

# **SDC ANNUAL PROGRESS REPORT ON GENDER EQUALITY 2012**



## **Annual Progress Report on Gender Equality 2012**

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## **List of abbreviations**

APR: Annual Progress Report

AR: Annual Report

CP: Credit Proposal

EP: Entry Proposal

EPR: End of Phase Report

GC: Global Cooperation

GCP: Gender Contact Persons (in SCOs or operational Units at HO, member of Gender Network)

GEM: Gender equality monitoring

GFP: Gender Focal Point (HO, senior advisor and gender network moderation)

GPM: Gender Policy Marker

GRB: Gender-responsive budgeting

M4P: Markets for the poor

SCO: Swiss Cooperation Office

SME: Small and medium-scale enterprises

VET: Vocational Education and Training

WASH: Water and Sanitation

## Part I Summary Findings and Core Recommendations

Generally, this year's screening of 220 Credit Proposals (CPs), 48 Annual Reports (ARs) and 21 EPRs shows that overall gender sensitivity within SDC seems to have increased, as evidenced for example by the increasing numbers of ARs that have conducted gender analyses or the since 2009 continuously increasing numbers of CPs that mention gender equality in their objectives or provide gender-relevant baseline information. However 64.8% of all CPs still do not qualify for the GEM-based GPM (which means that they score less than 7 out of 14 points on the GEM checklist<sup>1</sup>) and certain thematic domains of intervention have a weak performance in terms of the implementation of SDC gender policy (e.g. Climate Change and Food Security, also see graph on page 13). Baseline information is also still not adequate in both ARs and CPs. While the gender sensitivity of Global Cooperation CPs and ARs has increased slightly compared to last year, gender is still largely absent in most of their documents - only 16% of budget goes to gender-sensitive projects and AR's hardly mention gender issues at all.

This chapter will first outline the main findings by instrument (CP, AR, EPR) and then go on to provide the core recommendations (in brackets the more detailed recommendations, which can be found in the respective chapters are indicated). The following chapters will provide more detailed findings and recommendations for each instrument.

### Main findings concerning Credit Proposals

- The allocation of budget to gender-sensitive projects has gone up from 34.2% last year to 35.2% this year. While it is good to be optimistic that the gender-responsiveness of projects seems to have increased, it has to be noted that 64.8% of all projects still do not qualify for the GEM-based GPM.
- Looking at the evolution of the GEM criteria CPs meet from 2009 to 2012, following findings can be underlined:
  - **A: Rationale of Project:**
    - Proportion of projects that mention gender equality in their objectives rationale or justification: 21% in 2009<sup>2</sup> to 75% in 2012.
  - **B: Design and Planning:**
    - 34% of all CPs provide some sex-disaggregated data (52% in 2011).
    - 48% of all CPs include gender-relevant data in baseline (31% in 2011).
    - 71% of all CPs identify gender issues for planning (38% in 2009).

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<sup>1</sup> [http://www.sdc-gender-development.net/en/Home/Instruments\\_Methods/Gender\\_Equality\\_Checklist](http://www.sdc-gender-development.net/en/Home/Instruments_Methods/Gender_Equality_Checklist)

<sup>2</sup> See Annual Progress Report on Gender Equality 2009. Available on: [http://www.sdc-gender-development.net/en/Home/Publications/SDC\\_Publications](http://www.sdc-gender-development.net/en/Home/Publications/SDC_Publications)

- **C: Monitoring and Evaluation:**
  - The amount of projects providing gender-relevant outcome indicators and include gender into their evaluation has continuously gone up.
- **D: Mainstreaming and institutional compliance:**
  - Only few project documents include a gender-specific budget or terms of reference for gender mainstreaming responsibilities.

*For all results see table on page 14.*

- With regards to Gender equality issues (GEI part of the checklist), like last year “Access to quality services” and “Access to and control over income and assets” are the main issues addressed by CPs. *The least addressed issues are “Governance/PAR”, as well as “Time use, burden of paid/unpaid work”* (detailed analysis page 16).

### **Main findings concerning End of Phase Reports**

- Generally there is a certain consistence between the End of Phase Reports and their respective credit proposals, meaning that where the CP is strong on gender, the EPR is equally strong and the other way round. 8 out of 21 projects however depart from this logic - 6 projects did not include gender very much in their credit proposals, but seem to have acquired a better understanding of gender issues during the course of the project, which is reflected in the EPR. This corresponds to the findings that CPs often only include gender issues as they mature, as certain problems/opportunities are only realized once the project is underway. 2 projects started off very strongly with their credit proposals, but then hardly mentioned gender in their End of Phase Reports, or showed quite sobering results – this is mainly due to objectives which were set too high (or were too detached from field realities).

### **Main findings concerning Annual Reports**

- In ARs (excluding Global Cooperation) the number of thematic domains that use **sex-disaggregated data** is at 52.5% (increased from 38.7% 2011).
- The number of **thematic domains that consistently disaggregate all their data is at 11% (decreased from 13.9% 2011)**. The majority of domains only disaggregate some of their data.
- The **use of baselines that allow Swiss Cooperation Offices (SCO) to measure gender-relevant results** in ARs (all thematic domains) increased from 9.2% in 2010 to 10.2% in 2011. Generally the use of baselines (disaggregated or not) is still very low. A variety of domains have indicated that baselines studies were conducted, but not all activities are evaluated against these baselines.

- While last year only a few Annual Reports mentioned that special gender analyses had been conducted, this year's evaluation shows that a **gender analysis has been conducted for at least one project in 22 out of the 157 thematic domains<sup>3</sup> (14 %)**.
- The inclusion of gender issues in the **ARs of Global Cooperation has hardly changed compared to last year and is still more or less absent**. Credit Proposals of the Division have become slightly more gender sensitive.

## Core recommendations

1. Gender contact persons should be more involved in ensuring quality of CPs, ARs, EPRs and Cooperation Strategies. In order for SCOs and operational units at HO to be active and successful at mainstreaming Gender Equality, the **role of Gender Contact persons (GCPs)** has to be defined in terms of taking on leadership for GEM (e.g. through using relevant GEM instruments, mandating and possibly executing gender case studies, fostering exchange with gender experts etc.). It is of crucial importance that enough financial and human resources are allocated to this task and SCO management needs to provide an enabling environment for focal points to take on leadership, including strategic guidance. This is particularly important for Global Cooperation. (*also see recommendations 1.4, 1.7, 3.4, 3.6*)
2. **Data in CPs, as well as ARs and EPRs should consistently be disaggregated**, as is already made clear in the SDC guidelines for ARs and CPs. In order to achieve this, SCOs should require from all implementing partners to disaggregate their data, with a clear assignment as to which data should be collected and in what form it should be collected.<sup>4</sup> This requirement has to be a mandatory part of the contracts with implementing partners. Where the collection of quantitative data is difficult, the execution of a qualitative context study that looks at particular gender questions could be explicitly mentioned in the TORS. Furthermore SCO management and the operations committee need to demand the consistent implementation of these requirements and check with the reporting systems of partner organizations and the gender sensitivity of their quality assurance principles. (*also see recommendations 1.6, 2.2, 3.1*)
  - With less direct aid modalities, such as core contributions, implementing partners can not be mandated to disaggregate their data, but the collection of disaggregated data should nevertheless be a point, where SDC can exert influence, position itself and provide expertise.
3. The **execution of a gendered baseline study should be planned in the Entry Proposal** and specified in TORS, linking the EP with the Credit proposal. Opening Credits can be used for the execution of such baseline studies. Where the execution of

<sup>3</sup> The titles of the domains vary a lot even though they might fit into one of the specific domain according also to the Message. Still, we take it as such, meaning as not standardized and each domain was counted individually according to the title in the AP, which makes 157 (sub-) domains across 48 Annual Reports.

<sup>4</sup> The "SDC guidance on progress reporting by partners" which was passed in February 2012 and also contains requirements considering the disaggregating of data is a step in the right direction, but needs to be consistently implemented.

a quantitative baseline study is difficult, a qualitative gender assessment or case study should be executed and indicators developed that effectively measure improvements in women's and men's living conditions. (*also see recommendation 1.5, 2.1*)

4. Furthermore all CPs should have an **explicit strategy of gender mainstreaming** and/or the strategic elements of how gender equality will be promoted and what it means exactly in the context of the intervention. Sometimes it is necessary to allocate an extra budget. (*also see recommendation 1.3*)
5. Complementary to the disaggregation of data, implementing partners could be mandated to **carry out a gender assessment / case study before starting a project**. When conducting general needs assessments/case studies, gender should always be seen as a structuring factor that shapes people's needs, constraints, experiences and strategies. Particular attention needs to be paid to the translation of results and the consequent formulation of baselines and indicators that capture qualitative improvements in gender relations or in the well-being of women (or men). Furthermore women's time burden should always be taken into account, as projects might inadvertently increase their time burden by adding more work onto their shoulders without addressing or altering their care-related responsibilities. This might be an area that the SCO could outsource to gender consultants. (*also see recommendations 1.2, 2.3, 3.3*)
6. Increasing emphasis should be put on **discussing gender issues and identifying fields of observation** for domains that generally do not integrate gender considerations, e.g. climate change, governance and food security. Indicators that effectively monitor improvements in the situation of women need to be developed. One possibility would be to develop lists with gender indicators for the different thematic domains. It is important to provide space for these discussions and developments – maybe specific gender workshops could provide such space. (*also see recommendations 1.1, 3.5*)
7. **Monitoring frameworks**, including ARs should be shaped in a way which makes more visible their efforts for the promotion of gender equality and which gives evidence on which results have been achieved, lessons learned, etc.<sup>5</sup>. This is particularly relevant for the ARs of Global Cooperation. (*also see recommendation 3.7*)
8. Before formulating Cooperation Strategies **comprehensive gender assessments** of the achievements so far should be carried out, so that gender goals are firmly integrated in the results frameworks for further interventions. The gender contact persons in the field offices, who have benefited from the methodological training on gender responsive qualitative case studies and interpretation of data during the f2f in Switzerland, could take leadership in the process of elaborating strategic papers like CS. (*also see recommendation 3.8*)
9. Considering that 2013 will mark the 10 year gender mainstreaming anniversary at SDC, it would be interesting to **evaluate what gender mainstreaming has meant for the actual work of cooperation offices** through conducting a few case studies. The Annual Progress Report 2013 should therefore follow a three-pronged approach,

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<sup>5</sup> One way might be to include specific paragraphs on gender issues in the structure for annual reporting according to some of the new REO II Instruments for QA

complementing its data on the evolution of gender-responsive budgeting with an evaluation of the institutional changes that have taken place in SDC in the last ten years and the actual impacts projects that scored well in their CPs have had on the ground (through a few selected case studies). (*also see recommendation 1.8*)<sup>6</sup>

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<sup>6</sup> For more information also see Madörin, M. & Mäder, T. (2006). SDC gender-responsive budgeting pilot project. Towards gender-responsive programme planning and budgeting.



# Part II Gender Equality Mainstreaming 2012

## 1. Analysis of Credit Proposals

This chapter will first outline the methodology used for the analysis of credit proposals and then go on to present the main findings. Generally it can be said, that since 2009 projects have become much more aware of gender issues, as reflected in the number of CPs that have their own GEM checklist attached, as well as large increases in CPs that mention gender equality in their objectives. The proportion of budget allocated to projects that qualify for the GEM-based GPM (projects that fulfil 7 or more criteria on the GEM checklist) has slightly increased since 2009 (34.7% in 2009, 34.2% in 2010 and 35.2% in 2012). This however means that 64.8 % of all projects still do not qualify for the GEM-based GPM. When we look at the inclusion of gender issues by thematic domain, we find that especially in the Governance and Climate Change domains, a very low proportion budget goes to gender-sensitive projects (14% and 27% respectively). In the aftermath of Rio+20 and with the Federal Council's 0.5% message climate change and water-related projects are bound to increase - therefore these two domains have been assessed separately in order to illustrate how gender needs to and can be better integrated into these two domains – the findings of this analysis can be found at the end of this chapter.

