

Handbook on  
**GENDER MAINSTREAMING**  
for Gender Equality Results

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# ACKNOWLEDGEMENTS

UN Women through the UN System Coordination Division produced this publication. Carolyn Hannan, Gender Expert and Researcher, University of Lund, Sweden, served as the lead author.

The development of the final text resulted from close collaboration from colleagues in the UN System Coordination Division. These included Esther Mwema, Kara De Kretser, Mahlatse Ramoroka, Nicole Van Huyssteen, Sharon J. Taylor, Shivangi Shrivastava and Aparna Mehrotra, Director of the Division of UN System Coordination. Deep appreciation for their consistent engagement is due to them.

For their extensive review and inputs, sincere gratitude is extended to Christian Courtis (OHCHR); Clemencia Munoz Tamayo (UN Women Training Center); Hulda Atieno Ouma (UN Women); Leyla Sharafi (UNFPA); Marian Salema (UNODC); Silja Rajander (UN Women); Sylvia Hordosch (UN Women); and Tacko Ndiaye (FAO). Alison Rowe, Mitushi Das and Carolin Schleker in the Office of the Executive Director facilitated the development of the text. Sarah Murison, an independent gender expert, also provided valuable substantive inputs. Gloria Jacobs served as the editor for the text.

Special thanks are also due to Sima Bahous, Under-Secretary-General and Executive Director of UN Women, and Anita Bhatia, Assistant Secretary-General and Deputy Executive Director of UN Women, for their kind support and approval of this publication.

# FOREWORD

In 1995, Member States endorsed gender mainstreaming as a critical strategy for achieving gender equality. Since then, Member States have regularly reiterated their commitment to its full implementation, including for Sustainable Development Goal (SDG) 5 on gender equality and all the other SDGs. The 25-year review of the status of implementation of the Beijing Platform for Action also highlighted efforts on gender mainstreaming across a wide range of issues, from poverty eradication, education, health, employment and agriculture, to disaster risk reduction, migration and combating violent extremism. Most recently, the ongoing COVID-19 pandemic has further underlined the centrality and urgency of mainstreaming gender considerations in all pandemic response and recovery policies and programmes to benefit women and girls, who have been greatly affected.

At UN Women, we strive to support the mainstreaming of gender equality perspectives in the programmes and policies of the UN system through interagency mechanisms, as well as at global, regional and country levels. We know that when gender equality is systematically integrated in support of UN efforts at national level, the contributions, needs and priorities of women and girls become more visible. This, in turn, facilitates gender-responsive policies and actions that are more targeted and effective, including in the context of [Our Common Agenda](#) where the emphasis is on a new social contract that is inclusive of women and girls, and a strong UN architecture that delivers on gender equality as a core priority of all entities. UN Women's support for gender mainstreaming in these contexts is critical.

This Handbook is therefore timely and will enhance the existing body of knowledge on gender mainstreaming. It has benefitted from the input of gender experts in the UN, including members from the UN Inter-Agency Network of Women and Gender Equality (IANWGE) and UN Women staff. The Handbook identifies the key concepts, principles and approaches underlying a gender mainstreaming strategy. It outlines opportunities and ways to apply gender analysis across different contexts and manage for gender equality results. It also shows how to identify opportunities for organizational change, enhance financing for gender equality, and strengthen monitoring and evaluation for the oversight of the results of gender mainstreaming.

I encourage all development practitioners and policy makers to apply the Handbook's practical approaches and to disseminate it widely to further advance collective efforts. I hope that it will create new opportunities for further development of capacity on gender mainstreaming and support coordinated efforts to ensure the accelerated and full achievement of gender equality and the empowerment of women everywhere.



**Sima Bahous**

UN Women Executive Director

# INTRODUCTION

Member States of the United Nations endorsed gender mainstreaming as the global strategy for gender equality and women's rights and empowerment at the Fourth World Conference on Women in Beijing in September 1995 and called for its implementation in all areas of development.<sup>1</sup> In the 25-plus years since the Beijing Conference (Beijing +25), Member States of the United Nations have consistently reaffirmed the importance of the strategy and have noted the need for

accelerated implementation of the gender mainstreaming strategy. Most notably, the transformative potential of gender mainstreaming was reaffirmed in the 2030 Agenda for Sustainable Development with its call for accelerated implementation.<sup>2</sup> This was complemented by an explicit acknowledgement by Member States that sustainable development cannot be achieved in any area without gender equality and women's rights and empowerment.<sup>3</sup>

## Beijing Declaration 1995

*...We hereby adopt and commit ourselves as Governments to... **ensuring that a gender perspective is reflected in all our policies and programmes.***

*...Commitment at the **highest political level** is essential for its implementation, and Governments should take a **leading role in coordinating, monitoring and assessing progress...***

There were great expectations for the potential of gender mainstreaming to achieve the goals of gender equality and women's rights and empowerment when the strategy was globally endorsed at the Beijing Conference. This new strategy was perceived as a way to move beyond the earlier, fragmented "women in development" project-based approach towards a deeper and more sustained impact on development policy and practice.<sup>4</sup> Since Beijing, assessments of the status of implementation indicate that some progress has indeed been made. There have been significant efforts to implement gender mainstreaming in many sectors and policy areas by Member States and organizations at national, regional, and global levels. And there have been notable improvements in promoting and protecting the rights of women and girls, in facilitating their empowerment and attaining substantive equality between women and men.<sup>5</sup>

This Handbook on Gender Mainstreaming for Gender Equality Results has been developed with the aim to encourage and support more systematic and effective mainstreaming implementation for the achievement of gender equality and women's empowerment throughout the United Nations system and within all sectors. It is intended for use by practitioners, policymakers, gender focal points and technical managers with varying

levels of awareness and knowledge of gender mainstreaming. It is also a resource for gender specialists and advisors, who play a critical role in guiding and mainstreaming for gender equality results. By consolidating knowledge on gender mainstreaming and by identifying promising practices and positive trends to strengthen its implementation, this publication can provide a powerful incentive to build on the gains that have been made in the Beijing+25 period.

## THE RATIONALE AND PURPOSE OF THE HANDBOOK

Gender mainstreaming continues to be the core strategy for accelerating progress on gender equality. States have worked on mainstreaming gender in policies and programmes for such issues as poverty eradication, education, health, employment, agriculture, disaster risk reduction, migration and combating violent extremism. Many have also worked to bolster cooperation between national machineries and ministries. In some countries, intersectoral coordinating structures have been established to spearhead and coordinate gender mainstreaming in ministries, departments and agencies.<sup>6</sup>

The United Nations has also shown commitment to gender mainstreaming in policies and programmes and has developed key accountability and reporting frameworks for the corporate and country levels – the UN-SWAP and the UNCT-SWAP. In 2020 a total of 70 entities participated in the System-wide Action Plan 2.0, of which 62 percent were recorded as either meeting or exceeding the requirements.<sup>7</sup> This was a two-percentage-point increase from the 2019 reporting data. For the United Nations Country Team System-wide Action Plan, gender equality scorecard assessment increased to 38 country teams in 2020, up from 33 in 2019.<sup>8</sup> The increased uptake of UNCT-SWAP reporting reflects further validation of the acceptance and usefulness of the standardized system-wide accountability mechanisms for gender mainstreaming.<sup>9</sup>

Whilst many successful efforts have been made since 1995, opportunities remain for the gender mainstreaming strategy to better support the achievement of gender equality. The possibilities for organizations to benefit from the full transformative potential of gender mainstreaming remain to be fulfilled in many areas of development policy and practice.<sup>10</sup>

Like many other strategies, gender mainstreaming is only as good as the efforts made to implement it.<sup>11</sup> There have been clear challenges in commitment to the strategy; in understanding the principles, approaches, and methodologies required; and in investing resources and developing institutional capacity to support implementation. As a result, the situation of many women and girls around the world remains precarious and, in many areas, including in the context of COVID-19, their rights are under increasing threat.

The impact of COVID-19 has brought increased maternal mortality, gender-based violence, burdens of unpaid care work and unemployment to women. School closures and the gender digital divide have reduced access to learning for many women and girls, who are less likely to return to school than men and boys. According to UN Women, in 2021 an estimated 435 million women and girls were living in extreme poverty around the globe.<sup>12</sup> Recent reports indicated that the pandemic would play a large impact on these numbers, pushing an expected further 96 million into extreme poverty by the end of 2021, 47 million of whom would be women and girls.<sup>13</sup> Mainstreaming gender considerations into all government policies and programmes and their implementation

in the COVID-19 recovery therefore requires dedicated effort.<sup>14, 15</sup>

Moreover, the increasing importance of gender-responsive implementation of the 2030 Agenda provides significant impetus for developing further knowledge, capacity and focus on effective gender mainstreaming. Member States have, over the past two decades, specifically requested greater clarity on entry-points in workstreams, on training and capacity-building activities, and on how to develop guidelines and tools.<sup>16</sup> More specifically, five years after the adoption of the 2030 Agenda, Member States at the 2019 High Level Political Forum expressed concern that vulnerabilities and deprivations were becoming more entrenched, stating that “Progress towards gender equality and the empowerment of all women is too slow.”<sup>17</sup> With less than 10 years to go to deliver on the 2030 promise of gender equality, the “Decade of Action” requires global action, strengthened leadership, and ambitious efforts to achieve Goal 5 and gender equality.<sup>18</sup> Calls for accelerated actions towards gender equality emphasize the importance of gender mainstreaming and strengthened understanding of the strategy and the ways it can support gender equality and women’s rights and empowerment.

The year 2022 is also the occasion of the 25<sup>th</sup> anniversary of the adoption of the Economic and Social Agreed Conclusions on gender mainstreaming, an opportune moment to reflect on the gender mainstreaming strategy, and offer guidance on its effective implementation at national, regional, and global levels. This Handbook on Gender Mainstreaming for Gender Equality Results directly links to calls for greater capacity and further guidance on systematic and effective gender mainstreaming implementation.

## USING THE HANDBOOK

This Handbook seeks to promote understanding of the gender mainstreaming strategy and the required gender-responsive policy and practice necessary for it to be implemented in all areas. While the Handbook is focused specifically on the more traditional areas of development policy and practice, the discussions, findings, and recommendations are equally applicable in the context of humanitarian responses and programmes in conflict and peace-building contexts.



# CHAPTER 1

Key Concepts

Underlying the Gender

Mainstreaming Strategy

# INTRODUCTION

This chapter provides an overview of the main concepts underlying the gender mainstreaming strategy – ‘gender’, ‘gender equality’, and ‘mainstreaming’. Other concepts commonly used in reference to gender mainstreaming – ‘gender-responsive’, ‘gender-transformative’ and ‘intersectionality’ – are also introduced.

A clear understanding of these concepts is important for facilitating effective implementation of gender mainstreaming. Lack of clarity causes confusion around the goals, principles, and approaches of the strategy. It leads to many different interpretations – and often misinterpretations – of what gender mainstreaming means in practice, which can seriously constrain implementation. This reduces the potential

of gender mainstreaming to influence development policy and practice and lead to positive gender equality results.

Increased knowledge on the concepts and principles underlying the gender mainstreaming strategy is important for strengthening:

- Recognition that systematic and effective implementation of mainstreaming for the achievement of gender equality goals is essential for positive development outcomes in all sectors and policy areas; and
- Understanding that gender mainstreaming should be an integral part of the work of all development practitioners.

## 1. KEY CONCEPTS AND TERMINOLOGY

### GENDER

The concept of ‘gender’ was developed when the limitations of focusing exclusively on women became clear. Based on the understanding that the status and situation of women was closely related to their relationships with men, the concept of ‘gender’ provided a means to ensure a stronger focus in development policies and practice on women’s empowerment, women’s

human rights, and substantive equality between women and men. It brought increased attention to gender biases and highlighted issues of potential discrimination and denial of rights in development policy, practice, outcomes and results.

Definitions of gender, such as the one in the box below, are commonly used in development policy and practice, and should be understood in its historical context, mentioned above.

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#### Definition of Gender:

Gender refers to the roles, behaviors, activities, and attributes that a given society at a given time considers appropriate for men and women. In addition to the social attributes and opportunities associated with being male or female and the relationships between women and men and girls and boys, gender also refers to the relations among women and those among men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader sociocultural context, as are other important criteria for sociocultural analysis including class, race, poverty level, ethnic group, sexual orientation, age, etc.

Source: [UN Women Training Center glossary on definitions](#)

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Notably, when the concept of gender is utilized in development contexts, it is usually in terms of the two fixed categories – women and men.<sup>19</sup> The possibility that gender identity and sexual identity and expression may be more fluid and plural in forms is not considered. The reality of other identities and forms of sexual expression is ignored and denied.<sup>20</sup> This results in heteronormativity or ‘institutionalization of heterosexual norms’ and a rejection of alternative modes of gender identity and sexual orientation.<sup>21</sup> It must be recognized that gender identity, sexual orientation, and intersex status are critical development concerns which cannot be adequately addressed with a narrow binary focus on the concept of ‘gender’. It is therefore important that analyses

by development practitioners consider other gender identities to avoid further discrimination and exclusion.

## GENDER EQUALITY

Achieving gender equality and women’s rights and empowerment must be the explicit focus of all efforts to implement gender mainstreaming and assess its impact on development policy and practice. Efforts must go beyond a ‘do no harm’ approach, ensuring that development policies and practice do not maintain or exacerbate inequalities, discrimination, and exclusion.

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### Definition of Gender equality:

Gender equality refers to the equal rights, responsibilities and opportunities of women, men, girls and boys. Equality does not imply sameness but that the rights of women and men will not depend on the gender they were born with. Gender equality implies that the interests, needs and priorities of all genders are taken into consideration, recognizing the diversity of different groups. Gender equality is not a women’s issue but should concern and fully engage all genders while recognizing that neither all men nor all women are a homogenous group.

Source: [UN Women Training Center glossary on definitions](#)

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## GENDER MAINSTREAMING

Effective and systematic use of the gender mainstreaming strategy, and achievement of gender equality and women’s rights and empowerment, is essential for positive development outcomes in all areas. Gender mainstreaming should be an integral part of

the work of all practitioners in development policy and practice.

Successful use of gender mainstreaming requires a sound understanding of the purpose of the strategy – the achievement of gender equality and women’s rights and empowerment – as well as of the methodologies and tools for effective implementation.

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### Definition of Gender mainstreaming:

‘...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.’

Source: [ECOSOC Agreed Conclusions 1997/2](#)

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Gender mainstreaming requires that both women's and men's priorities, needs, and contributions are explicitly taken into consideration in all planning, implementation and monitoring of development interventions, in order to achieve gender equality and women's rights and

empowerment. This involves both ensuring that all policies, strategies, regulations and methodologies, and outcomes achieved are gender-responsive, and that women as well as men are actively involved in leadership and decision-making, with equal influence on the directions and outcomes of development.

### Central principles of gender mainstreaming:

- It is a strategy focused on achieving the goal of gender equality;
- The strategy is relevant for, and should be utilized in, all sectors and policy areas;
- The strategy requires explicit attention to both women and men, and diverse gender identities, ensuring that they can participate in, influence, and benefit from development policy and practice; and
- Successful implementation requires that the knowledge, concerns, priorities, experiences, capacities and contributions of women, men, and gender-diverse people are made an explicit and integral part of all policy and planning processes, to inform and influence the direction of policymaking, planning and outcomes.

### What is the mainstream?

To understand gender mainstreaming, it is critical we understand the mainstream. The development context or mainstream into which gender equality issues are to be integrated can differ considerably, depending on, for example, the policy areas/sectors involved and the socio-economic context in which interventions are to be planned and implemented. There can be no blueprint for approaches or methodologies. These must be tailored to the specific development contexts. There are three levels to consider:

1. The interrelated set of dominant ideas – theories, norms, assumptions, and beliefs that underpin all actions;
2. The practices – decisions, laws, regulations and other actions, that flow from these dominant ideas and determine who does what and who gets what in society; and
3. The power systems and relations, which determine who has decision-making authority to determine both the dominant ideas and the practices – including formal and informal leaders and others with influence/power.

A good understanding of the development context or mainstream is critical to developing sound strategies which can lead to positive gender equality results. In many cases, gender-biased beliefs, norms, practices, and leaders and power-holders can work against gender equality – creating constraints for directing development attention and resources to women and girls as well as men and boys, and to gender-diverse individuals. These constraints may be in the form of formal laws, regulations, policies, and plans based on negative norms, assumptions, or stereotypes, or may be simply based on more informal social or economic conventions – ‘the way things are’.

It is critical to understand the underlying power relations and other causes of gender inequality, discrimination, and exclusion, and to identify key stakeholder who need to be influenced and supported to ensure engagement and commitment to desired change for gender equality results.

Gender mainstreaming brings new or emerging perspectives into the mainstream, through, for example, data and gender analysis, in order to redirect the flows of resources and attention, to achieve positive gender equality results.

## From mainstreaming to gender mainstreaming

The strategy of mainstreaming was developed in the 1980s in development contexts, as a means to promote gender equality and women's rights and empowerment. While initially only used

in the context of gender equality, over recent decades, mainstreaming has been introduced in a range of other development areas and is now an accepted and well-utilized strategy for work on the environment, disability, human rights, HIV/AIDS, poverty reduction and the situation of children, among others.<sup>22</sup>

## MAINSTREAMING

Mainstreaming refers to **a strategy** utilized in development policy and practice today **for increasing attention and resources** to a wide range of specific development issues which might otherwise be neglected -- including the environment, human rights, disability, and the situation of children.<sup>23</sup>



## GENDER MAINSTREAMING

Gender mainstreaming refers to the use of the mainstreaming strategy to bring attention and resources to critical issues of gender equality, women's rights, and empowerment, which otherwise can be ignored or neglected.

The mainstreaming strategy requires that **these prioritized issues be addressed in an explicit, visible, and sustained manner, as an integral part of development policy and practice**, in order to bring about change in processes, outcomes and results.



An essential element of gender mainstreaming is ensuring that prioritized gender equality issues are systematically and explicitly identified and addressed in all goals, processes, and outcomes to ensure positive change and 'transformation' and results for gender equality.

Mainstreaming is not an end in itself. A strong explicit **focus on achieving positive results** in the areas where the strategy is utilized is a critical element of mainstreaming.



Gender mainstreaming should focus strongly and explicitly on achieving positive development results for gender equality, and women's rights and empowerment.

Effectively implementing the mainstreaming strategy in any development policy area requires **systematic attention to priority issues in all processes and activities, at all levels and in all policy areas**.



In gender mainstreaming all areas of development must be covered, and all phases of development policy and practice must be made gender-responsive – from norm development, goal formulation and conceptualization, through to design, planning, implementation, follow-up, monitoring and evaluation, and results management and reporting.

Goal- and results-achievement through mainstreaming will be most effective if the strategy is **implemented from the initial stages of policymaking and programming**.



Attention to gender equality issues should always be included in initial processes, in particular in all data collection and analyses. Gender equality issues can be retrofitted at later stages, but this is always more difficult and less effective than including them from initial stages.

All development practitioners must develop **awareness, knowledge, commitment, and capacity** to ensure systematic and effective implementation and results in the policy areas where mainstreaming is utilized.



Capacities needed to ensure systematic and effective implementation of mainstreaming for gender equality results include conceptual clarity on both the mainstream or development context in which interventions will be implemented, and on the process of mainstreaming, including gender-responsive analyses, planning, results management and knowledge management and communication.

## Language variations in mandates calling for gender mainstreaming

Intergovernmental mandates calling for implementation of gender mainstreaming do not always use the word mainstreaming. Mandates may instead call for actions to integrate, incorporate, or embed gender equality issues into development processes and procedures and outcomes.<sup>24</sup> Mandates may call for action to make gender equality issues an integral part of development policy and practice, or for increased attention to or consideration of gender equality perspectives. The gender mainstreaming strategy can be implied rather than explicit – for example, through references to gender-sensitive or gender-responsive programming.

## GENDER-RESPONSIVE

The term ‘gender-responsive’ was used in the ECOSOC Agreed Conclusions in 1997 when Member States called on the United Nations Secretariat to provide intergovernmental bodies with “an analytical basis for gender-responsive policy formulation”.<sup>25</sup> The concept is increasingly used in relation to gender mainstreaming in development policy and practice today, for example, in establishing mandates for gender mainstreaming.

### Definition of Gender-responsive:

Gender-responsive describes processes or outcomes that explicitly take gender equality into account, for example through research, data collection, analyses, consultation and other processes. Gender-responsiveness implies consistent and systematic attention to gender-based differences and inequalities between women and men, with a view to addressing systemic and structural constraints to gender equality, as well as underlying causes of gender inequality, discrimination, and exclusion. Processes and outcomes that are gender-responsive could be laws, policies, programmes, services and other inputs that are formulated, planned and delivered in a manner that facilitates the achievement of gender equality.

Source: [United Nations \(1997\), E/RES/1997/66](#)

Ensuring that processes and outcomes are gender-responsive relies on concerted efforts as shown in the diagram below. Understanding what the gender-responsive actions and outcomes would be in different

sectors and policy areas – for example, in poverty reduction, economic development, agriculture, education, health or biodiversity – is critical for designing appropriate interventions.



### The term ‘gender-responsive’ is often used in relation to analyses and budgeting:

#### Gender-responsive analysis:

refers to analyses that routinely give explicit attention to gender equality. These can include stakeholder, poverty, environmental impact and country analyses.

#### Gender-responsive budgeting:

is used to describe budget processes and outcomes that take gender equality into consideration. To ensure adequate attention to women and a gender equality perspective, planners influence budget formulation, resource allocation and monitoring and reporting.<sup>26</sup>

## GENDER-TRANSFORMATIVE

The potential of gender mainstreaming to lead to a transformation in gender relations with positive results for gender equality was first identified in the Beijing Platform for Action. This transformative potential has sometimes been referred to as the 'revolutionary aspect' of gender mainstreaming.<sup>27</sup>

The term 'gender-transformative' is increasingly used in work on gender mainstreaming to achieve gender equality, often without clarity on what the term means in practice. Gender transformative can refer to both processes and outcomes – i.e. to approaches, practices, interventions or other measures as well as to the transformation or change that they produce, leading to positive gender equality results.

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### Definition of Gender-transformative:

'Gender-transformative' refers to development projects, programs and policies in which gender mainstreaming is utilized to design and implement activities that attempt to redefine gender roles, and relations and promote positive gender equality results. Commonly used terms such as *Gender-transformative approaches*, practices and interventions indicate that these are planned and implemented in a manner intended to lead to positive transformation and the intended gender equality results.

*Gender-transformative results* refers to results which arise from transformative change processes that have challenged existing gender power relations and/or the underlying systemic or structural causes of gender-based inequality, discrimination, and exclusion.

Source: [UN Women Training Centre glossary on definitions](#)

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Gender-transformative approaches aim to change the structures and power dynamics that underlie gender-based inequalities, discrimination, and exclusion. Such approaches go beyond working with symptoms to addressing systemic and structural causes such as gender norms, stereotypes, sociocultural attitudes and behavior and power relations at all levels that reinforce inequality, discrimination, and exclusion. These structural issues can be found within development organizations themselves,<sup>28</sup> where they should be actively examined, questioned, and changed, to prevent rigid gender norms and imbalances of power.<sup>29</sup>

## INTERSECTIONALITY

It is critical to recognize that gender is closely linked to other sources of inequality and exclusion, which can create situations of multiple and intersecting discrimination, vulnerability, and marginalization for some individuals and groups of women, men and gender-diverse people. The linkages between different sources of inequality, discrimination, and exclusion – known as intersectionality – must be identified and considered in all development policy and practice.<sup>30</sup> The impacts of these variables on individuals and groups throughout the project or programme life cycle can be significant. See the [Annex](#) for a focus on moving beyond the binary.

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### Definition of Intersectionality:

Intersectionality provides an understanding that human beings are shaped by the interaction of different social locations such as ethnicity or race, gender, class, Indigeneity, sexuality, geography, age, disability/ability, migration status, religion and more. These interactions happen within the context of connected systems and structures of power such as law, policies, media state governments, religious institutions, and more. These processes contribute to interdependent systemic bases of privilege and oppression derived from colonialism, imperialism, racism, homophobia, ableism and patriarchy.

Source: Hankivsky, O. et al. (2014). *An intersectionality-based policy analysis framework: critical reflections on a methodology for advancing equity*. *International journal for equity in health*, 13(1), 119.

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## 2. KEY MANDATES ON MAINSTREAMING FOR GENDER EQUALITY RESULTS

The implementation of the strategy of gender mainstreaming is specifically guided by mandates elaborated by Member States through negotiations in United Nations intergovernmental bodies. Strong mandates provide important levers for ensuring an enhanced focus on gender equality and women's rights and empowerment. This is particularly so where these mandates are systematically followed up by Member States in intergovernmental processes, through governing bodies and organizational leadership in development organizations, as well as in

development policy and practice. Gender mainstreaming mandates can be systematically and effectively utilized:

- As a means to understand responsibilities for mainstreaming for gender equality results in all sectors and policy areas;
- As a source of guidance on approaches and actions required to bring adequate attention to gender equality; and
- As an instrument for policy dialogue.

### Strong mandates for achieving gender equality results through gender mainstreaming include:

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#### **ECOSOC Agreed Conclusions 1997/2**

Gender mainstreaming is defined 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."*<sup>31</sup>

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#### **Beijing Platform for Action 1995**

Mainstreaming requires that within development interventions *"... an analysis is made of the effects on women and men respectively."*<sup>32</sup>

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#### **CEB Decision 2006/2**

*The work of the United Nations system in partnership with governments at national level should "... ensure that the focus is on results and impact as opposed to processes alone"*<sup>33</sup> and *"...Reviews of tangible results in gender mainstreaming through external and internal programme evaluations, gender audits and peer reviews are some of the important tools for assessing the impact of the work of the United Nations system, especially at the country level."*<sup>34</sup> *The United Nations system should be "fully capable of delivering gender equality results"*<sup>35</sup>; and ensure *"alignment of resources with expected outcomes."*<sup>36</sup>

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#### **ECOSOC Resolution 2021/7**

*"Urges the United Nations system, taking into consideration the extraordinary circumstances due to the coronavirus disease (COVID-19) pandemic, to accelerate gender mainstreaming in policies and programmes, including in support of the gender-responsive implementation of the 2030 Agenda for Sustainable Development 6 at the global, regional and country levels."*<sup>37</sup>

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#### **Quadrennial Comprehensive Policy Review 2020**

*"Emphasizes that realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the goals and targets of the 2030 Agenda, and calls upon all entities of the United Nations development system to continue to promote gender equality and the empowerment of all women and girls by enhancing and accelerating gender mainstreaming through the full implementation of the System-Wide Action Plan on Gender Equality and the Empowerment of Women... as well as the United Nations country team performance indicators for gender equality and the empowerment of women (the UNCT-SWAP scorecard) in particular with regard to gender-responsive performance management and strategic planning."*<sup>38</sup>



# CHAPTER 2

## Principles and Approaches Underlying Gender Mainstreaming

# INTRODUCTION

Successfully implementing gender mainstreaming and achieving gender equality results requires adherence to a set of critical principles and operational approaches. All gender mainstreaming approaches should be fully aligned with the 2030 Agenda for Sustainable Development to ensure that they contribute towards human rights, justice and rule of law, transparency and accountable governance, with a focus on the most vulnerable and leaving no one behind.<sup>39</sup>

## Critical principles underlying gender mainstreaming

### PRINCIPLE 1: GENDER EQUALITY IS THE GOAL OF GENDER MAINSTREAMING

Gender mainstreaming aims to bring about transformative change to achieve positive results for gender equality and women's empowerment. Many organizations have focused on changes to internal policies, processes, and procedures when implementing gender mainstreaming without adequate attention to the impact of these changes on gender equality results at national and subnational levels. Gender mainstreaming has limited value unless it is explicitly focused on promoting and monitoring positive gender equality results in all development interventions.

### PRINCIPLE 2: GENDER MAINSTREAMING IS RELEVANT FOR ALL POLICIES AND PROGRAMMES

Gender mainstreaming is important at both national and subnational intervention levels:

- It is important at the national policy level, in goal setting, developing overarching strategic frameworks, national development plans and programming approaches, and in creating and following up on budgets; and
- At subnational level, it is critical in the design, implementation and follow-up of programmes, projects, and services.

