORKS AND IN EVALUATIONS

Approaches for formulating and evaluating gender equality outcomes were shared and discussed as follows:

- Formulating results of gender mainstreaming and related indicators that are feasible and measurable;
- Linking human rights and gender equality in evaluations;
- Positive monitoring and evaluation experiences within the UN system;

[37] Natalia Dinello, "Strategic gender mainstreaming through context analysis: political environment scanning practice and tools." Discussion paper presented at the Experts Group Meeting, Dominican Republic, April 29-May 3, 2013.
[38] The sexual and reproductive health focus of UNFPA's mandate requires staff competencies in the health sciences and medical field. Technical "hard sciences" specialists are rarely interested in political issues or social science analysis (generally considered the "soft sciences"). The UNFPA PES toolkit was precisely developed to assist sector specialists incorporate social sciences analysis.
[39] "Research Shows Why Global Corporate Strategies Fail," *Oxford Analytica*, May 4, 2012.

- Alternative participatory techniques[40] for gender-sensitive evaluation methodologies.

Formulating results from gender mainstreaming: a reality check

The framing of gender equality results needs to be strengthened in programme results-frameworks. It is vital to ensure that pragmatic, progressive and time-specific gender equality-related objectives and outcomes are incorporated in the national development strategies and in key development sectors policies and programmes.

It was argued that for many development practitioners, including UN gender advocates and specialists, gender mainstreaming had become an end goal in itself instead of a means to achieving gender equality and women's empowerment.[41] Such confusion has led to self-defeating expectations on the scope of gender mainstreaming strategies and on the impact they should have. Following this train of thought, strategic gender mainstreaming actions (as opposed to catalytic actions) were expected to lead to systemic changes in society and institutions, which was far from reality.[42]

Different levels of gender equality results need to be envisioned, understood and planned in development programming at country level: outputs or immediate to intermediary results (the easiest to identify, etc.); medium to long term results at the outcome level (changes in awareness and in organizational standards); and impact results also called development outcomes which achieve gender equality in the long run representing game-changing, long-term transformative societal goals that may only be attained over a long-run period (e.g., 10-20 years) including for example changes in behaviour and cultural norms, reduction in violence against women, equal sharing of responsibilities in the household, equal opportunities for education and formal sector jobs, etc.).[43]

Based on their collective experience, experts made the following recommendations to make more strategic choices in the approaches to results-based gender mainstreaming in programming and to strengthen gender perspectives and achieve equality outcomes in sector programme planning and M&E systems:

At programme sector/meso level:

- Articulate Theories of Change at programme planning and design stage. A Theory of Change helps build hypothesis and consensus on how gender mainstreaming is supposed to work in the programme, how stakeholders view the need for change and how they perceive the actual changes.

[40] Jeannette Kloosterman, "Assessing gender mainstreaming transformative changes within programmes." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013.

[41] Anju Malhotra, "Attributing results to gender mainstreaming, and relevant measurement indicators: the example of economic empowerment." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[42] Anju Malhotra,"Attributing results to gender mainstreaming, and relevant measurement indicators: the example of economic empowerment." ibid.

[43] Anju Malhotra,"Attributing results to gender mainstreaming, and relevant measurement indicators: the example of economic empowerment." Presentation at Experts Group Meeting, Dominican Republic , April 29-May 3, 2013

- Conceptualize the links between gender mainstreaming and M&E systems in the sector policies and programmes, ensure they are consistently and systematically applied throughout the programming cycle. A "back-to-front" programming approach, i.e., a cyclical loop that continuously feeds back evaluation findings on areas for improvement and shortcomings with respect to gender equality, into the strategy design and the shape of operations was proposed. [44]

- Distinguish between "monitoring" and "evaluation" since they are implemented at different stages of the programme life-cycle and require different depths of data collection and budgets.[45]

- Support gender assessments of strategic investment approaches.

- Within sector, strengthen collaboration between Gender Units and Strategic Planning Units so as to substantially integrate gender issues into the context analysis and goals of the entities' Strategic Results Framework and Plans.

- Work across sectors - not in silos – and define results sector by sector. Strengthen alliances with social movements beyond the HIV/AIDS and gender equality communities.

At the micro/project level:

- Include gender-sensitive outcomes and outputs indicators in the logical frameworks, keeping in mind that "what gets measured gets done" [46] and not knowing who benefits from an intervention and who doesn't, increases the risks of perpetuating inequalities and stereotypes.

- Emphasize sets of synergistic interventions (e.g. providing education opportunities and access to technology that reduce child marriage; providing family planning and infrastructure that increase women's access to employment and markets).

- Invest in better data systems and gender analysis tools and frameworks and, undertake baseline studies, operations research and randomized control trials for monitoring and evaluation of attitude, behaviour and social change.

- Include budget lines for minimum expenditures relating to gender mainstreaming and set conditions for the release of funds, with clear guidelines of accountability for tracking and reporting for stakeholders.

- Integrate gender perspectives into the terms of reference of specific thematic and sector evaluations. Concise set of criteria or questions for evaluations and/or joint multi-donor evaluations can be used to address gender equality (e.g., specific questions for gender

[44] Linda Hershkovitz, "Measuring impact of gender mainstreaming through monitoring and evaluation frameworks.**"** Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[45] Victor Tsang, "Mainstreaming gender equality in monitoring, reporting and evaluation in the World Food Programme." Discussion paper for Experts Group Meeting, Dominican Republic , April 29-May 3, 2013.

[46] Victor Tsang, Ibid.

equality processes and results and requirements for gender expertise in the evaluation team).

At corporate level:

- Allocate more resources for gender-sensitive evaluations. Recommendations from experts to strengthen M & E in gender mainstreaming processes included allocating budgets for gender evaluations into sector programmes.

- Hold stakeholders accountable for implementing and monitoring gender mainstreaming; and create tangible consequences for failing to take appropriate action.

- Hire managers, monitors and evaluators attuned to gender issues; invest in technical gender expertise.

- Strengthen the evidence base, using results of gender-sensitive evaluations. for normative guidance and programme good practices on gender equality programming, especially with regards to the human rights of vulnerable populations

Gender-sensitive indicators for results formulation and evaluations

There is a strong need for robust quantitative, as well as qualitative gender-related indicators and for their measurements and inclusion in donor reports.

Participants agreed that the evaluation of success of a gender mainstreaming strategy should be indicated and measured by the extent to which inputs and outputs contributed to intermediary processes of changes while long-term gender equality results[47] are measured through development outcomes (such as the MDG indicators).

Yet, coming to an agreement on indicators within and between organizations has been very challenging, which means that all sorts of indicators are collected and not coordinated nor synchronized. There is need for cross-sector experiences in sex- and age-disaggregated data collection on gender outputs and outcomes. The domains of change in gender equality should be translated into specific indicators that reflect the specific direction and scope of the programme and related interventions.

While SMART (Specific, Measurable, Achievable, Relevant and Time-bound) indicators are conventionally promoted for assessing concrete results in quantitative terms, they cannot always measure complex social changes.

In order to reflect nuances which would otherwise be overlooked, it was proposed that gender-sensitive indicators be SPICED (Subjective, Participatory, Interpreted and Communicable, Cross-checked and compared, Empowering, and Diverse and disaggregated).[48]

[47] Sometimes, intermediary results are measured, e.g., an indicator showing increased reporting of domestic violence indicate that more women are reporting violence as a result of awareness of their entitlements; an increase in conviction rates for rape crimes is also a positive result. Reduction in the incidence of gender violence is a gender equality result.