### 1.1 Methodology

A selection of CPs (including Entry Proposals) that are accepted by HQ are screened by an independent gender expert, using a GEM checklist that was updated by SDC in 2007. 220 CPs by all Corporate Domains were screened and assessed for this report (Regional Cooperation: 83, Cooperation with Eastern Europe: 30; Humanitarian Aid: 52; Global Cooperation: 55). The same GEM checklist was used for the Annual Progress Reports 2009 to 2011, which allows us to assess the evolution of Gender Responsive Budgeting (GBR) in SDC.

Since thematic domains are not standardized across SDC, a comparison of projects by domain is slightly difficult. However, in order to make comparisons by thematic domains possible, projects of all Divisions, excluding Global Cooperation, were roughly grouped into nine different thematic domains (Rural Development, Governance, Water, Education, Health, Migration, Nature Protection/Climate Change, Economy/Employment and Food Security/Emergency Response)<sup>7</sup>. Domains were established only after projects were screened and might not adequately reflect realities for all Corporate Divisions. It might therefore be useful for the next Annual Progress Report to first define thematic domains and then choose CPs to be screened according to the pre-defined domains.

Looking at these results and changes over the last years, one also has to bear in mind that the GEM checklist is an instrument that measures long-term changes. CP samples are different every year, making a one to one comparison impossible and also making aberrations possible. Furthermore credit proposals with large budgets may distort the picture either in a positive or

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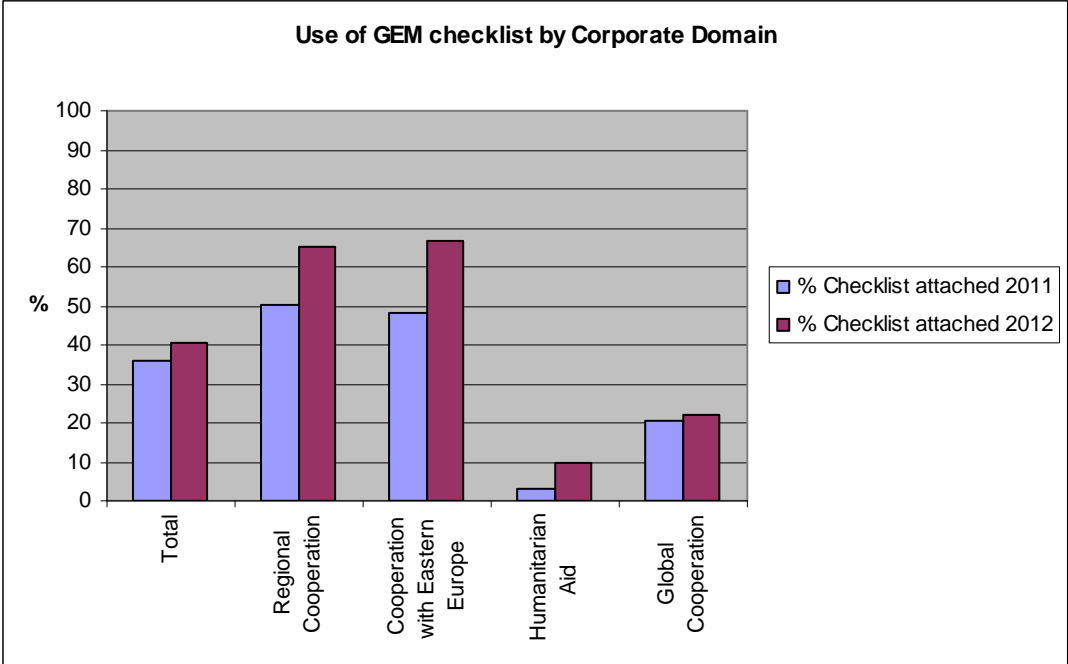
<sup>7</sup> Since categorisation into thematic domains might not be obvious for all, a few categories shall be further elaborated upon. The thematic domain Migration subsumes projects which have to do with IDP's, refugees, as well as protection projects. The domain Emergency Response subsumes all projects that respond to emergency and crisis situations, e.g. floods, droughts, earthquakes, conflicts and include short-term, as well as longer term interventions.

in a negative way. The objectivity of GEM checklists can also be debated, as CPs are often not very explicit on how the project will address gender issues, leaving a lot of room for assumptions. Different evaluators often evaluate the same CP rather differently using the same checklist. Last year’s independent evaluator screened projects rather positively due to her background knowledge of projects. A different person with no background knowledge of SDC screened projects this year - this may have led to variations compared to last year.

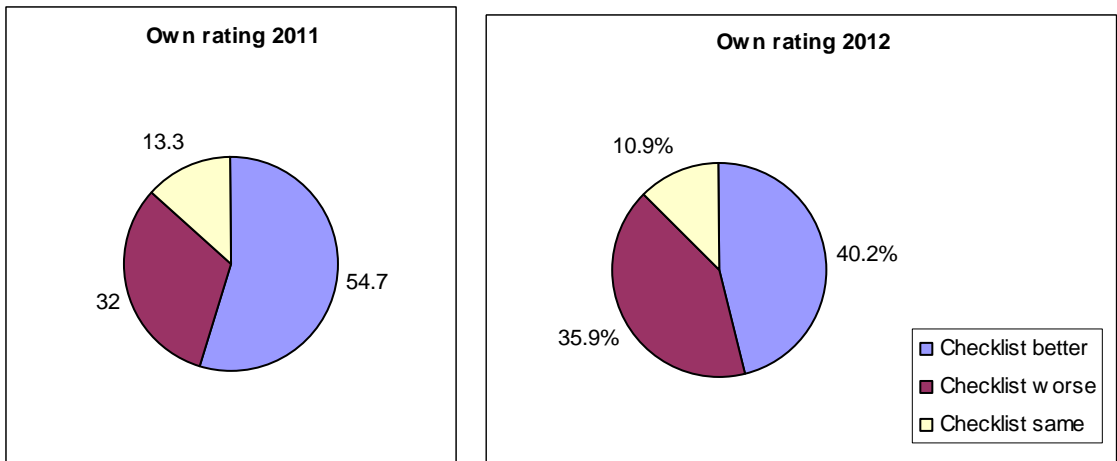
**1.2 Findings**

**Increased use of GEM checklist**

While the GEM checklist is not a mandatory annex for Credit Proposals, 91 out of 217 Credit Proposals (41.4%) had their own GEM checklist attached this year – this represents an increase by 5 percentage points compared to last year (where 36.1 % of all proposals had their own checklist attached). This increase is represented in all Divisions. While Regional Cooperation and Cooperation with Eastern Europe attached a GEM checklist to more than half of their CPs (65.1% and 66.7% respectively), Global Cooperation and Humanitarian Aid still have not attached checklists to most of their CPs (21.8 and 9.6% respectively).

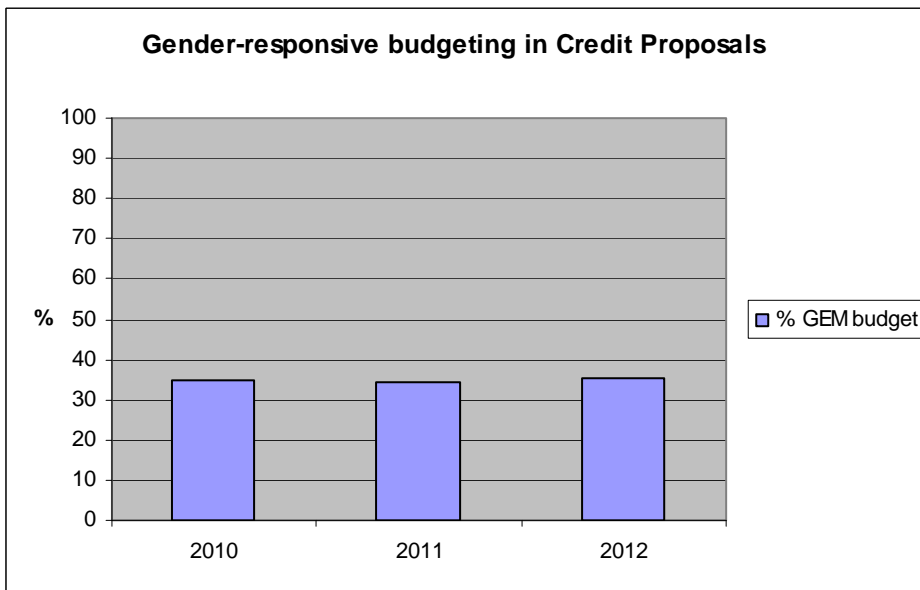


Similarly to last year, in the majority of CPs that have their own checklist attached, their own rating is better than that of the independent expert. However the proportion of projects, whose rating is worse than that of the independent evaluator has also gone up. This is also an indication of how the GEM checklist is used differently by different people. Several SCOs have not filled in their checklist correctly, e.g. only giving points for the main headings on the checklist, rather than for the individual indicators and 12 projects still attached either an old out of date checklist or a gender and ethnicity equality assessment checklist. This phenomenon is particularly widespread in proposals of the East Asia Division.

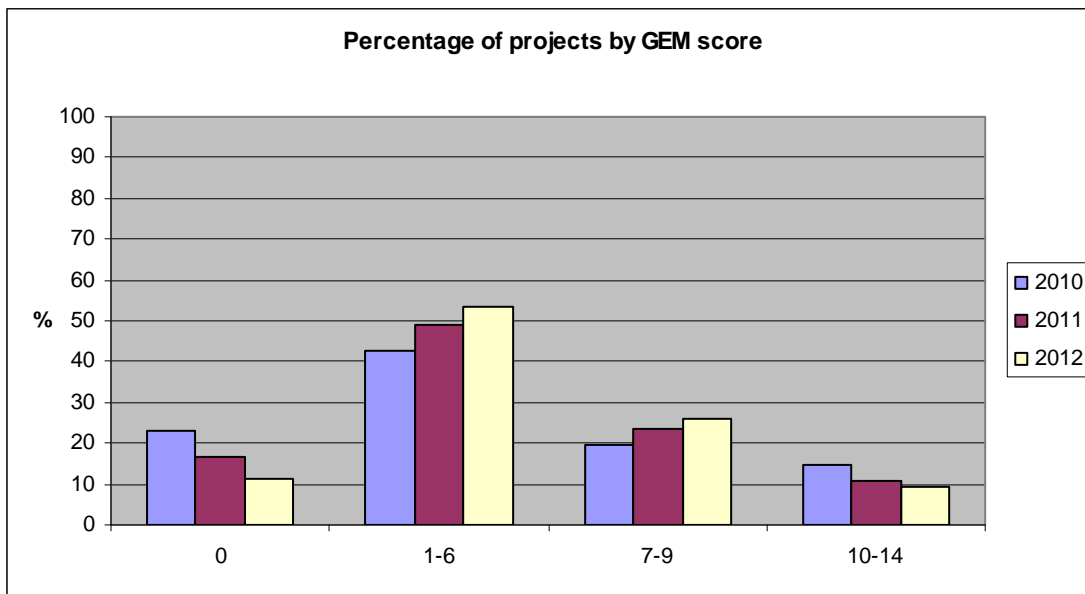


### Allocation of budget to gender-friendly projects has gone up

The CPs screened for this year's APR had a total value of 933'577'775 CHF. Out of this amount, a total of 328'000'810 CHF went to projects that scored more than 7 points on the GEM checklist. The allocation of budget to gender-sensitive projects has therefore slightly increased since 2009 (34.7% in 2009, 34.2% in 2010 and 35.2% in 2012). This means however that 64.8 % of all projects still do not qualify for the GEM-based GPM!