The impact of insufficient attention at the national level is evident through weak directives and guidance for programmes and projects through strategic frameworks, national plans, programming budget processes and other critical areas. To strengthen gender mainstreaming at the national level, greater attention should be given to the context of the changed aid modalities in areas such as policy dialogue, country programming, SWAPs, public finance management reforms and budgetary support. It is important to build on the new opportunities provided and address potential challenges and constraints in these modalities.

### PRINCIPLE 3: GENDER MAINSTREAMING INVOLVES BOTH FULLY INTEGRATED AND TARGETED ACTIONS FOR ACHIEVING GENDER EQUALITY RESULTS – THE 'TWIN-TRACK' APPROACH

As indicated by Member States in various mandates, gender mainstreaming should both “integrate” attention to gender equality in routine processes and procedures and employ “targeted interventions” to address specific constraints and challenges faced by women or men and girls or boys.<sup>40</sup>

Gender mainstreaming was not intended to remove targeted measures that promote gender equality and women's empowerment in areas where specific action is needed to address unequal gender relations and structural and systemic causes of gender-based inequality, discrimination, and exclusion.

Experience suggests that the twin-track approach is most effective when the two tracks are utilized in a complementary manner, with clear links between them.<sup>41</sup> Attempting to address gender equality challenges in a sector or policy area through targeted interventions that are separate from integrated efforts in the same areas does not lead to sustainable results and may have negative consequences.<sup>42</sup>

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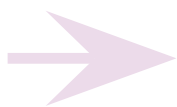
## Leaving no one behind: The importance of targeted attention for specific groups of women/girls or men/boys

Some groups in vulnerable or marginal situations may need targeted attention, including such groups as migrants, refugees, minorities, the landless, single-headed households, persons with disabilities or the elderly. Girls may need particular attention because of significant risks of exploitation in different contexts. Intersectionality should also be accounted for to identify marginalized minorities and vulnerability arising from multiple, interlinked causes, including discrimination and exclusion based on gender identity, sexual orientation and sex characteristics.

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### A twin-track (or dual-track) approach to gender mainstreaming:

#### Targeted Approaches



- Developing targeted interventions or actions that focus on specific gaps and challenges to gender equality.
- Targeted Interventions are those where gender equality is the principle or primary objective.

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#### Integrated Approaches



- Integrating attention to relevant gender equality issues as a regular, routine part of policies and programmes in all areas – making policies and programmes gender-responsive.
- Integrated action describes *interventions where the principle goal is related to another sector or policy area, such as health, agriculture, or energy, but where gender equality is a significant objective.*

# 1. TARGETED INTERVENTIONS FOR GENDER EQUALITY AND WOMEN'S RIGHTS AND EMPOWERMENT

Considering the multi-faceted nature of gender-based inequality, discrimination, and exclusion as well as the need to address underlying causes of unequal gender relations, a range of targeted interventions may be required to achieve gender equality. Targeted interventions should always be based on sex- and age-disaggregated data; as well as strong gender analysis that identifies gender-based inequalities, discrimination, exclusion, and the underlying structural causes that need to be addressed.<sup>43</sup>

To advance positive transformation of gender stereotypes and attitudes, efforts to address issues such as gender-based discrimination, exclusion from decision-making and denial of human rights at household and community levels, require a broad and longer-term engagement and approach and sustained engagement and commitment. These

objectives need to be directed at both men and women and could include local leaders, both formal and informal. This is necessary to address entrenched attitudes such as negative social norms, stereotypes and attitudes as well as discrimination, exclusion from decision-making and denial of human rights at household or community levels.

Targeted activities through gender mainstreaming aim to empower women and girls, through for example, providing information, developing skills, increasing social capital and enhancing self-esteem. Some common targeted activities include literacy training; programmes to increase women's access to income; providing access to natural and productive resources, services and institutions; legal literacy programmes; support to networking; and providing safe women-only spaces for mobilization and empowerment activities.

# 2. INTEGRATED APPROACHES FOR GENDER MAINSTREAMING FOR GENDER EQUALITY RESULTS

The integrated approach in gender mainstreaming aims to make all existing and planned policies, programmes, activities, outcomes, and results gender-responsive by systematically and effectively identifying and taking explicit action to address relevant gender-equality dimensions as an essential part of all development policy and practice, with the overall explicit goal of promoting gender equality and achieving positive gender equality results.

The discussion in this Handbook focuses primarily on the integrated approach – to develop ways and means to ensure all policies, strategies, programmes, activities and outcomes and results are gender-responsive.

## APPROACH 1: ADDRESS GENDER EQUALITY IN ALL SECTORS AND POLICY AREAS

The calls for attention to gender equality in all sectors and policy areas do not imply that the attention should be the same across all areas, but that gender equality should be addressed in terms of the issues to be considered or the type and level of attention required. The range of different levels and types of attention that need to be given to gender equality and women's rights and empowerment is illustrated in the recommendations made in all chapters of the Platform for Action.<sup>44</sup>

The ECOSOC principle of gender mainstreaming calls for the strategy “in all areas and at all levels,”<sup>45</sup> in all sectors and policy areas, and in all interventions with implications for people. Concerted efforts must be made to assess the relevance and importance of gender equality in all sectors and policy areas so that gender equality perspectives and strategies can be identified and addressed. Based on an initial

analysis, the specific focus of an intervention can determine the type and level of attention to gender equality required – or indeed if attention to gender equality is warranted. In interventions with a purely technical focus, or a limited focus on people, gender equality may not be relevant, but this should always be confirmed through careful analysis of the issues.

### There is no such thing as gender neutral

Both the Beijing Platform for Action and the ECOSOC Agreed Conclusions emphasize that:

- It should not be presumed that any sectors or policy areas are gender neutral; and
- An initial gender analysis should always be carried out to understand the relevance of gender mainstreaming.

Source: United Nations (1997) *op. cit.* I.B. Principles of mainstreaming a gender perspective in the United Nations system. Principle 1, p. 28.

Gender equality issues are often selectively mainstreamed – i.e., taken up mainly in areas where it is already well established that these issues are important, for example, in health and education.<sup>46</sup> Explicit attention to gender equality issues through gender-responsive analysis is not as common in sectors such as transport, trade, infrastructure, energy, digital inclusion, climate change, private sector development and agriculture,<sup>47</sup> even though there are equally significant implications for gender equality and women’s rights and empowerment in these areas.

Gender mainstreaming is a process of cumulative change (closing gaps). The limited time frame of many development interventions poses a significant challenge to gender mainstreaming, particularly in areas where the relevance and importance of gender equality is not well established and in addressing social norm and power relations. Expecting positive results immediately is not always realistic, especially when addressing structural and systemic causes of gender-based inequality, discrimination, and exclusion. It is important to start the process of change by:

- *Identifying priority areas for attention* within the sector or policy area, for example, the most problematic areas and/or those areas with most potential for change; and
- *Identifying and effectively utilizing strategic entry-points* with the potential for starting and sustaining the change process.

The accumulated gains from changes over time should be consistently built on to promote broader change processes and the desired gender equality results.

## APPROACH 2: INSTITUTIONALIZE ATTENTION TO GENDER EQUALITY WITHIN ORGANIZATIONS WHEN USING THE INTEGRATED APPROACH TO GENDER MAINSTREAMING

Institutionalization is critical for gender mainstreaming in organizations. Measures must therefore be taken to ensure that gender mainstreaming becomes a regular, sustained part of established processes and procedures within organizations.

Systematic attention should be given to gender equality considerations within existing internal routine procedures and processes, with the support of clear directives, guidance, and gender-responsive methodologies and tools.<sup>48</sup>

All organizations should, for example:

- Have a clear approach to gender mainstreaming, with well-defined gender-responsive procedures and processes and gender-responsive methodologies and tools to support this, and adequate accountability mechanisms to ensure that directives and guidelines are followed;

- Embed attention to gender equality in strategic routines so that it becomes a defining characteristic of the organization<sup>49</sup>; and
- Ensure mandatory gender mainstreaming courses for staff as part of the organization's training and onboarding processes.

### **An integrated and essential part of regular processes and procedures**

Mainstreaming is not about developing separate or parallel programmes or 'components' on gender equality within mainstream interventions. An integrated approach means that the attention to gender equality is fully incorporated as a routine part of existing processes, procedures, methodologies and tools, as far as possible. Integrating gender equality through mainstreaming does not mean the unquestioning integration of these issues into existing processes and procedures. Effective integration requires identifying and addressing gender biases implicit in these processes and procedures to ensure they can promote and support the achievement of gender equality results.

Processes and procedures which should be influenced from a gender equality perspective include:

- Policies, strategies, programming frameworks and budgets; as well as the data (and quality of data) used to analyse the context and support the formulation of such processes;
- Processes or entry-points in development interventions, including research, data collection, analyses, dialogue, consultation processes, participatory methodologies, results management, monitoring and documentation, and evaluations; and
- Guidance on processes and procedures and/or on specific sectors and policy areas, including methodologies and tools in the form of handbooks, manuals, and guidelines.

Institutionalizing attention to gender equality results is not only relevant at the concrete programme level but also at the overall

national level, in, for example, national development plans, strategic frameworks, sector policies, and budgets. The changed development context at national levels, with new development principles and changed aid modalities, has created new challenges for institutionalizing gender mainstreaming at this level, as well as opportunities, such as:

- Potential to incorporate gender analysis into all existing analyses, and as a result, ensure that gender perspectives are thoroughly considered in pertinent analyses, for example, those relating to human rights, poverty, and environmental impact; and,
- Possibility to increase efforts to ensure gender perspectives are systematically and explicitly incorporated into evaluations and overall organizational goals, policies, and strategic frameworks.

### **A systematic, coherent, explicit and visible approach**

Making gender equality an integrated and essential part of processes and procedures requires a systematic approach. Mainstreaming does not mean giving attention to gender equality 'now and then' or incorporating gender equality into only one 'token' area.<sup>50</sup> The use of gender mainstreaming is intended to overcome 'variability' or inconsistency of efforts and results between and within development organizations.<sup>51</sup> Evidence has shown that this lack of a systematic and coherent approach prevents effective use of the strategy and achievement of intended results.<sup>52</sup> Ensuring a systematic and coherent approach within organizations requires strong and consistent organizational leadership; clear directives and accountability mechanisms; and adequate support and guidance within organizations.

An explicit and visible approach to gender mainstreaming requires that efforts to make processes and outcomes gender-responsive lead to visible changes in goals, policies, analytical frameworks, planning processes, budgets and results management. It should be evident that gender equality perspectives have been taken into consideration – leading to the establishment of clear gender equality goals and desired results, with targets and indicators for measuring progress.

## UNCT-SWAP Gender Equality Scorecard 2018

The accountability framework states that there should be 'visible' attention to gender equality and women's empowerment, including in strategic programme documents. Simply including mention of women and girls among a list of vulnerable groups in these documents is not seen as constituting 'visible' mainstreaming.

Source: UNSDG (2018) UNCT-SWAP Gender Equality Scorecard. Performance Indicators for Gender Equality and the Empowerment of women for United Nations Country Teams. 2018 Framework and Technical Guidance. New York.

### APPROACH 3: GIVE ATTENTION TO GENDER EQUALITY FROM THE INITIAL STAGES, USING GENDER ANALYSIS

If gender equality and women's rights and empowerment are to become integral parts of development policy and practice, they must be given consideration through gender analysis in early planning stages of a programme or activity. The importance of bringing attention to gender equality issues in goal setting, design, and planning cannot be overemphasized. Failure at this stage leads to neglect in all other phases.<sup>53</sup> Establishing the relevance and importance of gender equality early on is critical for:

- Identifying the type and level of attention required throughout all phases of development interventions; and
- Ensuring an adequate focus on gender equality goals and results.

Many organizations have made efforts to ensure that gender equality issues are included among the priorities when proposals are screened or developed. For increased effectiveness, screening processes should be seen as a tool to improve development interventions from a gender equality perspective and ensure positive gender equality results, rather than as an administrative routine to get project or programme approval.<sup>54</sup> Where attention to gender equality is used solely for approval processes, the attention quickly evaporates during implementation and does not lead to resource allocation or a focus on gender equality results.<sup>55</sup>

#### Systematic use of gender analysis in initial phases

The importance of gender analysis at initial stages of design and planning processes has been emphasized by both the Platform for Action and the ECOSOC Agreed Conclusions. For more detailed information on conducting gender analysis, see [Chapter Four](#).

Gender equality should be an integral part of all initial analyses, including situation, risk, interest group, problem, socioeconomic and stakeholder analyses, and impact assessments, including environmental impact assessments.<sup>56</sup> Failing to take relevant gender equality perspectives into account in these mandated analyses means that the organization cannot have a sufficiently comprehensive understanding of the development contexts or of all relevant stakeholders.

### APPROACH 4: FOCUS ON GENDER EQUALITY RESULTS THROUGH TRANSFORMATIVE CHANGE IN POLICIES, PROCESSES AND OUTCOMES

An explicit focus on achieving gender equality goals and results through transformative change is critical for effective gender mainstreaming. A transformative approach identifies and addresses the systemic and structural causes of gender-based inequality, discrimination, and exclusion in specific development intervention contexts. To achieve this, there must also be transformative processes within development organizations, whether governments or their external partners, to ensure greater gender-responsiveness of their policies, strategies, processes and procedures, and the outcomes and results achieved.

#### Transforming the gender equality situation in intervention contexts

To bring about positive change towards gender equality, the transformative approach aims to go beyond working with the symptoms of gender inequality, discrimination, and exclusion. A gender transformative approach seeks to identify and address the underlying causes of gender-based inequalities, discrimination, constraints and exclusion such as gender norms, stereotypes, sociocultural attitudes and behavior, and power relations at different levels that create, reinforce, and sustain gender inequalities.<sup>57</sup>

In many cases, gender mainstreaming in development organizations is not used to challenge power structures, transform institutions or remove underlying causes of gender-based inequality, discrimination, and exclusion. In addition, many organizations have focused energy and resources on internal organizational change without adequate focus on goals and intended results. Most evaluations have failed to systematically assess achievements in this area.<sup>58</sup>

### **Using a transformative approach within governments and their development partners**

The Platform for Action calls on Member States to use gender mainstreaming as a means to achieve gender equality<sup>59</sup> through various transformative measures. Member States are asked to review and revise legislation; review and reformulate policies; analyse programmes and projects and adjust or restructure as necessary; and to conduct reviews of services and strengthen and reorient them to eliminate gender biases.<sup>60</sup> The Platform for Action made clear that there can be no 'business as usual' when implementing gender mainstreaming.

Gender mainstreaming was intended to be transformative in the sense of systematically questioning the relevance and appropriateness of the goals, design, implementation, budgeting, and follow-up in development policies and interventions, taking into account the priorities, needs, capabilities and contributions of women as well as men.<sup>61</sup> The strategy was not created to bring about women's greater participation in an unjust and unsustainable development process; it was to challenge the lack of gender-responsiveness throughout development policy and practice.<sup>62</sup> The importance of transformative change for achieving gender equality results is discussed further in [Chapter Five](#).

## **APPROACH 5: BROADEN AND STRENGTHEN WOMEN'S EQUAL PARTICIPATION IN DECISION-MAKING AND ENHANCE THEIR LEADERSHIP ROLES**

Increasing women's participation in development has long been one of the most commonly promoted actions to improve the status and situation of women and address gender-based inequality, discrimination, and exclusion. Initial efforts were, however, mainly focused on strengthening women's participation in the practical aspects of programmes and projects at community levels. Many of these efforts did not take into account the potential costs of this type of limited participation for women, for example, the impact on their unequal workloads and time poverty, compared with men.<sup>63</sup>

The need to move beyond increasing women's participation to focus on their leadership potential and strengthen their access to decision-making at all levels has been highlighted as an essential part of democratic development<sup>64</sup> and cost-effective development,<sup>65</sup> and should be an integral part of gender mainstreaming.

### **The need to promote women's participation in decision-making and management bodies**

Even where women play critical roles in different sectors and policy areas, they are not always able to participate in decision-making as they are largely underrepresented and under-informed. There can be many obstacles to women's participation, including unequal access to necessary information, lack of knowledge about decision-making procedures, and negative attitudes towards women's leadership.<sup>66</sup>



## THE ACTION

## THE CHALLENGE

## THE SOLUTION

### **Promote women's participation in decision-making and management bodies**

Even where women play critical roles in different sectors and policy areas, they are not always able to participate in decision-making since they are largely underrepresented or marginalized in both formal and informal decision-making and management bodies.

Obstacles to women's presence on these bodies, including stereotypes and other negative and exclusionary attitudes and practices, must be identified and addressed.

### **Ensure opportunities for women to play an active role in decision-making**

There can be many obstacles to women's participation, including unequal access to necessary information, lack of knowledge about decision-making procedures, and the negative attitudes of others on decision-making bodies.

Steps must be taken to ensure that women not only take a place on decision-making bodies, but that they have a real possibility to participate effectively and influence decisions.

### **Review methodologies and tools that facilitate participation**

Methodologies and tools promoting participation should be reviewed to ensure that they are gender-responsive and not simply ensuring participation in implementation activities.

Methodologies and tools should be focused on increasing women's roles in decision-making, management and leadership, particularly in areas where women have traditionally been excluded.

### **Provide positive role models**

There may not be sufficient numbers, or prominence, of positive role models among women, men and diverse gender identities in the development sector who represent gender equality and mainstreaming to achieve gender equality.

Ensuring that practitioners involved in development interventions at all critical levels, whether as managers, consultants, experts, implementers, or evaluators, are women, men, and people with diverse gender identities creates positive role models for all development partners and stakeholders.

### **Provide targeted interventions to support women's roles in decision-making and leadership**

It may be necessary to design inputs targeted to leaders that will address stereotypes and negative attitudes towards women's involvement, especially in leadership roles; or to design empowerment interventions focused on increasing women's own awareness of their rights and strengthening their self-esteem and confidence.

Designing targeted interventions to improve women's participation in decision-making fora can be very practical, such as addressing problems of safety and timely transportation, or inappropriate meeting times. As well as supporting women's role in decision-making and leadership through integrated actions, and the introduction of targeted interventions. Specific training for women to facilitate their effective participation could be one such essential targeted activity.

Efforts to increase women's participation in decision-making and leadership have significant potential for helping to achieve gender equality goals and results. Women can be empowered to:

- Identify and address challenges and constraints;
- Become more aware of and engaged in political processes; and

- Take action to meet their priorities and needs.<sup>67</sup>

This could mean, for example, that women not only gain improved access to essential services, but make demands for improved quality of services, and play 'watchdog' roles by demanding that providers are accountable for quality service and programme delivery.<sup>68</sup>

# CHAPTER 3

## Gender Analysis – An Essential Starting Point in Gender Mainstreaming

# INTRODUCTION

Gender analysis is an examination of the differences in gender roles, responsibilities, needs, opportunities, and rights of women, men, girls, boys and persons of other genders within various contexts. The purpose of gender analysis in any sector or policy area, or any specific development context, is to better understand the gender equality situation in order to ensure that policy and practice can systematically and effectively promote gender equality and women's rights and empowerment.

Gender analysis is considered as a cornerstone of gender mainstreaming.<sup>69</sup> It was established as the essential starting

point for gender mainstreaming in the Beijing Platform for Action and in the 1997 ECOSOC Agreed Conclusions.<sup>70</sup>

Gender analysis gives explicit attention to the relative situation and status of women, men and all gender-diverse people in a given context by investigating differences, inequalities and underlying gender relations. It has the potential to reveal how gender-based inequality, discrimination and exclusion are socially constructed by identifying underlying root causes and highlighting the ways by which transformative change and results can be promoted.

## Gender analysis is a tool to:

- Identify major areas of gender-based inequality, discrimination, and exclusion and specific challenges and constraints, as well as the actions needed to address them; and
- Reveal opportunities for building on the knowledge, experience, contributions, and leadership of women, men and gender-diverse persons, and for meeting their self-expressed needs, priorities, and aspirations.

*Source: United Nations (1996) Beijing Declaration and Platform for Action, adopted at the Fourth World Conference on Women, Beijing, China, 4-15 September 1995. New York. para 141; and United Nations (1997) ECOSOC Agreed Conclusions 1997/2 – Mainstreaming the gender perspectives into all policies and programmes in the United Nations system. In: Official Records of the General Assembly, Fifty-second Session, Supplement No 3. (A/52/3/rev1), chap. IV. See: II.B. Institutional requirements for gender mainstreaming in all policies and programmes. p. 31; I. B. Principles of mainstreaming a gender perspective in the United Nations system. Principle 1, p. 28; and I.A. Definition of the concept of gender mainstreaming, p. 28.*

## Gender analysis is not always a separate analysis

The call for gender analysis did not imply that a separate, specific gender analysis always had to be carried out. Gender analysis is not the end goal in gender mainstreaming – the process of mainstreaming for gender equality does not end when the gender analysis is complete. Gender analysis is a starting point.

Gender mainstreaming requires that all analyses in policy and practice are made gender-responsive by systematically and explicitly incorporating gender equality as a routine part of the analysis. This applies to governments and development organizations and includes all analyses and impact assessments of different types. Development practitioners already have significant capacity for many different types of analyses and this needs to be complemented with capacity for including attention to gender equality in these regular analyses.

Capacity for transforming the results of gender analyses into organizational actions towards gender equality is especially critical.

## There are instances where a separate analysis can be needed

While the ambition is to ensure that all analyses carried out on a regular basis are gender-responsive, there can still be a need for the resources (time, budget, personnel) to be allocated to undertake a separate, targeted gender analysis in certain contexts. Making the business case for gender analyses can be necessary, to ensure leadership, management and all personnel support the process, and understand the necessity, and the benefits, that gender analyses bring.

When separate gender analyses are carried out, it is critical that the results are effectively incorporated into routine planning,

implementation, and monitoring of policies or interventions, and that the analysis results, and how they will contribute towards achieving gender equality results, are well understood and acted upon.

Issues traditionally associated with, and investigated through, a gender analysis include:<sup>71</sup>

- Gender roles, time-use and the division of labor and responsibilities;
- Access to and control over resources, both natural and productive;
- Access to essential services, infrastructure, and labor-saving technologies;
- Participation in decision-making and access to information; and
- Time use and the care economy.

While investigating these issues provides valuable information on gender equality, this is not sufficient by itself.

Gender analysis must go further by investigating other critical issues, including:

- Gender relations, including power relations between women and men, as well as persons from marginalized groups, such as LGBTQI+ and persons living with a disability;
- Underlying causes of gender- and socially-based inequality, discrimination, and exclusion, including for example, laws, policies, regulations and institutional practices;
- Intersectionality – the multiple and interlinked sources of discrimination, and exclusion;<sup>72</sup> and
- The potential for transformative change, results, rights, and inclusion in line with Agenda 2030.

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## **Making the business case: When a separate gender analysis may be critical**

A separate gender analysis may be important for the promotion of gender goals and results, including in situations such as:

- If gender equality issues are not adequately addressed through regular or routine analysis methodologies;
- When regular analyses reveal significant constraints or challenges on gender equality issues requiring further investigation;
- With new and emerging policy areas where sufficient knowledge and experience on gender equality issues have not yet been developed within development and other organizations; and
- When designing, implementing, and monitoring targeted interventions for gender equality and women's rights and empowerment, to complement and support efforts to integrate gender equality in mainstream development policies or interventions.

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# 1. CENTRAL PRINCIPLES OF GENDER ANALYSIS

There are a number of central principles for the use of gender analysis in mainstreaming for gender equality. These include:<sup>73</sup>

- Always carrying out gender analysis in initial phases to ensure that issues are defined and interventions planned in a gender-responsive manner;
- Gender neutrality should never be assumed;

- Systematically undertaking gender analysis throughout all phases of interventions; and
- Effectively utilizing analysis findings.

Gender analysis needs to highlight challenges and vulnerabilities; and identify opportunities and potential for change. Gender analysis is most effective when the findings and insights it provides are fully utilized throughout all phases of

policy and practice.<sup>74</sup> Collecting the data, carrying out the analysis, and compiling the findings and recommendations is only the beginning of the process. In many cases the findings and recommendations of initial gender analyses are not monitored during subsequent phases and have little or no impact on important decision-making processes and outcomes.

To be effective, gender analyses must be:

- Contextualized;
- Carried out collaboratively with stakeholders so that main gender differences and inequalities can be validated by all subgroups;
- Broad-based – focused on women and men, girls and boys, persons of diverse gender identities, as well as marginalized and intersectional group members;
- Based on both quantitative (statistical) and qualitative methodologies and data;
- Applied in all sectors and thematic areas; and
- Consistently utilized across all phases of an intervention.

### **The need for contextualized analysis**

Gender analysis should always be context-specific to the sector or policy area, as well as to the context in which interventions are planned and implemented. It should take into account political, economic, and sociocultural factors. Experience has shown that gender equality contexts are seldom fully investigated and understood in analyses, and as a result, development interventions are not always adequately based on local realities and priorities.<sup>75</sup>

Properly contextualized gender analysis gives specific attention to sociocultural norms, attitudes, and practices. By identifying and taking these into account, the gender analysis provides insight into the underlying differentials in the potential of women, men and gender-diverse people to access to power, life choices, resources and opportunities, as well as differences in terms of self-esteem and perceived potentials and strategies for change.<sup>76</sup> Both formal and informal power

structures and relationships in local contexts must be given attention since these reflect the social, economic, and political relationships in households and communities.

Context-specific analysis is essential to understand and respond adequately to diverse groups whose identities and social positions may be intersectional in nature due to factors such as gender identity, sexuality (LGBTQI+ persons), disabilities, age, class, race, nationality or religion. Failing to adequately contextualize can:

- *Lead to stereotypes*, such as the belief that poor women completely lack power. Even if women do not appear to have formal access to power, they may have informal ways of exerting influence over their situations, which can be captured through broad consultation processes and contextualized analyses;
- *Sustain the false perception that women or men are homogenous groups*. Not all women or all men are alike, although many women, even in very different political, economic and sociocultural contexts, may share experiences and have some common needs and interests. There can, however, also be significant conflicts of interests among different groups of women or men. The power of one group of women may, for example, impinge on that of others; and
- *Lead to a failure to identify the impacts of intersectionality*, the multiple and interlinked gender-based sources of inequality, discrimination, and exclusion.

### **Collaboration with stakeholders – and effective means of ensuring adequate contextualization**

One of the best ways to ensure contextualized analysis that is based on local realities and linked to the goals, needs and priorities of stakeholders is to involve the stakeholders themselves in carrying out the analyses. Stakeholders' active involvement can help facilitate understanding of the local context by identifying challenges and constraints as well as potentials and opportunities. It can also strengthen ownership of, and support for, development interventions and the identified transformative changes and results.

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## HOW-TO: Conduct gender analysis collaboratively with stakeholders

Ways and means to ensure effective involvement of stakeholders in analyses includes their involvement in the following stages of the process:

- Data collection;
- Participatory research processes;
- Analysis and interpretation of findings, and discussion of findings with all key stakeholders before defining an action to overcome gender-based discriminations; and,
- Subsequent monitoring, documentation, and evaluation processes.

A range of stakeholders – women, men and gender-diverse people – should be involved in the process to ensure diverse points of view are included. Efforts should be made to secure the involvement of:

- Vulnerable and marginalized groups, in line with the vision of the 2030 Agenda for Sustainable Development;
- Groups who face multiple and interlinked sources of inequality, discrimination, and exclusion on the grounds of, for example, race/ethnic group, gender identity, sexual orientation, sex characteristics, age or disability; and
- Women's groups and networks at national, subnational, and community levels that can bring experience from research, advocacy, activism and service provision to the analytical process.

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### Analysis must focus on both women and men

Gender analysis must focus on women and men, and girls and boys, and on the relations between and amongst them. When gender is applied as a synonym for women, and men are not included in analyses, the potential to identify gender relations, in particular the power relations that exist among women, men and gender-diverse groups, as well as within

these groups, is seriously constrained.

An increased focus on men, however, should always be in the context of the goal of promoting more equitable gender relations and should not divert attention and resources from women and the intended goal of gender equality. "What is critical is that...in addressing male gender issues, a commitment to gender equality remains non-negotiable."<sup>77</sup>

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## Negative impact of inadequate attention to men in gender analysis

Ignoring men in gender analyses means gender relations are being neglected, and this is problematic for several reasons:

- The critical underlying structural and systemic causes of gender inequality, discrimination, and exclusion can be overlooked;
- The gender-based inequality, discrimination, and exclusion faced by women can be viewed as just women's problems, reinforcing the focus on women only;
- Men can be seen as the norm and women perceived as the ones who are expected to change or adapt;
- Any discrimination or exclusion faced by men and boys will be ignored, even though gendered societal expectations of men and boys can create significant challenges and constraints and make unacceptable demands on individual men and boys; and
- Men are overlooked as an important constituency for promoting gender equality.