[48] Julia Espinosa, "Linking human rights and gender equality in evaluations of gender equality outcomes in programmes" Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development

Experts also agreed that guidance should be provided to development practitioners on how to analyse and measure change through secondary analysis of sex-and age disaggregated data and on the need to collect quantitative and qualitative data on gender mainstreaming processes as gender dimensions are frequently lost from quantitative indicators related to the core mandate of the organizations.

The EGM also agreed that the number of gender equality indicators in each sector should selected in a strategic manner, so as to define and capture fewer, measurable aspects of structural inequalities – as opposed to many, immeasurable, un-ambitious indicators on everything related to gender issues.[49]

Linking human rights and gender equality in planning and evaluations[50]

It was again noted that there is no single formula for carrying out human rights and gender sensitive programme planning and evaluations, or for formulating and measuring the results of gender mainstreaming strategies. The integration of gender perspectives and the Human Rights Based Approach (HRBA) are complementary approaches that reinforce each other in the programming cycle. The incorporation of a gender perspective into the programming cycle seeks to contribute to a more gender-equitable society and to eliminate the discrimination against women. The inclusion of the HRBA aims to enhance and contribute to realization of Human Rights by addressing underlying causes of HR violations.

Experts recognized the guidance of the UN Evaluation Group (UNEG) in providing the rationale and tools for ensuring that human rights and gender equality are incorporated in programme design and evaluations.[51] However, they pointed out that gender-responsive monitoring and evaluation continues to be the weakest link in programming and conventional monitoring criteria seldom reflect gender-related considerations. Participants reflected on strategies to ensure evaluations facilitate gender mainstreaming in the whole programming cycle (of the next phase of programs), including consensus-building processes which involves discussing Theories of Change with programme stakeholders and agreeing on which immediate, intermediate and long term results would be critical in ensuring sustainability and ownership of the gender equality agenda.

To better incorporate human rights and gender concerns in planning and evaluation, experts proposed to:

- Consider how structures contribute to inequalities for women, especially those belonging to groups subject to discriminations, and challenges these structures by building the capacities of women to claim their rights and duty bearers to fulfill them;

Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[49] Anju Malhotra, "Attributing results to gender mainstreaming, and relevant measurement indicators: the example of economic empowerment." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[50] UNEG (2011) Guidance on Integrating Human Rights and Gender Equality in Evaluation (2011) provides clear guidance on integrating gender equality and human rights into the standard evaluation criteria

[51] United Nations Evaluation Group (UNEG). 2011. *Integrating Human Rights and Gender Equality in Evaluation -- Towards UNEG Guidance*. http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=980

- Engage human rights issues, identifies appropriately who the duty bearers and rights holders are as well as their respective capacity gaps in their abilities to realize and enjoy rights;
- Encourage participation, particularly of women and groups subject to discrimination.[52]

The use[53] of conceptual frameworks that reflect the following gender dimensions were recommended: sexual division of labour and different gender roles; gender differentials in time use; control of women's bodies; participation of women and men in private and public spheres; and unequal access to and control over resources, benefits, and services.

Additionally, it was suggested[54] that the analysis needed to account for four inter-connected domains of change in: women's and men's individual consciousness (knowledge, skills, political consciousness, commitment); women's objective condition (rights and resources, access to health services and safety, opportunities for a voice); informal norms, such as inequitable ideologies, and cultural and religious practices; and in formal institutions.

Subsequent changes in these domains can then be translated into programme outputs and outcomes and measured by programme and project evaluations. The assumption is that the more domains of change are promoted by the programme or project, the greater its transformative capacity.

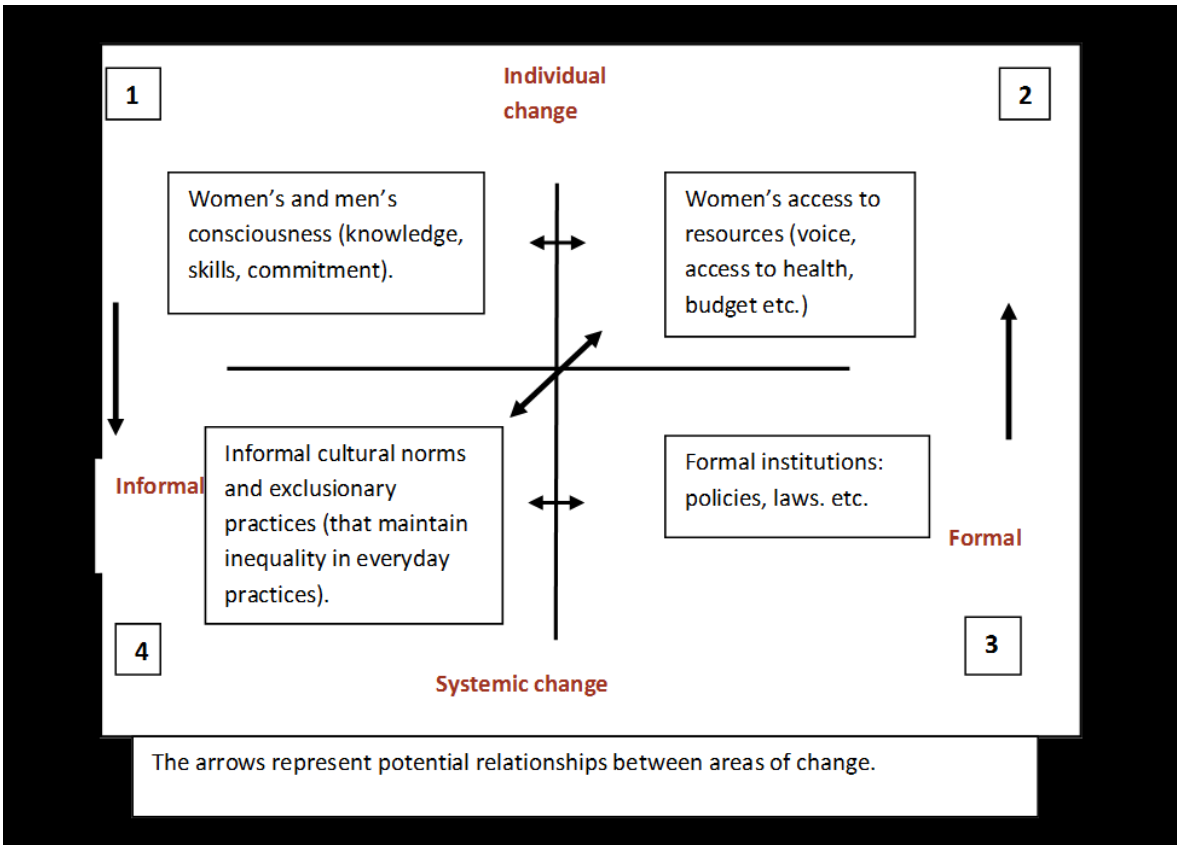
The intersection between these domains of change could be graphically represented into a quadrant with four axes of change: formal, informal, individual and systemic[55] (see graph below).

[52] Sanz, B. (2012) and Evaluation Office, UN Women (2012) "Steps to commission and carry out Gender Equality Evaluations".

[53] Julia Espinosa, "Linking human rights and gender equality in evaluations of gender equality outcomes in programmes" Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013
Espinosa, J. (2011) *Gender Equality in the Evaluation of the Development Aid: the cases of British, Swedish and Spanish aid.*

[54] Julia Espinosa, "Linking human rights and gender equality in evaluations of gender equality outcomes in programmes" Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013. Espinosa, J. (2011) *Gender Equality in the Evaluation of the Development Aid: the cases of British, Swedish and Spanish aid.*

[55] Jeannette Kloosterman, "Assessing gender mainstreaming transformative changes within programmes." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013.



Positive monitoring and evaluation experiences within the UN system

Experts from the UN system also outlined their experiences in planning, measuring and evaluating gender mainstreaming results.