The proportions of projects that score 0 points, as well as the proportion of projects that score 10 to 14 points on the GEM checklist have gone down between 2010 and 2012, at the same time the proportions of projects that score 1 to 6 points and 7 to 9 points have gone up.



### **Integrating gender considerations into high budget projects**

It was found that this year a few projects with very high budgets were handed in for approval. Unfortunately these projects often score rather low on the GEM checklist. This year's largest project, covering 72 million CHF shall be taken as an example to illustrate how gender considerations are often absent from large-budget projects, and particularly from core contributions, and to show up the manifold entry points that would exist to integrate gender.

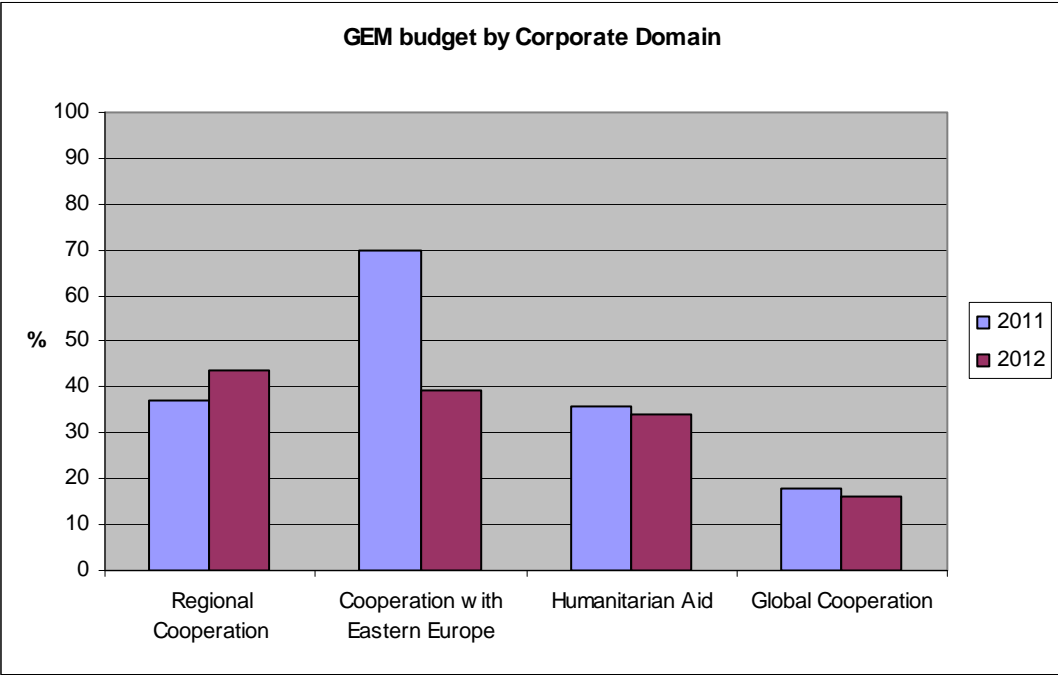
Case study: Phase 1 Proposal for 72'000'000 CHF for 10 years. Global Analysis and Policy : "Beitrag DEZA Swiss Fund for Global Issues for Development", no GEM checklist attached; 1 point on the GEM checklist of the independent evaluator

This proposal has as its aim to further research partnerships between Northern and Southern countries aimed at the solution of global problems, such as poverty reduction, food security, conflict resolution etc. While all of the 5 problem areas that shall be addressed by these research partnerships are clearly gendered (e.g. the majority of the poor are women, women are generally in charge of food security, and men and women face different challenges and different forms of gender-specific violence in conflict situations), gender considerations do not play a role in this project. In fact, gender issues appear in only one sentence throughout the proposal: "Im Bereich Forschungsförderung setzt sich der SNF mit geeigneten Massnahmen für die Gleichstellung von Frauen und Männern ein." No details are given about the specific measures.

There are many obvious entry points of how gender considerations could have been included, e.g. by making sure that at least one project in each thematic section is gender-relevant, or by preferably strengthening research partnerships that include male as well as female researchers.

### GEM budget by Corporate Domain

When we look at gender-friendly budgeting across Corporate Domains, we find that the proportion of budget going to gender-sensitive projects has increased only in Regional Cooperation (from 37% to 43.7%) and gone down in all other divisions. Especially within Cooperation with Eastern Europe the proportion of money going to gender-sensitive projects has decreased quite dramatically from 70% last year to 39.4% this year. This difference can partly be explained by the different sample of projects this year, as well as the different independent evaluator, who screened projects this year. It also has to be mentioned again that the GEM checklist was developed to measure long-term changes in gender-responsive budgeting and due to the different project samples, which are screened every year, deviations are to be expected.



Global Cooperation remains the least gender-sensitive of all divisions. The following case study shall highlight a GC project that has managed to include gender well.

Case Study: Phase 1 Proposal for 1'500'000 CHF for 3 years. Global Programme Food Security: "Changing course in global agriculture", 12 points on GEM checklist

This proposal first sets the context of its intervention by identifying the crucial role women play in global agriculture. While its interventions are located on the national and international policy level with the aim of "strengthening the policy support for implementing sustainable agricultural principles at national, regional and global level", it still identifies smallholder farm families, farmer groups, community-based organisations, and especially women and youth as core beneficiaries of the project. All baseline indicators (e.g. poverty indicators, household income etc. are to be disaggregated by sex). Several outcome and output indicators relate to gender equality. Outcome indicators are for example: "resolutions or conference decisions make a reference to gender equality and mention women as being particularly relevant for agricultural development" or "national policies and agricultural strategies mention specific measures to advance gender equality and to support the role of women in farming and development". An example of an output indicator that relates to gender equality is the establishment of a partnership for sustainable agriculture that includes governments, NGO's, businesses, farmers associations and women's groups.

### **GEM by country/region**

Compared to last year, more countries consistently qualify for the GEM-based GPM. One country that last year did not qualify for the GPM with any of its projects was Mongolia – this year it qualifies for the GPM with all its projects – an indication that a lot of gender work must have been done in the meantime (also see case study on page 38). Other countries that consistently qualify for the GEM-based GPM are Cuba, Myanmar, Bangladesh, Afghanistan, Burkina Faso, Bosnia and Herzegovina, Tajikistan and Occupied Palestinian Territories.

Countries that generally score very low on the GEM checklist with their projects would be Kyrgyzstan, Serbia, Tchad, Benin, Niger, Kenya and Somalia (Response to Horn of Africa Crisis).

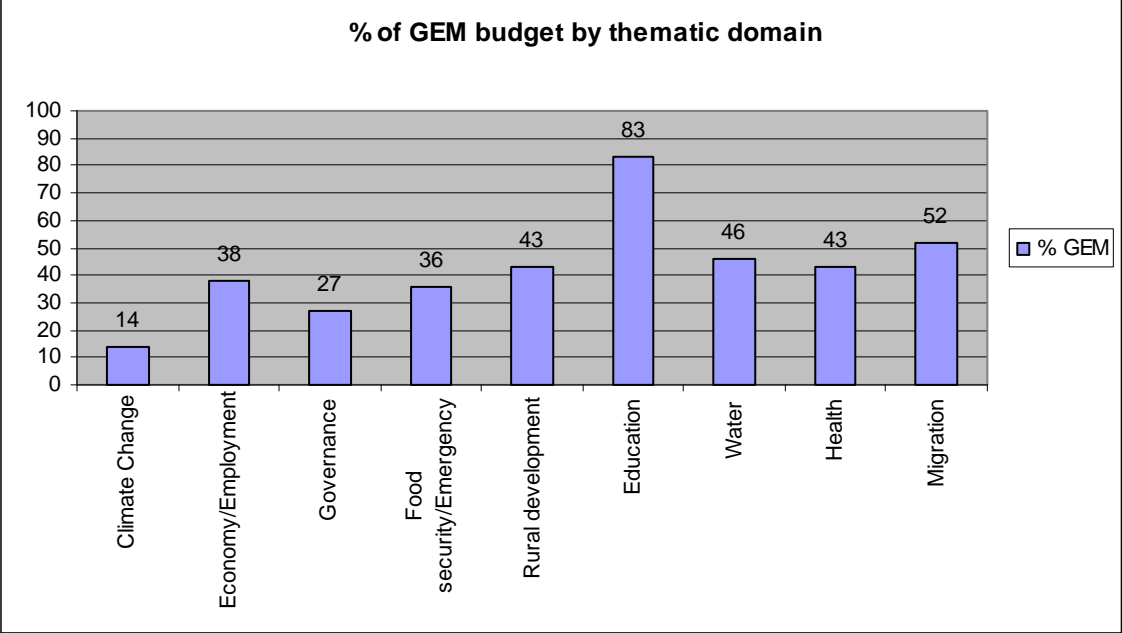
With regards to regions within the Regional Cooperation Division, there are also stark differences – while in East Asia almost all projects qualify for the GEM-based GPM, in the Eastern and Southern Africa Division only 6 out of 22 screened projects score more than 7 points on the GEM checklist.

### **GEM by thematic domain**

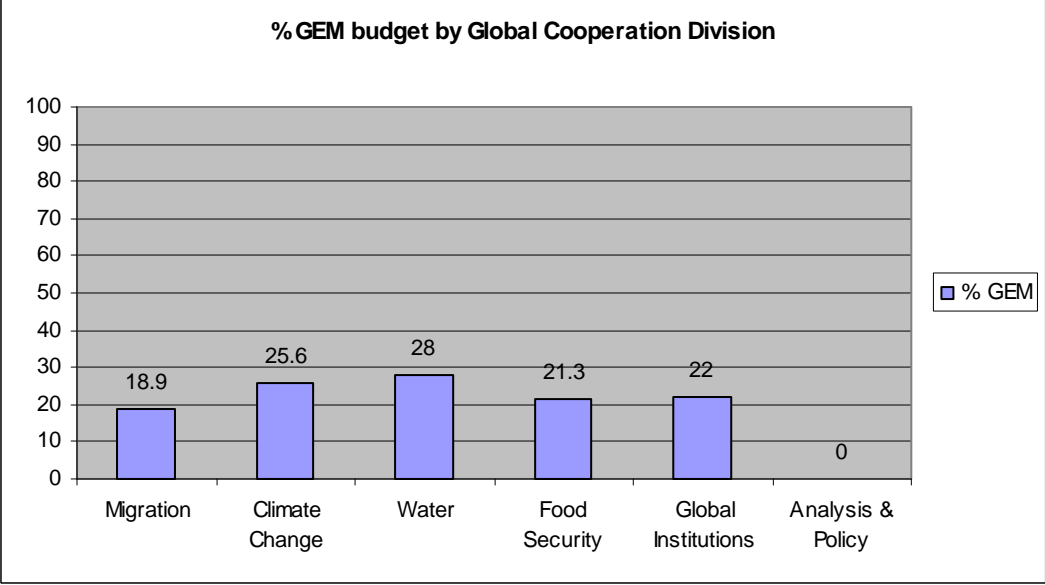
Since thematic domains are not standardized across SDC, a comparison of projects by domain is slightly difficult. However, in order to make comparison possible, projects of all Divisions, excluding Global Cooperation, were roughly grouped into nine different thematic domains (Rural Development, Governance, Water, Education, Health, Migration, Nature Protection/Climate Change, Economy/Employment and Food Security/Emergency Response).