## Analysis to be based on both quantitative and qualitative methodologies and data

A mix of quantitative and qualitative methods will give different types of information and provide important complementary views of the gender equality situation.

The statistics utilized to provide quantitative information in gender analyses should include:

- Sex- and age-disaggregated data, as far as possible. Where such disaggregated data is not available, this should be made clear in the findings, and possible ways of rectifying this constraint identified; and
- Gender-specific data, i.e., information of particular importance for gender equality and women's rights and empowerment (sometimes also called "gender statistics").

Data derived from consultations, interviews, and participatory methodologies will provide important qualitative narratives, bringing the perceptions and views of stakeholders to the fore, and facilitating the identification of desired change and results. Qualitative data will allow for:

- Uncovering the complexities of sociocultural norms, attitudes, and practices that underlie gender-based inequality, discrimination, and exclusion;

- Highlighting the importance of gender relations; and
- Identifying both formal and informal systems of power and decision-making.

Gender-responsive data necessary for effective mainstreaming for gender equality results is discussed further in [Chapter Four](#).

## Gender analysis should be utilized in all sectors and policy areas

Gender analysis should not be used selectively; it should be undertaken in all sector and policy areas,<sup>78</sup> keeping in mind the general rule that there will probably be more gender equality issues to consider in sectors, policy areas and interventions with direct implications for people.

Some form of gender analysis should always be carried out at initial stages of an intervention. This may lead to the decision that little or no action is needed to promote gender equality and women's rights and empowerment in the context of the planned intervention. Such a decision could be based on the fact that an intervention is purely technical, with little or no impact on women or gender relations. The decision should not be based on an assumption of gender neutrality, but be derived from solid analysis. The rationale for the decision to take little or no action on gender equality should always be clearly motivated and documented in analysis results.

## The relevance of gender analysis across all policy and programme levels:<sup>79</sup>

### POLICY LEVEL

Gender analysis is relevant in sectors and policy areas, in country analyses, budget support, and in developing strategic frameworks at the national level.

### PROGRAMME LEVEL

In the context of development interventions at national or subnational levels, gender analysis is critical throughout the design, planning, implementation, monitoring, evaluation and reporting stages, and should include results, indicators and resource allocation.

### ALL LEVELS IN THE NATIONAL CONTEXT

Gender analysis should be used to determine the gender equality situation and actions needed at all levels:

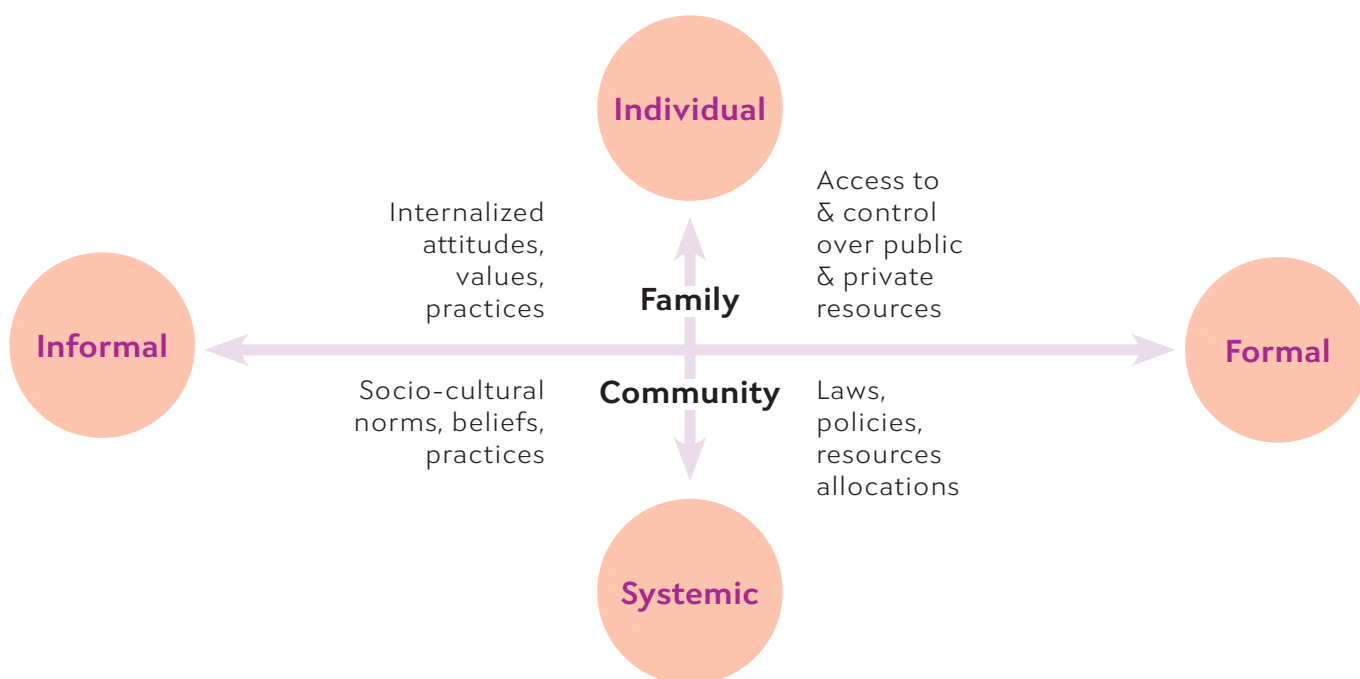
- at the *Micro-level* in households, communities, and local institutions;
- at the *Intermediate or Meso-level* in sub-national institutions and service delivery systems; and
- at the *Macro-level*, among the highest political and administrative rungs.

## 2. KEY ELEMENTS TO CONSIDER WHEN CONDUCTING GENDER ANALYSIS

Gaining access to information about gender equality at global, regional, national and subnational levels to inform development initiatives is the core of gender analysis. Specifically, the analysis must focus on the broad context of the political, economic, and sociocultural factors that can create, reinforce, and sustain unequal rights and power relations, discrimination, and exclusion. In addition, long-term sustainable change requires a gender analysis of the underlying causes of inequality at both formal and informal levels.

Effective gender mainstreaming requires identifying and confronting issues of power, rights, and justice, addressing the root causes of both differences between women and men and inequality. Positive and negative factors exist at individual, family, community, and overall systemic levels. Promoting change at the individual level while ignoring systemic and structural causes at national and subnational levels will bring limited results. The analysis model below highlights the complexity of the issues that need to be analysed and brought to the fore:

### Domains of change for gender analysis:<sup>80</sup>



Existing methodologies and approaches to gender analysis need to be utilized with care. When analysis models or methodologies are utilized without sufficient adaptation to specific contexts, the models and methodologies can become a strait jacket rather than an enabling tool. No single gender analysis framework or approach available today provides an adequate and appropriate approach in addressing all the critical elements required in gender analysis.<sup>81</sup> It is more useful to identify, and adapt as necessary, the elements from different models which best fit the specific context.

### Focus on gender relations – the power relations between women and men:

Gender relations, particularly around resources and decision-making at all levels, are shaped by a range of political, economic and sociocultural factors that critically affect life choices and the potential for transformative change for women and girls and other marginalized persons, and need to be identified and considered through gender analysis.



Power relations, the complex interactions around power between women and men, are not only found at household levels, but also in markets, workplaces, schools, and political and administrative institutions. Male-biased power and socio-cultural norms are multi-faceted; it can be *visible* through clearly identified decision-making mechanisms and/or privileges or hidden when male privileges and power are perceived as the norm.

Gender analysis can identify the power relationships and deeply rooted power inequalities through which gender-based inequality, discrimination, and exclusion are created, reinforced and perpetuated at different levels. Key reasons for investigating power relations include the fact that:

- Power relations are a major contributing factor to the inequality, discrimination, and exclusion experienced by women and often lead to significant intrahousehold conflict; and
- The focus on power relations helps break down the tendency to identify women solely as victims, or inherently vulnerable, and brings a stronger focus on the negative impacts of unequal and unjust distribution of power that underlie women's seeming vulnerability.

### **Analyse change at both formal and informal levels**

The way formal structures, systems, and actions interact with one another, as well as reinforce negative processes, needs to be specifically investigated. Analysis focused at the informal level can expose sociocultural norms, attitudes, and practices among individuals, households, and communities which underlie inequality, discrimination, and exclusion. These informal factors must be explicitly addressed in strategies developed to promote gender equality and women's rights and empowerment. Analysis focused on the formal context can capture the impacts of concrete actions such as policy implementation, legislative changes, resource allocation, and service delivery on the lives of women, men and gender-diverse persons

at both household and community levels. It is particularly important to analyse the impact of gender-blind laws, policies, and resource allocations, which can reinforce gender biases in informal contexts.

### **Capture gender-based inequalities and power biases within organizations**

As well as exposing the basis of male power and privilege within households and communities, gender analysis can capture the inequalities and power biases within supposedly neutral institutions through which relevant policies and programmes are formulated and implemented. This includes governments and development organizations themselves,<sup>82</sup> and can expose the far-reaching consequences of ignoring gender equality.

### **Take an intersectional approach**

A focus on intersectionality is critical for investigating and understanding the complexities of the lives of marginalized women and men. The challenges and constraints people experience are not always solely because of the impact of gender relations. Intersecting constraints such as ethnicity, social class, age, language, ability, gender identity, sexual orientation, intersex status, can significantly affect an individual's chances in life. Gender analysis must be multifaceted to adequately reflect the situations of all population groups experiencing multiple patterns of subordination, exploitation and oppression.

### **Focus on transformation, rights and inclusion in line with Vision 2030**

Under the 2030 Agenda, human rights, inclusion and transformation are inherent values in policy and practice and need to be a central focus in analysis in all policy areas. Thus, gender analysis should include a strong focus on human rights; on the inclusion of all stakeholders, in particular those at risk of being left behind; and on identifying opportunities for transformative change for gender equality and women's rights and empowerment.

## 3. THE USES OF GENDER ANALYSIS IN DIFFERENT CONTEXTS

Gender analysis, based on the principles and considerations outlined above, can be used for a range of purposes in many different contexts. Some of these uses are:

- Analysis for baselines;
- Analysis of information gathered through research, data collection, and other activities;
- Impact and needs assessments;
- Country analyses;
- Evaluations and/or results analysis; and
- Institutional analyses.

### Using gender analysis to establish gender-responsive baselines

Establishing a gender-responsive baseline prior to planning and implementing in any intervention is critical for systematic and effective mainstreaming for gender equality results. Insufficient baselines or background information on gender equality in local contexts has been identified in evaluations as a critical failing, leading to an inadequate understanding of local realities in terms of risks and constraints as well as potentials and opportunities.<sup>83</sup>

To ensure gender-responsive baselines, all initial analyses must give explicit attention to gender equality and women's rights and empowerment. Relevant information can be obtained through a specific gender-responsive baseline analysis, as well as through other gender-responsive analyses undertaken, including assessments of social relations, power, risk, problems and interests. Project staff or personnel working with beneficiaries and stakeholders may be able to provide complementary data and insights, based on their experiences and knowledge.

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### HOW-TO: Use gender analysis to build a baseline

Gender analysis should assist development practitioners to identify the appropriate - and necessary - questions to ask in their baseline research, in order to produce an accurate picture of both women's and men's roles as well as the gender power relations within that specific context. These details are critical to plan and implement a particular programme that will respond fully to the baseline findings.

In establishing a baseline, gender analysis should:

- Identify key stakeholders;
- Identify different interests and agendas in relation to a particular issue;
- Uncover gender relations, including power relations between women, men and gender-diverse persons;
- Identify underlying causes and consequences of inequality, discrimination, human rights neglect and exclusion, using an intersectionality analysis;
- Assess the gender equality situation in relation to identified critical issues in the specific development context, for example, poverty, human rights, climate change or sustainable livelihoods;
- Assess the potential for transformative change, rights, and inclusion;
- Assess the possible impacts of interventions on the gender equality situation, including on gender relations;
- Assess the possible impacts of the gender equality situation on development interventions in terms of the potential to implement interventions as intended, for example using a consultative and participatory approach, and to achieve the expected results; and
- Identify expected results and the theories of change, indicators, and targets needed to assess progress.

## Gender analysis of information collected through research and statistics

The information gathered through regular data collection, research, consultations and other monitoring and documentation processes in interventions needs to be systematically analysed from a gender equality perspective to identify and highlight the gender equality concerns that need to be addressed in interventions. Where, for example, patterns of gender-based inequality, discrimination, and exclusion are revealed in sex- and age-disaggregated data, gender analysis can identify the causes and consequences as well as potential ways to address the problems.

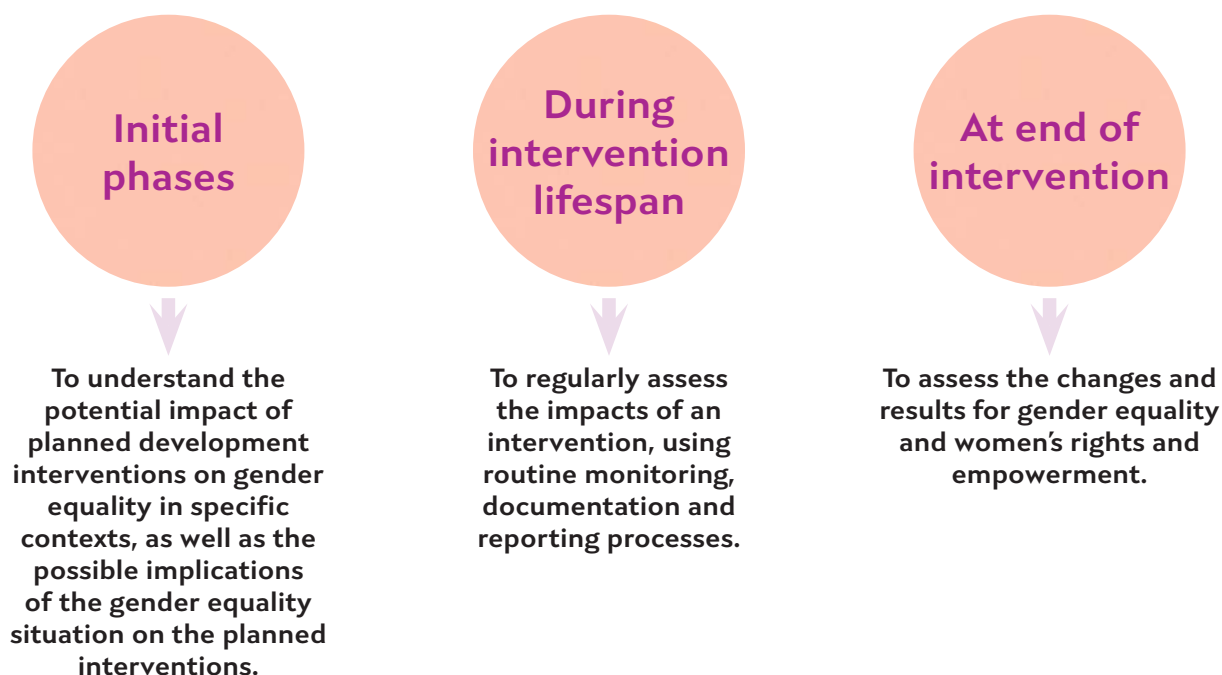
Gender analysis of the information gathered in all phases of interventions ensures that critical gender equality findings are not overlooked or misinterpreted when information is compiled and analysed.<sup>84</sup>

Gender analysis can also indicate areas where further in-depth data collection and research might be needed.<sup>85</sup>

## Gender-responsive impact assessments

Ensuring gender-responsive impact assessments before, during, and after development interventions are implemented is essential for effective gender mainstreaming and achievement of gender equality results.

To be effective, these types of impact assessments require a nuanced understanding of the multitude of factors that underlie inequality, discrimination, human rights violations and exclusion, as well as the types of specific changes needed to address them. The effectiveness of impact assessments also depends on establishing clear goals, targets, and indicators in the initial design and planning stages.



## Gender-responsive country analyses

Comprehensive gender data is called for in the United Nations Sustainable Development Cooperation Framework ('Cooperation Framework') processes as part of UN Common Country Analyses, in order to assess a national situation with respect to gender equality and women's rights and empowerment.<sup>86</sup> Such

data, and the analysis of it, should ensure that attention is given to diverse stakeholders and that both women and men are consulted, with specific attention given to gender analysis of groups who are furthest behind. The analysis should identify the causes of any gender-based inequalities, discrimination, and exclusion at the national and subnational levels and identify ways to address these.

## Gender analyses at country level should cover the following issues:<sup>87</sup>

<i>Inequalities at national and subnational levels</i>	In terms of rights, roles, and access to resources, services and development opportunities, as well as employment and income
<i>Gender-based power and decision-making, and representation of women and men, and gender-diverse groups</i>	At national and subnational levels, including in local communities and households, considering both formal and informal systems
<i>Rights and legal status</i>	In terms of human rights under the national judicial system and international frameworks such as Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and Convention on the Rights of the Child (CRC), as well as customary legal codes, including specific rights in critical areas, such as land and inheritance rights and access to legal representation
<i>Constraints and challenges faced by women, men and gender-diverse groups, at both national and subnational levels</i>	In terms of how these factors cause and affect inequality, discrimination and exclusion, and the ways these issues might be addressed
<i>Violence against women</i>	In terms of the <i>development impacts of VAW</i> at national and subnational levels
<i>Underlying causes of gender-based inequality, discrimination and exclusion,</i>	Taking into account formal structures and systems as well as customary and traditional beliefs and practices
<i>Positive forces, priorities, and initiatives at national and subnational levels</i>	Including those that can be built upon, such as policies and legislation, leadership and change-agent roles, using information provided through networks such as national mechanisms for women and women's groups and networks in civil society

Based on the information gathered on the above issues, a gender analysis can identify strategies to address constraints and challenges and build on strengths and potentials for change. The findings of a country analysis should be systematically and effectively applied across all phases of the development of the United Nations Sustainable Development Cooperation Framework (UNSDCF).

### Gender analysis of programming results

Identifying appropriate gender equality results, i.e., those with the potential to address underlying causes of inequality, discrimination, and exclusion and to ensure more equitable gender relations at all levels, is, as noted above, dependent on rigorous gender analyses at all stages of programme implementation, utilizing research, sex- and age-disaggregated data, and the findings from consultations with stakeholders.

#### Initial design stage:

Experience has shown a high degree of consistency between the use of gender analyses

to identify clear objectives, change processes, and intended results at the programming design stage and the actual achievement of gender equality results.<sup>88</sup> This stage includes consultation and participatory planning with all stakeholders and all subgroups.

#### Implementation and monitoring:

Gender analysis must be used systematically throughout programming, and in ongoing monitoring and documentation of results in order to improve interventions and support learning. Findings from an analysis of results should be:

- Fed back into the specific development interventions to ensure that they are kept on track toward the intended gender equality results; and
- Fed back into organizational learning mechanisms and processes to allow for adjustments and to contribute to overall ongoing learning and future gender-responsive policies and practices.

## 4. CHALLENGES AND CONSTRAINTS

It is not always necessary to start from scratch in carrying out gender analyses. There is usually considerable data already available through the work of researchers, development experts, public and private organizations, as well as local women's groups and networks. Consider building on knowledge and information that is already available.

Time and resource limitations can make covering all relevant gender equality issues through gender analysis challenging.<sup>89</sup> In this context, it is critical to:

- Establish clear priorities on which issues are the most relevant to cover in the planned analysis; and
- Develop an overview of the available research, data, information, and analysis that can be built on.

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### HOW-TO: Build on knowledge and information that already exist

- **At sector and policy area level:** findings from research, data collection and analysis are easily accessible for most, if not all, areas. Findings from some of the more extensively covered sectors, such as education, health, and agriculture, can also be useful in other sector contexts where less analysis has been carried out.
  - **At country-level:** apart from country analyses carried out by researchers or development organizations, important sources include:
    - National-level reporting on global policy commitments and legal obligations, such as reports on implementing the Beijing Platform for Action, the 2030 Agenda for Sustainable Development, CEDAW and CRC;
    - Shadow reports prepared by civil society groups in the context of reporting to human rights instruments, including CEDAW and CRC; and
    - Analyses and reports prepared by local institutions and groups, including the national machineries for women, gender focal points in ministries and other government bodies, or civil society groups and networks.
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# CHAPTER 4

## Managing for Gender Equality Results

# INTRODUCTION

Managing for gender equality results is an essential element of effective gender mainstreaming in development policy, programming and practice. Identifying areas for change and appropriate, context-specific gender equality results at the beginning of an intervention – through gender analysis – allows programme designers to select priority issues, identify target groups and stakeholders, integrate findings into programme planning and management, and develop gender-responsive indicators and intervention approaches.<sup>90</sup> It is this *managing for results* approach that provides a mechanism for mainstreaming to address gender-based inequalities, discrimination, and exclusion, as well as to accelerate progress towards achieving the 2030 Agenda and the SDG goals.

Following the United Nations conferences of the 1990s which developed impressive action plans for a wide range of issues, Member States moved the focus of attention from policymaking to implementing the global policies and recommendations already in place. The Millennium Declaration in 2000 and the subsequent development of the MDGs signaled this shift of focus to development results.<sup>91</sup> The 2030 Agenda for Sustainable Development and the SDGs – with clear goals, targets, and indicators – has significantly strengthened the focus on development results.<sup>92</sup>

The key principles of managing for development results in the United Nations context are aligned to the underlying principles of the 2030 Agenda for Sustainable Development as follows:<sup>93</sup>

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## 1. National ownership of development results

National level stakeholders, such as governments, are recognized as the primary owners of development policy and programmes. The roles of external development partners are to contribute to, complement and support national efforts;

## 2. Mutual accountability

Partners working together towards shared goals and results are all accountable. Both governments and their development partners should be accountable to citizens for democratic and consultative approaches, involving all key stakeholders, in establishing and attaining development results;

## 3. Inclusiveness, or broad stakeholder engagement

This is a critical principle for the 2030 Agenda 's vision of leaving no one behind and reaching the furthest behind first'. Stakeholders from government institutions at all levels, civil society organizations and community groups, should, as far as possible, be actively engaged in all processes of results management, and there should be broad representation of stakeholder groups, especially from the most vulnerable and marginalized groups, taking into account issues of intersectionality; and

## 4. Results for improved organizational learning

Results information can be used by governments and development organizations for learning purposes, to improve organizational performance and achieve better results in development policy and practice over time. There should be both short and long-term learning, as well as effective feedback loops:

- Short-term learning – focused on feeding results information back into the specific intervention to improve its effectiveness and efficiency and ensure it is on track to achieve the intended results: and
- Long-term learning – focused on using lessons learned to improve future policies, strategies, and results. For such learning to occur, the information must feed into strategic processes, such as policy formulation, planning, and budget management.

Both national governments and their development partners have committed to increasing the effectiveness of development policy and practice by shifting attention from tracking resources and activities to what these resources and activities are meant to deliver: development results on the ground. While the early results-based management approach

was largely oriented towards the internal performance and results of implementing organizations themselves, the approach in use today is directly focused on the national development environment and achieving concrete and measurable development results that impact the lives of stakeholders, i.e., the individuals and communities directly affected.<sup>94</sup>

## 1. CRITICAL ELEMENTS OF MANAGING FOR DEVELOPMENT RESULTS

Managing for development results requires an explicit focus on results throughout all phases of development interventions, from conceptualization, design and planning, through implementation, monitoring, documentation and evaluation. A consistent ongoing process of monitoring, documentation, and reporting of the gender equality results achieved is essential.

Effectively managing gender equality results requires that:

- The intended results, with targets and indicators, are identified and formulated in clear, measurable terms, taking into account the political, economic, sociocultural and environmental factors that can influence their fulfilment;<sup>95</sup> and
- Results-management systems are in place to collect data, measure progress, and report on the results at both country and development intervention levels.

Some of the critical elements of an effective results management system<sup>96</sup> include:

- A clear purpose – understanding what the results information will be used for;
- A ‘purpose-friendly’ framework – one that is simple and flexible but with the potential to capture complexity and to measure both short- and long-term results; and

- Reliable access to quality disaggregated statistics and quantitative and qualitative data.

To achieve effective results management systems<sup>97</sup> governments and development organizations need to:

- Establish a results-culture to create understanding of the value and use of results information and to build internal demand for a systematic focus on development results;
- Provide incentives to motivate an enhanced focus on results;
- Create institutional learning processes and mechanisms to facilitate the practical use of results information;
- Create an enabling environment that encourages and supports education and open discussion on results, both negative and positive, as well as unanticipated results;<sup>98</sup> and
- Develop skills among practitioners through training and other capacity-building measures to help them identify strategic results, develop quality indicators to track results, and collect and use results information effectively.



## 2. UNDERSTANDING GENDER EQUALITY RESULTS IN PROGRAMME MANAGEMENT

### Gender equality results

Gender equality results refer to the results achieved for women and girls compared with those achieved for men and boys, nonbinary, or other marginalized gender groups. Gender equality results should contribute to changing relations between women and men, or other groups, and addressing the underlying causes of gender-based inequality, discrimination, and exclusion.

Source: *OECD Tool Kit on Gender Equality Results and Indicators*

Like other results, identifying and promoting gender equality results in programme management can vary significantly from one context to another, depending on the specific situation and priorities and the specific intervention, i.e., the type of intervention, its scale and focus, and the support modality utilized. Gender equality results can be addressed in different development contexts, such as in households, communities, or in different types of organizations, including government institutions, schools, workplaces or markets;<sup>99</sup> and at different levels, and through different entry-points and strategies.

### Gender-responsive results

Gender-responsive results<sup>100</sup> are those attained in the context of interventions focused on other development objectives, for example, an intervention in the agriculture sector or for poverty reduction.<sup>101</sup> Gender-responsive results should be identified and monitored through regular processes in sectors and policy areas. Such results could include land reforms that provide equal rights of access, inheritance and ownership to women and men.<sup>102</sup> Gender-responsive results must be:

- Based on clear gender-equality objectives established through a gender-responsive baseline;
- Identified and prioritized collaboratively with stakeholders;
- Included from the design and planning stage, and based on a sound and explicit gender-responsive analysis which impacts all subsequent phases of planning and implementation;

- Explicitly incorporated into the monitoring and evaluation system and assessed at multiple points across the implementation cycle and supported by gender-responsive baselines, targets, and indicators, as well as sex- and age-disaggregated data and gender equality statistics; and
- Given explicit attention in all capacity-building for results management carried out within organizations and provided to partners.

### Gender-specific results

Gender-specific results are described in the UN-SWAP and UNCT-SWAP Gender Equality Scorecards as targeted efforts that “focus on gender equality and empowerment of women as the primary objective.”<sup>103</sup> Examples include increasing women’s access to HIV/AIDS services or substantially reducing the incidence and impact of gender-based violence.<sup>104</sup> A focus on gender-specific results is important for bringing attention to critical challenges and constraints to gender equality and women’s rights and empowerment. These challenges include the need to:

- Increase women’s leadership roles in key areas, including political decision-making;
- Address violations of the human rights of women and girls;
- Strengthen women’s economic empowerment;
- Address women’s health, including sexual and reproductive health and rights;

- Combat violence against women;
- Address women's security in conflict situations; and
- Focus on areas and activities where women predominate and where there are critical gender equality issues that can be overlooked in mainstream interventions, such as unpaid work, childcare and women's presence in the informal economy.

### **An increasing focus on transformative gender equality results**

The increasing call for transformative gender equality results can be met through programme management interventions that promote changes in sociocultural norms, values, attitudes and practices as well as in formal and informal power structures and processes at different levels. Both gender-responsive and gender-specific results can be transformative if they are focused on change in critical areas. Transformative results focus explicit attention on:

- Achieving more equal gender relations;
- Addressing the root causes of gender-based inequality, discrimination, and exclusion; and
- Promoting women's human rights and the empowerment of women and girls.<sup>105</sup>

### **Attaining transformative gender equality results – both gender-specific and gender-responsive – is a long-term endeavor<sup>106</sup>**

Lasting transformative change and results for gender equality can be slow and difficult to achieve, particularly given the significant attitudinal and behavioral changes required to address gender relations and the underlying causes of inequality. Change is unpredictable and the pathways to achieving it may be constantly shifting.<sup>107</sup> Some of the most important gender equality results, such as those related to women's empowerment, increasing their agency and voice, can be very difficult to quantify and measure<sup>108</sup> and take a particularly long time to achieve.