Planning and evaluation frameworks of gender mainstreaming in development programmes should be developed for specific sectors and contexts in a multi-disciplinary and collaborative manner.

Broadly speaking, to embed gender equality results in the intervention design and its logical framework, and evaluate them, the experts once again emphasized the need for the planning team to build a vision or Theory of Change on what changes need to occur, how changes can occur and when.

The experts questioned the meaning of success in monitoring and evaluations of gender mainstreaming. They pointed out differences between evaluating strategies and goals, and similarly between evaluating gender mainstreaming strategies and gender equality results.

Differences between monitoring and evaluation were also pointed out as they involve different processes during implementation, occur at different stages of the programming

cycle, and require different depths of data collection and budgets. They are often coordinated by different departments in organizations.[56]

UNAIDS[57]provided an overview of the advances made in using gender assessment tools for more gender-transformative national responses to HIV/AIDS while WFP shared its experiences in mainstreaming gender in its M&E system.[58]

Gender transformative HIV/AIDS responses have been assessed by the Gender Score Card (GSC). The GSC is used in each country by region to track a series of indicative measures for: generation and use of sex-disaggregated data; translation of political commitment into action; creation of an enabling environment for the participation of HIV positive women in shaping programmatic responses and in the monitoring of human rights conventions, including CEDAW; and the demand for and use of GRB. A second tool, the Gender Assessment Tool (GAT), developed by the UNAIDS Secretariat and co-sponsors, improves the positioning of gender equality and violence against women in national strategic planning processes and investment discussions.

The importance of gender champions at the highest levels of an organization was illustrated by the WFP, which has seen a recent reinvigoration of its work in gender mainstreaming. Seeking to include gender mainstreaming to address gender inequality as an underlying cause of poverty and food insecurity is a challenge in humanitarian settings as meeting basic needs takes precedence for field staff. The solution is to find ways to facilitate country offices and partners' joint understanding of the importance of gender equality results, and to make use of these results to enhance their project design and implementation.[59]

Alternative participatory techniques[60] for gender-sensitive evaluation methodologies

To capture complex and long-term changes in gender relations, it is important to reflect on alternative participatory techniques for gender sensitive evaluation methodologies. Quantitative and qualitative techniques should be combined to allow for a more complex examination of institutional and social changes. To ensure stakeholder participation in planning and assessments, a few innovative participatory techniques were introduced: the

[56] Victor Tsang, "Mainstreaming gender equality in monitoring, reporting and evaluation in the World Food Programme," Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[57] Hege Wagan, "Strategic partnership for gender transformative HIV responses: a comprehensive package of tools for countries to ensure results." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[58] Victor Tsang, "Mainstreaming gender equality in monitoring, reporting and evaluation in the World Food Programme," Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[59] Victor Tsang, "Mainstreaming gender equality in monitoring, reporting and evaluation in the World Food Programme," Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

[60] Jeannette Kloosterman, "Assessing gender mainstreaming transformative changes within programmes." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013.

Gender Traffic Light (GTL)[61]; the Gender Mainstreaming and Leadership Trajectory (GMLT); the Most Significant Change (MSC) technique; and the Change Assessment and Scoring Tool (CAST). (These are detailed in Annex 5).

The experts validated the use of qualitative and participatory tools to learn from programme stakeholders and to validate changes made by gender mainstreaming processes. Beyond what current conventional RBM and M&E frameworks allow, alternative and complementary planning and M & E methods are needed to generate knowledge on changes in gender justice.

D. GENDER-RESPONSIVE BUDGETING (GRB) AS AN ANALYTICAL AND OPERATIONAL TOOL FOR GENDER MAINSTREAMING

The EGM was invited to discuss to which extent gender-responsive budgeting had increased understanding and integration of gender mainstreaming within sector policies and programmes; how it was used in development programming, as ex-ante analytical tool and/or as evaluative tool; and if gender-responsive budgeting contributed to allocation of funds for the substantive components of gender mainstreaming in sector programmes (e.g., production of gender statistics, strategic planning consultations for gender mainstreaming, research and analysis, operations research, monitoring and evaluation).

Experts learned about UN Women's experience in gender-responsive budgeting in development programmes and projects.[62] The Theory of Change related to GRB assumes that influencing annual and mid-term plans and budgets related to national sector and local policies will strengthen their alignment with national commitments to gender equality (GE).

Gender-Responsive Budget (GRB) seeks to make changes in four areas of a national budget: i) changes in policies and regulatory frameworks; ii) changes in national capacity; iii) changes in sector plans and budgets; and iv) changes in results monitoring frameworks and systems (inside and outside government, including citizen monitoring).

GRB requires an in-depth sector-specific gender analysis of service delivery gaps. Some GRB analytical tools[63] include: gender-aware policy appraisals which assess which parts of budgets are gender-neutral or gender-responsive; sex and age disaggregated public expenditure incidence analysis; sex-disaggregated beneficiary assessments; and sex-disaggregated analysis of the impact of the budget on time use. The overall report, the gender-aware budget statement, identifies gender gaps in the line ministries' budgets.

GRB: a gender mainstreaming approach with "teeth"

Gender-responsive budgeting was singled out by experts as one of the best initiatives/strategies to implement gender mainstreaming because it has "teeth". Gender-responsive budgeting tracks the financial flows and provides the evidence needed for designing targeted interventions. GRB's key contributions to gender mainstreaming are through: generating evidence on financing gaps and requirements with gender budget

[62] Zohra Khan, "Gender-responsive budgeting in development programmes and projects." EGM Power point presented at the Experts Group Meeting, Dominican Republic, April 29-May 3, 2013.
[62] Zohra Khan, "Gender-responsive budgeting in development programmes and projects." EGM Power point presented at the Experts Group Meeting, Dominican Republic, April 29-May 3, 2013.
[63] *Making Budgets Gender Sensitive : A checklist for program based aid- Austrian Dev Cooperation*

analysis tools (GABA); capacity development of public sector actors on GRB; capacity development of civil society on budget advocacy and analysis; dialogue between policy makers and gender equality advocates on women's priorities; and policy advocacy in relation to GRB and gender responsive economic policy.

Experts reported that gender-responsive budget initiatives have mushroomed in the Asia Pacific region in the past five years, thereby increasing the demand for improved gender analysis in sector assessments, at both central and decentralized levels of government.[64]

As a good governance practice, GRB promotes transparency, accountability and participation. GRB have contributed to demonstrate government's limited capacity to cost actions on gender equality and to track allocations; it has also revealed how corruption practices represent significant obstacles to women's access to public services.

Gender-responsive budgets have begun to lead to increased resource allocation in the "soft" sectors such as health and education. But experts cautioned that gender-budget work was not a panacea for all societies' gender ills. GRB requires a good understanding of the broader policy context within which public sector planning and budgeting, gender policies and civil society concerns are situated. It is still limited by serious challenges in terms of data collection on public expenditures. It is a good tool for redistribution as long as high quality sex-disaggregated data on vulnerable groups is available.

GRB was found to be most effective when buttressed by strong government capacity and political will, especially in the Ministry of Finance (MoF), and when multiple stakeholders were involved (external NGOs, women's organizations, PRSP contributors, parliamentarians and the MoF). GRB depends on the quality and accuracy of reports, which require strong quality assurance mechanisms.

Experts learnt that civil society organizations (CSOs) can be strong players in GRB. In Rwanda for instance, budget tracking is undertaken by CSOs. In Indonesia, CSOs act as consultants for the issuance of local governments' gender budget statements. As a result of CSOs reviews of ministerial plans and budgets, recommendations for revisions of sector gender mainstreaming plans were made to ministries.