Using this classification, if we look at the percentage of money that goes to gender-sensitive projects, we find that the domains Education, Migration/Protection and Water are most gender-sensitive (with 83%, 52% and 46% respectively). Least gender-sensitive are projects

in the Climate Change, Governance and Food Security/Emergency domains (14%, 27% and 36%). With the 0.5% message by the Federal Council and in the aftermath of Rio+20, climate change related projects are bound to increase, which makes their lack of inclusion of gender issues particularly worrying.



If we look at the Global Cooperation, we find a slightly different picture, with Water Initiatives being the most gender-sensitive of all divisions (still only 28% of WI’s CPs apply for the GEM-based GPM) and Global Programme Migration and Analysis and Policy being the least gender-sensitive.

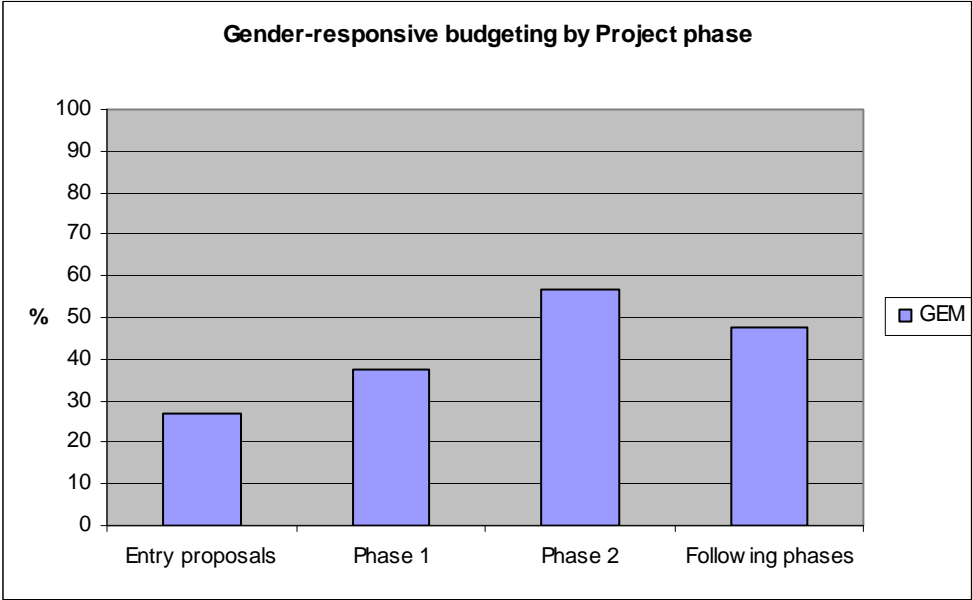


**Projects become more gender-sensitive as they mature**

Similar to last year’s findings, we find that projects seem to become more gender-sensitive as they mature. The proportion of gender sensitive projects goes up from 26.8% of Entry Proposals to 37.5% of Phase 1 projects and 56.5% of Phase 2 projects. This is probably

mainly due to the fact that many projects only realize the importance of gender issues once they are under way and then get the necessary expertise on board or conduct gender analyses. It may also be due to increasing directions, manuals etc. provided by SDC headquarters.

Projects, which are in phases 3 to 10 however, see a slight reduction in the proportion of GPM-marked projects to 47.4%.



**Which GEM criteria do projects meet?**

When we look at the evolution of the GEM criteria projects meet between 2009 to 2012, we find that since 2009, the proportion of projects that mention gender equality in their objectives rationale or justification has more than tripled (from 21% in 2009 to 75% in 2012). This in itself is an indication of the rising awareness of gender in SDC. But it has to be considered that even though gender sensitivity seems to have increased, gender equality in the objectives is often expressed in only one sentence of rather poor quality. These statements often embrace gender equality in a very broad sense and consequently provide no specific gender-relevant outputs or outcomes. Examples of standard statements on GE, which are found in several projects, are: “Gender equality is not a separable objective of the project but it is mainstreamed through all project activities” or “GE and Empowerment aims will be emphasised and applied”.

The proportion of projects that identified gender issues as part of the planning and design of the activity also went up from 38% to 71% between 2009 and 2012, and the proportion of projects that have gender-relevant information in their baseline has gone up from 16% to 48% in the same time span. The amount of projects that provide gender-relevant outcome indicators and include gender in their evaluation has also continuously gone up. Most projects consistently do not include a gender-specific budget or terms of reference for gender mainstreaming responsibilities.

The proportion of projects that use disaggregated data for the design of their activities has gone down to 34% (compared to 52% last year). Part of this decrease may be due to the rather positive project evaluation last year, where the independent evaluator had a lot of background



knowledge, and often assumed the collection of sex-disaggregated data to be given, judging from the other information in the proposals and from her own knowledge of projects. This year’s evaluator based her evaluation purely on what was written in the proposals, since she did not have any background knowledge about SDC. It is therefore important to note, that while certain trends are certainly visible, the use of a GEM checklist can often be highly subjective, based on one’s background knowledge as well as scope of interpretation. It might therefore be useful to add a short introduction to the checklist with specific instructions, indicating examples of what each single point means in practice.

	APR 2012	APR 2011	APR 2010	APR 2009
	%	%	%	%
A1 Gender Equality in objectives, rationale or justification	75	56	35	21
A2 Combating discrimination in objectives, rationale or justification	54	64	33	28
B1 Gender issues identified	71	57	51	38
B2 Baseline with information about gender inequalities in access to resources	48	31	20	16
B3 Sex-disaggregated data used for project design <sup>8</sup>	34	52	37	20
C1 Output indicators (gender relevant)	29	34	27	28
C2 Outcome indicators (gender relevant)	35	20	25	32
C3 Reference to baseline, measurement of outputs and outcomes W/M	28	19	17	11
C4 Evaluation	27	18	18	11
D1 Institutional mechanisms for monitoring GEM	25	26	19	8
D2 Gender expertise (NGO’s, CBO’s, experts), gender training	53	51	33	21
D3 Reporting system incorporating information on GEM monitoring	23	13	27	14
D4 Budget for gender-specific actions	12	18	24	13
D5 TOR and budget for GEM responsibilities	9	9	14	4

**Gender equality issues addressed by projects**

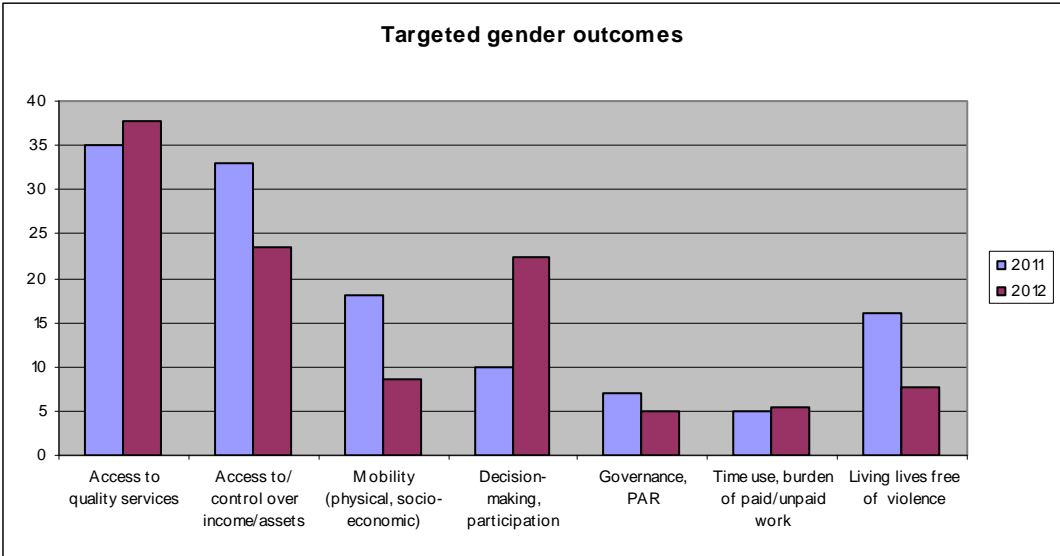
The second part of the GEM checklist is concerned with gender equality issues that projects address either explicitly, as a targeted outcome, or implicitly, as an expected side effect. This part of the checklist is less measurable, but nevertheless highly important, since it shows the depth with which staff have thought about gender issues during project design. The main issues thus addressed by projects are like last year “Access to quality services (e.g. education, health, training, legal services)” and “Access to and control over income and assets (e.g. land, water, housing, credit, information)”. These are the easiest and most measurable axes of intervention, as they follow a merely quantitative approach to gender mainstreaming, and can therefore be fulfilled without necessarily understanding or addressing deeper-lying gender dynamics.

The least addressed issues are governance issues and public administration reforms that explicitly address gender equality, as well as time use and time burden issues. The majority of governance related projects in fact do not consider the gendered nature of decision-making processes; often they do not even mention the number of women and men occupying political positions in local, regional or national governments. However, the following sentence in the project “*Strengthening the capacities of local authorities in Ukraine*” is a good example of a project that has integrated and reflected upon gender inequalities in the political domain: “Overall in Ukraine the number of men occupying senior positions in local government is

<sup>8</sup> This may partly be due to a difference in evaluation – whereas last year sentences like “sex-disaggregated data will be collected” were awarded a point on the GEM checklist, this year a point was only given to CP’s that provided some disaggregated data.

much higher than the number of women. Though the project aims at quite balanced gender representation of local governance officials in its components, it is highly recommended to conduct a general assessment of women’s representation in local authorities to tackle this issue more specifically within the project component”.

Since most projects that integrate women in their interventions automatically alter their time use/time burden (in a positive or negative sense), this is an issue that should generally be considered when designing projects. Even projects that are generally inclusive of gender issues often miss to reflect on women’s time burden. For example *Bangladesh “Making markets work for the chars (M4P) in Northern Bangladesh”* shows high gender sensitivity in its design and has as its main objectives to “improve women’s access to jobs, income and assets” and to enhance “women’s participation within sectors/markets”. The impact this market integration might have on women’s unpaid care work is however not reflected – while in the best scenario child care facilities will be provided, men will take on more household chores or women will be able to use their income to pay for household help, in the worst case scenario women’s paid work will just be added onto their unpaid work or daughters will be taken out of school to replace their mothers at home. While this particular project has committed to execute a gender analysis (which will hopefully also address women’s unpaid work), the majority of projects does not reflect on these issues at all.



### 1.3 Recommendations

Taking into account the progress that has been made with regards to the integration of gender over the years, there are still several shortfalls which need to be addressed:

- 1.1 Increasing emphasis should be put on discussing gender issues and identifying fields of observation for domains that generally do not integrate gender considerations, e.g. climate change, governance and food security. Indicators that effectively monitor improvements in the situation of women need to be developed. One possibility would be to develop lists with gender indicators for the different thematic domains. It is however important to provide space for these discussions and developments – maybe specific gender workshops could provide such space.
- 1.2 Women’s time burden needs to increasingly be taken into account when devising CPs, as

projects might inadvertently increase their time burden by adding more work onto their shoulders without addressing or altering their care-related responsibilities. Specific trainings or manuals could address this issue.