It is critical that the importance of empowerment for transformative change and gender equality results is recognized, managed and measured to ensure that long-term development objectives are achieved, including

sexual and health and rights; bodily autonomy; mobility; freedom from violence; and increased political participation and representation.<sup>109</sup>

### **Measuring change and results in the empowerment of women, girls or marginalized persons is complex**

- Empowerment should be viewed as both a process and an outcome,<sup>110</sup> which can make measuring empowerment difficult.
- Empowerment is context specific. What is perceived by one individual as empowering or strategic in one context may not seem that way to someone of the same gender in a different context or at a different time.
- Empowerment often includes subjective perceptions of power or agency. What some people perceive as empowering may not be viewed as such by another person of the same gender.

### **Accounting for planned gender equality results and unexpected ones, positive and negative**

Not all change or results occurring in relation to gender equality are planned or expected. There can be many unintended outcomes, either brought about independently or linked to development interventions. All results, whether planned or unexpected, positive or negative, should be investigated via programme management risk assessments and results analysis.

It is also important to recognize and give value to the fact that interventions may contribute to holding onto past gains, or furthering gains already made towards gender equality and women's rights and empowerment. Preventing reversals of such gains in difficult high-risk or conflict-affected situations can be an important objective of gender mainstreaming.<sup>111</sup>

Interventions that advance gender equality and women's rights and empowerment can lead to significant negative reactions when vested interests or the status quo are questioned in the process. In some contexts, negative reactions to proposed changes can be a sign that positive impacts are underway.<sup>112</sup> These reactions can lead to increased violence against women, among other consequences, as illustrated in the below example on micro-finance.<sup>113</sup>

# 3. EFFECTIVE GENDER EQUALITY RESULTS MANAGEMENT

Addressing gender equality results when managing interventions requires the following elements, all of which should be developed through a consultative and collaborative approach with a broad range of stakeholders:

- A sound, contextualized understanding of the gender equality situation in the specific development context, using a baseline developed through gender analysis;
- Clear gender equality goals and priorities;
- A plan for identifying potential risks and providing a risk mitigation plan, as well as desired or intended transformative change and results;
- A clear articulation of the expected pathway to change to achieve the intended results; this requires a theory of change that identifies both potential opportunities and challenges;
- Appropriate targets and indicators to allow for tracking, measuring, and reporting on progress towards the desired results through monitoring and evaluation;
- Reliable access to quality statistics, including gender and sex- and age-disaggregated statistics; and
- Effective monitoring and evaluation processes to ensure the systematic assessment of, and ability to learn from, results management (see [Chapter Seven](#) for further details on M&E).

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## **Example: Understanding the unexpected negative results of gender equality in micro-finance interventions**

Assessments of micro-finance programmes have shown that measuring results solely in terms of positive aspects, such as loan disbursements, repayment rates, and increases in women's incomes, provides only part of the story. Violence against women related to tensions around their increased economic power, different forms of exploitation of women who have gained economic resources, or the exclusion of truly impoverished women are common. In some programmes, the more income women earned, the less men worked. Men took control over the women's newfound income and tensions within households increased because of women's economic activity outside the home.

Negative results such as these can significantly alter the determination of whether an intervention was a success or failure. Identifying and understanding these types of unexpected and negative results is critical for accurately assessing the impacts of the intervention on gender equality and women's rights and empowerment, and for future planning of similar interventions. These results can only be adequately assessed with stakeholder consultation and participation.

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### **Gender-responsive baselines**

A baseline on gender equality and women's rights and empowerment provides a good foundation for identifying desired results. It describes the situation against which changes and results will be measured. With a clear gender analysis to develop the gender-responsive baseline, the changes that occur and the results achieved can be assessed to

identify what worked and what did not, as well as what strategies, results, targets, and indicators may need to be refined.

Effective use of baseline data in monitoring processes requires systematic use of gender analysis throughout the intervention, in particular for assessing changes in gender relations or the underlying causes of inequality, discrimination and exclusion, as discussed in [Chapter Three](#).

## Theories of change

The importance of theories of change for strengthening the focus on gender equality results in programme management is increasingly recognized. Theories of change are hypotheses or expectations around how

the intended change and results can be achieved via development interventions.<sup>114</sup> Failing to develop a theory of change for gender equality results can negatively impact expected programme management outcomes and the ability to measure change across time in development interventions.<sup>115</sup>

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### Definition: Theories of Change

Theories of change are sets of hypotheses, or best guesses on how change happens. Theories of change can account for shifting norms and trends in gender relations and power across agency, structure, and relations, and should be informed by a robust gender analysis. Gender-transformative theories of change must articulate the choices and debates that shape how an organization sees change happening and the role of programming within this.

Source: Adapted from the UNDAF Campaign *Guidance on Theory of Change*

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### Highlighting assumptions, risks and enabling factors through a theory of change:

By identifying potential pathways of change, theories of change make explicit the fundamental assumptions underlying an expected intervention, which facilitates tracking change over time and identifying the ways in which such development interventions may have contributed to this change.<sup>116</sup>

Pathways of change can be difficult to develop in terms of:

- Measuring and accounting for shifts in complex and intangible sociocultural norms and gender relations; and
- Assessing exactly how, and to what extent, development programming can contribute to gender-transformative change, given the inputs of other actors and events that can shape complex processes of social change.<sup>117</sup>

Pathways of change identify both risks and enabling factors, taking into account the specific development context and the interests and priorities of different stakeholders.

- Risk assessments should consider a wide range of potential risks, including financial, operational, organizational, political and sociocultural ones. Risks can be ranked according to their likelihood of happening, as well as in terms of potential severity if they do occur. A risk mitigation strategy should be defined for each risk to minimize its potential impact on the intended results.<sup>118</sup>

- Enabling factors that could enhance the possibilities of the intended change and results occurring should also be well understood if they are to be used effectively.<sup>119</sup> Enabling factors could include, for example, the supportive attitudes of local leaders, the active and positive engagement of men, strong women's groups and networks, and positive previous experiences in the area.

### Contextualizing:

To adequately contextualize and understand local realities, theories of change should be informed by a rigorous gender analysis, sex- and age-disaggregated data, and consultation and collaboration with key stakeholders, both women and men.<sup>120</sup> This will facilitate the required understanding of:

- The nature of gender power relations in the specific development context in both informal and formal structures and their processes of power; and
- The interrelationships between different domains or areas of change, including whether changes and results in one area can lead to similar changes in others. For instance, a theory of change can show whether the effects of changes in gender roles and relations through increased participation in decision-making at community level might have an impact on women's decision-making at the household level.

Contextualized theories of change can increase the potential to assess over time:

- The ways gender equality change and results have occurred;
- How these changes and results are perceived and experienced by all stakeholders; and
- What makes the change and results sustainable over time.

## Indicators for measuring gender equality results

### Identifying appropriate and useful indicators for measuring results

Identifying indicators, a critical step in managing gender equality results, is both a political and technical decision.<sup>121</sup>

*It is a political decision in that it is related to:*

- Deciding what should be measured; and
- Deciding who makes this decision.

*It is a technical decision in that it is related to:*

- Determining how expected results are to be measured; and
- Determining what data is needed to facilitate this.

### Underlying principles for identifying appropriate indicators and utilizing them effectively<sup>122</sup> include

- Use of consultative and collaborative approaches to identify results and

indicators as a means to ensure relevance for the particular development context and partner ownership;

- Assessment of partner commitment and capacity for utilizing these results *and indicators*, and developing strategies for addressing any constraints; and
- Use of both qualitative and quantitative indicators that can provide diverse information and perspectives, as well as the possibility to probe more profound aspects of change.<sup>123</sup>

Once theories and pathways to change have been developed, gender equality indicators should be created to support monitoring and evaluating the desired gender equality results. The indicators should provide a relatively simple and reliable means to measure results and identify areas where improvement is needed. Appropriate and clear indicators can facilitate assessment of:<sup>124</sup>

- Whether planned activities and processes were implemented as intended;
- Whether change was achieved, or progress made towards achieving the change; and
- Whether intended results were attained or not, and the reasons for this.<sup>125</sup>

## Gender analysis – critical for identifying indicators of gender equality results

Consistent use of gender analysis is critical for effectively identifying indicators and targets for gender equality results and for adequate monitoring and reporting on progress based on these indicators.

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## Gender Equality Indicators

Gender equality indicators are measures of performance in relation to the achievement of gender equality results. To develop indicators, sex- and age-disaggregated data and other quantitative and qualitative information must be collected and analyzed. Indicators can be used to assess:

- Concrete changes and gender equality results in the development context in terms of more equal gender relations, removal of specific gender-based challenges and constraints, and the creation of an enabling environment for gender equality and women's rights and empowerment; and/or
- Changes and results in terms of whether both women and men can participate in, influence and benefit from development interventions on an equal basis.

Source: Builds on: OECD-DAC (2014) *op. cit.*; and ADB and Australian Aid (2013) *op. cit.*

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**In the initial stages of development interventions,** gender analysis is needed to identify areas where change is critical and where indicators are required to assess progress over time. These areas include:

- Major gender-based inequality, discrimination, and exclusion at national and subnational levels, or in relation to a particular sector or policy area that may prevent women and/or men from participating in, influencing, and benefiting from development interventions;
- Areas where targeted action may be needed to remove significant constraints to gender equality and women's rights and empowerment; and
- Particular needs, priorities, and aspirations of women, men and/or gender-diverse people in the specific development context that should be taken into account.

**In monitoring and reporting on progress,** gender analysis is required to ensure the information on results is appropriate and is interpreted and utilized correctly. Analysing progress on indicators for gender equality results can enhance understanding of:<sup>126</sup>

- The type of change that has taken place, and the quality of the change compared to the expectations;
- Why and how the change occurred and its relation to the theory of change;
- The potential sustainability of the change over time;
- The effectiveness of the intervention in promoting this change; and
- The factors that constrained or facilitated the change.

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## HOW-TO: Criteria for robust gender equality indicators

- **Valid:** measuring what the indicator is intended to measure.
- **Reliable:** Minimizing random error; and producing the same result consistently, given the same set of circumstances, including the same observer or respondent.
- **Comparable:** enabling comparisons of results or effectiveness over time, and in different contexts.
- **Non-directional:** enabling a measurement of change in any direction.
- **Precise:** using clear, well-specified definitions.
- **Feasible:** able to be measured using available tools, methods, resources, and skills.
- **Verifiable:** able to be proven or tested empirically.

Source: ADB and Australian Aid (2013) *op. cit.* which builds on: Bloom, S.S. (2008) *Violence against women and girl: A compendium of monitoring and evaluation indicators.* Chapel Hill, North California.

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### Key challenges/constraints to working with gender equality indicators

#### Over-emphasis on quantifiable indicators

Due to technical difficulties in measuring gender equality results, particularly with qualitative data, it can be tempting to primarily choose indicators that track quantifiable results that are easy to achieve and measure. Such indicators can, however, fall short on measuring complexity and progress towards long-term

changes,<sup>127</sup> especially in terms of gender relations. In addition, change is not always a dynamic or linear process, and it can take a long period of time to see results. "Incremental changes must be perceived and understood as valued results, knowing that gender equality is a long-term goal."<sup>128</sup>

#### Unmanageable numbers of indicators

Using too many indicators can slow progress in measuring results. Long lists of standard

indicators for aggregation and reporting has led to a multiplication of available indicators on gender equality.<sup>129</sup> This may feel overwhelming for practitioners and can create frustration and resistance. The challenge is to keep the number of indicators manageable and to select measurable ones that can show progress towards gender equality in the short, medium and long-term.

### Limitations in availability and reliability of sex-disaggregated data

The lack of good sex-disaggregated data can be a serious challenge in developing appropriate gender equality indicators. It is important to consider whether organizations at national and subnational levels responsible for collecting, compiling, and analysing data have the required capacity for disaggregation, and to take steps to address any constraints through capacity-building and/or by providing expertise.

## Critical questions to be raised in the design of gender equality indicators in programme management:<sup>130</sup>

KEY QUESTION	SPECIFIC QUESTIONS TOWARDS VERIFIABLE ANSWERS
<i>Who will use the information and for what purpose?</i>	<ul style="list-style-type: none"> <li>Do key stakeholders <i>understand how the information collected will be used</i> and is it relevant for their priorities and needs?</li> <li>Do stakeholders understand the <i>importance of sex- and age-disaggregation and rigorous gender analysis</i> for the relevance and usefulness of the information collected?</li> </ul>
<i>Are the indicators appropriate and relevant?</i>	<ul style="list-style-type: none"> <li>Are both quantitative and qualitative indicators used?</li> <li>Are the indicators easy to understand and use?</li> <li>Do the indicators lend themselves to aggregation?</li> </ul>
<i>Are the indicators verifiable?</i>	<ul style="list-style-type: none"> <li>Is there a baseline current value for each variable in the indicator statement?</li> <li>Is there a target with a specified timeframe for each variable in the indicator?</li> <li>Will there be sufficient sex- and age-disaggregated data available to measure progress?</li> </ul>
<i>Will the indicators measure what is intended?</i>	<ul style="list-style-type: none"> <li>Will they measure change in gender relations over time?</li> <li>Will they measure change in underlying causes of inequality, discrimination, and exclusion?</li> <li>Will they provide information on whether development interventions equally benefit women and men, and girls and boys, and will they show the causes of differences relating to this outcome?</li> <li>Will the causes of changes and results achieved be captured by the indicators?</li> <li>Will the indicators provide information on the effectiveness of gender equality strategies?</li> </ul>
<i>Do the indicators take into account the capacities at the national level?</i>	<ul style="list-style-type: none"> <li>Is there capacity at the national level to collect and analyse sex- and age-disaggregated data, or is capacity-building required?</li> <li>Do the indicators impose new reporting burdens on government institutions, or are they aligned, as far as possible, with existing reporting obligations?</li> <li>Is each variable in the indicator statement measurable with reasonable cost and effort?</li> <li>If extra resources are required, for instance, for capacity-building, is there willingness to provide these?</li> </ul>

## 4. MOVING FORWARD ON GENDER EQUALITY RESULTS MANAGEMENT IN INTERVENTIONS

Despite the demonstrated benefits of addressing gender inequalities, too little attention has been given to identifying clear goals and results and measuring the extent to which these goals and concrete positive results are achieved in programme management towards gender equality.

A number of elements are critical for strengthening the focus on gender equality results in programme management.<sup>131</sup>

These include:

- The focus on gender equality results must be consistent and explicit – it should be clearly articulated throughout all phases of development interventions;
  - Gender equality results should be managed through existing systems and procedures, such as results management frameworks, performance monitoring systems, and screening processes, rather than through separate, gender-specific processes and procedures;
  - Standard measures of progress on results for gender equality should be developed that can be easily compared and aggregated across programmes, countries, sectors and policy areas to provide a consistent account on performance; and
  - There should be adequate financial and human resources to sustain a focus on results.
- Increased active stakeholder involvement**
- Stakeholder involvement is especially critical for gender equality results since these results are directly related to changes in gender relations at all levels, from the household and community to political, economic, and socio-cultural institutions at different levels. To ensure acceptance of, and support for, proposed gender equality goals, changes and results, planned interventions should always be defined through a democratic and consultative process involving:
- All key stakeholders, including the drivers of change for gender equality, such as national mechanisms for gender equality, gender equality caucuses in parliament, and women's groups and networks in civil society; and
  - Both women and men, and stakeholders of all gender identities on the grounds that gender equality results:
    - Concern gender relations, and women, men and gender-diverse people can have differing perceptions of whether and how gender relations should be changed; and
    - Can involve a direct confrontation with entrenched male privilege and power, making engagement with men essential.<sup>132</sup>

## 5. CHALLENGES AND OPPORTUNITIES IN PROGRAMME MANAGEMENT FOR GENDER EQUALITY RESULTS

### **Establishing realistic results expectations within the timeframe of interventions**

It is important to seek realistic results within the given timeframe of a development intervention, i.e., results that are possible to

measure and report on in the time available to conduct the intervention. There may be a need for a phased approach if change cannot be promoted on all identified gender equality challenges simultaneously.<sup>133</sup> This entails identifying immediate and intermediate results that can be used as steppingstones to longer-term transformative results.<sup>134</sup>



Change at the macro-level can only be expected over a long-time frame, as it requires increasing numbers of stakeholders to accept the desired change and results as well as the coalescing of sociocultural, economic and political factors in support of the change.<sup>135</sup> For example, an intervention on combating violence against women cannot expect to show a significant reduction in violence in a short time frame. It could, however, be expected to show immediate or intermediate positive results in terms of shifts in that direction through increased recognition of violence as a crime, and/or signs of increased reporting of violence by women.

### **Avoiding overemphasis on tangible and quantitative results**

As with challenges affecting gender equality indicators, managing for results can fall prey to risk aversion. The increased focus on accountability can lead development

organizations to emphasize tangible and quantifiable results that can be achieved quickly and are easily measured,<sup>136</sup> and to avoid qualitative data and approaches. This significantly limits the ability to identify changes in sociocultural values, norms, attitudes and relations. Whilst quantitative results are important, qualitative gender-responsive results provide an opportunity for more a insightful, context-specific understanding of the results, and thus should not get squeezed out because of the desire to work with more quantifiable data. The pressure to demonstrate positive results may also lead to reduced interest in supporting innovative interventions and those that involve risks. Short-term quantifiable results may be favored over long-term transformative results,<sup>137</sup> with institutions unintentionally avoiding opportunities presented by less tangible interventions that are critical for women's empowerment and the transformation of gender relations.

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## **Challenges in attributing changes and results for gender equality**

Assessing the impact of gender mainstreaming on the achievement of positive gender equality results and concrete changes in the lives of women and girls and men and boys is extremely challenging. It is difficult to attribute change to specific development interventions, given the fact that the lives of women and girls and men and boys are profoundly altered by many different types and sources of change that lie beyond the interventions of governments or development organizations. There is a need for greater reflection on how change in gender relations occurs, and a deeper awareness of the roles played by gender-responsive development policy and practice.

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### **Building understanding of the complexity of results and identifying ways to work with this**

Progress towards gender equality results can be slow and complex, often requiring changes in the socio-cultural values, norms, attitudes and behavior of both women and men, as well as changes in power structures and processes at both informal and formal levels. The gender-based power systems and relations that mediate women's access to rights, resources, security, and autonomy are deeply embedded in public and private institutions and relationships, all of which can be difficult to change. It is important to recognize these complexities in programme

management, especially when attempting to change sociocultural norms and attitudes, and to shift power relations that impact gender equality. Shifts in one domain or dimension of gender equality results do not guarantee changes in others. Changes in power relations in the home, for example, do not guarantee that power relationships will be affected in the community.<sup>138</sup> Achievement in one dimension of desired change may, however, have unintended and unexpected impacts on progress in others; and progress in one area can be hampered by lack of progress in others.<sup>139</sup> The implications of such unplanned consequences and opportunities in programme management for gender equality need to be analyzed and understood.

# CHAPTER 5

## Organizational Change and Mainstreaming for Gender Equality Results

# INTRODUCTION

Organizational change in support of gender mainstreaming will not be effective unless there is a strong focus on the end goal of the change intended – the achievement of gender equality results. Much of the implementation of gender mainstreaming has concentrated on bringing about internal organizational change,

such as changes in regulations and routines and the introduction of capacity building. A greater focus is required on organizational results, the impacts of these internal changes on substantive work, programming processes and the outcomes and results at the national and programmatic levels.

## 1. ORGANIZATIONAL CHANGE FOR GENDER EQUALITY RESULTS

Organizational change for results towards gender equality refers to:

- Institutionalizing gender mainstreaming or attention to gender equality within substantive work in any organization – in policies, planning, budgets, implementation processes and monitoring and documentation; and
- Developing capacity and assigning roles and responsibilities to all personnel, as well as providing resources and support to ensure institutionalization is fully implemented.

There has been a tendency to see the organizational change required for gender mainstreaming as solely related to the issues of roles, responsibilities, capacity, and resources. This has led to the perception that gender mainstreaming is primarily a technical issue,<sup>140</sup> one that simply requires a specific gender equality policy and action plan, and some methodologies and tools, and capacity development. In this type of approach, the necessary focus on influencing the substantive work of the organization and adapting organizational processes and approaches to accommodate gender equality perspectives, as well as on addressing the core goals of gender mainstreaming – the need to explicitly challenge and change the underlying causes of gender-based inequality and power relations – can be lost.

Change is required in organizations to ensure that all processes and procedures and all

methodologies and tools supporting them are made explicitly gender-responsive. This involves ensuring that gender equality is an integral part of all the substantive work of the organization, in setting goals, making policy, identifying priorities, establishing strategic frameworks, and designing, planning, implementing and monitoring and evaluating specific interventions.<sup>141</sup> Existing methodologies and tools, such as data-collection guidance, analysis models, evaluation tools and results-management methodologies, must be adapted to become sufficiently gender-responsive to be able to identify and address relevant gender equality issues.

### **Organizational culture and the negative impacts of gender biases**

Organizational contexts that are extremely challenging for working on gender equality can lead to negative impacts on the gender equality situation within the organization itself as well as on the gender-responsiveness of its operational work. Gender biases and power imbalances in the workplace create discrimination and discomfort for women and anyone facing multiple and interlinked inequalities, discrimination, and exclusion, including on the basis of gender identity and sexual orientation. Organizational cultures that condone stereotypical attitudes and sexism and are male-biased in terms of recruitment, promotion, and working conditions are discriminating against women employees as well as the stakeholders in development interventions.<sup>142</sup>

Particularly problematic are unequal power relations within organizations.<sup>143</sup> In hierarchical and masculinist organizational cultures, gender equality policies and gender mainstreaming efforts tend to evaporate with very little real implementation or impact.<sup>144</sup> Uncovering these hidden gendered norms, values, and cultures is critical for generating more gender-equitable ways of working, as well as for facilitating the meaningful implementation of mainstreaming for gender equality.<sup>145</sup>

Numerous failures when implementing gender mainstreaming can be linked to constraints in organizational culture in relation to leadership, resistance from staff, lack of incentives, staff overload, insufficient capacity, lack of training, absence of accountability mechanisms, and limited human and financial resources.<sup>146</sup> The UN system accountability mechanisms, [UN-SWAP 2.0](#) (at individual entity level) and [UNCT-SWAP Gender Equality Scorecard](#) (at UN Country Team level), have established performance indicators for areas of concern regarding institutionalization, which can provide enhanced support to the transformational process of organizational change towards gender equality.

### **Organizational leadership on gender mainstreaming at all levels**

Transformational senior leadership in development organizations is an important prerequisite for gender mainstreaming. Senior managers, for example, can provide invaluable support to gender mainstreaming

through consistent messages of commitment and demands for accountability.<sup>147</sup> But commitment and support are also critical at middle-management levels. Positive signals from senior levels have limited impact if they are systematically negated by middle-level managers because of disinterest or resistance.<sup>148</sup> Strong leadership at all levels to enhance coherence, coordination and collaboration among all priority policy issues is important for gender mainstreaming.

As a minimum, organizational leadership committed to institutionalizing change towards gender equality should:<sup>149</sup>

- Establish institutional arrangements such as gender units and gender focal point systems to support gender mainstreaming;
- Allocate financial to support gender mainstreaming efforts; and
- Implement accountability mechanisms for promoting gender equality.

Strong gender equality results through gender mainstreaming require adequate, sustained financing for both integrated and targeted interventions at different levels. It is critical that the resources required for adequate and appropriate gender mainstreaming training, support, and methodology and tools development, as well as for gender equality expertise, are included in organizational budget planning exercises.

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## **HOW TO: Ensure effective leadership for gender equality results**

- Develop a sound understanding of gender mainstreaming through innovative forms of capacity-building initiatives for management. Some of the focus areas can be gender equality goals and mandates; the gender mainstreaming strategy; results-based management for gender equality; and gender-responsive budgeting.
- Enhance understanding of the ways in which gender equality and women's rights and empowerment are essential to achieving the 2030 Agenda – that achieving the SDG goals and results is not possible without a strong focus on these issues. Establish regular briefings for senior managers with senior gender equality specialists on promising practices and persistent challenges within the organization.<sup>150</sup>
- Develop a catalogue of areas where a stronger leadership role is important, and consulting with relevant staff in these areas, define strategies for strengthening the impact of strong leadership. These could include enhancing leadership in initial organizational approval phases; monitoring and documenting progress; utilizing results-based management and institutional learning from monitoring and evaluation processes; and investigating possible gender bias in the institutional values, norms, and practices that form the organizational culture.

- Ensure accountability by monitoring capacity for mainstreaming for gender equality results, and ensure that professional capacity requirements on gender equality are included in recruitment processes, job descriptions, work plans, and performance assessments as well as in criteria for promotion.
- Require regular briefings from staff responsible for sector or policy areas identified as priority areas, or those where progress on gender mainstreaming has been slow and challenging.
- Take on roles as gender equality champions – become leaders that advocate for and support increased attention to gender equality and women’s rights and empowerment and the gender mainstreaming strategy, giving visibility to these issues.<sup>151</sup>

## Accountability for gender mainstreaming

Accountability refers to the need to act in accordance with globally agreed upon norms, policies, and legal frameworks, as well as with national policies, strategies and priorities for gender equality and women’s rights and empowerment.<sup>152</sup> All actors working with policy and practice have responsibilities for, and should be held accountable for, implementing gender mainstreaming to ensure these goals and results are achieved. Accountability can be assessed through different organizational instruments, including regular monitoring and evaluation systems, reviews and audits, as well as through specific accountability mechanisms. Monitoring and evaluation and their importance in gender mainstreaming are discussed further in [Chapter Seven](#).

Accountability mechanisms should be designed, planned, and managed in a collaborative manner. The greater the involvement of a broad range of personnel, the greater the potential for effective utilization and impact.<sup>153</sup> Examples include:

- Making reporting and coordination roles/ functions on mainstreaming for gender equality results the combined responsibility of all personnel, rather than the sole responsibility of gender focal points or gender specialists; and
- Visibly engaging managers in ensuring gender-responsive design, planning and implementation processes.

## Engaging gender equality specialists to support leadership roles and responsibilities

The engagement of gender equality specialists in organizations is critical for ensuring that management levels have the support required to fulfill their roles in ensuring mainstreaming for gender equality results throughout the organization. Managers need to ensure that these specialists have the status, opportunities, resources and support needed to be able to carry out their important catalytic role on gender mainstreaming.

Since there are relatively few gender equality specialists within most organizations, it is important that those involved work as effectively as possible. Specialists should be internal change agents and drivers of mainstreaming for gender equality results by:

- Advocating for gender mainstreaming and results-based management;
- Providing advice and support, through for example, helping to identify entry-points and ways to impact them; and
- Developing appropriate methods and tools, including capacity-building, towards organizational change and mainstreaming for gender equality.

Gender equality specialists need explicit management support, authority, and access to important processes and financial resources in order to play this catalytic role, and to ensure that they have a strong visible presence and significant impact.

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## HOW-TO: Strengthen the catalytic role of gender equality specialists

To strengthen their role, gender equality specialists in all organizations can:

- Ensure that the available advisory and support functions are well known and utilized throughout the organization;
  - Use consultative and participatory approaches in developing methodologies and tools;
  - Disseminate information on methodologies and tools broadly and organize capacity-building inputs directly linked to their use;
  - Develop innovative measures to strengthen awareness, knowledge, and capacity for gender mainstreaming within the organization, considering the specific needs of different categories, levels and roles of staff;<sup>154</sup>
  - Carry out informal internal reviews of progress on gender mainstreaming with staff working on different sector or policy issues to discuss what works, what might be done to address persistent challenges, and ways to build on gains made;
  - Encourage cross-sectoral collaboration on mainstreaming within the organization to promote broader organizational learning from positive trends and promising practices;
  - Document and disseminate broadly positive trends and practices from within the organization and from other contexts;
  - Establish mechanisms for increasing access to high-level management to ensure adequate support for catalytic efforts, and to provide opportunities for regular reporting on both gains and challenges within the organisation;
  - Review and revise as necessary the approaches, methodologies and tools for promoting and supporting gender mainstreaming within the organization, using collaborative and inclusive approaches; and,
  - Network and collaborate with gender equality specialists in other organizations to learn from their experiences, using both formal and informal networks, for example, interagency mechanisms like the UN Inter-Agency Network on Women and Gender Equality (IANWGE).
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## 2. METHODOLOGIES AND TOOLS TO SUPPORT ORGANIZATIONAL WORK WITH GENDER MAINSTREAMING

Integrating gender equality into existing organizational strategies, methodologies and tools is generally more useful than inventing new ones. Both sector and policy area specialists and gender equality specialists should work collaboratively to ensure that all existing methodologies and tools are gender-responsive to allow for systematic and effective gender mainstreaming and achievement of positive gender equality results.<sup>155</sup>

While the priority is to ensure that all methodologies and tools take gender equality into consideration, there may be contexts where specific methodologies and tools are required to support mainstreaming and the achievement of gender equality results. New tools should complement and link to existing ones where possible. Consulting with personnel at different levels, and tailoring tools to the organizational context, are critical for

successfully adapting existing methodologies and tools and/or creating specific methodologies and tools.