GRB encourages the use of multiple-track approaches to gender mainstreaming in programming

Experts stressed that gender-responsive planning and budgeting implies adopting a twin or triple track approaches to gender mainstreaming in overall sector plans and programmes, as follows:

a) Modifying existing programmes and budgets (at sector and local level) to respond to identified gender gaps and needs;
b) Introducing specific programmes that have direct positive impact on gender equality (programmes for girl school retention, child crèches, measures for women

[64] Leya Cattleya, "Identifying factors for success and failure in gender mainstreaming." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

victims of violence, programmes supporting women's property rights and legal assistance);

c) Investing in complementary multi-sector interventions that indirectly address gender priorities (e.g. school feeding programmes, water and transportation infrastructure, expansion of health programmes, security and legal systems).

GRB limitations in macroeconomics and fiscal policies

GRB does not directly address national macro-economic policies and plans and fiscal policies. GRB initiatives also tend to focus on new aid modalities and on the expenditure side of budgets.

Although attention needs to be paid to the revenue side of national accounts, this is in fact been very difficult to do. Much work needs to be done on the revenue side of budgets. An important gender gap in fiscal policies that remains unaddressed is the use of direct sales taxes such as the Value Added Taxes (VAT). These taxes are uniform for all socio-economic groups and disproportionately affect women who form not only the majority of the world's poor but the larger share of the informal sector and earn lower wages.

A frequent observation is the "disconnect" between national development strategies, national budgets and national gender equality plans or strategies. Because of increasingly limited resources for development, and the common misunderstanding that everyone should be working on gender mainstreaming and everyone knows how to do it, there is a tendency not to allocate dedicated funds for gender equality.

Use gender marker systems to track resources available for gender-related projects

National governments and many organizations, including those in the UN system, have faced systematic challenges in dealing with resource allocations. The gender marker system is designed to identify gender gaps and could be used as the basis for allocating resources, especially at country level.

The experts reinforced the use of gender markers for systematic financial tracking of aid and monitoring of budget expenditures for gender equality. Gender markers can be used at various stages of the programming process: for planning gender-responsive programme budgets, for revenue-raising, for resource distribution as well as for reporting on gender equality results. Data on the gender marker system is publicly available and, when linked with the work of specific organizations, it can be very powerful.

However, the gender marker systems are limited as they only track the quantity of investments made and not their quality. But while the analysis generated by GRB focuses on resource allocation, experts expressed that GRB needs to be complemented by an analysis of programmes' impact on achieving gender equality to understand how women's lives have improved and or could be improved in future.

In summary, participants recommended gender-responsive budgets as potentially effective tools for holding national governments accountable for gender mainstreaming. Gender-responsive budgeting programs have successfully demonstrated the capacity to use the dual or triple gender approach (mainstreamed, targeted and multi-sector) when deployed strategically.

E. THE INSTITUTIONAL AND POLITICAL ENABLERS THAT REINFORCE THE GENDER MAINSTREAMING TECHNICAL PROCESSES

As UN Women pointed out at the outset in the conceptual note[65] for this expert group meeting, the confusion between competing visions of gender mainstreaming processes hamper the adoption of gender mainstreaming in development cooperation systems and national development strategies, and affect its impact.

While agency policies, procedures, resources and culture affect the political and policy environment in which gender mainstreaming is implemented, these factors are not to be confused with the substantive programmatic components and processes of gender mainstreaming that are embedded in national development strategies and sectoral policies and programme interventions. The corporate and programming paths follow different trajectories and cannot be planned and assessed the same way.

Participants stressed that a discussion on gender mainstreaming could not be limited to technical advances in programming practices. Political will was a major driver of change and a key factor for the success of gender mainstreaming but lack of leadership continues to be a major challenge to effective gender mainstreaming in development programming work. Only could an enabling organizational environment effectively sustain the adoption of technical innovations in gender mainstreaming in programming.

Convincing sector professionals of implementing gender mainstreaming and negotiating the gender equality agenda with stakeholders

Integrating gender perspectives into programme and policy sectors involves inserting gender equality language, knowledge and methods into a wide range of political, technical and service delivery institutions. The established goals of development sectors, however usually take precedence over gender equality.

Convincing sector professionals that gender equality goals "fit in" is not achieved by a magic bullet or coercion (e.g., law or policy). There was a consensus amongst the experts that it was critical to reach those "not converted" senior level decision-makers in government sectors and society at large to the exponential value of gender equality and women's empowerment.

Commitment to and ownership of gender awareness and responsiveness needed to be created at both ends of society: at the policy-making levels, where gender equality programmes are conceptualized in government policies and programme planning processes; and at the grassroots, where development programmes are implemented.[66] A variety of means have to be deployed for re-orienting the overall sector work towards paying due attention to relevant gender perspectives.

[65] UN Women, A concept note outlining the context, purpose, conceptual framework and guiding questions for the UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013 Experts Group Meeting in the Dominican Republic, April 20-May 3, 2013.

[66] George Zimbizi, "Gender mainstreaming in development programs: what works, what does not work and what needs to be done". Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

These strategies (invoking global norms, policy advocacy, policy research, provision of credible and current evidence, knowledge and expertise, reference to experiences, modification of programming procedures, training, evaluations, etc.) are often not attached to incentives or sanctions.

Among such strategies, enlisting gender champions in government, especially in central and line ministries, the private sector and communities as allies and organizational change agents for the gender equality agenda was singled out as a very effective advocacy approach.

Organizational incentives can enhance commitment. The UNDP Gender Equality Seal[67] was cited as an example of corporate certification processes that help acknowledge solid work on gender-based development and related impact at the institutional level.

The greater involvement of women's groups at all levels was encouraged, beyond the educated and English-speaking elites, to identify unmet needs through current gender mainstreaming strategies and in order to promote ownership and lobbying for their concerns and rights.

Such intensified and systematic political mobilization efforts need to become an integral part of gender mainstreaming programming. This requires undertaking thorough analysis of the political climate, the governance context and of the country's overarching values and attitudes towards gender issues (e.g., research on stakeholders' roles and views, reviews of policies, leadership, resources, capacity and accountability mechanisms).

Investing in dedicated gender expertise

Incorporating gender equality and women's empowerment in development programming is a multi-level and multi-dimensional process, which requires high-quality consistent and continuous technical gender expertise within both international development assistance and national development sectors for programme formative research, planning, implementation and monitoring and evaluation. Yet, not everyone can claim to be a gender mainstreaming specialist.

In this regard, the experts agreed that gender mainstreaming should create a demand for gender expertise and not create the impression that expertise is no longer needed.

However, there seems to be some confusion between three types of organizational roles for gender mainstreaming: the gender champion (political advocate); the gender focal point (assigned in mainstream institutions to convene and gather gender expertise); and the gender expert (policy analyst, planner, implementer and evaluator).

[67] A similar certification program is the UNICEF Brazil's Municipality Seal of Approval - an international recognition granted by UNICEF to those municipalities which manage to make significant progress in ensuring the rights of children and adolescents by providing access to a range of social services. The strategy entails the mobilization of local municipal governments and stakeholders, including children and adolescents, to commit to jointly reach 28 indicators. Fierce competition amongst municipalities to attain UNICEF's seal makes it a very prestigious program in Brazil.

It was noted that while gender champions and advocates opened doors at the political level for the gender mainstreaming experts, it was important to fund full time senior gender focal points in every team and to invest in technical support of gender experts at all stages of the programming cycle. Participants agreed there is a need to promote training for gender experts in gender-specific programmes as well as in the mainstreaming of gender equality issues into in all policies and programmes.