- 1.3 Furthermore all CPs should have an explicit strategy of gender mainstreaming and/or the strategic elements of how gender equality will be promoted and what it means exactly in the context of the intervention. Sometimes it is necessary to allocate an extra budget.
- 1.4 Gender contact persons should be used to integrate gender into all CP's before they are handed in for approval. This task should clearly be stated in their TORS and sufficient resources be allocated to it.
- 1.5 The execution of a gendered baseline study should be planned in the Entry Proposal and specified in TORS, linking the EP with the Credit proposal. Opening Credits can be used for the execution of such baseline studies. Where the execution of a quantitative baseline study is difficult, a qualitative gender assessment or case study should be executed and indicators developed that effectively measure improvements in women's and men's living conditions.
- 1.6 Data in CPs should consistently be disaggregated, as is already made clear in the SDC guidelines for CPs. In order to achieve this SCOs should mandate all implementing partners to disaggregate their data, with a clear assignment as to which data should be collected and in what form it should be collected.<sup>9</sup> Where the collection of quantitative data is difficult, the execution of a qualitative context study that looks at particular gender questions could be explicitly mentioned in the TORS. Furthermore SCO management and the operations committee need to demand the consistent implementation of these requirements.
- 1.7 In order to make Global Cooperation more aware of gender issues, their credit proposals should comprise gender analysis and gender indicators as compulsory elements; this could be addressed by a strong performance of the Gender contact persons in each of the divisions.
- 1.8 In order to evaluate how the commitments made in CPs are actually implemented on the ground, and considering that 2013 will mark the 10 year gender mainstreaming anniversary at SDC, it would be interesting to evaluate what gender mainstreaming has meant for the actual work of cooperation offices through conducting a few case studies. The Annual Progress Report 2013 should therefore follow a three-pronged approach, complementing its data on the evolution of gender-responsive budgeting with an evaluation of the institutional changes that have taken place in SDC in the last ten years and the actual impacts projects that scored well in their CPs have had on the ground (through a few selected case studies).

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<sup>9</sup> The "SDC guidance on progress reporting by partners" which was passed in February 2012 and also contains requirements considering the disaggregating of data is a step in the right direction, but needs to be consistently implemented.

## 1.4 Gender budgeting in the Water and Climate Change domains

Considering that with the Federal Councils 0.5% message, water and climate change-related projects are bound to increase, the following two in-depth reports shall serve to highlight how gender has been integrated well into projects in these two thematic domains.

### Gender sensitivity in SDC credit proposals in the climate change domain

24 climate change-related projects, covering an amount of 93'389'000 CHF, were screened for this year's APR. 16'725'000 CHF or 18% of the total amount went to gender-sensitive projects (compared to 34.6 % of the total amount of all 217 CPs that were screened). This makes climate change the least gender-sensitive domain.

However, if we look at the number of projects that are gender-sensitive, the picture is slightly better, with 7 out of the 24 projects (or 29%) qualifying for the GEM-based GPM.

Looking at the criteria on the GEM checklist, we find that climate change related proposals are either below or just on average compared to all CPs concerning all criteria. While 71% of all CPs mention gender equality in their objectives, climate change-related CPs do so in only 58%. As with many CPs, the quality of statements concerning gender equality is also rather low in many climate change related CPs, e.g. the "*UNDP-UNEP Poverty-Environment Initiative in Lao PDR*" states that the "Poverty-Environment Initiative of UNDP's principles ensure gender equality and take steps to ensure that opportunities are presented equally to women and men for all its activities". This is the only time gender appears in the proposal and specific strategic actions regarding gender equality are missing. In contrast, a good example of integrating GE in many sections of its proposal is Georgia's CP "DRR – Prevention and preparedness at local level". In its Intervention Strategy, it is pointed out that: "For all activities a gender sensitive approach will be assured, by identifying specific problems and coping capacities of women and men equally in order to ensure that interventions respond to needs in a gender balanced manner"; GE is also explicitly mentioned in the outcome/output section at local level: "Participatory gender aware risk analysis/assessment will be elaborated". Finally, in their GEM checklist the implementation of these strategies is further explained: "Punctual field visits and testimonial interviews in the frame of the regular monitoring work will give qualitative information about GE".

While the average of all CPs that use sex-disaggregated is generally low at 32%, it is even lower in climate change CPs with only 17%. Outputs and outcomes are hardly ever evaluated against a baseline (only 13% of proposals do so, compared to 27% of all proposals). An example of a baseline seeking to include gender considerations is visible in the GPCC CP "Successful implementation of inception phase, including programmatic planning and baseline studies" which explains in its GEM checklist that "baseline study make specific reference on the role of women in respect to the use and conservation of forest resources".

Furthermore, it is notable, that no climate change-related proposal mentions a budget for gender mainstreaming or gender-relevant actions.

The lack of gender expertise in most climate change related projects is also made clear by the GPCC Phase 3 "Backstopping SDC Climate Change and Environment Network" CP, which has as its aim to better (inter)connect the network of SDC Staff members in headquarters,

coordination offices and embassies and partner organizations in order to create a climate change-related community with bigger knowledge and greater communication. Despite the participation of many important Swiss organisations (such as SDC, Infras Zürich, CDE, Helvetas, Terraconsult, etc.) the gender focus is completely lacking (the proposal scores 0 points on the GEM checklist by the independent evaluator).

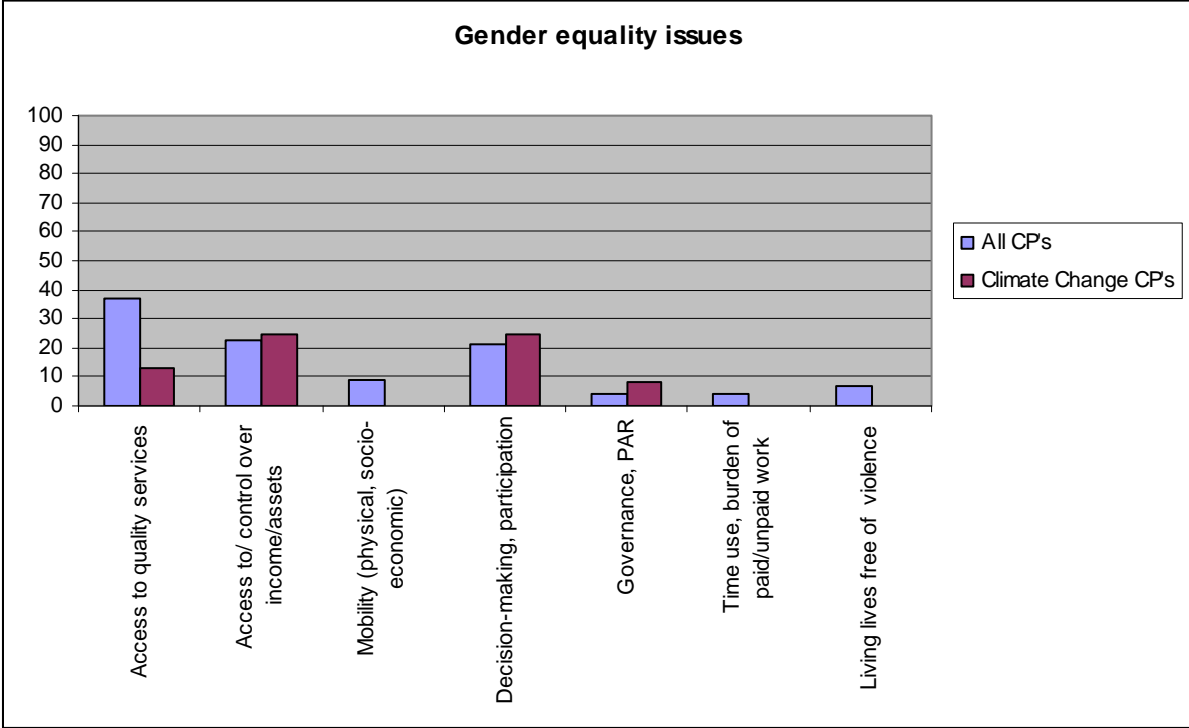
	All CP's	Climate Change CP's
	%	%
A1 Gender Equality in objectives, rationale or justification	71	58
A2 Combating discrimination in objectives, rationale or justification	52	42
B1 Gender issues identified	67	58
B2 Baseline with information about gender inequalities in access to resources	46	46
B3 Sex-disaggregated data used for project design	32	17
C1 Output indicators (gender relevant)	28	21
C2 Outcome indicators (gender relevant)	33	33
C3 Reference to baseline, measurement of outputs and outcomes W/M	27	13
C4 Evaluation	26	21
D1 Institutional mechanisms for monitoring GEM	22	21
D2 Gender expertise (NGO's, CBO's, experts), gender training	49	38
D3 Reporting system incorporating information on GEM monitoring	22	13
D4 Budget for gender-specific actions	10	0
D5 TOR and budget for GEM responsibilities	8	4

With regards to gender equality issues, there are a number of issues, which climate change related proposals never explicitly address, such as *Mobility (physical, socio-economic)*, *Time use, burden of paid/unpaid work* and *Living lives free of violence*. All of these could however potentially be relevant to climate change projects.

One project that for example outlines very well the particular issues women deal with, but fails to establish concrete outcomes/objectives, would be the Great Lakes Region Entry Proposal for “Promoting Climate Responsive Bricks in the Great Lakes Region”, which mentions that “women are involved in brick making mainly as green brick carriers, transporting unfired (green) bricks from the molding zone to the kiln. These brick-carrying women are usually between 15-20 years old and carry about 50 kg on their head, sometimes hundreds of metres up the hill. According to the interviewed brick makers, each lady transports 1.5 to 1.5 tonnes of bricks every day.” The intervention could potentially address mobility issues, as well as time use/time burden issues, for example by making sure working conditions particularly for women are improved - even though this is an objective of the intervention, it should be made more concrete, e.g. reduction in time burden, increase in pay, opening up of education options, providing child care facilities etc.

While *Governance* and *Decision making/participation* issues are addressed slightly more often by climate change projects than by the total amount of CPs, it is still far from enough. Particularly regarding governance, it is of crucial importance that women be involved in climate change related decision-making and that gender issues are taken up at all levels of decision-making. One example of how this can be achieved is outlined in the GPCC Main Credit Proposal “African Forest Forum (AFF): African Forests, People and Climate Change”, which mentions that “The gender dimension is inherent to the working concept of the African Forestry Forum (AFF) and will take an important role in the capacity building process with members and networks partners. The difficulty faced is that in many of the African States, traditional government institutions have only limited knowledge and sensitivity towards

gender issues. This aspect will have to be particularly monitored and supportive actions to improve gender sensitivity need particular emphasis in project implementation”.



The following two case studies shall highlight climate change related projects at community level and show up the difference a gender focus can make to the quality of CPs. The first example highlights a project that has failed to take into account gender issues, while the second example shows up, how gender considerations can be well integrated into community-based projects.

Case Study 1: Phase 1 for 1’200’000 CHF during 38 months. GPCC: “Stratégies et technologies d’atténuation et d’adaptation aux changements climatiques au niveau communautaire en Tunisie”; no own GEM checklist ; 2 points on the GEM checklist by the independent evaluator.

The main objective of this credit proposal is to identify and implement adequate strategies and technologies for adaptation and mitigation of climate change impacts at the community level. There is no baseline and gender issues are not part of the objectives, outcomes or outputs of this project; even though the project is conceived within communities, where the differences in how women and men are affected by climate change impacts, as well as their differential access to and use of information are more visible. One important outcome of the project is community appropriation of the process of sustainable development and poverty reduction – even though specific aims relate to capacity building of local associations and people with regards to sustainable use of forests, water and soil – all of which have very different meanings and uses for men and women – no baseline is given and it is not made clear how women and men will be involved in the implementation of these poverty reduction strategies. Another outcome relates to the sharing of information on climate change adaptation at community level – again, it is known that women and men have different access to communication and use different means of communication, but this is not reflected in this proposal. The only time gender appears in this proposal is in the monitoring section, where it

is written that “les compte rendus des visites de terrain doivent préciser les renseignements quant aux leçons apprises concernant les impacts, la participation de la population bénéficiaire, le rôle de la femme et l’amélioration des sources des revenus”. It would be interesting to know what is meant by « le rôle de la femme », and rather than only find out about it in the monitoring process, it would have been more useful to conduct a gendered context analysis before the start of the project.