Many different types of specific methodologies and tools to support gender mainstreaming have been developed over the past 25 years which can be used to support mainstreaming for gender equality results.<sup>156</sup> These include action plans, gender analysis methodologies, and practical tools such as handbooks, guidelines, manuals and checklists on ways to influence planning, implementation, and monitoring in programme cycles. Increased documentation of experience and sharing of promising practices within and between organizations are also important means of strengthening gender mainstreaming implementation and outcomes at local, national and global levels.<sup>157</sup> It is, however, always important that methodologies and tools are adapted to the specific organizational contexts in which they will be utilized.

### **Developing professional capacity on gender mainstreaming**

Mainstreaming for gender equality results requires that gender equality issues are prioritized and given explicit attention across all areas of work. The responsibility for implementation must be an explicitly required professional competency that is integral to the work of everyone, including senior leaders, in-house personnel, consultants, external experts, implementers, evaluators, and all others involved in the organization.

Professional competence for promoting gender equality and women's rights and empowerment, through gender mainstreaming includes the awareness, knowledge, and commitment, as well as the capacity and skills, to identify and address relevant gender equality issues in daily work. Training must therefore be part of an ongoing process for all organizations, with dedicated financial resources to cover all necessary costs. Despite considerable capacity-building efforts in organizations over the past two decades, evaluations have consistently noted the need for improvements to gender mainstreaming training,<sup>158</sup> which indicates a need to reassess the effectiveness of the approaches being utilized.<sup>159</sup>

### **Building on existing sector and policy area knowledge and experience**

The significant knowledge and expertise of development, private, and public organizations regarding different sectors and policy areas

has great value in facilitating and developing appropriate approaches, methodologies, and tools for gender mainstreaming within these areas. Effective mainstreaming requires sound knowledge of the goals, priorities and processes in different sectors and policy areas that can ensure gender equality issues are effectively incorporated.

Bringing together these areas of specialized knowledge – on sectors and policy areas on one hand, and on gender equality and women's rights and empowerment on the other – has several important impacts:

- It helps create strong organizational networks to strengthen mutual efforts towards gender equality;
- It facilitates the necessary understanding of the implications of gender equality in a specific sector or policy area; and
- It creates the potential for effective action by identifying appropriate entry-points and strategic approaches.<sup>160</sup>

To enhance system-wide capacity on mainstreaming for gender equality results, all entities of the United Nations system, and all organizations generally, are recommended to:<sup>161</sup>

- a. Integrate a gender perspective into all training programmes;
- b. Provide continuous training for all staff, including those at the highest levels;
- c. Provide specialist training for gender experts to enhance their skills;
- d. Ensure that specialized gender expertise is available within the organizations and easily accessible by all personnel; and
- e. Coordinate training efforts through a system-wide evaluation of the impact of gender-training.

### **Organizational capacity needs assessments support capacity-building**

Brief one-size-fits-all training programmes cannot provide the contextualized awareness, knowledge, commitment, and skills needed to help organizations implement the gender mainstreaming strategy and strengthen gender equality results. To achieve the full potential of capacity-

building, training and other inputs must be tailored to organizational needs, which can be determined through a capacity needs assessment. Tailored training programmes can increase awareness, knowledge, and commitment as well as capacity, and ensure that personnel take on responsibility for gender mainstreaming.<sup>162</sup>

Capacity-needs assessments allow organizations to tailor their training on gender mainstreaming to different sectors and policy areas, to specific contexts, and to the needs of personnel and participants. There is a significant difference, for example, in the capacity needs of staff working on programmes and projects at subnational levels and those working at national levels with country programming. Undertaking an assessment of capacity needs is the first important step towards creating an

organizational capacity-development plan. It provides information on strengths and weaknesses and identifies areas where improvements are necessary. It also provides a baseline against which future progress can be measured. The UN Women Gender Equality Capacity Assessment Tool is recommended as one option to facilitate capacity-needs assessments at the organizational level.<sup>163</sup>

### **Follow-up activities**

The outcomes of capacity development programmes on gender mainstreaming may be limited if there is not enough attention devoted to follow-up. Managers at different levels should be aware of their role in assessing the impact of capacity development on day-to-day-work, providing further support and demanding accountability as needed.<sup>164</sup>

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## **HOW-TO: Ensure effective follow-up on gender mainstreaming capacity development training and participation across organizations**

Some follow-up measures that can promote effective participation in gender-mainstreaming training, and help to ensure optimum benefits of capacity-building activities include:

- Developing concrete, measurable individual actions in relation to ongoing work that participants agree to undertake after completing the training. These can be regularly followed-up through performance evaluation processes;
- Scheduling meetings with managers immediately after a training, and at regular intervals afterwards, to allow participants to discuss how to apply what they have learnt, and to agree on further appropriate follow-up.
- Following-up with meetings held three to six months after completing a training to assess the value of the training and provide opportunities for participants to seek further advice and support on new questions or challenges that may have arisen.
- Establishing help desks and other resources such as quarterly online catchups with training groups or online Q&A/support groups for participants to keep in contact, seek advice, and share experiences and resources after the training.



## The need for diverse learning and gender mainstreaming support opportunities

Using a variety of approaches to training and creating a range of organizational spaces for less formal learning processes is important for developing engagement and capacity for gender-responsive work. So too is establishing gender mainstreaming support spaces where individuals can seek out assistance as required, to ensure increased organizational capacity for change towards gender equality results through systematic and effective gender mainstreaming.

## Opportunities for developing gender mainstreaming awareness, commitment, support, and skills-building

Ensuring high levels of relevant, contextualized knowledge and capacity across organizations at all levels is critical to ensuring effective mainstreaming for gender equality results. Developing strong networks with gender equality advocates and leaders in other organizations, or women's groups and specific networks in civil society at global, national, and local levels is also necessary. Seminars, workshops, and other learning events at national, regional, and international levels are additional means of supporting knowledge and skills development; they enhance networking

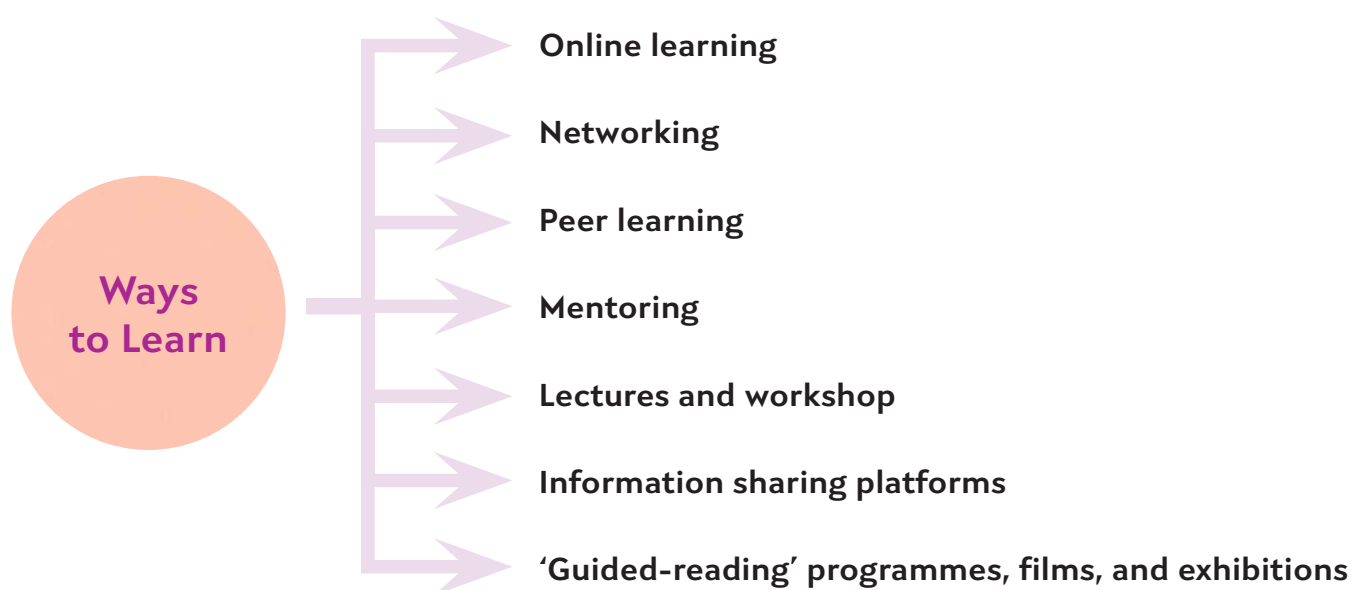
within and across organizations, which in turn can support mutual efforts on gender mainstreaming.

## Tailored capacity development to meet priorities and needs of different groups

The priorities and needs of different professional groups within development organizations need to be taken into account in establishing capacity development programmes, including for example management and gender equality specialists.

Capacity development opportunities for senior managers must be tailored to their position and their leadership roles to help them identify entry-points in their work and ways to make these gender-responsive. For example, new managers should be offered guidance on leadership roles for gender mainstreaming as an integral part of their orientation programmes.

Gender equality specialists should receive upgraded training on results management and the use of changed aid modalities such as gender-responsive budgeting and public finance management. These specialists are expected to be able to offer advice and support in a wide range of sectors and policy areas, covering many countries in different regions. This can be difficult and requires ongoing knowledge and capacity development.



# CHAPTER 6

## Mainstreaming for Gender Equality Results at the National Level

# INTRODUCTION

Development organizations provide support to national level efforts to promote gender equality results through mainstreaming in two ways – through more traditional support to programmes and projects at sub-national and community levels, and increasingly through modalities which focus on national

level policies, strategic planning frameworks, budgets, and financial management processes, and results management. Both these types of interventions are critical for ensuring gender-responsive development efforts which promote positive gender equality change and results at national level.

## 1. GENDER MAINSTREAMING IN DEVELOPMENT PROGRAMMES AND PROJECTS AT SUB-NATIONAL AND COMMUNITY LEVELS

This chapter focuses on methods for implementing mainstreaming for gender equality results at the operational level in programmes, projects, and other development interventions at subnational levels.

The actions taken to mainstream gender equality into programmes and projects at the subnational level must be based on the understanding that the primary responsibility and accountability for promoting gender equality and achieving positive outcomes and results rests with governments. Further, based on national priorities and strategies, governments have the responsibility for coordinating all external assistance.<sup>165</sup> To be effective and sustainable, gender mainstreaming must therefore be a comprehensive process across all sectors of government. While fully respecting country ownership, external partners can play an important contributory role in supporting the gender-responsiveness of policies, strategies, programmes and projects through such processes as data collection, analysis, consultation, capacity-building, implementation and monitoring in support of gender equality results.

### **Developing practitioners' knowledge and awareness**

Systematic and effective gender mainstreaming at the programme and project level requires that all practitioners – in both national and development partner organizations – understand why, when and how to bring attention to gender equality. This does not mean that all practitioners need

to become gender specialists, but that they must be aware of the importance of gender equality issues and committed to finding ways to address them, using all available resources. This, in turn, implies the need for capacity building and access to expertise and resources within all organizations and entities.<sup>166</sup>

Professional competence requires awareness, knowledge, and experience regarding gender equality and women's rights and empowerment. Equally important, practitioners must have considerable knowledge and experience of the sectors and policy areas concerned. The importance of such thematic knowledge is often underestimated. Both gender equality specialists and development or sectoral specialists with an in-depth knowledge of the programme or policy area are required to ensure that the critical gender equality issues and appropriate goals and results are effectively addressed. Competence development is discussed further in [Chapter Five](#).

### **Areas for action to effectively implement gender mainstreaming**

The critical areas for action in the implementation of gender mainstreaming in programmes, projects, and other development interventions described earlier, are elaborated below. In each of these areas, entry points and resources need to be identified to ensure gender-responsive and transformative action for achieving positive results on gender equality and women's rights and empowerment. Sound gender-responsive analysis is an essential starting point – there are a number of critical requirements for effective gender-responsive

analysis in interventions at the subnational level, further elaborated in [Chapter Three](#). The areas for action are as follows:<sup>167</sup>

## **ACTION 1. UNDERSTAND THE LINKAGES BETWEEN GENDER EQUALITY AND THE SPECIFIC SECTOR OR POLICY AREA**

Effective mainstreaming for gender equality results requires a sound knowledge of the ways in which gender equality is relevant and important in the sector or policy area concerned. A wide range of factors about stakeholders, including women as well as men, and other marginalized persons, need to be taken into account. Relevant factors include inter alia:<sup>168</sup>

- Knowledge, experience, and capabilities – including important traditional knowledge and practices;
- Roles, responsibilities, and contributions;
- Needs and priorities; and
- Access to and control over resources and assets – natural, productive and financial; and
- Leadership and decision-making roles.

Gender analysis of the linkages between gender equality and a specific sector or policy area can highlight the relevance and importance of gender equality and the ways in which women, men, and persons of other gender identities provide important knowledge and experience and already contribute in the sectors or policy areas concerned, as well as areas where it is important to ensure equal possibilities to participate in, influence, and benefit from development interventions. Such linkages are not static across all contexts, whether geographic, sociocultural or institutional. There can be considerable gender-based variation in rights, roles and responsibilities, access to and control over resources, and with regard to vulnerabilities and constraints in relation to the sector or policy area in different contexts.

While there has been a tendency to presume that some areas are neutral from a gender equality perspective – i.e., that there are few, if any, relevant gender equality issues to take into account in development policy and practice, such assumptions are incorrect. Analysis of potential implications must always be carried out.<sup>169</sup>

## **ACTION 2. INVESTIGATE THE GENDER EQUALITY SITUATION IN THE SPECIFIC DEVELOPMENT CONTEXT**

It is not sufficient to have a good understanding of the overall linkages between gender equality and the sector or policy area concerned. The relevance and importance of these linkages must be further investigated in the specific development context in which interventions will be carried out, since there can be considerable variation in terms of the most relevant gender equality issues in relation to the sector or policy area in different contexts. Differences can exist between countries, regions within countries, and between communities in the same area. There may be significant differences within communities, based on issues of wealth, class, or ethnic group. These differences could be related to roles and responsibilities, knowledge, capabilities and experience, rights, resources, opportunities, decision-making, contributions and benefits. There can also be considerable variation in the vulnerabilities, constraints, and challenges faced by women, men and other gender identities, which can impact development processes and outcomes.

Effective mainstreaming for gender equality results in any sector or policy area also requires an adequate understanding of the overall gender equality situation within the specific development context in which the intervention is to be implemented. It requires the identification of opportunities and challenges inherent in gender equality issues as they are manifested in specific settings or contexts.<sup>170</sup> Understanding contextualized causes of gender-based inequality, discrimination, and exclusion, and unequal gender power relations requires rigorous analysis.<sup>171</sup> Such analysis can facilitate identification of actions tailored to the opportunities and challenges in specific contexts.<sup>172</sup> A sound understanding of the gender equality situation in the specific context will also make clear what change and results could be promoted through integrated action and what will require specific targeted action.

Stakeholder involvement in validating the context analysis and identifying entry points for interventions to promote gender equality change and results is critical. Stakeholders can direct planners to the considerable variation that exists in the expression of gender norms and gender relations in different sociocultural, political and legal contexts.<sup>173</sup>

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## Essential background knowledge for adequate contextualization

Investigating the development context should always be based on sound knowledge of goals, policies, strategies, and priorities at national, subnational and community levels. This includes adequate knowledge of:

### At the national level:

- National policies, strategies, and priorities on gender equality;
- National commitments to globally agreed policies, norms, and legal standards for gender equality, such as the Beijing Platform for Action; of legal obligations to ratified conventions and treaties, especially CEDAW and CRC; and the progress made in fulfilling these commitments and obligations;<sup>174</sup>
- The drivers of change for gender equality;
- The impacts of both national and global policies and legislation in the specific development intervention context; and
- General challenges/constraints, as well as potential opportunities within the country.

### At the subnational level, such as regional or district levels:

- The impacts at this level of both national and global policies and legislation;
- The drivers of change at this level, such as branches of national machineries of women's groups, networks in civil society, and other potential allies; and
- Specific challenges/constraints and potential opportunities at this level, such as for example, gender-aware leaders.

### At the local community level:

- The impacts of national and global policies and legislation at this level;
- The drivers of change at this level;
- Specific challenges/constraints, and potential opportunities at this level; and
- Informal structures and mechanisms of power and the positions of local leaders in both formal and informal contexts.

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## ACTION 3. ASSESS THE POTENTIAL IMPLICATIONS OF PLANNED INTERVENTIONS ON GENDER EQUALITY

With knowledge of the gender equality situation in the specific context, the potential gender equality implications of the planned interventions can be assessed. This involves investigating the potential impact of the intervention on the existing gender equality situation and, vice versa, the potential ways in which the gender equality situation could impact the goals and results of the intervention.

### Potential impact of the planned interventions on the gender equality situation

Assessing the potential impact on gender equality requires that all actors understand:

- Existing gender-based inequalities, discrimination, exclusion, vulnerabilities, and violations of human rights, and the ways in which the planned interventions might involve a risk of maintaining or even exacerbating them. It also requires investigating what might be done in the context of the intervention to address these constraints and challenges.

- Existing knowledge, capabilities, experience, and leadership roles of both women and men, and the ways in which the interventions could build on these to support equal opportunities to be involved in, exert influence on, and benefit from the interventions. This is important to ensure that critical opportunities for significantly improving the gender equality situation are not missed.

Different types of planned activities, such as policy dialogue and advice, capacity-building exercises, and provision of new technologies, employment opportunities, and services and infrastructure, can impact the gender equality situation in different ways. It is important to ascertain ways in which actions taken in the context of development interventions can positively advance the achievement of gender equality goals and results, as well as to be aware of challenges and constraints and risks for unintended negative impacts.

#### **Impact of the gender equality situation on planned development interventions**

As previously discussed, the potential risks for resistance or backlash, based on harmful sociocultural norms, stereotypes, and conflicting attitudes and interests within communities, can create significant obstacles to effectively implementing planned development actions. Persistent gender-based inequalities, discrimination, and exclusion can prevent expected development outcomes and results.

Apart from the significant opposition that can meet attempts to create a strong focus on gender equality goals and results, other methodological approaches may also meet with resistance based on gender-biased sociocultural norms and practices. The inclusion in consultation and decision-making processes of women as well as men, of representatives of marginalized groups such as LGBTQI+ persons and of those living with disabilities, may be resisted if these groups' have not traditionally been involved in community affairs. Violence against women or fear of violence, or the risk of sexual harassment and exploitation, may constitute significant development constraints by limiting women's potential for active involvement in interventions.

#### **The value of information on previous initiatives**

To understand the potential implications for gender equality of a planned intervention, information on what has been tried, what has worked, and what has proven problematic in the local context is extremely useful. This information can be gleaned from previous interventions carried out by governments, or non-governmental organizations, such as development organizations and women's groups. Information on unexpected and unintended impacts, due to challenges and constraints in the development context and unidentified risks in the intervention itself, is especially important.

Gender-transformative change is a highly political process, so it is especially important to understand entrenched power structures that might be disturbed or threatened by an intervention.<sup>175</sup> Interest analysis is critical at this stage to assess possible resistance and potential support and the most constructive ways to respond. Consulting with all stakeholders and validating choices for change pathways can reduce the risk of resistance and threats.

## **ACTION 4. FORMULATE EXPLICIT GOALS AND INTENDED RESULTS FOR GENDER EQUALITY**

Only after the potential impacts of the planned intervention on gender equality have been established, can explicit gender equality goals for the intervention be formulated, along with the actions required to reach those goals and achieve desired change and results for gender equality. Vague formulations of "promoting women's participation and benefits" through the intervention are not adequate.

Gender-equality goals and intended gender-equality results should be based on:

- A clear understanding of the knowledge, experience, capabilities, contributions, leadership and change-agent roles of women, men and gender-diverse persons, and the ways these could be positively built upon;
- Awareness of the vulnerabilities and constraints women, men and marginalized persons may face that need to be addressed, and areas in which their rights need to be specifically promoted and protected through the planned actions; and

- A process of validating and defining the intended change, including through indicators to measure the change, a theory of change, and the engagement of key stakeholders to help set goals, intended results and targets, and feasible timelines, as well as to ensure adequate monitoring and documentation over times.

## **ACTION 5. IDENTIFY PRIORITY AREAS FOR ACTION, CHANGE, AND RESULTS**

As indicated in earlier sections, establishing gender equality goals and intended results for development interventions requires identifying priority areas for action and resource allocation in support of gender equality and women's rights and empowerment. The goals and desired results should be based on the identification of gender equality issues of relevance and importance in the local context in terms of:

- The potential opportunities that should be built on; and
- The obstacles and challenges that should be addressed.

### **Goals and results for particularly vulnerable and marginalized groups**

It may be necessary to specifically address the situation of particularly vulnerable intersectional groups of women and men, girls and boys, and those facing multiple forms of discrimination and exclusion based on ethnicity, religion, class, sexual orientation, gender identity, or intersex status, among others, as well as vulnerable and marginalized groups such as migrants, refugees, displaced persons, minorities, persons with disabilities and the elderly. Girls may require specific attention due to their precarious situation in many contexts, for example being out of school and working at a very early age without resources and protection and at risk for different forms of exploitation.

## **Addressing sociocultural norms, values and power relations at intervention levels**

Identifying strategic ways to address unequal gender-based roles, rights, and power relations is one of the most critical areas for ensuring transformative change and positive gender equality results. Even highly participatory approaches are unlikely to generate significant results if they build on, rather than challenge, the existing gender equality situation. Gender power relations are among the most difficult areas to influence in a positive manner. The sociocultural values and expectations underlying gender-based power relations are deeply entrenched from the household and community level up to highest political decision-making levels. Sustainable, transformative change and results will only be achieved if both women's and men's concerns are identified and addressed.

## **ACTION 6. ENTRY POINTS IN PROGRAMME PLANNING PROCESSES FOR PROMOTING GENDER EQUALITY**

With a clear understanding of the relevance and importance of gender equality in a sector or policy area, as well as the potential gender equality implications and goals of a planned intervention, it is possible to identify entry-points for action to increase attention to gender equality in all phases of the planning and implementation cycles. All processes and activities, including conceptualization and design, planning, resource allocation, implementation, monitoring and evaluation, and results reporting, need to be examined in terms of how they can be more focused on the intended gender equality goals and results.

The objective is not to create stand-alone or separate programme components on gender equality, but to ensure that attention to the identified gender equality perspectives is incorporated as an integral part of the intervention. Nevertheless, there may also be a need to design focused activities to address specific constraints and obstacles faced by women, men or marginalized persons. Such targeted actions should complement and support other efforts to bring attention to gender equality in the intervention, and the links between the two complementary approaches should be made clear.

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## HOW-TO: Utilise entry-points for promoting gender equality in interventions, such as:

- Research, analyses, and data collection;
  - Policy dialogue with critical institutions at different levels;
  - Consultation and social mobilization processes with stakeholders;
  - Goals, benchmarks, results, targets, and indicators;
  - Programme design and planning;
  - Budget planning;
  - Implementation modalities;
  - Participatory methodologies;
  - Capacity-building activities;
  - Employment opportunities, income-generating activities, or mechanisms/means to ensure access to technology; and
  - Follow-up, monitoring and evaluation, and results-managing processes.
- 

The increased focus on achieving gender equality results through gender mainstreaming has highlighted the importance of initial design and planning and regular monitoring and results reporting processes.

### Initial design and planning

A common means of ensuring that interventions are planned in accordance with organizational mandates, policies, and priorities, and have the potential to achieve the intended results, involves screening or assessment at the design and initial planning stage of projects, programmes and other development interventions against organizational goals and priorities. This provides an important opportunity to ensure that the design and planning of interventions explicitly takes into account the organizational policies, strategies and requirements on mainstreaming for gender equality results. Screening or assessment should ensure that all critical development goals and priorities, including gender equality and women's rights and empowerment, poverty eradication, environmental sustainability, human rights, and the situation of specific groups, such as the elderly, children, or persons living with disability are effectively integrated into interventions. There must also be routines in place to ensure that the results of the screening process

are taken into consideration in the further development of the planned intervention to ensure increased potential for mainstreaming to lead to positive gender equality results.

### Regular monitoring and documentation for gender equality results

All follow-up and monitoring processes established for the intervention should systematically take gender equality issues into account as a routine part of any actions required. Efforts should be made to ensure that the national results-management system used in the intervention is gender-responsive, that it facilitates tracking, measuring and reporting on gender equality results.

The goals, targets and indicators in the 2030 Agenda for Sustainable Development – SDG 5 on achieving gender equality and empowering all women and girls, as well as all other existing gender-responsive SDG targets and indicators – should be utilized in follow-up, monitoring, and results management. In addition, efforts can be made to bring attention to gender equality issues in other SDG targets and indicators that are currently not gender-responsive.

The results of any monitoring, evaluation, tracking, measuring, and reporting on gender equality results should be carefully analysed in order to draw out lessons learned, both



promising practices and challenges and constraints. Too often the results of monitoring and evaluation are not used effectively in development organizations to draw out strategic lessons that should positively influence both specific interventions and development policies and programmes in general.

## **ACTION 7. IDENTIFY MEANS TO ENSURE THE ENTRY-POINTS ARE GENDER-RESPONSIVE AND PROMOTE TRANSFORMATIVE CHANGE**

It is critical to identify methods for ensuring the entry-points are planned and implemented in a gender-responsive manner and lead to positive outcomes and results for gender equality and women's rights and empowerment. Required elements include:

### **Complementary integrated or targeted actions**

Mainstreaming for gender equality goals and results requires the twin-track strategy – a mix of both integrated and targeted actions which ensure that gender equality is given explicit attention in all planning, implementation, and monitoring of interventions, and that specific challenges, constraints, and opportunities are addressed by strategic targeted activities. In addition to promoting transformation and change for gender equality within the development context, an intervention should require innovative strategies and actions within all phases of planning, implementation, and monitoring and evaluation cycles to ensure the intervention can be adapted as and when required to respond to any issues or challenges identified through the M&E processes.<sup>176</sup>

### **Ensuring an effective integrated approach**

An effective integrated approach to mainstreaming for gender equality results at programme level requires a strong focus on transformative results, strengthening of women's participation and leadership, identification of strategic entry-points and of ways and means to make these explicitly gender-responsive.

## **A transformative approach**

The importance of moving beyond trying to insert women into existing processes and practices, to working for substantial change in these processes and practices cannot be over-emphasized. There must be openness to the need for change in goals, processes, procedures and activities to ensure that all aspects of an intervention are gender-responsive and facilitate positive gender equality outcomes.

### **An approach that strengthens women's participation in decision-making and leadership**

Increasing women's participation in decision-making and leadership roles through development interventions is a critical element of the gender mainstreaming strategy. Bringing women to the decision-making table can be relatively easy; ensuring that their voices and views are heard and have an impact is much more difficult.

### **Incorporating attention to gender equality in all relevant entry-points**

Steps for incorporating or integrating attention to gender equality in development interventions should include various entry-points for making the design, planning, implementation, and monitoring and evaluation gender responsive.<sup>177</sup>

*In developing initial background information:*

- All research should give explicit attention to relevant gender equality perspectives;
- Data collection should take gender equality perspectives into account, and provide sex- and age-disaggregated statistics, as well as gender statistics;
- Policy dialogue at all levels should include a strong focus on gender equality and the specific goals and intended results set for the development intervention;
- Policy dialogue should build on national gender equality policies, strategies, and priorities, as well as national commitments and obligations under global policies and conventions, and local level priorities and initiatives;

- Consultation and social mobilization processes with stakeholders should include women and men, girls and boys, and different gender identities, as relevant, and be designed in a manner that facilitates effective participation of these groups;
- Dialogues with local institutions and leaders should include women as well as men;
- Information activities should specifically target women and girls, and identify the constraints affecting their access to information and ways to overcome these; and
- Information activities that are specifically targeted to women and girls should be clearly linked to the overall development intervention and to efforts to bring attention to gender equality issues through the integrated approach to gender mainstreaming.