Funding gender mainstreaming

In making the business case for gender mainstreaming, messages must clearly and repeatedly convey that work on gender equality and gender-responsive interventions require dedicated adequate resources and efforts. Securing substantial funding for large-scale gender equality programming into all sectors and programmes is more effective; it helps obtain adequate and consistent gender expertise, implement formative evaluation and produce knowledge management components.

Participants also noted that leveraging matching funds for large-scale programmes and projects on gender equality had led them to work more effectively and to increase the numbers of staff engaged in gender mainstreaming, which has in turn expanded the pool of national gender experts. It is also important to define adequate measurement methods, targets and indicators to evaluate the gender impact of every budgetary decision.

Experts agreed on the need to convince the donor communityto commit predictable and stable funding for gender mainstreaming as this programme component is permanently understaffed and underfunded; to invest more in improving sex-and age- disaggregated data collection and management systems for high quality statistics and related research on the impact of gender mainstreaming strategies; and in the coordination of stakeholder support for gender analysis. Such investments in data, analysis and communication strategies are required throughout the whole programming cycle.

Yet, there were some concerns about foregoing the human rights rationale when solely relying on the instrumentality of gender mainstreaming to make the business case. A pragmatic compromise is to conduct contextual analysis of politics, institutions and economic and social issues that intersect with gender inequalities, as highlighted by meeting experts.

Donor conditionalities for gender mainstreaming

Experts noted that even though gender mainstreaming is perceived to be a donor-driven agenda – rather than a national agenda - in some contexts, donors' conditionality has significantly supported gender mainstreaming in programming. In many cases, without donor conditionality there would be no attention paid to gender issues (except for national gender advocates and women's organizations that make demands for women's empowerment even when these are not a part of the national agenda).

Joint gender equality programming was also recommended as a UN system-wide programme planning principle.

Accountability for gender mainstreaming

Questions of accountability for gender mainstreaming within international institutions such as the UN were raised by experts. It was noted that the UN system has made progress on agreements and accountability tools to accelerate gender mainstreaming such as the UN-SWAP, the QCPR and gender markers but understaffing and underfunding remained obstacles to mainstreaming gender issues into all policies and programmes. In particular, gender-related outcomes in field level programming work with the potential to progressively generate lasting programme and social changes were lacking in UN development cooperation work.

Sharing knowledge of gender equality strategies

Experts stressed the importance of knowledge management and knowledge sharing as a regular practice. Sharing gender mainstreaming strategies amongst regional and international staff had shown to be an important training and advocacy means. Defining and clarifying concepts such as transformational change and the steps that need to be taken before structural and cultural changes are achieved were singled out as priorities while reassessing the gender mainstreaming strategies.

Organizational change theory for adoption of gender mainstreaming: The GADN framework

The work of the UK Gender and Development Network (GADN)[68] Gender Mainstreaming Working Group[69] with regard to how gender mainstreaming can change organizations and programmes was shared and discussed at the meeting.[70]

The experts viewed the GADN Theory of Change model as a promising model for strengthening the mainstreaming of gender perspectives into development programmes and into corporate performance.

By making a clear distinction between technical, political and organizational processes that are involved in gender mainstreaming and by building a theory on how they inter-relate, the model has a great potential to clarify the debates and reduce criticisms on the value-added, nature and effectiveness of gender mainstreaming.

The GADN makes a between the technical components of gender mainstreaming; and the political and organizational change factors (the institutional drivers of change and the political environment) that condition and accompany the technical processes. The GADN framework proposes a vision of how these two change dimensions inter-relate.

Similar to UN Women's conceptual approach for the EGM, the GADN framework makes a distinction between two sets of inputs and processes that are inter-related - technical and organizational – and required to successfully institutionalize gender mainstreaming strategies

[68] GADN is a membership network of leading UK-based international NGO staff, practitioners, consultants and academics working on gender equality and women's rights in the context of international development.
[69] The Gender Mainstreaming Working Group is made up of 'Gender Advocates', who are responsible for promoting gender equality and women's rights in the UK-based headquarters of these international NGOs.
[70] Helen Derbyshire, "Theory of Change (ToC) in gender mainstreaming." Discussion paper presented at UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013

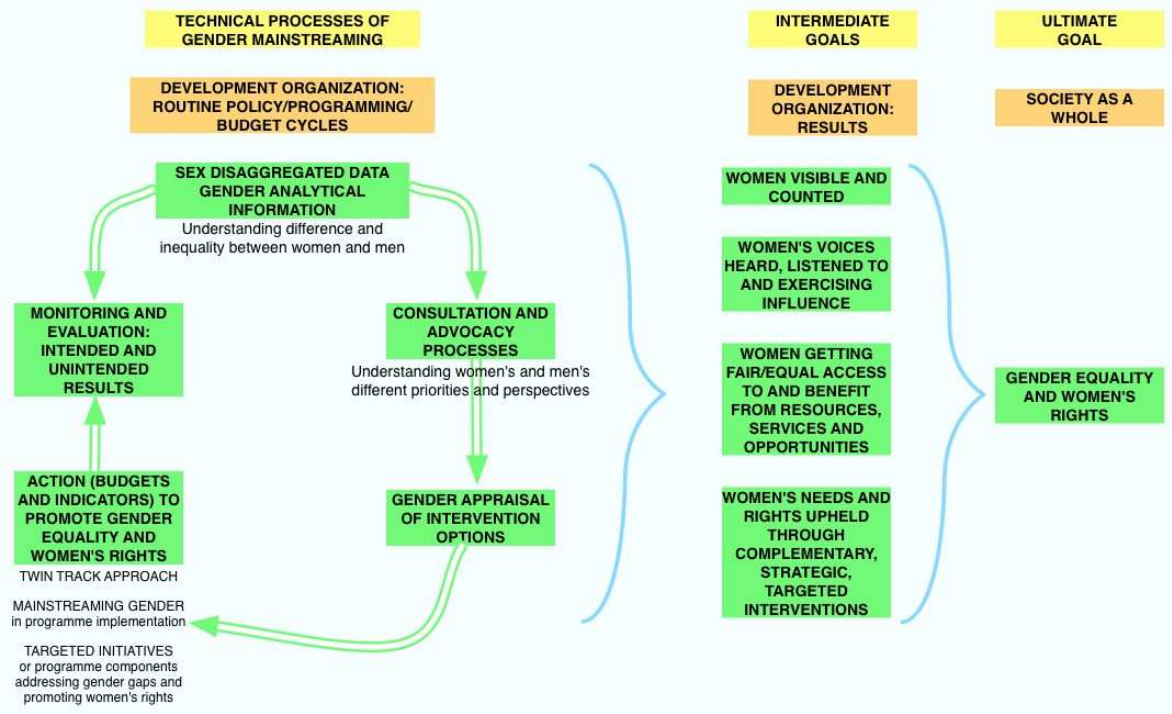
within development organizations and government agencies and to have an impact on gender equality outcomes. In the model, these two sets are shown as distinct sequential pathways, although reality is never linear.

The technical and substantive processes of gender mainstreaming

The technical processes consist of the set of investments and interventions made by development cooperation and programme countries agencies for implementing policy commitments and for achieving development outcomes through specific interventions and initiatives.

These actions, guided by technical gender expertise, include systematic collection and analysis of sex-disaggregated and other relevant data and systematic gender analysis, as relevant, of differential impacts on women and men and of other programme contexts; consultation with relevant constituencies, including women's CSOs to appraise findings and propose priority responses; develop evidence-based programme interventions, including expected results; negotiate budget; define implementation and M&E modalities; monitor and evaluate, and adjust strategies according to findings.

The intervention could either incorporate initiatives in mainstream operations and/or strategically target specific programme components and special groups, as needed. Gender mainstreaming in interventions can only be successful if its strategy is appropriate to the context and used effectively. The ToC related to the technical processes required to achieve the gender goal is illustrated in the diagram below.