Case Study 2: Phase 1 for 135’000 CHF during 6 months. Humanitarian Aid: “Helvetas Swiss Intercooperation: Community Based Disaster Risk Reduction Project in Chail Valley, Swat”; no own GEM Checklist; 9 points on the GEM checklist by the independent evaluator.

The overall goal of this project is to mitigate the vulnerability in the face of disasters for flood affected households and communities in the risk-prone Chail valley in the Swat District, Pakistan through investment in disaster preparedness and reduction. The project aims to enhance community’s capacities to prevent, mitigate and cope with disasters, including building people’s awareness of the need for adaptation (including climate change adaptation). It is mentioned early on in the proposal how women are specifically affected by natural disasters: “Women vulnerabilities also increased as the devastating flood made them more dependent on men”. In this regard, the proposal emphasizes that special attention will be given to gender specific needs: “A gender expert/social organizer in the project will be especially hired through SDC/HA budget for this purpose to work with the social organizers in selection of appropriate interventions (for both men and women) promoting their skills and recognition of women and mainstreaming gender in the project intervention”. Furthermore, it is also pointed out that while one of the aims is to inject immediate cash for improving food security of the most vulnerable communities by employing unskilled labour for the construction of disaster and risk reduction (DRR) structures: “SDC/HA will also provide strong social organisation support including gender mainstreaming so that these DRR structures and measurements are socially accepted, protecting livelihoods of both men and women, are sustained and motivate the communities to undertake similar initiatives on a self-help basis”. Gender issues are also reflected in the outcome/output section, e.g. in the above-mentioned “Cash for Work” programme “appropriate mechanisms assuring inclusion of the most vulnerable households and women in reconstruction process” shall be established. Furthermore it is aimed to first hold consultations with the entire population of the village, whereas some separate sessions with only women are also planned.

### **Gender sensitivity in SDC credit proposals in the water domain**

45 water-related CPs from Regional Cooperation, Humanitarian Aid, Cooperation with Eastern Europe and Global Cooperation were screened, covering a total of 153’174’000 CHF. 63’458’000 CHF or 41% of this money went to gender-sensitive projects (compared to 34.6 % of the total amount of all CPs). This makes the water domain the third-most gender-sensitive after Education and Migration.

However, if we look at the number of projects that score more than 7 points on the GEM checklist rather than budget, a different picture emerges – only 13 of the 45 (or 29%) projects qualify for the GEM-based GPM.

57.6% of all water-related CPs have their own GEM-checklist attached, compared to 39.2% of all CP’s.

If we now look at the quality of Credit Proposals, which fall into the water domain compared to all 217 CPs that were screened this year, we find that, while gender equality appears slightly more often in the objectives, rationale or justification of water CPs, they are less likely to fulfil all other criteria on the GEM checklist. This is particularly striking with regards to sex-disaggregated data – whereas 32% of all Credit Proposals use sex-disaggregated data for project design, only 22% of water-related CPs do so (see table below).

We also note that while gender equality is integrated into the objectives of 73% of all water-related CPs, the quality of these statements is often rather low. 4 out of 15 CPs by the Global Water Initiatives Division contain the same gender-related sentence, which indicates: "Gender Equality is a key issue in this project, because it deals with access and management of water resources. Participation in decision making is an important component which must consider Gender Equality". This appears to be a standardized sentence, which indicates that little thought seems to have gone into reflecting gender issues for the particular project.

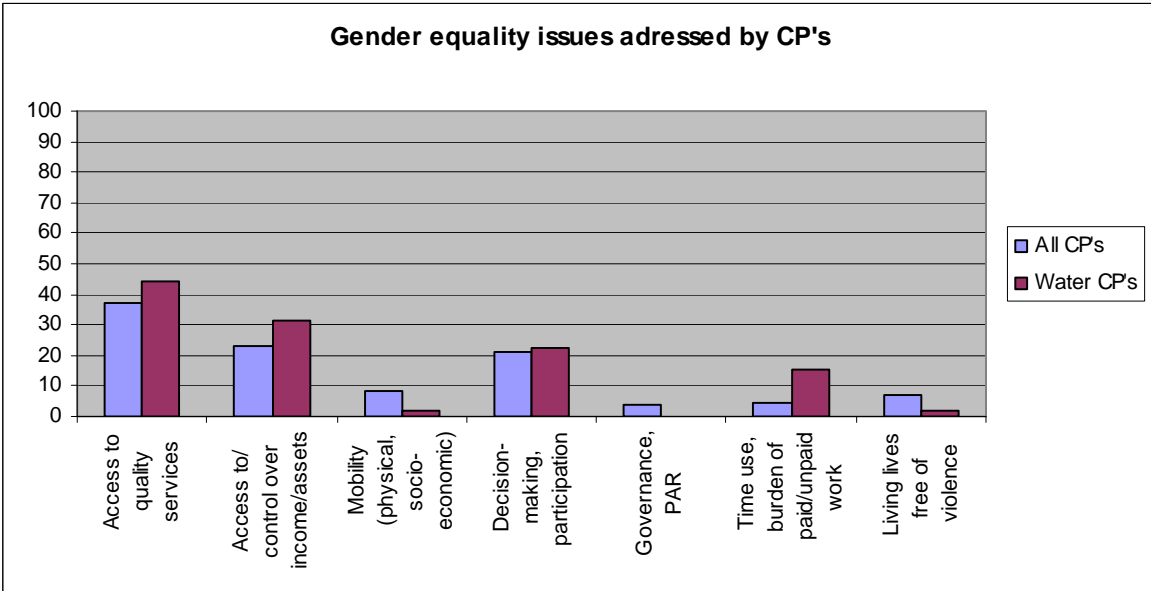
	All CP's	Water CP's
	%	%
A1 Gender Equality in objectives, rationale or justification	71	73
A2 Combating discrimination in objectives, rationale or justification	52	44
B1 Gender issues identified	67	64
B2 Baseline with information about gender inequalities in access to resources	46	40
B3 Sex-disaggregated data used for project design	32	22
C1 Output indicators (gender relevant)	28	20
C2 Outcome indicators (gender relevant)	33	27
C3 Reference to baseline, measurement of outputs and outcomes W/M	27	22
C4 Evaluation	26	22
D1 Institutional mechanisms for monitoring GEM	22	18
D2 Gender expertise (NGO's, CBO's, experts), gender training	49	47
D3 Reporting system incorporating information on GEM monitoring	22	18
D4 Budget for gender-specific actions	10	4
D5 TOR and budget for GEM responsibilities	8	7

Looking at the gender equality issues that water-related CPs explicitly address in comparison to gender equality issues that all CPs address, we find that, while *Access to quality services* and *Access to/control over income assets* are the most likely issues addressed by all CPs, water projects are even more likely to focus on these issues. *Mobility (physical, socio-economic)* is an issue which is rarely addressed by CPs generally (only 8.6% of all CPs explicitly state this as an objective), water-related CPs are even more unlikely to integrate mobility considerations (2.1%). Considering that access to water and adequate sanitation has a lot to do with mobility for women (e.g. having to walk for miles in order to fetch water or find a place to urinate), and that providing them with adequate water and sanitation facilities might also increase their socio-economic mobility, it seems strange that these issues are hardly reflected in Credit Proposals. A good example of a proposal taking this issue into consideration is Pakistan "Rehabilitation of drinking water supply in Khyber-Pakhtunkhwa after the floods 2010": "Especially in rural areas, women and girls are in charge of fetching water, which is a heavy load for them. This intervention will help relieve part of their workload as they will not have to walk for hours anymore". Further, this CP explains: "In traditional parts of Pakistan, women have a restricted access to the public sphere. Nevertheless, wherever possible, women will be consulted and trained so that their needs are well taken into account, *without exposing them too much which could put them in danger*"



Equally, *Living lives free of violence* could be better reflected in water CPs, as the burden of collecting water or using inadequate sanitation facilities in many cases also exposes women to the risk of physical violence, as indicated for example by the CP from Bangladesh “Horizontal Learning Programme for Local Water and Sanitation Governance”, which contributes to strengthening local water and sanitation services and to protect water sources from contamination. “Moreover, a convenient access to water and sanitation facilities increases privacy and substantially reduces the specific risk to women and girls of sexual harassments”.

While *Time use, burden of paid/unpaid work* appears to be better reflected in Water CPs than in overall CPs (15.6% compared to 4.3%), 84.4% of all water-related CPs still do not include such considerations, even though they are crucial for gender equality, as stated in the following CP from Jordan named “Water and Sanitation for Jerash camp. [Domain BSL]”: “The project will have immediate measurable impacts of the life of the population offering them better health, returns of money spends on health care and for the inhabitants spending less time on water management (*specially by women taking children to the health centre*)”.



The following two examples compare a CP in the area of water and sanitation that has integrated gender considerations well, and another one that has failed to integrate gender in a meaningful way.



Case Study: Phase 3 Proposal for 3'100'000 CHF for 24 months. Latin America: Water and Sanitation Programme (WSP) Latin America and Caribbean Region; own checklist not filled in correctly (2 points), 0 points on the checklist by the independent evaluator

The context section of this proposal gives an indication of the dire water and sanitation situation in several Latin American countries (concrete figures on the percentage of the population without access to adequate water and sanitation services are provided). Disparities between rural and urban areas are seen as a big problem and rural areas are defined as priority intervention areas. However, gender disparities or specific problems women encounter with regards to inadequate water and sanitation (e.g. increased risk of violence, reproductive track diseases, time burden etc.) are not addressed. The main objective of this partnership project is “to assist governments scale up improved water supply and sanitation services and hygiene programs for poor people”, with specific objectives being the strengthening of regional networks, the development of analytical tools and planning instruments, capacity building of selected small towns to adopt sustainable water and sanitation and the incorporation of risk management and climate change adaptation practices in water and sanitation planning and management. While specific outcome indicators are provided, they are rather technical, and despite the pro-poor focus of the project, it is not made clear, how poor men and women will be involved in the activities. Due to the lack of reflection on gender inequalities in the context, there are no gender-relevant output or outcome indicators. In fact, the only sentence that relates to gender equality can be found in the attached GEM checklist: “Gender equality and combating discrimination against women is indeed not an explicit goal of the proposal, but is inherent to an inclusive approach towards WSS services delivery and the pro-poor focus of the programme and considered as a transversal theme in all activities at local, national and regional levels.”

Case study: Single Phase Proposal for 4'950'000 CHF for 40 months. Tanzania: WASH Water, Sanitation and Hygiene (One UN/UNDAP); own checklist not filled in correctly, 11 points on the GEM checklist by the independent evaluator.

The context section already indicates that the prevailing poor water, sanitation and hygiene situation affects women and children most. They are therefore the main target group of this intervention. Gender-relevant baseline information is provided: e.g. only 10% of all schools meet the national “minimum” standard of 20 girls and 25 boys per latrine. Two thirds of all schools in the poorest districts have more than 50% pupils per latrine and 6% of the schools have no latrine at all. It is acknowledged that menstruating girls are particularly affected by this situation due to their additional needs for adequate facilities.

SDC's contribution goes to the WASH component of the United Nations Development Assistance Plan (UNDAP). The main outcomes are expected at the national governance level, e.g. the relevant ministries, departments and agencies provide coordinated, harmonized response for increased coverage and improved quality of child, girl friendly and accessible School WASH.; the Government of Tanzania adopts evidence-based measures to enhance decision-making (equity and inclusion of women, children and vulnerable populations in WASH). The logframe mentions that all data will be disaggregated and that the monitoring and evaluation framework shall strengthen the availability of disaggregated data for influencing sector policies, strategies, budgeting and implementation. Specific access indicators for appropriateness for girls/women's facilities (including specifically relating to safety/security) shall be included. Increased involvement and influence of women in management and men in hygiene promotion shall be ensured.