In ensuring adequate capacity and specialist resources on gender equality:

- Women's groups and networks in civil society, national machineries for women, and other change-agents for gender equality at the national level should be engaged in relevant aspects of the planning, implementation, and follow-up processes in meaningful ways;
- Training and other support for raising awareness, commitment, and capacity on gender equality issues should reach critical target groups, including women;
- Networking should be facilitated among women stakeholders at local levels and with women's research and advocacy groups and coalitions at different levels; and
- Consultants and thematic experts should have the necessary awareness and capacity to work effectively with gender equality issues and deliver on gender equality objectives and results, and their work should be guided by clear terms of reference. They should also include both women and men to provide positive role models.

*In developing participatory methodologies:*

- Participatory approaches should target women as well as men, and be designed in a manner that takes into account practical factors that can hinder women's effective participation, such as the division of labour,

work burdens, time constraints, limited mobility and insecurity;

- Participatory approaches should focus not only on women's participation in implementation activities but prioritize increasing women's access to decision-making and opportunities for leadership roles;
- Participatory methodologies and tools used in the development intervention should be revised and improved, as needed, to ensure a strong explicit focus on women in decision-making and leadership roles;
- Constraints and challenges to the full and meaningful participation of women, such as stereotypes, male resistance, and women's limited experience of such participation, and actions to address them, should be identified; and
- Positive role models of women's leadership should be provided by requiring gender balance among development practitioners, consultants, locally employed personnel and other actors involved in planning, implementation and follow-up of development interventions.

*In planning and implementing training, employment opportunities, new positions, or improved technologies ensure that:*

- Women as well as men have access to any employment opportunities and improved technologies that are made available through the planned interventions;
- Women as well as men are given possibilities to take on any new roles created in the development interventions, including at management levels, with jobs such as extension officers, trainers, evaluators and maintenance officers;
- Constraints and challenges to women's access to new positions, employment opportunities and technologies are identified, and actions planned to address them;
- Women have equal opportunities to participate in training programmes offered in the context of the interventions;
- Training programme planning take into account the many practical constraints women may face, such as time poverty, security issues and limited mobility; and

- All training programmes are gender responsive, taking gender equality into account in terms of content, methodologies, practical organization, and awareness and capacity of trainers, as well as ensuring positive role models by using women as trainers.

### **Commitment and capacity required from all development practitioners**

Identifying ways to make all entry-points gender-responsive requires that all development practitioners – those carrying out research, collecting data, developing indicators, undertaking consultations, or engaging in any of the actions listed above as potential entry-points – understand why, when, and how to bring attention to gender equality perspectives. They should be open to seeking advice and support from gender specialists at different levels and should systematically and effectively utilize all resources that are made available.

If parts of the design, planning, implementation and follow-up processes of an intervention are outsourced to, or partnered with, external actors such as consultancy companies, non-governmental organizations, or private sector organizations, the awareness, commitment and capacity for working effectively with gender equality issues of all these actors should be assessed. The gender equality goals should not be compromised or watered down to suit the policies or language choices of partners.<sup>178</sup> The terms of reference for all external actors, including those in the private sector, should explicitly call for gender

mainstreaming and achievement of the gender equality goals and results. The focus on gender equality should be clear in terms of the required expertise and capacity to deliver. The ability to give attention to gender equality in all the entry-points for action should be an explicit professional requirement. The means of holding these actors accountable, and of measuring achievement in all areas of work on gender equality, must be established.

### **Complementary targeted interventions**

As well as integrated actions to ensure focused and explicit attention on gender equality results in all parts of the planned intervention, targeted actions may be needed to address specific challenges and constraints to achievement of gender equality goals and results through the intervention. Targeted actions aimed at women could include skills development, literacy training, legal literacy, increased access to resources, income and credit, and the creation of safe women-only spaces for networking and empowering activities.

Focused actions might also need to be targeted to men, including male leaders, to address traditional roles, stereotypes, negative attitudes and behaviors, and long-standing traditional beliefs on gender roles and power distribution. The linkages between targeted and integrated actions for gender equality in regular processes and procedures should be made clear to ensure that the targeted actions are complementary and support achieving the desired gender equality objectives and results.

## 2. GENDER MAINSTREAMING THROUGH STRATEGIC FRAMEWORKS, BUDGETS AND FINANCIAL MANAGEMENT PROCESSES

In recent years, the traditional focus on projects and programmes at the subnational level, which was often directly funded by external development organizations, has been complemented by a number of new forms of development financing focused at national levels, including budget support, public finance management reform, Sector-Wide Approaches (SWAPs), Joint Assistance Strategies/ Programmes, and policy-assessed funding, including through poverty reduction strategies. These modalities are intended to strengthen country-ownership of national development policy and practice and align support more closely with national priorities and strategies.

Organizations are encouraged to combine resources to support nationally defined priorities, policies, strategies, budgets and programmes. While significant challenges remain in ensuring the gender-responsiveness of these modalities, there does appear to be increased coherence and harmonization among development partners, a positive outcome for strengthening mainstreaming for gender equality.

This shift to focusing on national level strategic policy, planning, and budget processes is critical for mainstreaming for gender equality results for two reasons:

- There is an urgent need to significantly increase resources for gender equality and women's rights and empowerment; and
- National strategic planning, budget, and financial management processes are critical entry-points for significantly expanding the national resources made available for gender equality and women's rights and empowerment.

### **Need for significantly increased resources for gender equality, women's rights and empowerment**

In the 2030 Agenda for Sustainable Development, States committed to working "for a significant increase in investments to close the gender gap".<sup>179</sup> Despite this, inadequate funding for gender equality continues to be a major challenge. The

situation has been exacerbated by COVID-19, which has highlighted increased problems for gender equality and women's rights and empowerment globally.<sup>180</sup>

The investment required to implement the Platform for Action has never been calculated but financing for gender equality and the empowerment of women and girls has been manifestly insufficient.

The Beijing+25 review found that while some progress has been made in implementing gender-responsive budgeting, financing for gender equality remains woefully inadequate. For example, although many governments have implemented gender-responsive budgeting to promote changes in budget laws, policies, and systems of public finance management, most countries have yet to establish comprehensive systems to track allocations for gender equality and assess their impact. In 2020, an analysis of data from 69 countries and areas showed that only 13 countries (19 per cent) fully met the SDG's criteria for gender-responsive budgeting and that 41 countries (59 per cent) met at least one.<sup>181</sup> In the UN context, only 2.03 per cent of United Nations development system expenditures are allocated to gender equality and women's empowerment,<sup>182</sup> and only 2.6 per cent of personnel are specialists on this important issue.<sup>183</sup>

### **The importance of national strategic planning frameworks and budget and financial management processes for increasing resources**

Development support modalities at national level modalities offer important new opportunities for bringing attention and resources to gender equality goals results at an important strategic level – in a way that cannot be achieved through programme/project level support at sub-national or community levels. They give access to strategic national policy and planning frameworks, budgets, and finance management systems and reforms which are critical for potential to make significant advances on gender equality. Development of, or reviews of, strategic plans and frameworks

offer, for example, the critical opportunity to significantly sustained enhance attention to gender equality, if these processes can be made gender-responsive.

The high-level focus on policy dialogue, increased consultation with and participation of a wide range of stakeholders in national development processes, and strengthened focus on baseline data, statistics, indicators, and results, provide important new possibilities for addressing the systemic and structural underlying causes of gender-based inequality, discrimination, and exclusion.

Effectively utilizing these unique opportunities for gender mainstreaming in critical systems and processes in national development can provide significant gains in terms of:

- Highlighting and building on the overall responsibility of governments for mainstreaming for gender equality results;
- Providing potential for making gender equality goals and results an explicit and integral part of all national strategic policy, planning, budget and financial management processes; and
- Offering new opportunities for scaling up resources for gender equality goals and results.

### **The key role of finance ministries in these modalities**

Gender-responsive strategic policy, planning, and budget processes require that finance ministries, as well as relevant line ministries, have the willingness and capacity to promote the incorporation of relevant gender equality issues in all processes across the public sector.

Experience has shown that the positive achievement of gender-responsive policy, planning, budget, and expenditure decisions can be directly linked to the commitment to, and advocacy for, such change by finance ministries. Development organizations can play a supportive role in addressing challenges to gender-responsive approaches within ministries of finance.

Strengthening understanding that gender-responsiveness increases potential for sound public finance management is one means of developing increased interest and commitment in finance ministries. It is therefore important to foster awareness – through advocacy, provision of statistical evidence, and capacity-building, as well as through links to Agenda 2030 – that taking the priorities, needs, and contributions of both women and men into consideration can increase the effectiveness and efficiency of public policy and financial management.<sup>184</sup>

### **Using the new entry-points effectively for gender equality results**

Critical entry-points for promoting gender equality results through the changed aid modalities at national level include:

- Poverty Reduction Strategies and other national development plans/strategies;
- Budget support – General budget support and sector budget support;
- Public finance management reforms;
- Public expenditure management; and
- Sector-Wide Approaches (SWAPs).

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## HOW TO: Generic steps required to secure attention to gender equality<sup>185</sup>

- Use national gender equality policies and action plans, as well as global policy commitments and obligations, as the basis for the rationale for including attention to gender equality;
- Encourage and support systematic use of gender-responsive analysis, especially in initial phases, and work to ensure that the initial analysis influences subsequent processes – goals, plans, implementation modalities, and follow-up and monitoring;
- Encourage and support the involvement and contributions of a broad range of stakeholders working for gender equality – particularly key ‘drivers of change’;
- Identify and utilize gender equality expertise from national and/or regional level;
- Provide financial and other support to support efforts to bring more explicit attention to gender equality results;
- Ensure explicit reference to gender equality goals and results, and a specific requirement for gender mainstreaming, in Terms of Reference and all other critical documents, as well as the requirement for gender expertise as a professional competence;
- Encourage and support collection, analysis, dissemination and effective utilization of sex- and age-disaggregated data and gender-specific statistics, and ensure that the data reaches relevant policy makers and those drafting critical documents – and provide any capacity-building needed in this area;
- Identify constraints and challenges in terms of capacity of relevant institutions and actors to carry out gender-responsive processes, and design and provide capacity-building activities as needed for a range of stakeholders, including government ministries and other government bodies, parliaments, NGOs and CSOs, and all the drivers of gender equality; and
- Encourage and support the inclusion of gender equality desired results, benchmarks, targets, and indicators in monitoring and results-management frameworks.

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Examples of ways to systematically and effectively utilize mainstreaming for gender equality results in some specific strategic entry-points – over and above the generic steps above – are outlined below.

### Poverty Reduction Strategies

Poverty Reduction Strategies (PRS) provide one example of national policy-based development strategies or frameworks which can be effectively utilized to increase attention and resources to achieving positive gender equality results. Ensuring adequate attention to gender equality and women’s rights and empowerment in PRSs requires that these issues are mainstreamed into all analyses in the Poverty Reduction Strategy Papers (PRSPs) produced by national governments.

### Critical elements in gender-responsive poverty analysis

Gender-responsive poverty analysis highlights the differences in causes and consequences of poverty for women and men, girls and boys, and people with diverse gender identities, at household and community levels, as well as in other relevant contexts. Such analysis should:

- Highlight the underlying causes of poverty, especially in terms of more ‘hidden’ gender power relations, as well as causes related to other forms of intersectional inequality, discrimination, and exclusion experienced by the poor – such as race, ethnicity, religion, geographic location, age and disability, and including discrimination and exclusion on the grounds of gender identity or sexual orientation;
- Uncover the differential and unequal potentials of women and men for developing adequate coping strategies to deal with the constraints to livelihoods, resources, assets and opportunities posed by poverty;

- Pay particular attention to intra-household inequalities and differences in production, consumption, access to and control over resources, access to decision-making opportunities and power relations, as well as their impact on causes and consequences of poverty;
- Recognize – as well as the importance of attention to poverty of women in female-headed households – the need for a focus on the high levels of poverty of women and girls that can exist in male-headed households – in relation to, for example, access to essential resources, including food. Such female poverty is directly linked to issues of power, control over resources, and socio-cultural norms and customs, for example, in relation to who eats first and best in households; and
- Identify ways to make poverty reduction strategies more gender-responsive – so that they explicitly take into account the gendered disparities in causes and consequences of poverty revealed through analyses.

The findings of gender-responsive poverty analysis at different levels should be utilized in decision-making throughout all phases of development of Poverty Reduction Strategies – in goal and priority setting; identification of intended results in the strategy itself; as well as in planning, implementation, and monitoring and evaluation of programmes developed on the basis of the strategy.

## Budget support

The national budget is the most important economic policy instrument of a government and a powerful tool for ensuring no groups are left behind. Budget support is a critical entry-point for mainstreaming for gender equality results, since gender-blind budgets fail to consider the situation of women and girls, and risk reproducing, reinforcing, or exacerbating inequalities between women and men.

The potential of external development organizations to influence national budget processes can be significantly constrained in the context of government ownership of development policy and practice. External development organizations can, nonetheless, play an important supportive/contributory role in ensuring that gender equality and women's rights and empowerment are an integral part of planning and implementation in all types of budget support. This is a unique opportunity to significantly increase

attention and resources to gender equality change and results.

To be effective and sustainable, attention to gender equality must become 'institutionalized' or part of the normal budget routine. Gender-responsive budget support requires:<sup>186</sup>

- Incorporation of gender equality into underlying political documents related to finances and budgets – into national development plans, PRSPs, and sector policies and strategies; and
- Explicit attention to gender equality perspectives in technical processes and documents – such as the annual budget call circulars and reporting.

A number of steps for facilitating attention to gender equality into budget support have been identified, which include actions across all phases and processes.<sup>187</sup>

### Actions across all phases and processes to support gender mainstreaming in budget support

In the preparatory phase:

- Identify, with the assistance of all available expertise, the relevant priority gender equality issues to be addressed;
- Carry out necessary research to be able to identify and disseminate any positive trends and promising practices in other countries in the region; and
- Design a dissemination strategy to ensure the information gathered is made widely available to all relevant actors.

In initial planning phases:

- Encourage and fund a gender-responsive budget analysis;
- Encourage articulation of gender equality as a priority objective;
- Organize a national-level seminar/workshop to discuss gender-equality implications of the budget – with participation of all key stakeholders – prior to its presentation to parliament; and
- Include gender perspectives in all policy dialogue around the budget.

In budget evaluations and audits:

- Specifically examine the extent to which gender equality goals and results are incorporated into budgets and provide recommendations on improvements; and
- Identify challenges and constraints to effective attention to gender equality in processes and outcomes, including those related to lack of sex- disaggregated data and gender-specific statistics, as well as limited capacity.

In all processes across all phases:

- Ensure that efforts to strengthen the gender-responsiveness of processes target both national and relevant sub-national levels;
- Support the establishment of accountability systems to track compliance with gender-responsive commitments made; and
- Support gender-responsive monitoring in all phases of budgets – including allocation, disbursement, and results – including the causes and consequences of the use and non-use of services and programmes.

## Public Finance Management reforms

Public Finance Management (PFM) covers the critical issue of the way governments raise and utilize financial resources to meet the development needs of all citizens. It concerns the budget process which sets priorities and plans for the use of resources, and it involves regular audits and reviews to monitor implementation against the set priorities and plans. Reform of PFM systems aims to make these systems more effective, transparent, and accountable for development results. PFM systems and the reform of these systems can provide unique opportunities to highlight the need for increased attention and resources to gender equality goals and results.

Elements of Public Finance Management reform which are critical from a gender equality perspective include:<sup>188</sup>

- Linking the budget with initial objectives – where clarity on gender equality goals and results is important;
- Assessing how well government policies correspond with budget allocations – ensuring that national policies and strategies on gender equality are linked to budget processes;
- Including measures of outputs and results in the budgetary framework, allowing for review of effectiveness and efficiency – where it is critical that gender equality results are explicitly included; and
- Improving recording and reporting of expenditures and revenues to ensure accurate information on how funds are raised and spent – critical for assessing impacts on gender equality and women's rights and empowerment.

Given that gender equality and women's rights and empowerment have been consistently under-financed at both national and sub-national levels – despite commitment to global policies and legal frameworks as the existence of national policies and actions plans – PFM can provide critical opportunities to rectify this situation. The objective of gender mainstreaming in PFM is to ensure that resources mobilized from different sources can be allocated, utilized, and monitored in a gender-responsive manner, in line with established global and national policies, and aimed at the achievement of positive gender equality goals and results.

## Gender equality perspectives on public finance management

There are many gender equality aspects to be considered in the different elements of public expenditure, including in:<sup>189</sup>

- *Public employment* – where women and men can benefit differently and unequally from this area of expenditure;
- *Publicly-funded services* – where the needs and priorities of women and men may differ considerably and gender based inequality and discrimination may exist in terms of access, costs, and quality; and
- *Transfers to households* in the form of pensions, social security, relief payments, etc. – where women in many parts of the world have significantly unequal access.



Women and men have different needs and priorities in relation to resources and services. Their priorities and needs will only be taken into consideration if they are given explicit attention – through gender-responsive budgeting discussed below, or through other means. Because women and men in many contexts have very different time-use patterns and significantly unequal unpaid workloads, the existing imbalances may be maintained, and even exacerbated, if not given explicit attention in budget processes.<sup>190</sup>

### **Measures to ensure mainstreaming for gender equality results in PFM**

A number of steps can be taken to ensure effective mainstreaming for gender equality results in this area. Development organizations can encourage and support:<sup>191</sup>

- Explicit attention to gender equality in sector goals and desired results, plans, and budgets from central and line ministries;
- Inclusion of gender equality issues in appraisals of government spending and taxation, and of the impact of public expenditure policies and budgetary strategies, as well as in public expenditure reviews and tracking;
- Use of gender-responsive poverty and social impact assessments, in collaboration with other development organizations;
- Use of gender-responsive budgeting – discussed further below; and
- Collaboration and coordination between gender equality advocates in the area of PFM and CSOs and social movements working from the perspective of good economic governance, and accountable and transparent PFM.

### **Public Expenditure Management**

Through Public Expenditure Management (PEM) governments aim to use public expenditure to achieve a range of policy goals – including poverty reduction, economic growth, health, education, and law and order – all of which can directly or indirectly impact on gender equality. Specifically improving the political, economic, and social status of women and girls should also be explicitly included among the objectives governments aim to achieve through expenditures on public policy.<sup>192</sup>

The rationale for gender-responsive PEM is the understanding that public expenditure decisions, and the public financial management systems that underpin them, can have significantly different and unequal social and economic outcomes for women and men.<sup>193</sup> Public expenditure plans in many countries do not, however, take the gender differentiated roles, responsibilities, and access to resources and decision-making into account. This is problematic since women and men typically have different and often unequal livelihood and work patterns, as well as differential access to decision-making and participation opportunities.<sup>194</sup> Making public finance management and public expenditure management gender-responsive can go a long way towards reducing systemic and structural gender-based inequalities, discrimination, and exclusion.

### **Measures to make public expenditure management gender-responsive**

Across all phases of the budget process – preparation, approval, implementation, monitoring and reporting, and evaluation and audit – a number of critical elements for ensuring the gender-responsiveness of processes and outcomes have been identified, where development organizations can play key contributory roles. These roles include promoting and supporting:

- The gender-responsiveness of all analyses – whether expenditure incidence analyses, beneficiary analyses, impact analyses by time use or user-fees, as well as comparative analyses of expenditure with plans, expected performance and outputs and outcomes, as well as comparisons with past performance;
- Both qualitative and quantitative approaches and methodologies, including the systematic use of sex- and age-disaggregated data;
- The development of gender-responsive information management systems;
- Utilization of gender-responsive budgeting processes (discussed further below); and
- Gender-responsive monitoring and evaluation, using both integrated approaches and specific targeted reviews or audits as necessary – for example, social audits or specific gender equality reviews of targeted programmes and services.

### 3. CRITICAL INSTRUMENTS FOR SUPPORTING EFFECTIVE MAINSTREAMING IN STRATEGIC ENTRY POINTS AT NATIONAL LEVEL

A number of instruments can provide effective support to gender mainstreaming in the strategic entry-points at the national level, including:

- Policy dialogue;
  - Gender-responsive budgeting;
  - Joint Assistance Strategies/Programmes;
  - UN Common Country Programming; and
  - United Nations Development Sustainable Assistance Framework (UNSDAF)
- Adequate knowledge of globally agreed policy commitments and legal obligations, and the extent to which governments have implemented these at national level;
  - Sound knowledge of the national policies and strategies on gender equality and women's rights and empowerment and their implementation, as well as nationally defined priorities and major initiatives; and
  - Staff with the requisite commitment, seniority, technical skills, and tactical competence.

Mainstreaming for gender equality results in two of these important instruments – policy dialogue and gender-responsive budgeting – are discussed further below. Considerable guidance on gender mainstreaming in the UN Common Country Programming process<sup>195</sup> and in the UNSDAF<sup>196</sup> has already been provided by the UNSDG.

#### Policy Dialogue

Policy dialogue provides unique potential for external development organizations to contribute strategically to:

- Building commitment to globally agreed positions on important gender equality issues;
- Bringing attention to prioritized emerging issues; and
- Raising controversial and sensitive issues;

Development organizations can play a key role by consistently bringing attention to gender equality goals and results in regular policy dialogue processes across all sectors and policy areas and following up with concrete action. Effective use of policy dialogue to bring attention to gender equality requires:

- Contacts and exchange with, and direct involvement of, local gender equality 'drivers of change' – including women's groups and networks in civil society;

While gender equality should be integrated into policy dialogue on all sectors and policy areas at national level, policy dialogue focused specifically on gender equality and women's rights and empowerment can also be needed.<sup>197</sup> There may be, for example, need to raise emerging or sensitive issues in order to contribute to the establishment of a more enabling national environment. Sensitive issues can include sexual and reproductive health and rights and violence against women. Critical issues may also be related to the gender-based inequality, discrimination, and exclusion faced on the grounds of ethnicity, race, religion, sexual orientation, gender identity, disability, and age. Using policy dialogue effectively to bring attention to emerging issues or issues that are – for different reasons – sensitive, or even controversial, requires sound preparation and a strategic approach.

#### Stakeholder involvement in policy dialogue

Broad stakeholder involvement is an essential element of democratic representation and a core value of the 2030 Agenda for Sustainable Development.<sup>198</sup> Stakeholder involvement is critical for ensuring adequate representation and influence for women; accessing necessary data and information on gender equality and women's rights and empowerment at national and sub-national levels; and achieving a strong focus on and commitment for gender equality goals and results.

Important elements to consider in promoting stakeholder involvement include the need for:

- Increased representation of women in all stakeholder groups involved – including government bodies, parliament, CSOs and social movements, research institutes, media and the private sector;
- Recognition of the ‘drivers of change’ for gender equality as critical actors and ensuring their active participation and influence – including national machineries for women and women’s groups and networks in civil society; and
- Encouraging and supporting the active participation of male supporters of the issues.

### **Actions to strengthen attention to gender equality in policy dialogue**

Develop sound knowledge of the gender equality issues in the sector or policy area:

- The priority issues in relation to gender equality and women’s rights and empowerment of relevance in the sector or policy area;
- The main challenges and constraints to bringing attention to gender equality in the sector or policy area in general, and those specific to the national and sub-national contexts; and
- The key actors and stakeholders to be taken into account at both national and sub-national levels.

Develop contextualized knowledge in preparation for policy dialogue on:

- National commitments to, and implementation of, global policy agreements and legal frameworks on gender equality and women’s rights and empowerment – such as the Platform for Action and 2030 Agenda, as well as CEDAW and CRC, as well as mandates for gender mainstreaming in relation to the specific sectors or policy areas;
- National gender equality policies and action plans, as well as key priorities and major initiatives; and
- Relevant regional experiences on gender equality in the sector or policy area.

Utilize a strategic approach to policy dialogue by ensuring:

- Appropriate entry-points;
- Positive timing – particularly in the context of sensitive or controversial issues;
- Strategic use of national policies, and national commitments to global policy agreements and legal instruments, as the basic rationale for promoting attention to gender equality goals and results;
- Use of a rights-based approach;
- Sharing of promising practices and positive trends from the region;
- Link to the 2030 Agenda for Sustainable Development and the SDGs – showing how failure to address gender equality creates development costs and losses while focused attention to these issues will promote sustainable, people-centered development.

‘One-off’ policy dialogue is not sufficient to achieve transformative change at national level on sensitive gender equality issues. Effective policy dialogue requires follow-up and action. Development organizations wishing to make a significant contribution must be prepared to:

- Show consistent and coherent leadership;
- Make a long-term commitment and give sustained attention to the issues in other contexts than policy dialogue; and
- Provide support to increase commitment to the issues at national level and develop the necessary more long-term political momentum – building on the commitment and initiatives of stakeholders. Steps that can be taken in this regard, include strategic funding; creating spaces for discussion and dialogue; support for advocacy and communication activities, as discussed below.<sup>199</sup>

### **Gender-Responsive Budgeting**

Gender-Responsive Budgeting (GRB) – the process of determining the extent to which budgets contribute towards the goal of gender equality – is increasingly used as a strategy for ensuring that resources for gender equality and women’s rights and empowerment are efficiently allocated in

both organizational and national budgets. This type of budgeting is based on gender analysis of the needs and priorities of women and men, girls and boys. It can be used to promote attention to gender equality in budget support, as well as public finance management reforms. GRB is a valued tool that can strengthen gender equality and enhance sustainable people-centered growth in line with the 2030 Agenda.

Positive impacts of gender-responsive budgeting as part of organizational change towards gender equality include:

- Initiating dialogue at the organizational level on the need for strengthened attention to, and financial resources for, mainstreaming for gender equality and women's rights and empowerment;<sup>200</sup>
- Raising awareness, strengthening leadership and commitment, and building

capacity on the implications of gender disparities in resource allocations and ways to address these;

- Raising awareness of the need for sex-disaggregated data for gender-responsive analyses and audits of revenues and expenditures in budgets; and
- Increasing understanding of the need for a strong focus on gender equality results through gender-responsive financial resource allocations, and accountability toward that goal.

In its broadest form, GRB tracks the allocation of resources and the implications in terms of gender equality results across an entire budget. This level of attention requires considerable leadership support, reliable access to sex-disaggregated data, and a long-term commitment to integrating gender equality across financial planning processes.

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## HOW TO: Integrate gender equality considerations into organizational budgets and financial planning processes

### In the preparatory phase

- Map the existing experts who have knowledge and experience in the areas covered.
- Identify, with the assistance of all available expertise, the priority gender equality issues to be addressed.
- Carry out necessary research to identify and disseminate any positive trends and practices that may affect the planned intervention.
- Design a dissemination strategy to ensure the information gathered is made widely available to all relevant actors.

### In the initial planning phases

- Encourage and fund a gender-responsive budget analysis.
- Articulate gender equality as a priority objective throughout the process.
- Utilize expertise on gender-responsive budget processes.
- Make consistent use of gender equality policies and priorities, and commitments to global agreements and legal standards and refer to relevant intergovernmental mandates for gender mainstreaming in the sector or focus area.

### In all processes across all phases

- Support the establishment of accountability systems to track compliance with gender-responsive commitments.
  - Support gender-responsive monitoring in all phases of budgets.
  - Engage gender expertise, including from women's groups and networks in civil society and in academia, and promote their active involvement in all phases of budget processes, providing any financial resources required for this to happen.
  - Build alliances with drivers of change for gender equality, providing support, when necessary, in order to facilitate momentum for the required policy change.
  - Engage and collaborate with gender equality experts in other organizations working in the same area.
  - Encourage gender-responsive indicators and targets in all areas, with specific indicators and targets for gender equality, as relevant.
  - Encourage the use of both quantitative and qualitative data and gender-sensitive indicators.
  - Carry out evaluations and audits of budget processes specifically focused on gender equality to establish the extent to which gender equality goals and results are incorporated into budgets.
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# CHAPTER 7

## Monitoring and Evaluation for Oversight of Gender Equality Results

# INTRODUCTION

Monitoring and evaluation (M&E) are essential tools for driving gender results through gender mainstreaming. All M&E processes must be made explicitly gender-responsive, which requires collecting sex-disaggregated data and formulating gender-sensitive indicators. Gender-responsive M&E frameworks must be able to track, measure, and report on positive changes and gender-related results; on areas for further improvement; on unexpected negative changes and backlash in terms of gender relations and gender norms; and on ways to address the systemic and structural causes of inequality, discrimination, and exclusion.