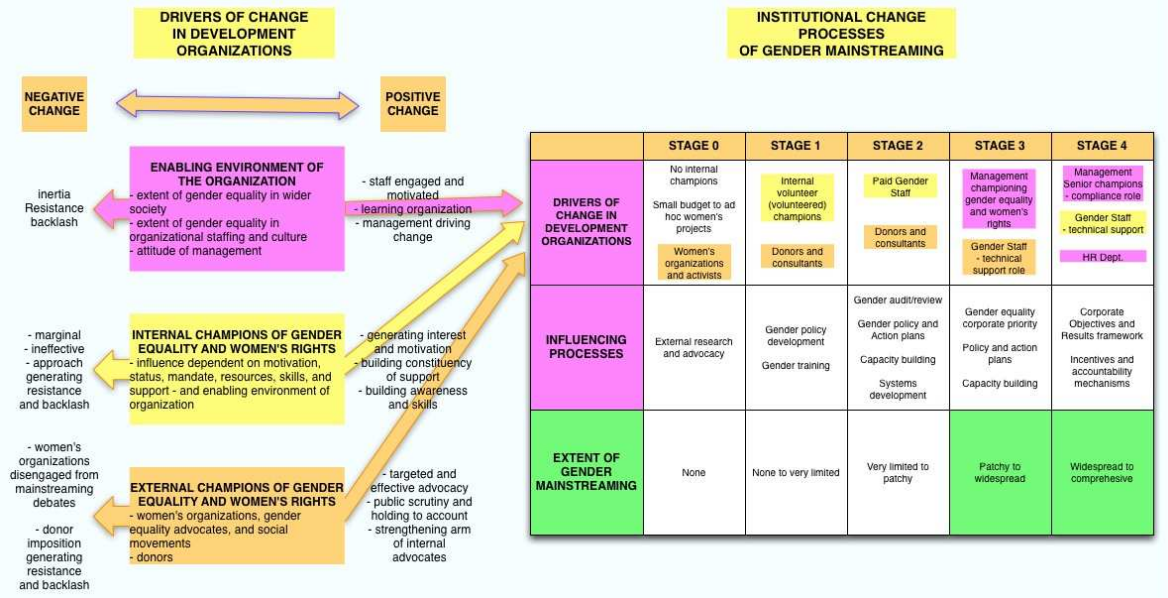


The institutional and organizational processes facilitating the adoption of gender mainstreaming

According to GADN, in order for technical processes to occur effectively and systematically (as outlined above), they must be preceded by specific processes of organizational or institutional change. This involves influencing the culture and practices of development organizations, government and CSOs, and the wider society. The ToC related to the organization or institutional processes required to achieve the gender goal is illustrated in the diagram below.

GADN singled out three key drivers of change (similar to the Political Environmental Scanning tools discussed earlier) that determine the extent to which gender mainstreaming is adopted within organizations. The three drivers of change are:

- The (enabling) environment of the organization (its mission, vision, organizational culture and attitudes towards women's rights, roles and power in the wider society and related inputs).
- Internal champions/advocates who can build political commitment of the organization towards gender equality and women's rights, through policies, procedures and staff capacity.
- External champions, such as global norm-setting systems, donors, international and national women's organizations and the media, who can create a demand for social and gender justice and implementation of commitments, through policy advocacy, aid and public debates on women's rights.



Experts emphasized the importance of creating enabling organizational environments for the adoption of gender mainstreaming, which entail support of the following actions:

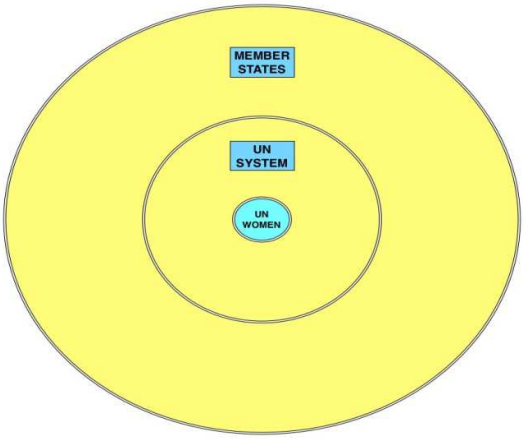
- Complementing gender analysis with organizational analysis of agencies' governance and cultural context (e.g., policy, leadership, resources, capacity, accountability mechanisms and equality at work);
- Providing incentives to staff to make sure change happens;
- Enlisting support from and building the capacity of local champions that have technical gender expertise and practical experience in how "to do" gender mainstreaming that worked out well;
- Creating partnerships between internal and external champions of women's rights and gender equality.

It was noted that in the past, there has been an emphasis on expecting the national mechanisms for gender equality (national women's machineries) to promote gender mainstreaming in other sectors of national development policies. Nonetheless, concerns were expressed on the efficacy of focusing exclusively on these change agents for penetrating the high-level end of policy-making and budgeting of mainstream sectors.

PART III- FOLLOW-UP RECOMMENDATIONS TO UN WOMEN

Experts agreed that a new conceptual and more strategic approach to gender mainstreaming was needed to increase its effectiveness in the context of development programming;[71] and to increase the visibility of its contribution to gender equality outcomes[72] for improved adoption by and credibility among sector specialists and gender advocates.

Experts called on UN Women to take a strong lead on efforts to bring gender equality front and centre on the world stage. UN Women has a unique position and central role within the UN system and within Member States, as a recognized leader for promoting gender equality and women's empowerment. It is important that UN Women's leadership role be more forcefully asserted and firm steps be taken to rejuvenate the gender mainstreaming initiative within the UN system and globally.



The experts made the following specific recommendations to UN Women for a combination of inter-related strategies to move gender mainstreaming forward, which included:

- **Immediate output**: a post-2002 Guidance Note on gender mainstreaming be feed on the expert group suggestions. Participants emphasized that the goal of the new Guidance Note was to focus on strengthening gender mainstreaming within development programming at the national level.

- **Intermediate output**: an online compendium[73] of information and good practices to support the Guidance Note. Participants noted that UN entities and development partner organizations had good documentation and good practices available on gender mainstreaming within various sectors. However, these were not shared within and between UN entities and with Member States and NGOs. The experts group agreed on

[71] UN Women, 2013, A concept note outlining the context, purpose, conceptual framework and guiding questions for the UN Women Expert group Meeting on "Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context", Santo Domingo, Dominican Republic, April 29-May 3 2013
[72] Comparative analysis of programme evaluations in Zimbabwe, Rwanda, Kenya, Swaziland and Ethiopia over the past 15 years found that gender mainstreaming had been used as an excuse to render gender considerations "invisible".
[73] An example is the Aidstar-One Compendium of Case studies in Gender, HIV/AIDS and health. http://www.aidstar-one.com/focus_areas/gender/resources/compendium_africa

the need to share resources on strategies that work to promote gender equality into a one-stop digital/online compendium.

- **Medium and longer term outputs**: A communications campaign[74] to move gender equality forward within the post-2015 development agenda at the global level and in the context of the 20-year review of implementation of the Beijing Platform for Action; and a Global Fund to Promote Gender Equality (similar to the Global Climate Change Fund)

- **End-users or target audiences** of the proposed product(s) included various categories of stakeholders, including staff and partners of:
  - UN Women (country offices and for internal use).
  - UN sister agencies (sector specialists, technical managers).
  - Government stakeholders (decision makers, program staff, gender focal points)
  - Donors/development cooperation agencies

The products may also be useful for broader constituencies of citizens involved in advancing gender equality and women's equality worldwide.