## 2. Analysis of End of Phase Reports

In order to evaluate, whether the gender sensitivity of Credit Proposals makes a difference to the reporting of gender-related results in End of Phase Reports, 21 End of Phase Reports and their corresponding Credit Proposals were screened. This chapter will introduce the methodology used for this evaluation followed by a discussion of the main results and 2 case studies that serve to illuminate the findings. Recommendations will be provided at the end of the chapter. It was found that End of Phase Reports often pay much more attention to gender-specific issues than the credit proposals did and then commit to doing more about gender in the next phase. This corresponds to the finding that Credit Proposals only take in gender as they mature.

### 2.1 Methodology

Making sure different geographical regions and thematic areas were adequately represented, 21 End of Phase Reports were chosen randomly for analysis. In a first step the credit proposals corresponding to each End of Phase Report were rated using SDC's GEM checklist. Since End of Phase Reports do not follow the same logic as credit proposals, they were not rated with a GEM checklist, but analyzed according to the following categories:

**Objective:** If gender equality or the elimination of discrimination are visible objectives in the CP, is this taken up in the EPR?

**Baseline:** If there is a sex-disaggregated baseline in the CP, are successes/failures in the EPR evaluated against this baseline?

**Outputs/Outcomes:** If gender-specific outputs/outcomes have been identified in the CP, are they taken up and reported upon in the EPR?

**Sex-disaggregated data:** If sex-disaggregated data is used in the CP, are results disaggregated by sex in the EPR?

**Budget:** If a budget has been allocated to gender issues in the CP, does this have an impact on the quality of gender related reporting in the EPR?

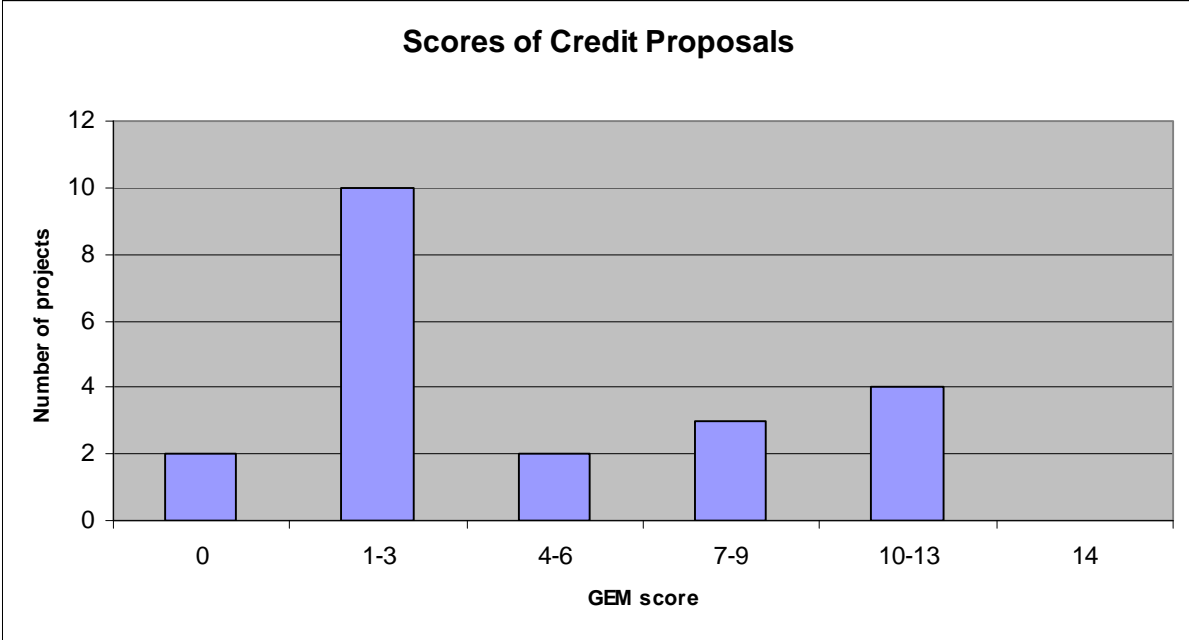
**Gender Expertise:** If gender expertise is visible in the CP, does this have an impact on the quality of the EPR?

**Analysis:** If a gender analysis has been planned or carried out in the CP, does this have an impact on the reporting in the EPR?

**Challenges/Lessons learned:** Has gender been mentioned as a challenge or in the lessons learned of the CP or EPR?

## 2.2 Findings

When rating the 21 credit proposals using SDC’s GEM checklist, it was found that 14 did not meet the minimum of 7 points needed to apply for the GPM marker (see a detailed breakdown below).



### Gender analysis

Only 1 credit proposal executed a gendered context analysis before the project phase started, but 4 End of Phase Reports mention that some kind of gender analysis has been carried out or will be carried out before starting the next phase. A gendered context analysis would surely have been helpful in many cases, as many projects seem to have missed important opportunities to include gender issues in their design and therefore make their projects more relevant to the actual context.

**Case study:** The *Central Asia Legal Assistance Project* aims to provide legal assistance to rural citizens with regards to land rights, ownership, mortgage and other issues. While the project is compiling an impressive amount of data, e.g. on counselling/court representation of people for different issues, this data does not seem to be disaggregated. Even though in most countries women face particular difficulties in accessing, owning or mortgaging land, this Credit Proposal does not pay any special attention to gender issues at all and scores only 2 points on the GEM checklist. The End of Phase Report provides a lot of data on services provided to clients, as well as data from an opinion poll that was conducted – most of the data is not disaggregated. A special paragraph on gender mentions that the percentage of solvent female clients decreases every year and the percentage of female-headed households and unemployed female clients increases. Furthermore it is acknowledged that widows and divorcees are facing difficulties in getting their share of land. Despite these insights, it seems that no concrete measures have been undertaken to remedy this situation.

## Gendered objectives

16 Credit Proposals mentioned gender equality as part of their objectives. But even where gender was mentioned in the objectives of the Credit Proposals, this has not always led to a special recognition of gender issues in the End of Phase Reports. In the majority of cases this is because gender objectives have been set to general and were not backed up by any analysis, baselines or output/outcome indicators.

Case study: *Bolivia Desayuno Escolar* sees the empowerment of social and economic actors (e.g. parents organisations, neighbourhood committees and small-scale producers) with crucial participation of women as its main aim, but does not have a baseline or output/outcome indicators relating to this “crucial participation”. The corresponding End of Phase Report does not offer any disaggregated results and only mentions gender in two sentences, which state that women have benefited from the active incorporation into the productive sphere and the strengthening of their organisations, which provides empowerment. This claim is not backed up.

2 CPs also set gender objectives, which were too enthusiastic about what could be achieved (or too detached from realities in the field) and it seems like a certain disillusion has set in during the project, which is then reflected in the End of Phase Reports that are a lot less gender-sensitive.

Case study: *Mali Partenariat Santé Développement Social* set many gender-related objectives in its CP, with a special emphasis on the quantitative and qualitative participation of women in decision-making bodies. The End of Phase Report then acknowledges that many of these objectives were not achieved, apparently due to the low commitment of Malian society to gender equality. Maybe a gendered context analysis before designing the credit proposal would have been helpful in order to set more realistic objectives.

## Measuring change – baselines, outputs, outcomes

The majority of CPs do not provide any baselines at all. Some CPs have got good baselines, but unfortunately they are not disaggregated by sex.

Case study: *Benin Programme d'appui aux artisans, artisanes* mentions that the artisan sector in Benin occupies 12% of the population and provides a breakdown of how many percent are business managers, apprentices and family helps – not disaggregated. While not all of the projects output/outcome indicators are disaggregated, several refer to the economic empowerment of women - therefore a breakdown by sex of the baseline would certainly be useful.

Nevertheless, judging by the EPR it seems that at least the quantitative objectives regarding the inclusion of women have been met or even surpassed. The EPR also brings up some qualitative questions, which were not thought of in the CP, e.g. “Les 20% des femmes dans les bureaux des collectives n’influencent pas significativement les décisions du collectif.”

5 Credit Proposals mention (some) disaggregated baseline data. One of these proposals only mentions that a sex-disaggregated baseline has been established, but does not offer any concrete numbers. While the proposal is generally very strong on gender and has developed several output/outcome indicators that refer to women's economic empowerment, in the EPR most outputs/outcomes are reported upon on household level and only one of the gender objectives has been met (see case study at the end of this chapter: *Azerbaijan Agricultural market development*).

The remaining four proposals all fall into the health domain and provide some disaggregated baseline indicators (e.g. coverage of pregnant women by mosquito nets, maternal mortality rate, access to health care services etc.). While one of these proposals provides a partly disaggregated baseline but does not mention any output/outcome indicators and consequently also does not mention any improvements in its baseline in the EPR, the remaining three CPs had established output/outcome indicators and consequently report improvements in all indicators in their EPRs and have even added new output/outcome indicators during the course of the project.

In addition to the 5 CPs that had a disaggregated baseline and output/outcome indicators, an additional 4 Credit Proposals do not have a disaggregated baseline, but nevertheless established output/outcome indicators that refer to gender equality. 2 of the corresponding EPRs report on improvements in all their output/outcome indicators and 2 have added even more output/outcome indicators that relate to gender equality.

Nevertheless, it is important to note that more than half of all CP's and EPRs (12 and 13 in turn) neither mention a baseline nor any output/outcome indicators that are gender relevant. This reflects the finding that many CPs only mention gender equality objectives in very general terms and then do not develop any indicators or baselines.

### **Quality through budget allocations and gender expertise?**

5 credit proposals allocated a budget to gender, but only 2 End of Phase Reports indicate through the quality of their reporting (insights related to gender issues, sex-disaggregated data, gender-related outcomes etc.), that this budget has really been used well. Generally it can be said that where the budget was allocated to "Gender and HIV Mainstreaming" (2 proposals) or to "Gender Equality and Social Inclusion (GESI)" (1 proposal), the corresponding End of Phase Reports are not very gender sensitive and it is not visible how this budget has been spent. This finding corresponds to the conclusions drawn by several gender experts working on "intersectionality", who find that when gender issues are mixed up with other target groups/issues, measuring change becomes difficult and the target group becomes elusive.<sup>10</sup> Where a budget has been allocated to gender only, it is usually visible in the quality of the End of Phase Report.

Only 6 Credit Proposals mention gender expertise or training as part of the project. All, but one of these CPs score above 7 points on the gender checklist. 5 of the corresponding EPRs mention that gender expertise or gender trainings/workshops were part of their project. The importance of including gender expertise in projects is made clear by the following statement from *Cuba Bambú*, relating to female labour demand: "Hay diferencias en las zonas donde

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<sup>10</sup> See for example: Cornwall, A. (2007). Revisiting the 'gender' agenda. In: IDS Bulletin (38), pp.67-78.

hay punto focal de género (participan mujeres) y donde no hay.” One CP that was generally very strong on gender and mentioned that gender experts were part of the team and gender training would be provided to partners, says very little about gender in its EPR, but then mentions in its lessons learned that it should be made clear at the beginning to implementing partners that gender is a transversal theme (*see case study: Azerbaijan Agricultural market development*).

An additional 5 End of Phase Reports, who did not mention gender expertise in their CP, point out that gender expertise has been included or gender trainings have been carried out during the project phase. This is yet another indication of the fact that gender issues are only recognized after the project has started and the necessary expertise is then brought on board.