## Important elements for effective gender-responsive M&E

Gender-responsive M&E applies mixed methods, drawing from both quantitative and qualitative data collection methods and analytical approaches to account for the complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate.<sup>201</sup>

There are many aspects of women's status and rights that can be quantified, allowing for a comprehensive approach to assessing results related to the achievement of gender equality and women's rights and empowerment. Quantitative data must be bolstered and enhanced by qualitative information. A range of methodologies are available, including semi-structured interviews, focus group discussions, surveys and questionnaires, field visits, testimonials, workshops and roundtables, all of which can provide the necessary nuance to statistical information. Information on changes in gender relations can, for example, be presented as case studies that<sup>202</sup> describe the different perceptions and experiences of

women and men, girls and boys and gender-diverse persons. This type of information is essential for understanding results and for enhancing their sustainability.<sup>203</sup>

Broadly, qualitative approaches can help explain the changes identified through quantitative instruments, and quantitative data can validate and add subtlety to qualitative evidence.<sup>204</sup> Thus, the results obtained from interventions focused on women's empowerment will be clearer if quantitative information on changes in terms of their political participation, literacy, income and health-seeking behavior, is combined with qualitative methodologies that track changes in the attitudes, beliefs, and behaviors of women, men and gender-diverse people within their households and communities.

In addition, participatory and inclusive approaches and methodologies in M&E allow for diverse and multiple voices to be included, such as those from the most marginalized groups, which is in line with the vision of the 2030 Agenda. Involving key stakeholders in a gender-responsive approach to M&E is essential for deciding the most relevant means of accessing and analysing critical information in order to gain a nuanced and accurate picture of what has been achieved.<sup>205</sup> It is also essential for measuring the sustainability of development results.<sup>206</sup>

Approaches and methodologies for M&E need to be able to gauge and document results that have occurred in terms of changes in laws, policies, rights, resource allocations, and institutional arrangements at the formal level, as well as deeply embedded informal, and often intangible, sociocultural values, gender norms, and practices.<sup>207</sup>

# 1. MONITORING AND DOCUMENTING PROGRESS ON GENDER EQUALITY RESULTS

Regularly collecting, analysing, documenting, and disseminating information and data on progress in achieving gender equality results is critical for identifying lessons learned on challenges/constraints as well as opportunities. These lessons are valuable for both improving specific interventions and for strengthening the gender-responsiveness of long-term policy and programme development.

## Challenges and opportunities in gender-responsive monitoring

Weaknesses in monitoring processes constitute significant challenges for effective management of gender equality results. These include:

- The lack of an explicit focus on gender equality results;
- Failure to systematically utilize gender analysis;
- Inadequate use of sex- and age-disaggregated data; and
- Failure to properly document and disseminate gender-related results and lessons learned.

Assessment of the impact of gender mainstreaming on achieving gender equality results is often much weaker in regular monitoring processes than in evaluations.<sup>208</sup> Even when gender analysis is conducted at the design stage of an intervention to ascertain desired changes and results, tracking of progress towards stated goals and results does not always continue into implementation and monitoring phases.<sup>209</sup> It is critical to give more explicit attention to tracking the results of efforts to mainstream attention to gender equality results in monitoring processes, and to analyzing contextual factors that can determine and demonstrate results throughout monitoring processes.

Systematic attention to gender equality results is required in order to make monitoring processes more gender responsive. Three areas are particularly important:

- Collecting relevant sex-disaggregated data and information for gender equality results;
- Analysing the data and information to draw relevant findings; and
- Documenting and disseminating the findings on gender equality results. Elements that must be put in place to make these three processes gender-responsive are outlined below.

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## HOW-TO: Make monitoring processes gender-responsive

- Include gender equality expertise, including local gender specialists in the monitoring teams collecting information, and analysing and documenting the data and information collected;
  - Make a combination of quantitative and qualitative data available; and
  - Ensure that methodologies are consultative and participatory, and involve women, men, and all other gender identities.
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Collecting and analysing information is not a gender-neutral process. It can be subject to gender bias,<sup>210</sup> which can cause important data to be disregarded, downplay gender

differences and inequalities, leave critical questions unanswered, and ignore existing stereotypes which cause gender inequality, discrimination and exclusion.

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## HOW-TO: Gender-responsive monitoring techniques

Gender-responsive context-appropriate and consultative approaches and methodologies must be applied in M&E of gender equality results. Measures may need to be taken to ensure that the types of meetings/ interviews held, and the way they are conducted, are gender-responsive. Gender-responsive monitoring techniques may include:

- Having both female and male interviewers to put women at their ease;
  - Organizing separate focus-group meetings with women to ensure they are able to freely put forward their perspectives;
  - Choosing appropriate and safe locations for interviews/meetings that are accessible for women, men, and different gender identities, given possible unequal access to transport and specific vulnerabilities and constraints; and
  - Choosing appropriate times for interviews/meetings, avoiding, for example, evenings when security may be an issue, or times that may conflict with women's regular roles and responsibilities.
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### Lessons learned in gender-responsive monitoring and documentation

Improving gender-responsive monitoring and documentation of progress require measures at different stages of development interventions.

In the initial phases of design and planning:

- Establish clear baselines, using a sound theory of change, with gender-sensitive indicators and targets that allow for effectively monitoring and measuring progress; and
- Identify key stakeholders to be actively involved in developing the baselines and the intended change and results, and in monitoring and reporting on progress.

In regular monitoring and documentation processes:

- Develop clear plans for a gender-responsive monitoring strategy, ensuring an adequate focus on gender equality results, and the most appropriate means of documenting and reporting findings;
- Ensure that monitoring and documentation guidelines are gender-responsive, with clear directives on the need for explicit attention to gender equality results;
- Ensure that the team carrying out the monitoring and documentation has the

necessary gender equality capacity, and/ or access to gender specialist advice and support;

- Ensure that monitoring and documentation for gender equality results are linked as closely as possible to the 2030 Agenda monitoring and follow-up processes; and
- Ensure that all documentation and analysis is gender-responsive, and that specific gender equality results can be identified.

At the dissemination and organizational learning stage:

- Disseminate results findings to all relevant actors;
- Develop innovative means to disseminate gender-related findings and lessons learned among relevant stakeholders, especially those who have contributed to the monitoring process;
- Integrate lessons learned towards gender equality results back into organizational planning and education processes to ensure a positive impact on the specific development intervention as well as to guide future policy and programme development; and
- Ensure that findings from these gender-responsive monitoring processes are easily accessible for future evaluations.



## 2. EVALUATION AS A TOOL FOR ASSESSING GENDER EQUALITY RESULTS

Since evaluations are comprehensive oversight instruments, they are particularly important for assessing progress for gender equality results, and in providing constructive recommendations on ways to improve performance.<sup>211</sup> Evaluations can increase knowledge on the gender equality results in specific development interventions and facilitate a strengthened focus on results in policy and practice in the longer-term by providing information and recommendations for future successful interventions.

There are two important elements in gender responsive evaluations:

- The first is an assessment of the concrete results achieved and the extent to which a programme or intervention has contributed to the changes achieved; and
- The second is examination of the effectiveness of the mainstreaming efforts and the lessons learned– both challenges and constraints as well as positive aspects.

Gender-responsive evaluations should seek to determine the extent to which, and the ways in which, interventions have addressed unequal gender relations and changed gender-based inequalities, discrimination, exclusion and their underlying causes; and whether these changes are likely to lead to the sustained achievement of intended results. To achieve this, gender equality issues must be explicitly included in evaluation objectives, processes, methodologies and reports, and in the dissemination and use of findings, conclusions, and recommendations.

### Assessing the overall gender-responsiveness of evaluations

Evaluation processes themselves also need to be assessed in terms of their gender-responsiveness. Evaluations are increasingly prioritizing gender equality results.<sup>212</sup> However, meta-reviews of evaluations, both specific

evaluations of particular sectors and country level evaluations, carried out by a wide range of development organizations, show that gender equality is not adequately prioritized in many evaluations; and where attention is given to gender equality, the approach taken is often inadequate.<sup>213</sup> More than half of the evaluations in one review did not include sufficient attention to gender equality.<sup>214</sup>

A recent review of United Nations Development Assistance Framework (UNDAF)<sup>215</sup> evaluations indicates that while there have been significant efforts and advancement, the pace of change is too slow to attain an optimal level of high-quality gender-responsiveness in these evaluations.<sup>216</sup> To accelerate progress on gender-responsive evaluations, the UN system has been supporting the UN Evaluation Group (UNEG) and its dedicated UNEG Working Group on Gender Equality and Human Rights to enhance the integration of gender equality and human rights in evaluation systems and practices.<sup>217</sup>

### Challenges in ensuring evaluations support management of gender equality results

The challenges to an adequate focus on gender equality results in evaluations start at the beginning of the programming cycle, in the design and planning stages and the monitoring processes.<sup>218</sup> Of particular concern is the failure to create gender equality results frameworks with clear goals, expected changes and results, and targets and indicators to facilitate monitoring progress and achievements. Other challenges and flaws are directly linked to limitations in evaluation approaches and methodologies themselves, such as a lack of gender expertise in the evaluation teams or attention to gender equality in the terms of reference, as well as limited understanding of, and capacity to address, gender equality changes and results.<sup>219</sup>

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## Challenges to gender equality results focus in evaluations

### 1. Limitations linked to weaknesses in other parts of the programming cycle:

- Gender equality results are not identified in design phases of interventions, preventing adequate assessments of progress. This can create resistance among programme staff who have no clearly defined programme goals or processes.
- Failure to create gender equality results frameworks with clearly defined goals, changes, and results, a theory of change, and targets and indicators, seriously constrains the potential of evaluations to assess concrete results.
- Failure to systematically track, measure, and report on gender equality results makes it almost impossible to effectively take any results into account in evaluations.

### 2. Limitations and challenges related to the approaches/methodologies of the evaluation process

- A technical and quantitative focus with limited attention to people provides few opportunities to bring attention to gender equality results;
- The privileging of some results over others, sometimes due to limited resources for evaluations, often leads to gender equality results becoming a low priority;
- Failure to identify synergies and utilize common processes and methodologies in results management for other critical issues, such as human rights, prevents important connections from being made; and
- The findings of evaluations are not used for effective results management.

### 3. Limitations and challenges related to the approach to gender equality results in evaluations

- Neglect of explicit attention to gender equality results in terms of reference, evaluation objectives, budgets, and methodologies;
- Failure to include specific expertise on gender equality results management in the required competencies of evaluation teams;
- Lack of dedicated financial resources for a focus on gender equality results, which inhibits specific data collection, gender-responsive analysis, and consultation and involvement with stakeholders.

### 4. Poor understanding of gender equality results and lack of capacity to address these in evaluations: leads to:

- Resistance to an in-depth analysis of results for gender equality when this is not the main focus of the sector or policy area, or of the specific evaluation;
- Failure to understand the twin-track approaches to gender mainstreaming, the integrated and the targeted approach, and to differentiate between results achieved in the two approaches; and
- Lack of understanding of the importance of, and capacity to use, gender-responsive analysis and sex-disaggregated statistics for results assessment.

Source: The information is taken from the mega-reviews. See: Hunt, J. and Brouwers, R. (2003) *op. cit.*; Norad (2005b) *op. cit.*; African Development Bank (2012) *op. cit.*; Brouwers, R. (2013) *op. cit.*

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### 3. POSITIVE TRENDS AND PROMISING PRACTICES FOR EVALUATING GENDER EQUALITY RESULTS

Over the past two decades promising trends and practices aimed at increasing attention to gender equality results in evaluations have been explored:

#### TRENDS AND PRACTICES

#### CONTRIBUTION TO GENDER-RESPONSIVE EVALUATIONS

<b>Impact evaluations of gender equality results</b>	The majority of UN system evaluations tend to focus on the achievement of, or contribution to, outputs and short and medium-term outcomes, with few measuring the long-term impacts. Long-term impact evaluations on mainstreaming for gender equality results are however increasingly being utilized and seek to address the following questions: Did the intervention make a difference? What change can be attributed to the intervention? How was the change achieved? Can the approach utilized be expected to produce similar results elsewhere? <sup>220</sup>
<b>A stronger focus on results using innovative methodologies</b>	Innovative methodological elements are being introduced to support collecting and compiling a much broader range of information, including through site visits and greater involvement of stakeholders. <sup>221</sup> The impact of interventions is being increasingly measured by assessing the perceptions of key stakeholders on the change that occurs. <sup>222</sup>
<b>Country-led evaluations</b>	As nationally-driven processes, gender-responsive country-led evaluations foster national ownership of and accountability for realizing commitments to gender equality and increase the likelihood that evaluative evidence will be used to inform and enhance gender-responsive policymaking across all sectors and in national reporting processes. By building an evidence base on the complex social or systemic mechanisms that exclude different groups of women and girls from equal access to resources, services, labor markets/economic opportunities, or political or public decision-making, such evaluations can drive more substantive progress on achieving gender equality. <sup>223</sup>
<b>Evaluations carried out in phases</b>	Increasingly evaluations are using a phased approach, with the first phase commonly focused on the relevance and responsiveness of internal organizational policies, strategies, and actions, and the following phases focused on providing detailed information from interventions using approaches such as case studies or country surveys. <sup>224</sup> Some evaluations have developed a conceptual framework as a distinct initial phase. <sup>225</sup>
<b>Shifting focus to underlying causes of gender inequality.<sup>226</sup></b>	Some evaluations are more explicitly assessing underlying causes of gender-based inequality, discrimination, and exclusion by focusing on whether and how gender mainstreaming implementation has gone beyond meeting basic needs to addressing gender relations, women's human rights, and empowerment. <sup>227</sup>
<b>Greater attention to results through case studies</b>	Evaluations increasingly include case studies, often presented as a separate report. These context-specific studies increase the potential for a focus on results, in part because of the greater involvement of stakeholders.
<b>Strengthening the engagement of stakeholders</b>	The increased use of consultations or interviews with stakeholders, including development practitioners directly involved in interventions, strengthens the analysis of results. <sup>228</sup> Some challenges in the use of stakeholder consultations in evaluations, such as the seemingly anecdotal nature of the results obtained, need to be addressed. <sup>229</sup>
<b>Including a management response to the findings and recommendations in evaluation syntheses</b>	An innovation that provides stakeholders with the appropriate incentives to strengthen results measurement and management practices institutionally, while also providing an important means to ensure organizational commitment to results. <sup>230</sup>

## 4. MEASURES TO STRENGTHEN ATTENTION TO GENDER EQUALITY RESULTS IN EVALUATIONS

Experience has shown that there are a number of steps that can be taken to facilitate gender responsiveness in different phases of the evaluation process:<sup>231</sup>

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### HOW-TO: Conduct gender-responsive evaluations throughout the evaluation life-span

- Before the evaluation** Carry out an assessment to determine the extent to which an intervention is ready to be evaluated: is evaluation justified, feasible, and likely to provide useful information on gender equality results?;
- Prepare gender-responsive terms of reference for the evaluation team with a strong focus on gender equality results, and on the leadership role required from the evaluation manager;
- Ensure a balanced evaluation team with expertise on gender equality and women's rights and empowerment in relation to the specific intervention context;
- Request an inception report from the evaluation team, if necessary, to ascertain the team's potential to deliver the required gender equality results focus, in particular in relation to transformative change and results achieved;
- Ensure resources are allocated for collecting sex-disaggregated data and gender statistics, both quantitative and qualitative;
- If reference or advisory groups are established to provide advice and validate findings, ensure that gender expertise, particularly on gender equality results management, is one of the required professional competencies for these groups.
- 
- During the evaluation** Design and plan the evaluation with explicit attention to gender equality results in relation to the evaluation purpose, objectives, and context and scope, using criteria and questions that cover design, implementation, and results in the development intervention;
- Develop an adequate approach and methodologies, including document review, individual interviews, focus groups, field observation, surveys and case studies, with explicit requirements for these to be used in a gender-responsive manner, with a strong focus on results; and
- Carry out the evaluation in a gender-responsive, consultative, and participatory manner, engaging women, men, boys, girls and diverse gender persons as relevant, and involving them as far as possible in assessing progress on results for gender equality.
- 
- After the evaluation** Give attention to gender equality results as both an integrated part of the report and in a separate section, if necessary, with adequate attention in all parts, including findings and recommendations;
- Ensure that findings and recommendations are formulated in a manner that ensures their credibility, relevance, and accessibility for a range of identified target audiences;
- Ensure that the evaluation report is effectively used to foster the involvement of, and feedback to, stakeholders, and to support broad institutional learning processes on gender equality results within governments and development partners; and
- Promote strong managerial responses to evaluation findings and recommendations for achieving gender equality results; identify concrete measures needed to ensure that recommendations are fully implemented.
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## 5. REPORTING ON AND USE OF GENDER EQUALITY RESULTS INFORMATION

Reporting on gender equality results requires a shift in focus from reporting on the activities undertaken to promote change and results, to the concrete results actually

achieved at national and subnational levels for gender equality and women's rights and empowerment. These results should be identified using evidence-based information.

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### HOW-TO: Include critical elements in gender-responsive results-reporting

- Describe what was achieved, with the indicators or evidence of success;
- Describe the process of change;
- Compare actual results with expected or intended results;
- Quantify the results achieved against the baseline data;
- Illustrate results findings through different qualitative methods: narratives, case studies, 'most significant change' examples, or testimonials;
- Describe unintended impacts;
- Explain over- or under-achievement against the intended results;
- Describe stakeholder perceptions of the change and results;
- Identify promising practices and lessons learned;
- Assess the sustainability of results achieved, identifying possible risk factors; and
- Make recommendations for improvements.

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The information collected should be analyzed and lessons learned drawn from both targeted and integrated interventions and fed back into development policy and practice to strengthen the focus on gender equality.

#### Information to improve specific development interventions

Feeding information back into specific on-going development interventions can allow for necessary changes to targets and indicators, results identified, and strategies for implementation by:<sup>232</sup>

- Providing information on the effectiveness of strategies in place, and the contribution of different actors, as well as on the need for changes in goals, approaches, or intended results;

- Producing further evidence of the importance of positive gender equality results for achieving all sustainable development goals; and
- Identifying areas where capacity-development for gender-responsive results management is required.

The information collected through, and the results of, gender-responsive monitoring and evaluation can be used by government bodies, development partners, and other relevant stakeholders to illustrate accountability and advocate for further attention and resources for gender equality and women's rights and empowerment in future policies, budgets, and interventions. For this to happen, results should be shared and disseminated in appropriate formats.

## **Information for organizational learning and improving future policies, strategies, and interventions**

Reviews have found that many development organizations fail to use M&E effectively as part of organizational learning processes. The fact that multiple evaluations of implementation of gender mainstreaming in the same organizations

tend to present the same findings and recommendations, with few significant changes over the years, indicates that evaluations are not being effectively used as part of learning processes.<sup>233</sup> It is critical to highlight positive aspects identified in monitoring and evaluation in order to stimulate action both in the specific development interventions being monitored and evaluated, as well as in longer-term planning and programming.<sup>234</sup>

## Definitions relating to gender identity, sexual orientation and sex characteristics<sup>235</sup>

The concepts and definitions relating to gender that are of importance for development policy and practice include:

<b>Gender identity</b>	Gender identity reflects a deeply felt and experienced sense of one's own gender. Most people have a gender identity which is part of their overall identity. A person's gender identity may or may not be aligned with the sex assigned to them at birth. The construction of gender identity is complex and can involve rejecting the idea of a specific, or fixed gender. <sup>236</sup>
<b>Gender expression</b>	Gender expression is the way in which people express their gender through actions and appearance, including dress, speech, and mannerisms. A person's gender expression is not always linked to their biological sex, gender identity or sexual orientation.
<b>Sex characteristics</b>	Sex characteristics refer to physical characteristics relating to sex, including reproductive anatomy, chromosomes and hormones, as well as secondary physical characteristics emerging in puberty.
<b>Intersex</b>	<p>Intersex people, or those with intersex status or intersex variations, are born with physical sex characteristics, sometimes apparent at birth and other times emerging later in life, that do not fit the normative definitions and binary notions of male or female bodies.</p> <p>Intersex people may have any sexual orientation and gender identity. Being intersex relates to biological sex characteristics and is distinct from sexual orientation or gender identity.</p>
<b>Sexual orientation</b>	<p>Sexual orientation refers to a person's physical, romantic and/or emotional attraction towards other people. Most people have a sexual orientation as an integrated and integral part of their identity.</p> <p><i>Heterosexual people</i> are attracted to individuals of a different gender than themselves;</p> <p><i>Gay men and lesbian women</i> are attracted to individuals of the same gender as themselves; and</p> <p><i>Bisexual people</i> may be attracted to individuals of the same or different gender.</p>
<b>Trans or Transgender</b>	Trans or transgender are people who identify as third gender, outside of the male/female binary, and others whose appearance and characteristics are perceived as gender-atypical and whose sense of their own gender is different to the sex that they were assigned at birth. <sup>237</sup>
<b>LGBTI, LGBTIQ and LGBTIQ+</b>	LGBTI, LGBTIQ and LGBTIQ+ are commonly used in the development context today, referring to lesbian, gay, bisexual, trans and intersex people, along with anyone who identifies as queer. The + indicating the inclusion of all other groups.
<b>SOGIESC</b>	SOGIESC may be used as a term to refer to Sexual Orientation, Gender Identity and Expression, and Sex Characteristics.
<b>IDAHOTB</b>	IDAHOTB refers to <i>the International Day Against Homophobia, Transphobia and Biphobia</i> , which is commemorated annually on 17 May.

# ACRONYMS AND ABBREVIATIONS

<b>ADB</b>	Asian Development Bank
<b>ADC</b>	Austrian Development Cooperation
<b>AfDB</b>	African Development Bank
<b>ASEAN</b>	Association of Southeast Asian Nations
<b>AusAid</b>	Australian Agency for International Development
<b>AWID</b>	Association for Women's Rights in Development
<b>CEB</b>	Chief Executives Board for Coordination (UN system)
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women
<b>CIDA</b>	Canadian International Development Agency
<b>COP</b>	Community of Practice
<b>COVID-19</b>	Coronavirus SARS-CoV2
<b>CRC</b>	Convention on the Rights of the Child (UN)
<b>CSO</b>	Civil Society Organization
<b>CSW</b>	Commission on the Status of Women (UN)
<b>DAC</b>	Development Assistance Committee (OECD)
<b>Danida</b>	Danish International Development Agency
<b>DDR</b>	Disarmament, demobilisation and reintegration.
<b>DFID</b>	Department for International Development (UK)
<b>DG</b>	Director Generals
<b>DGIS</b>	Directorate General for International Cooperation (Netherlands)
<b>DPA</b>	Department of Political Affairs (UN)
<b>DRR</b>	Disaster risk reduction
<b>EC</b>	European Commission
<b>ECOSOC</b>	Economic and Social Council (UN)
<b>ED</b>	Executive Director
<b>ESCAP</b>	Economic and Social Commission for Asia and the Pacific (UN)
<b>FAO</b>	Food and Agriculture Organization
<b>FEMNET</b>	The African Women's Development and Communication Network
<b>GAD</b>	Gender and Development
<b>GADN</b>	Gender and Development Network (UK)
<b>GAP</b>	Gender Action Plan
<b>GEEW</b>	Gender Equality and Empowerment of Women (used in UN context)
<b>GENDERNETOECD-DAC</b>	Network on Gender Equality
<b>GFP</b>	Gender Focal Point
<b>GM</b>	Gender Mainstreaming
<b>GRB</b>	Gender-Responsive Budgeting
<b>GTG</b>	Gender Theme Group
<b>HIV</b>	Human Immunodeficiency Virus
<b>HLCM</b>	High-Level Committee on Management (UN system)
<b>HLCP</b>	High-Level Committee on Programmes (UN system)
<b>HQ</b>	Headquarters
<b>HR</b>	Human Resources
<b>IANWGE</b>	Interagency Network on Women and Gender Equality (UN)
<b>IASC</b>	Inter-agency Standing Committee (UN)
<b>ICPD</b>	International Conference on Population and Development (UN)
<b>ICRW</b>	International Centre for Research on Women
<b>IDB</b>	Inter-American Development Bank
<b>IDS</b>	Institute for Development Studies (UK)
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILO</b>	International Labour Organization
<b>IMF</b>	International Monetary Fund
<b>KIT</b>	Royal Tropical Institute (Netherlands)
<b>LGBTQI</b>	Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MDGs</b>	Millennium Development Goals
<b>NGO</b>	Non-governmental Organization
<b>Norad</b>	Norwegian Agency for International Cooperation
<b>OCHA</b>	Office for Coordination of Humanitarian Affairs (UN)



<b>ODA</b>	.....	Official Development Assistance
<b>ODI</b>	.....	Overseas Development Institute (UK)
<b>OECD</b>	.....	Organization for Economic Cooperation and Development
<b>OHCHR</b>	.....	Office of UN High Commissioner for Human Rights
<b>PAF</b>	.....	Performance Assessment Framework
<b>PEM</b>	.....	Public Expenditure Management
<b>PFM</b>	.....	Public Finance Management
<b>PM</b>	.....	Project Management
<b>PRS</b>	.....	Poverty Reduction Strategies
<b>PRSP</b>	.....	Poverty Reduction Strategy Papers
<b>QCPR</b>	.....	Quadrennial Comprehensive Policy Review (UN)
<b>RBM</b>	.....	Results-based management
<b>SDG</b>	.....	Sustainable Development Goal
<b>Sida</b>	.....	Swedish International Development Cooperation Agency
<b>SWAPs</b>	.....	Sector Wide Approaches
<b>TCPR</b>	.....	Triennial Comprehensive Policy Review (UN)
<b>UN</b>	.....	Habitat United Nations Human Settlements Programme
<b>UN</b>	.....	Women United Nations Entity for Gender Equality and the Empowerment of Women
<b>UN</b>	.....	United Nations
<b>UNCT</b>	.....	United Nations Country Team
<b>UNCT-SWAP</b>	.....	UN System-Wide Action Plan Country Team Level
<b>UNDAF</b>	.....	United Nations Development Assistance Framework
<b>UNDG</b>	.....	United Nations Development Group
<b>UNDP</b>	.....	United Nations Development Programme
<b>UNEG</b>	.....	United Nations Evaluation Group
<b>UNESCO</b>	.....	United Nations Educational, Scientific and Cultural Organization
<b>UNFCC</b>	.....	United Nations Framework Convention on Climate Change
<b>UNFPA</b>	.....	United Nations Population Fund
<b>UNHCR</b>	.....	United Nations High Commissioner for Refugees
<b>UNICEF</b>	.....	United Nations Children's Fund
<b>UNIFEM</b>	.....	United Nations Development Fund for Women
<b>UNODC</b>	.....	United Nations Office of Drugs and Crime
<b>UNSDAF</b>	.....	United Nations Sustainable Development Assistance Framework
<b>UNSDCF</b>	.....	UN Sustainable Development Coordination Framework
<b>UNSDG</b>	.....	United Nations Sustainable Development Group
<b>UN-SWAP</b>	.....	UN System-Wide Action Plan for gender equality
<b>UNU</b>	.....	United Nations University
<b>UNU-WIDER</b>	.....	United Nations University – World Institute for Development Economic Research
<b>UPR</b>	.....	Universal Periodic Review (UN Human Right's treaties)
<b>USAID</b>	.....	US Agency for International Development
<b>WASH</b>	.....	Water, Sanitation, and Hygiene
<b>WFP</b>	.....	World Food Programme
<b>WHO</b>	.....	World Health Organization
<b>WID</b>	.....	Women in Development
<b>WIDE</b>	.....	Women in Development Europe

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# ENDNOTES

## CHAPTER 1

1. United Nations 1996 Beijing Declaration and Platform for Action.
2. United Nations 2015b Transforming our World: the 2030 Agenda for Sustainable Development. 70/1, para 20.
3. Ibid.
4. Grown et al 2016 Aid for Gender Equality and Development. *Journal of International Development* 28:311-319.
5. See in the five-yearly reviews of implementation of the Beijing Declaration and Platform for Action, carried out at regional and global levels in the United Nations, in 2000, 2005, 2010, and 2015.
6. United Nations 2019b Report of the Secretary-General: Review and Appraisal of the Implementation of the Beijing Declaration and Platform for Action. E\_CN.6\_2020\_3.
7. UN ECOSOC 2021 Draft Resolution on Mainstreaming a Gender Perspective into All Policies and Programmes in the United Nations System.
8. Ibid.
9. Ibid.
10. Hannan 2013 Feminist Strategies in International Organizations. In Caglar et al, *Feminist Strategies in International Governance*, pp. 74-91. See also Mehra and Rao 2006 *Gender Mainstreaming: Making it Happen*.
11. Hannan 2011 *Gender Mainstreaming: Failings in Implementation*. Kvinder, Køn & Forskning.
12. UN Women 2020 Press Release: COVID 19 will widen poverty gap between men and women (accessed 9 December 2021).
13. UN Women 2020a From Insights to Action: Gender Equality in the Wake of COVID-19.
14. United Nations. 2020b Policy Brief: The Impact of COVID-19 on Women.
15. UN ECOSOC 2021 Draft Resolution on Mainstreaming a Gender Perspective.
16. See The 20th Conference of Parties to the United Nations Convention on Climate Change, for example, requested the Secretariat – in para 14 of its Decision 18/CO.20, Lima Work Programme on Gender, to prepare a technical paper on guidelines or other tools on integrating gender considerations into climate change related activities under the Convention. Paras 7, 8, 11, 12 and 13 in the same decision request capacity-building, training and workshops. The 22nd Conference of Parties requested the Secretariat – in para 13 of its Decision 21/CP.22 Gender and Climate Change – to prepare a technical paper identifying entry-points for integrating gender considerations in workstreams. Paras 7, 8 and 9 of the same Decision call for training and capacity building.
17. United Nations. 2019a Political Declaration of the High-level Political Forum on Sustainable Development. A/RES/74/4, para 20.
18. United Nations 2020a Decade of Action.
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20. Ibid.
21. Jackson 2006 Gender, sexuality and heterosexuality: The complexity (and limits) of heteronormativity. In: *Feminist Theory* 7(1):105-121.
22. See Miller and Albert 2005 *Mainstreaming Disability in Development*; and Norad 2002 *The Inclusion of Disability in Norwegian Development Cooperation*; and in the area of human rights, UNEG 2014 *Integrating Human Rights and Gender Equality in Evaluations*; and UNDG 2011a *Human Rights Mainstreaming Mechanism*. See also the Human Rights Based Approach (HRBA) portal on mainstreaming human rights: <https://hrbaportal.org/>.
23. Ibid.
24. See Bjarnegård and Ugglå 2018. Putting Priority into Practice for alternative term used by Sida, 'permeate'.
25. United Nations 1997 E/RES/1997/66 <https://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF>.
26. See further Hannan 2008a *Mainstreaming Gender Perspectives in National Budgets*.
27. Zalewski 2010 I Don't Even Know What Gender Is, p. 7.
28. Hillenbrand et al. 2015 *Measuring Gender-Transformative Change*.
29. Rottach et al. 2009 *Gender perspectives improve reproductive health outcomes: New evidence*. Prepared with support from the Interagency Gender Working Group, USAID and Population Action International. p.8.
30. UN OHCHR 2021 *Independent Expert on Protection against Violence and Discrimination Based on Sexual Orientation and Gender Identity*.
31. United Nations 1997 op.cit. II.A. The intergovernmental process of the United Nations, p. 30. Emphasis added.
32. United Nations 1996 Beijing Declaration and Platform for Action, adopted at the Fourth World Conference on Women, Beijing, China, 4-15 September 1995. New York. para 79 (education). See also: paras 57 poverty; 105 health; 123 violence; 141 armed conflict; 164 economy; 189 power and decision-making; 202 institutional mechanisms; 229; human rights; 238 media; 252 environment; and 273 the girl child. Emphasis added.
33. United Nations CEB 2006 *United Nations System-Wide Policy on Gender Equality and the Empowerment of Women*.
34. Ibid. para (c). Emphasis added.
35. Ibid. para (c).