A. A new UN policy overview on gender mainstreaming in development programming

A concrete deliverable of the EGM was to inform revisions of the UN system Overview note on gender mainstreaming published in 2002.[75] After more than a decade after its release (in 2002), the UN overview note needs revision.

UN Women was interested in offering this additional guidance on gender mainstreaming to its own staff in programme countries, to UN operational entities and to Member States sector agencies. UN Women saw the UN guidance note as an instrument to coalesce the UN system around renewed orientation and integration of gender perspectives in development. The experts strongly agreed that UN Women's new coordination mandate placed it to take the lead on these initiatives.

Experts recommended that the 2002 Guidance Note be retained but that a second "state-of-the-art", succinct, sharp Policy Overview supports it. Experts' recommendations for guiding the process and achieving consensus on a new Policy Overview are described in Annex 4.[76]

The Policy Overview would emphasize, among other issues, the strategies required for successful gender mainstreaming in programming not only at country level but throughout the UN system, including in monitoring and evaluation frameworks of development programmes so as to improve gender equality results. It would promote standards for effective gender equality programme interventions with transformative potential that draw

[74] Examples of internationally recognized campaigns include: the Girl Effect (education for adolescent girls) http://www.girleffect.org/ and One Man Can (against gender based violence) http://saynotoviolence.org/join-say-no/one-man-can-campaign

[75] The 2002 note aimed at clarifying the concept of gender mainstreaming, and at illustrating its relevance for the UN System, its 60 plus entities and department, Member States, civil society organizations and other development partners and practitioners.

[76] The experts conducted a Strengthens, Weaknesses, Opportunities, Threats (SWOT) analysis on the 2002 Guidance Note; findings are included in Annex 4.

from academic research studies and evidence available in joint human rights and gender equality operational research and evaluation reports. Standards should include, for example, the need for gender equality interventions to be based on proven Theories of Change and stronger gender mainstreaming in evaluation practice.

UN Women planned to discuss the guidance note with the UNDG task team for gender equality and the Inter-Agency Network on Women and Gender equality (IANWGE) and then, pass the policy document to UN central coordination and operational bodies, including UNDG.

B. Promote a Steering Committee or Task-Force for Gender Mainstreaming moving forward

Experts strongly recommended that UN Women continue with the current group of experts to provide input as a Steering Committee or Task-force to move forward on the gender mainstreaming agenda.

C. An online compendium[77] of information and good practices to support the Guidance Note

Experts strongly recommended that in order to support these revitalization efforts, UN Women takes steps and devotes resources to become "the main" repository of global knowledge on achieving gender equality and equity by creating a Compendium for Good Practices.

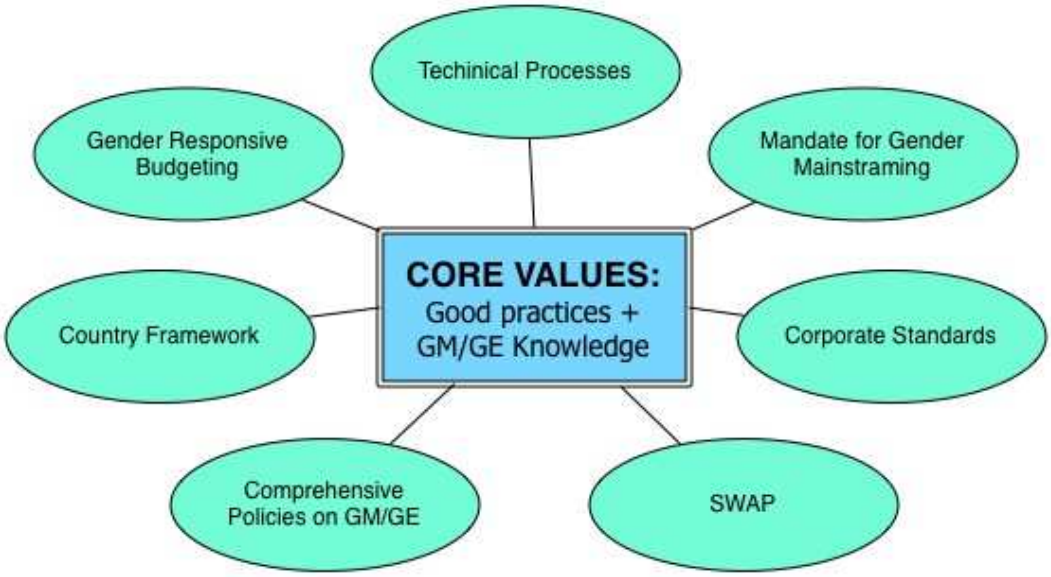
A digital/online Compendium of Good Practices would accompany the Guidance Note and build evidence on the efficacy of gender mainstreaming strategies. The Compendium would comprise of an online platform for high-quality knowledge sharing and resources on gender mainstreaming.

Experts argued that there was an urgent need for UN Women to highlight successes achieved through gender mainstreaming strategies thus far, through knowledge sharing, translation, and management in order to revitalize gender mainstreaming efforts system wide. The repository must include programme interventions, which utilized transformative gender mainstreaming strategies, and achieved concrete and measurable gender equality results that could be illustrated through changes that benefitted societies.

In addition to good practices of gender mainstreaming efforts of various UN entities, the repository should include UN policies and mandates, tools, evaluations, technical processes, SWAP, corporate standards, country gender assessments, integrated country level gender equality/equity results.

Suggested categories of resources were illustrated by a diagram as follows:

[77] An example is the Aidstar-One Compendium of Case studies in Gender, HIV/AIDS and health. http://www.aidstar-one.com/focus_areas/gender/resources/compendium_africa



D. A communication campaign making the business case for gender mainstreaming

There was consensus that countries, donors and technical assistance agencies need to have a sense of ownership of gender mainstreaming processes and this would be best achieved by demonstrating the advantages of gender mainstreaming at macro, meso and micro levels.

In order to create a demand for gender mainstreaming and link it to the post- 2015 global development agenda, experts supported the idea of developing a global communication campaign on the importance of gender equality, targeted at those who still resist the rationale for gender equality and who remain sceptical of the efficacy of gender mainstreaming; and to negotiate for strong arguments on gender mainstreaming into the post-2015 SDGs to address gaps in the current MDGs.

The term "gender mainstreaming" is perceived as UN's language and donor-driven. It is also multi-layered and complex, with different meanings in different contexts at the country level, for governments, NGOs and local people. It needs to be unpacked into simple language that is translatable into different languages and illustrated by examples of change brought by the strategies into organizations and people's lives. Some re-branding may be considered to avoid negative connotations when it is coined as a just cross-cutting process and to increase the prominence of gender equality perspectives.

Experts also felt that there was a need to go beyond the feminist discourse to embrace and operationalize gender equality more fully in all sectors of development. For optimal allocation of resources for gender mainstreaming, it is crucial to make an evidence-based business case with the Ministries of Finance, Planning and Economy that integrating gender equality programming strategies not only lead to gender equality outcomes but to overall societal socio-economic benefits. This argument can also be extended to other sectors such as infrastructure, transport, energy and climate change. There is a need to build a constituency of sector specialists who understand the importance of gender analysis and the benefit of gender equality in these sectors and can play the role of internal champions. Sector specialists

can then become convincing champions of gender mainstreaming within various sectors and Ministries.

E. A new global fund for gender equality programming

Gender experts observed that recent global debates on cross-cutting issues, such as HIV/AIDS, sustainable environment and climate change, had attracted large funds/resources. Even though the intersection of gender equality with these emerging cross-cutting issues was critical for development programming, these new funding mechanisms had unfortunately not integrated gender concerns and were therefore not available for gender equality programming.