36. Ibid. para (d).
37. United Nations 2021 ECOSOC resolution 2021/7.
38. United Nations 2020c Quadrennial Comprehensive Policy Review of Operational Activities for Development of the United Nations System. A/RES/75/233.

## CHAPTER 2

39. See further UNDG 2018 UN Vision 2030: UNDAF Campaign Guidance, for the importance of the 2030 vision.
40. United Nations 2002a Gender Mainstreaming: An Overview, especially the chapters, Gender Equality as the Goal – Gender Mainstreaming as the Strategy and Servicing Intergovernmental Bodies.
41. Sida 2010 Gender Equality in Swedish Development Cooperation.
42. Ibid.
43. Hannan 2000 Promoting Equality between Women and Men in Bilateral Development Cooperation.
44. United Nations 1996 Beijing Declaration and Platform for Action. See the chapters on poverty, education, health, violence, armed conflict, economy, power and decision-making, institutional mechanisms, human rights, media, environment, and the girl child.
45. United Nations 1997 op. cit. I. A. Definition of the concept of gender mainstreaming. p. 28.
46. See, for example Hunt and Brouwers 2003 Review of Gender and Evaluation; Norad 2005b Gender and Development: A Review of Evaluation Reports 1997-2004; African Development Bank 2012 Mainstreaming Gender Equality; and Brouwers 2013 Revisiting Gender Mainstreaming in International Development. Working Paper 556.
47. Debusscher 2011 Promoting Gender Equality in EU Development Aid; and African Development Bank 2012 Mainstreaming Gender Equality.
48. See, for example UN ECOSOC 1997 Agreed Conclusions. 1.B. Principles for mainstreaming a gender perspective in the United Nations system, Principle 4, p. 28, and 1.A. Definition of the concept of gender mainstreaming, p. 28.
49. African Development Bank 2011 Mainstreaming Gender Equality: Emerging Evaluation Lessons, p. 7.
50. Hannan 2000 op. cit. Part one. Theory, practice and priorities for change.
51. Nanivazo and Scott 2012 Gender mainstreaming in Nordic development agencies. Seventeen years after the Beijing Conference. Helsinki: UNU-WIDER.
52. See, for example EBA 2018 Putting priority into practice: Sida's implementation of its plan for gender integration. Stockholm: Expertgruppen för Biståndsanalys (Swedish Expert Group for Aid Studies). See also the evaluation of Nordic countries in: Nanivazo and Scott 2012 op. cit. See also: Moser and Moser 2005 op. cit.
53. African Development Bank 2012 op. cit.; and Brouwers 2013 op. cit.
54. DGIS – Netherlands Directorate General for International Cooperation 1995 cited in African Development Bank 2012 op. cit.
55. African Development Bank 2012 op. cit.
56. Hannan 2019 The gender mainstreaming strategy: More than 25 years of experience. Research paper prepared as resource material for the Masters Course: Gender, global development and post-colonialism, organized by the Graduate School, Faculty of Social Sciences, University of Lund, Sweden.
57. Hillenbrand et al. 2015 Measuring Gender-Transformative Change. See also the definition in IFAD 2017 What Works for Gender Equality and Women's Empowerment. Report No. 4390.
58. Brouwers 2013 Revisiting Gender Mainstreaming.
59. United Nations 1996 Beijing Declaration and Platform for Action.
60. Ibid. See, for example, paras 58(b) and (d) Poverty; 165 (f), (h), (m), and (r) Economy; 192(f) Power and Decision-Making; and 281(c) Health.
61. This is sometimes called an “agenda-setting” approach, which moves away from the limited ambition of trying to unquestioningly integrate gender equality into existing mandates. See Sweetman 2012 Introduction in Gender and Development 20:3; and Hannan 2019 The Gender Mainstreaming Strategy.
62. United Nations 2002a Gender Mainstreaming: An Overview.
63. Hannan 2019 The Gender Mainstreaming Strategy.
64. United Nations 1996 Beijing Declaration and Platform for Action. para 181.
65. Ibid.
66. See Hannan 2000 Promoting Equality between Women and Men in Bilateral Development Cooperatons. See also Hannan 2019.
67. Cecelski and Dutta 2011 Mainstreaming Gender in Energy Projects.
68. See Roper et al. 2015 Oxfam Sense-Making Exercise For a Selection of Evaluations 2013-2014.

## CHAPTER 3

69. UN Women 2015b Gender Mainstreaming in Development Programming: Guidance Note.
70. United Nations 1996 Beijing Declaration and Platform for Action, para 141; and UN ECOSOC 1997 Agreed Conclusions 1997/2, chap. IV. See II.B. Institutional requirements for gender mainstreaming in all policies and programmes, p. 31; I. B. Principles of mainstreaming a gender perspective in the United Nations system, Principle 1, p. 28; and I.A. Definition of the concept of gender mainstreaming, p. 28.
71. UN Women 2015b Gender Mainstreaming in Development Programming.
72. UN Women 2020b Gender Equality: Women's Rights in Review 25 years after Beijing.
73. UN Women 2015b.
74. Ibid.
75. See, for example Roper et al 2015 Oxfam Sense-Making Exercise; and Debusscher 2011 Promoting Gender Equality in EU Development Aid.
76. Debusscher 2011 op. cit.
77. Ibid. p.8.
78. As called for in UN ECOSOC 1997 Agreed Conclusions: I.B. Principles of mainstreaming a gender perspective in the United Nations system, Principle 1, p. 28; and I. A. Definition of the concept of gender mainstreaming, p. 28.
79. European Commission 2004 Toolkit on Mainstreaming Gender Equality in EC Development Cooperation.
80. Based on Rao and Kelleher 2002 Unravelling institutionalized gender inequality. Toronto: AWID. (Occasional paper Number 8). A similar diagram is also found in: Rao and Kelleher 2005 Is there life after gender mainstreaming? In: Gender & Development 13(2): 57-65.
81. Batliwala and Pittman 2010 Capturing Change in Women's Realities.
82. Miller and Albert 2005 Mainstreaming Disability in Development: Lessons from Gender Mainstreaming.
83. See, for example, Roper et al. 2015 Oxfam Sense-Making Exercise.
84. Brambilla 2001 Gender and Monitoring: A Review of Practical Experiences, p. 11.
85. Miller and Albert 2005 Mainstreaming Disability in Development.
86. UNSDG 2019 United Nations Sustainable Development Cooperation Framework.
87. Based on UNSDG 2018 UNCT-SWAP Gender Equality Scorecard.
88. AusAID 2008 Gender Equality: Annual Thematic Performance Report 2006-07.
89. Sida 2015 Gender Analysis: Principles and Elements.
90. UN Women 2020c Gender Mainstreaming: A Global Strategy.

## CHAPTER 4

91. The United Nations reform process and the development effectiveness agenda in the context of the Paris Declaration and its follow-up both contributed to further strengthening the focus on managing intended development outcomes and results. United Nations reform placed a strong emphasis on accountability for results at both individual entity level as well as at collective United Nations system level, and called for system-wide collaboration, coordination, coherence and contextualized focus to achieve this.
92. United Nations 2015b Transforming our World.
93. UNDG 2011b op. cit.
94. UNDG 2011b Results-Based Management Handbook.
95. OECD-DAC 2014 Measuring and Managing Results in Development Cooperation.
96. Ibid.
97. Ibid.
98. Ibid.
99. Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality Results and Indicators.
100. The division into "gender-responsive results" and "gender-specific results" is directly linked to the OECD-DAC categorization of interventions in its gender equality policy marker: interventions that have gender equality as the "principal objective" and interventions where gender equality is not the principal objective, but rather a "significant objective." See OECD-DAC 2016 Handbook on the OECD-DAC Gender Equality Policy Marker. "Gender-responsive results" are results that are achieved in the context of development interventions where promoting gender equality and women's rights and empowerment are not the primary objectives. Gender-responsive results are achieved by integrating attention to gender equality issues as an integral part of the design, planning, and implementation of these development interventions. "Gender-specific results" are achieved in interventions that bring direct attention to areas of critical importance for gender equality and women's rights and empowerment, such as violence against women and sexual and reproductive health and rights. These gender-specific results are identified in areas where targeted action is taken to address significant challenges and constraints.



101. UNSDG 2018 UNCT-SWAP Gender Equality Scorecard.
102. Ibid.
103. Ibid., p. 27.
104. Ibid.
105. UNGD 2017a Resource Book for Mainstreaming Gender in UN Common Programming at the Country Level. See also the definition of transformative gender equality results in the United Nations accountability frameworks – the UN-SWAP 2.0 for individual UN entities and the UNCT-SWAP Gender Equality Scorecard for UN Country Teams – as those that contribute to changes in social norms, cultural values, and power structures, as well as the underlying causes of gender-based inequalities, discrimination, and exclusion. See UN Women 2020e UN\_SWAP 2.0: Accountability Framework for Mainstreaming Gender Equality and the Empowerment of Women in United Nations Entities; and UNSDG 2018 UNCT-SWAP Gender Equality Scorecard.
106. Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality Results, p.14.
107. Batliwala 2011a Strengthening Monitoring and Evaluation for Women’s Rights: Thirteen Insights.
108. Asian Development Bank and Australian Aid 2013; and OECD-DAC 2009 Managing for Gender Equality Results in Donor Agencies. Issues Brief 4.
109. World Bank 2012 World Development Report.
110. Kabeer 2001 Resources, Agency, Achievements: Reflections on the Measurement of Women’s Empowerment.
111. Batliwala 2011b Strengthening Monitoring and Evaluation for Women’s Rights: Twelve Insights.
112. Batliwala 2011a Strengthening Monitoring and Evaluation for Women’s Rights: Thirteen Insights.
113. Ibid; and Batliwala and Pittman 2010 Capturing Change in Women’s Realities.
114. Eyben et al. 2008 Thinking about Change for Development Practice.
115. See, for example, IFAD 2017 What Works for Gender Equality and Women’s Empowerment. Report No. 4390; Roper et al. 2015 Oxfam Sense-Making Exercise; Nanivazo, M., and Scott 2012 Gender Mainstreaming in Nordic Development Agencies; Hillenbrand et al. 2015 Measuring Gender-Transformative Change; and Norad 2015 A Mixed Bag: Norway’s Support for Women and Girl’s Rights and Gender Equality in International Development. Brief 2/2015.
116. Hillenbrand et al. 2015 Measuring Gender-Transformative Change.
117. See Narayan ed, 2005 Measuring Empowerment: Cross-Disciplinary Perspectives; and Batliwala 2006 Measuring Social Change: Assumptions, Myths and Realities. 11(1): 12-14.
118. UNGD 2011b Results-Based Management Handbook.
119. Ibid.
120. Based on Hillenbrand et al. 2015; and Bamberger 2013 Nuts and Bolts: Engendering Monitoring and Evaluation.
121. Moser 2007 Gender and Measurements of Change: An Overview.
122. Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality.
123. UNEG 2014 Integrating Human Rights and Gender Equality in Evaluations; Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality; and Batliwala 2011b Strengthening Monitoring and Evaluation: Twelve Insights.
124. Asian Development Bank and Australian Aid 2013 op. cit.
125. Ibid.
126. Ibid.
127. OECD-DAC 2014 Measuring and Managing Results in Development Cooperation, p. 26.
128. Rao and Kelleher 2005 Is There Life after Gender Mainstreaming? p. 62.
129. Ibid.
130. Based on Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality; and UNGD 2011b Results-Based Management Handbook.
131. Based on Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality; OECD-DAC 2014 Measuring and Managing Results; and OECD-DAC 2009 Managing for Gender Equality Results in Donor Agencies.
132. Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality Results and Indicators.
133. Ibid.
134. Ibid.
135. Batliwala 2011b Strengthening Monitoring and Evaluation: Twelve Insights, p.6.
136. OECD-DAC 2009 Managing for Gender Equality Results in Donor Agencies.
137. OECD-DAC 2014 Measuring and Managing Results.
138. Batliwala and Pittman 2010 Capturing Change in Women’s Realities.
139. Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality.

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## CHAPTER 5

140. See, for example, African Development Bank 2012 Mainstreaming Gender Equality; and Brouwers 2013 Revisiting Gender Mainstreaming.
141. Lack of understanding and the ability to apply gender mainstreaming was recognized as a constraint in the evaluations of both multilateral agencies, such as Asian Development Bank, WFP, UNDP, and UNICEF and bilateral agencies, such as ADC, DfiD, and Norad, as reported in Brouwers 2013 . See also African Development Bank 2012 .

142. Valk 2000 Introduction: Commitments to women and gender. In: van Dam et al, eds. *Institutionalising gender equality: Commitment, policy and practice. A global sourcebook*. Netherlands: KIT, and Oxford: OXFAM GB. Cited in: Moser and Moser 2005 op. cit.
143. Rao et al 1999 *Gender at work: organizational change for equality*. Bloomfield, Connecticut: Kumarian Press. p.2.
144. Parpart 2010 *Exploring the transformative potential of gender mainstreaming: Limits and possibilities*. Mimeo. Cited in: Joseph et al 2011.
145. Rao et al 1999 op. cit.
146. See, for example, African Development Bank 2012 *Mainstreaming Gender Equality*; Norad 2006 *Lessons from Evaluations of Women and Gender Equality in Development Cooperation*; Norad 2005b *Gender and Development: A Review of Evaluation Reports 1997-2004*; and Brouwers 2013 *Revisiting Gender Mainstreaming*.
147. Derbyshire 2012 *Gender Mainstreaming: Recognizing and Building on Progress*. *Gender and Development* 20(3):405-422.
148. African Development Bank 2012; and Norad 2005a *Evaluation of the Strategy for Women and Gender Equality*.
149. Based on UN Women 2020c *Gender Mainstreaming: A Global Strategy*.
150. United Nations 2015b *Transforming our World: the 2030 Agenda for Sustainable Development*. 70/1, para 20.
151. Sweetman 2012 *Introduction*. *Gender and Development*.
152. UNEG 2014 *Integrating Human Rights and Gender Equality in Evaluations*.
153. UN Women 2020e *UN-SWAP 2.0 Accountability Framework*.
154. This is particularly important in organizations that have moved away from using training as a regular means of capacity-building.
155. This builds on discussions of failings and constraints raised in evaluations and assessments. See, for example, African Development Bank 2012 *Mainstreaming Gender Equality*.
156. See, for example, discussions in Norad 2006 *Lessons from Evaluations*; Brouwers 2013 *Revisiting Gender Mainstreaming*; Hunt and Brouwers 2003 *Review of Gender and Evaluations*; and Derbyshire 2012 *Gender Mainstreaming*.
157. Derbyshire 2012 op.cit.
158. See, for example, African Development Bank 2012 *Mainstreaming Gender Equality*; and Moser and Moser 2005 *Gender Mainstreaming since Beijing*. *Gender and Development* 13(2):11-22.
159. Hannan, C (2003). *Gender Mainstreaming: Reflections on Implementation of the Strategy*. Paper presented at "Integrating
160. Van Eerdewijk and Dubel 2012 *Substantive Gender Mainstreaming and the Missing Middle*, p. 500.
161. UN ECOSOC 1997 *Agreed Conclusions*, II.D. *Capacity-building for gender mainstreaming*. para( a) p.32. Emphasis added.
162. This approach was successfully utilized in Sida in Stockholm in the mid-1990s. As well as developing capacity among staff, it also led to the production of many useful sector guides and handbooks which were developed by the sector specialists with support of gender specialists. The ownership created through the process of production strengthened the potential for effective use of these tools. Information provided by Carolyn Hannan, former Senior Gender Equality Policy Adviser in Sida.
163. UN Women 2014 *Gender Equality Capacity Assessment Tool*.
164. Hannan 2003 *Gender Mainstreaming*.
165. See UNDP 2017 *UNDP Strategic Plan 2018-2021*. New York: UNDP (Executive Boards of UNDP, UNFPA and the UN Office for Project Services) (DP/2017/38).

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## CHAPTER 6

166. In its strategic plan for 2018-2021, UNICEF has recognized the need for increasing capacity at country level by providing tools, technical assistance and other support to advance gender equality. See UNICEF 2018 *UNICEF Strategic Plan 2018-2021: Executive Summary*.
167. Hannan. 2019 *The Gender Mainstreaming Strategy: More than 25 Years of Experience*. Unpublished Research Paper prepared for the Faculty of Social Sciences, University of Lund, Sweden.
168. This list of relevant factors for analysis in relation to the gender equality linkages with policy areas is not meant to be comprehensive. It aims to give illustrative examples of the types of factors which should be investigated.
169. See UN ECOSOC 1997 *Agreed Conclusions* 1997/2, chap. IV.
170. FAO 2019 *Evaluation of FAO's Work on Gender*. Thematic Evaluation Series.
171. IFAD 2017 *What Works for Gender Equality and Women's Empowerment*. Report No. 4390.
172. UNDP 2017 op. cit.
173. WFP 2014 *Evaluation of WFP's 2009 Gender Policy*. *This time around? Evaluation Report*. Rome. (Report No. OEV/2013/008).
174. CEDAW was adopted by the General Assembly of the United Nations in 1979 and entered into force on 3 September 1981. The periodic reports of a government to the CEDAW Committee can provide an important source of information on commitments and progress in implementation in different policy areas. The reports of the CEDAW Committee provide information on areas where a government is expected to make positive changes. See UN OHCHR 1979.

175. Roper et al 2015 Oxfam Sense-Making Exercise.
176. Hannan 2019 The Gender Mainstreaming Strategy.
177. ADB and Australian Aid (2013) op. cit.
178. In an evaluation of gender mainstreaming in Nordic development cooperation agencies in Sweden, Denmark and Finland, it was suggested that it had been necessary to “tone down” the language of rights and adopt a more “efficiency-oriented” rationale for work on gender equality to suit some private sector actors. See Nanivazo and Scott 2012 Gender Mainstreaming in Nordic Development Agencies , p.22.
179. United Nations 2015b Transforming our World: the 2030 Agenda for Sustainable Development. 70/1, para 20.
180. IFAD (2017) op. cit.; and ADB (2017) op. cit.
181. United Nations 2019b Review and Appraisal of the Implementation of the Beijing Declaration and Platform for Action. E/CN.6/2020/3.
182. UN ECOSOC 2019 Mainstreaming a Gender Perspective into All Policies and Programmes in the United Nations System. E/2019/54.
183. United Nations 2017 Repositioning the United Nations Development System to Deliver on the 2030 Agenda: Ensuring a Better Future for All. A/72/124–E/2018/3.
184. Ibid.
185. The steps to be taken build on and expands the questions posed in relation to Poverty Reduction Strategies and other national development policies, plans, strategies and frameworks in: OECD-DAC 2008c Finding the entry points. Paris: OECD-DAC Network on Gender Equality. (Gender Equality, Women’s Empowerment and the Paris Declaration on Aid Effectiveness: Issues Brief 2.).
186. Schneider 2007 Public finance management including gender-responsive budgeting. Paper prepared for the United Nations Division for the Advancement of Women Expert Group Meeting on financing for gender equality and the empowerment of women, Oslo, Norway, 4–7 September 2007.
187. Based on Sida 2009a op. cit; and European Commission 2004 Toolkit on mainstreaming gender equality in EC development cooperation.
188. Kovsted, J.A. 2010 Integrating gender equality dimensions into public financial management reforms. Paris: OECD-DAC. GENDERNET. (Gender Equality, Women’s Empowerment and the Paris Declaration on Aid Effectiveness: Issues Brief 6.).
189. Schneider 2007 op. cit.
190. Ibid.
191. Based on OECD-DAC 2008c op. cit., as well as in: Kovsted, J.A. 2010 op. cit.
192. ODI 2018 op. cit.
193. ADB 2012 Gender toolkit: Public sector management.
194. Ibid.
195. UNDG 2017a Resource book for mainstreaming gender in UN common programming at the country level.
196. UNDG 2017b United Nations Development Assistance Framework Guidance.
197. Sida 2009a Gender equality in practice. A Manual for Sida.
198. United Nations 2015b Transforming our world: the 2030 Agenda for Sustainable Development. (General Assembly resolution 70/1).
199. Ibid.
200. Kovsted, J.A. 2010 Gender Equality, Women’s Empowerment and the Paris Declaration on Aid Effectiveness. Issues Brief 6.

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## CHAPTER 7

201. UN Women 2015c UN Women Evaluation Handbook.
202. Davies and Dart, 2005 The “ Most Significant Change” (MSC) Technique: A Guide to Its Use. Accessed 30/04/2020.
203. Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality Results and Indicators.
204. Batliwala 2011a Strengthening Monitoring and Evaluation.
205. UN Women 2010 Guidance Note on Developing Management Responses to Evaluations.
206. UNDG 2011b Results-Based Management Handbook.
207. Batliwala and Pittman 2010 Capturing Change in Women’s Realities.
208. CIDA 2008 Evaluation of CIDA’s Implementation of its Policy on Gender Equality.
209. African Development Bank 2012 Mainstreaming Gender Equality.
210. Brambilla 2001 Gender and Monitoring: A Review of Practical Experiences.
211. Evaluations often also attempt to assess the contributions of development organizations to the achievement of gender equality results at national and subnational levels, which can be very difficult, given the range of factors that can, and do, influence change and results at these levels. This objective is not the focus of the discussion of evaluations in this section.
212. UN Women 2015c UN Women Evaluation Handbook.
213. See Hunt and Brouwers 2003 Review of Gender and Evaluation; see also Norad 2006 Lessons from Evaluations of Women and Gender Equality; African Development Bank 2012 Mainstreaming Gender Equality; and Brouwers 2013 Revisiting Gender Mainstreaming, for the OECD-DAC reviews of evaluations carried out in 1994, 1999 and 2003 to allow comparisons over time.
214. Norad 2005b Gender and Development: A Review of Evaluation Reports.

215. UNDAF is the predecessor of the United Nations Sustainable Development Cooperation Framework (UNSDCF).
216. UNEG 2019 Meta-Synthesis of United Nations Development Assistance Framework (UNDAF) Evaluations with a Gender Lens.
217. Hunt and Brouwers 2003 op. cit.; Norad 2005b op. cit.; African Development Bank 2012 op. cit.; Brouwers 2013 op. cit.
218. Ibid.
219. Ibid.
220. UN Women 2020d Good Practices in Gender-Responsive Evaluations.
221. Asian Development Bank 2010 The Asian Development Bank's Support to Gender and Development: Phase 2.
222. DfID 2006a Evaluation of DfID's Policy and Practice in Support of Gender Equality and Women's Empowerment. Volume 1. Evaluation Report EV669; and DfID 2006b Evaluation of DfID's Policy and Practice in Support of Gender Equality and Women's Empowerment. Volume 2. Evaluation Report EV669.
223. UN Women 2020d Good Practices in Gender-Responsive Evaluations.
224. See, for example Asian Development Bank 2009 The Asian Development Bank's Support to Gender and Development Phase I; and Asian Development Bank 2010 Phase 2; Sida 2010 Gender Equality in Swedish Development Cooperation; DfID 2006a Evaluation. Volume 1 and DfID 2006b Evaluation. Volume 2.
225. Sida 2010 op. cit.
226. See DFID 2006a op. cit. and DfID 2006b op. cit.
227. Mikkelsen et al 2002 Mainstreaming gender equality: Sida's support for the promotion of gender equality in partner countries.
228. See ADB 2009 op. cit.; ADB 2010 op. cit.; and Sida 2010 op. cit.
229. Sida 2010 op. cit.
230. See IFAD 2017 op. cit.; and ADB 2017 op. cit.
231. Builds on UNEG 2014 Integrating Human Rights and Gender Equality; UN Women 2015c, UN Women Evaluation Handbook.
232. Asian Development Bank and Australian Aid 2013 Toolkit on Gender Equality Results and Indicators.
233. Ibid.
234. Brouwers 2013 Revisiting Gender Mainstreaming.
235. Sida 2010 Gender Equality in Swedish Development Cooperation.
236. All definitions – unless otherwise indicated – are based on those contained in UN OHCHR 2019 Born Free and Equal: Second Edition, pp. 5-6; definitions related to intersex can be found in OHCHR (undated) Fact Sheet: Intersex – part of the Free and Equal Campaign.
237. UNEG 2014 Integrating Human Rights and Gender Equality.
238. A transgender or trans person may identify as a man, woman, transman, transwoman, as a non-binary person, or with other terms, such as hijra, third gender, two-spirit, travesti, fa'afafine, queerqueer, transpinoy, muxe, waria and meti. See OHCHR (undated) Fact Sheet: Transgender, part of the Free and Equal Campaign, p. 1