The experts recommended that UN Women's long term goal was to advocate for a Global Fund to Promote Gender Equality (similar to the Climate Change Fund) in order to provide significant resources for gender programming (similar to the MDG-F) but also to bring acceptance and credibility to the importance for gender equality issues to be addressed globally in the post-2015 development agenda.

This fund could be used for supporting, among other things, the "hard to penetrate" sectors with continuous supply of gender technical expertise and for implementing the standalone goal on gender equality proposed by UN Women.

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ANNEX 2: TOOLS FOR POLITICAL ENVIRONMENT SCANNING, PARTICIPATORY TECHNIQUES AND GENDER-SENSITIVE EVALUATION METHODOLOGIES

The political environment scanning tools (PES)

Experts learned about UNFPA experience[78] in using political environment scanning (PES) tools and discussed how these could be adapted for gender programming to provide a more systematic analysis of the context in which countries and sectors operate. [79]

The political environment scan (PES) is a risk-assessment and forecasting exercise, which helps determine needed interventions on the basis of multidimensional studies of the context. It is a multidisciplinary and holistic process intended to gauge unforeseen events, identify partners for change, increase preparedness to respond to risks and opportunities and improve strategic positioning and planning.

A colour rating system may be used to signal high risks, needs for mitigating strategies, rising opportunities and the scope of measures required to sustain national and international partnerships.

One of PES tools consists of a comprehensive macro-level categorization framework called STEEP which may be used to analyse gender equalities at the sector, country, regional or global level. STEEP stands for:

- S – Social, e.g. greater poverty of women relative to men, their vulnerability to violence and discriminatory attitudes and practices.
- T – Technology, e.g. women and men's access to technologies such as mobile phones and computers that increase capacities.
- E – Economic, e.g. gender division of labour within the economy, gender differences in ownership of economic assets, rates of employment and salaries, domestic unpaid labour.
- E – Environmental, e.g. difference in women and men's access to scarce resources and their experiences of climate change.
- P – Political, e.g. gender inequalities in political power, participation in political processes, access to decision- making and representation.

Each of these types or levels of inequalities can be tracked using a Monitor, Analyse and Position – MAP – approach, with every inequality being rated on the basis of its intensity and impact on a society (from "1" meaning low to "5" meaning high).

Couching social issues in economic terms is better understood by sector specialists. The STEEP assessment tool can be complemented by a valuing exercise, which assigns monetary values to progress or losses made in gender equality. Monetizing the potential benefits of

[78] Natalia Dinello, "Strategic gender mainstreaming through context analysis: political environment scanning and other tools." Discussion paper presented at the Experts Group Meeting, Dominican Republic, April 29-May 3, 2013

[79] The sexual and reproductive health focus of UNFPA's mandate requires staff competencies in the health sciences and medical field. Technical "hard sciences" specialists are rarely interested in political issues or social science analysis (generally considered the "soft sciences"). The UNFPA PES toolkit was precisely developed to assist sector specialists incorporate social sciences analysis.

gender equality to individuals and society can be used for advocating gender mainstreaming with sector decision-makers.

Additional PES tools are the blind-spot and scenario analyses. By identifying difficult issues that have been ignored in the past (including the so-called "elephants in the room"), blind-spot analysis provides lessons for the future and prevents flaws in decision-making. Scenario analysis builds a shared baseline for strategic thinking and early warnings by envisioning and comparing several versions of a possible future. The ultimate benefit of scenario analysis is not accurate prediction of the future but rather better preparedness for decision-making. While blind spot analysis is retrospective, scenario analysis is prospective; their combination addresses the past, present and future. Through case studies, these tools are being used to train UNFPA staff and avoid repeating past mistakes.

Another PES tool discussed at the EGM is the Interest Group Analysis (IGA), which has great potential for gender mainstreaming. IGA identifies key players that influence programmes and helps develop strategies to strengthen support, mobilize groups and minimize opposition. Aided by tailor-made software, IGA allows for the mapping of various stakeholders, examines their influence, their political support and/or opposition in different contexts, and projects the future impact of selected strategies. For IGA analysis to work, controversial elements of issues must be clarified and influential players compared to arrive at feasible strategies.

Participatory planning and evaluation techniques

It is important to reflect on the evaluative methodologies and techniques that measure the results of gender mainstreaming. Alternative participatory techniques[80] and gender-sensitive evaluation methodologies[81] to capture complex and long-term changes in gender relations were outlined. It was argued that quantitative and qualitative techniques should be combined to allow for a more complex examination of institutional and social changes.

To ensure stakeholder participation in planning and assessments, a few innovative participatory techniques were introduced:

- the Gender Traffic Light (GTL)
- The Gender Mainstreaming and Leadership Trajectory (GMLT)
- the Most Significant Change (MSC) technique
- the Change Assessment and Scoring Tool (CAST)

The Gender Traffic Light (GTL)

At the programme planning and strategy design phase, the Gender Traffic Light (GTL)[82] helps decide whether to continue with gender-integrated interventions and/or to add targeted projects.

[80] Jeannette Kloosterman, "Assessing gender mainstreaming transformative changes within programmes." Discussion paper for Experts Group Meeting, Dominican Republic , April 29-May 3, 2013.

[81] Linda Hershkovitz, "Measuring impact of gender mainstreaming through monitoring and evaluation frameworks." Discussion paper for Experts Group Meeting, Dominican Republic , April 29-May 3, 2013.

[82] Gender Traffic Light is one of the planning tools in the 'toolbox', which is applied when a new partner organization goes through the assessment and approval process to be able to receive a grant. The 'toolbox' is a set of tools Oxfam Novib Program Officers have to apply when doing the assessment process with possible partner organizations. They make a report of this process, which is then discussed in a team meeting for final (dis)approval.

GTL consists of a set of eight questions, four at the programme level and four at the organizational level. Responses to each question receive a score: low scores signal a red traffic light - the organization is considered to be gender blind and not eligible for funding; medium scores signal an orange light - the organization risks not achieving gender outcomes but may still receive funding; and high scores signal a green light - the organization is gender sensitive and shows good practice. Program officers support partner organizations by providing gender expertise, monitor changes and gender equality results with orange scores and phase out partner organizations with red light scores.

The Gender Mainstreaming and Leadership Trajectory (GMLT)

The Gender Mainstreaming and Leadership Trajectory (GMLT) is another tool to assess how well managers and programme partners have changed their knowledge and attitudes vis-a-vis gender equality (understood as empowerment of women and changes in behaviour/attitudes of men and women).

The Most Significant Change (MSC)

The Most Significant Change (MSC)[83] technique is a participatory M & E methodology that involves project stakeholders in deciding what changes should be recorded. The MSC consists of several M&E decisions, including: first, defining the "domains of change" in gender relations at the level of implementing partner organizations and at the level of communities and families; second, deciding on a reporting period; third, collecting and selecting testimonies of women and real life stories to capture the indivisibility of women's experience in the exercise of their human rights, and verifying the stories; and fourth, conducting secondary analysis. Partner organizations are then trained to collect testimonies from women that document how changes in gender justice occurred.

It was acknowledged that individual women's stories are a first step towards building a collectively-owned gender-sensitive practice. Individual women tell stories about participating in political parties or in income-generating activities and how these give them strength to withstand community resistance. But it is difficult to establish the extent of collective culture and behaviour changes on the basis of individual stories. Only can a critical mass of individual or small-scale changes ultimately causes deeper and wider societal change along a long-term change continuum.

The Most Significant Change approach is useful to better understand what gender equality means to partner organizations and their constituency, and to illustrate the complexity of transformations in gender relations – as changes are not linear.

[83] Davies, Rick and Jess Dart", 2005, *'The 'Most Significant Change' (MSC) Technique: A Guide to Its Use*'