### **Gender as a challenge/lesson learned**

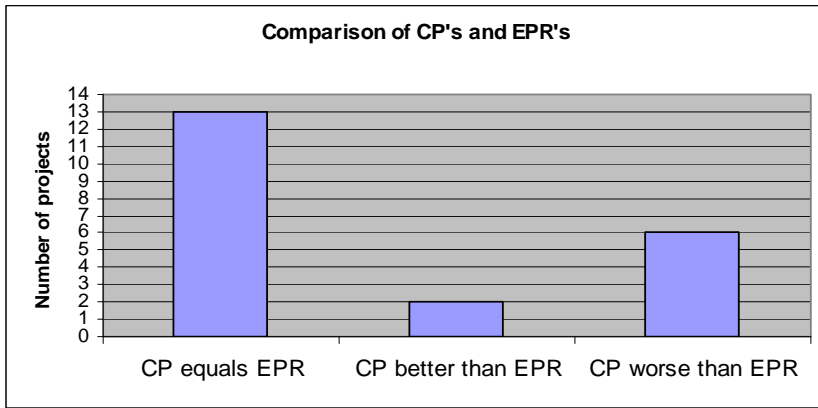
Similarly 3 Credit Proposals mention the inclusion of gender issues as a challenge and 8 End of Phase Reports report that the inclusion of gender issues was a challenge or provide some kind of lessons learned about gender. The End of Phase report of the Cuba Bambú project provides an interesting example of a lesson learned: “El empoderamiento de las mujeres, sobre todo en el área rural, debe llevar aparejado la participación de los hombres en el proceso, para que se produzca una toma de consciencia de la necesidad de disminuir las brechas de género existentes. Las actividades de género deben siempre ser concebidos como “multi-sexo”, y no dirigirlas solamente al sector feminine. La participación de la academia en este proceso puede ser crucial, pero debe tener la premisa de ser realizada directamente en las comunidades meta, y en función de sus necesidades.”

It seems that this insight is related to the work this project has done with academic gender study groups, as well as Gender contact persons in the villages and a clear budget assigned to “capacitación de mujeres”.

### **2.3 Concrete examples: Case Studies**

Generally there is a certain consistence between the End of Phase Reports and their respective credit proposals, meaning that where the credit proposal is strong on gender, the EPR is equally strong and the other way round. But 6 out of 21 projects did not include gender very much in their CP, but seem to have acquired a better understanding of gender issues during the course of the project, which is reflected in the EPR. 2 projects started off very strongly with their CPs, but then hardly mentioned gender in their EPRs, or showed quite sobering results.





2 case studies are given below in order to better illuminate these disparities between credit proposals and End of Phase Reports. The “Water and Sanitation Project (ApaSan)” shall serve as an example of a Credit Proposal that hardly included gender at all and an End of Phase Report that shows how gender has become a relevant category during the execution of the project. The “Agricultural Market Development Project” in rural South-western Azerbaijan shall illustrate the opposite scenario, where the Credit Proposal was very strong on gender, and the End of Phase Report hardly reflects any of the earlier enthusiasm.

### **Water and Sanitation Project (ApaSan) in the Republic of Moldova**

The objective of this project was that “local government in the selected rural target districts is able to ensure decentralised water and environmental sanitation services delivery and management with the participation and support of civil society organisations and service providers”. The credit proposal of this project does not take gender into account at all and receives only 1 point on the GEM checklist. Only under “Transversal themes” it is mentioned that the project “will ensure that interventions increase women’s and men’s as well as poor people’s opportunities to exercise their rights equally. In order to achieve this, the capacity of women and men has to be strengthened. This will enable them to participate in decision making processes equally and in a constructive way.”

The End of Phase Report mentions that despite the lack of a systematic approach in mainstreaming and integrating gender principles into the project activities, women were the main beneficiary group of improved water and sanitation services.” No evidence or data are given to back up this claim. Furthermore the End of Phase Report acknowledges that since the logframe did not foresee any gender sensitive indicators/targets, it is now “difficult to assess the project impact on gender dimension with regard to equality, involvement and responsibility.” Nevertheless “some random data show that women have little presence in water user association boards and they are not quite active at the community meetings when decisions are made. At the same time there is generally higher level of community voluntarism and responsiveness among women and this asset shall be explored properly by the project, particularly in promoting sanitation and hygiene awareness among villagers.” This last sentence could indicate that the project runs a danger of instrumentalising women without compensating them adequately. Nevertheless the importance of including gender issues into the planning and monitoring of activities seems to have been recognized, as can be seen in the following statement: “In order to engender project interventions, a gender-sensitive strategy that would allow more active engagement of women in the work of water user associations and in the promotion of integrated water resource management concept needs to be developed. Moreover, a systemic gender analysis with gender disaggregated data should be put in place so as to support project planning and intervention.”

## **Agricultural market development in rural South-western Azerbaijan**

Gender equality is firmly integrated in this credit proposal, which scores 13 points on the GEM checklist. One of the project's results refers to the "effective economic empowerment of women in agricultural markets", and gender is also seen as a transversal theme in all of the project's interventions. Several outputs and outcomes refer to gender and it is mentioned that a gender-disaggregated baseline has been established (unfortunately this baseline is not available in the project documentation). Gender experts are part of the project team, gender trainings are provided for partners and there is a clear budget allocated to gender.

The End of Phase Report of this project is very short and says little about gender. Most outcomes are not sex-disaggregated. The only outcome that is disaggregated refers to the number of rural women using financial services, which increased from 5% to 33%. It would also be interesting to know what women do with the finances that they access through these services. No reference is made to the baseline that is mentioned in the credit proposal. The EPR also mentions that "the roles of men and women are strictly divided in the target area".

It seems that in this case, the project expected to achieve a lot more with regards to gender equality, but realized during the course of the project, that it was more difficult than imagined. One of the lessons learned in the End of Phase Report mentions that "transversal topics of gender, governance and DRR should be made more clear to the implementing agency from the outset of the project implementation."

## **2.4 Conclusion and recommendations**

Generally End of Phase Reports are good reporting and monitoring instruments, especially if they are used to design consequent phases. However, many EPRs seem to shy away from self-criticism and only report on achievements. Without criticism, it becomes impossible to improve projects. A positive sign is that gender often appears in the lessons learned, and several projects that seem to have been completely gender blind during project design, realize the importance of including gender during their work and commit to carrying out analyses or collect sex-disaggregated data in the next phase.

One disturbing aspect is that very few credit proposals have a baseline against which to measure success, and a baseline that takes into account gender issues is even rarer. Therefore it is difficult for End of Phase Reports to give concrete examples with regards to how the situation on the ground has improved. Furthermore most credit proposals and End of Phase Reports do not provide sex-disaggregated data. Even were data is disaggregated, it is usually not for all indicators, but only for some. It would be important to find out, why the inclusion of sex-disaggregated data is so difficult and to develop measures/guidelines to overcome these difficulties.

On the basis of the analysis, some concrete recommendations can be made:

- 2.1 Baseline studies that take gender into account should be made mandatory for all credit proposals that have been accepted, and every credit proposal should assign a budget to carrying out such a study.

2.2 The collection of sex-disaggregated data should be made mandatory, not only for SDC staff, but also for implementing partners. Reporting in the End of Phase Reports should consequently also be disaggregated. Measures and guidelines for the collection of sex-disaggregated data might be needed.<sup>11</sup>

2.3 Working with gender experts at institutional and at local level during the designing of credit proposals, but also during project implementation seems to make a difference to the quality of reporting in End of Phase Reports. SCOs should therefore be encouraged to seek gender expertise for project design and implementation.

### **3. Analysis of Annual Reports**

For this year's APR 48 ARs from Regional Cooperation (19), Cooperation with Eastern Europe and the CIS (11), Humanitarian Aid (11), as well as 7 ARs from Global Cooperation were screened with the aim of assessing progress, as well as setbacks regarding gender sensitivity of SDC interventions. While reporting on gender in the ARs of the Global Cooperation is still more or less absent (apart of in the Water Initiatives and Global Institutions Divisions), it has improved noticeably in Regional Cooperation, Cooperation with Eastern Europe and Humanitarian Aid. Especially, the collection of sex-disaggregated data has gone up from 38.7% to 52.4% of the 157 thematic domains<sup>12</sup>, but data is still not consistently disaggregated for all projects. The use of gender-disaggregated baselines has improved only slightly (from 9.2 to 10.2%). One of the main developments can be found in the number of thematic domains that have carried out gender analyses/gender studies (14 % of all domains), which are used to improve project design and evaluation. Some case studies at the end of this chapter will illuminate the interplay between the provision of sex-disaggregated data, gender analyses and gender outputs/outcomes within the "Economic Development" domain.

#### **3.1 Methodology**

In order to allow a direct comparison of the Annual Reports 2010 and 2011, the same checklist that was developed last year was used to evaluate ARs. The following questions were included in the checklist: 1. Does the report provide sex-disaggregated data? If yes, is the use of sex-disaggregated data consistent or sporadic?; 2. Are baselines provided against which improvements can be measured?; 3. How many outputs are gender-relevant?; 4. How many quantitative outcomes are gender-relevant?; 5. How many qualitative outcomes are gender-relevant?; 6. Are gender issues mentioned in the result statements?; 7. Does the report mention any gender-related setbacks/negative points? ; 8. Are the results used for future planning?; 9. Is the gender knowledge of staff mentioned/assessed? If yes, is it positively or negatively mentioned?; 10. Is the gender knowledge of partners mentioned? If yes, is it

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<sup>11</sup> The "SDC guidance on progress reporting by partners" which was passed in February 2012 and also contains requirements considering the disaggregating of data is a step in the right direction, but needs to be consistently implemented.

<sup>12</sup> Since thematic domains are not standardized across SDC, each domain was counted individually, which makes 157 domains across 48 Annual Reports.

mentioned positively or negatively?; 11. Is there a breakdown of financial and/or human resources allocated to GEM?

The question “Is there a gender analysis of the country’s development context?” that was part of last year’s evaluation was not included this year, but as it was noticed that many more ARs reported that a gender analysis of projects was carried out, this was taken into account in this year’s assessment.

Since the ARs of Global Cooperation follow a different structure and generally do not include much information on gender, they were assessed separately.

As has been mentioned in the chapter on CPs, names of thematic domains are not standardized across SDC, and in ARs we counted each domain individually, coming 157 domains. However in order to make thematic comparisons possible, domains were grouped into 11 different categories (Governance, Rural development/agriculture, economic development/employment/income, health, education, migration, infrastructure/water/energy, human rights, climate change, food security/emergency, DRR), with a few domains defying this logic.

## 3.2 Findings

### Global Cooperation

The inclusion of gender issues in the ARs of Global Cooperation divisions has hardly changed in the last year and is still more or less absent (apart of in the Water Initiatives Division and Global Institutions Division). Clearly, the structure of global cooperation is such, that the inclusion of gender issues and especially the reporting of concrete results are more difficult than for example in Regional Cooperation projects at local level. Global Cooperation, as the name indicates, is concerned with global issues and works mainly through and with large agencies (WB, WHO, various UN agencies etc.). Most, if not all of these agencies have gender policies including gender action plans, and expert staff. With some of these agencies, Global Cooperation has a policy dialogue on gender issues. Therefore it is rather surprising to see that the AR does not reflect these commitments. While operations and language of global cooperation are on a different level, the issues dealt with are as clearly gendered as the issues regional cooperation, humanitarian aid and Cooperation with Eastern Europe deal with.<sup>13</sup> This should be reflected in the context analysis, as well as the reporting on results. Influencing and shaping policy dialogue as well as promoting innovation are main elements of Global Cooperation’s mandate. It should therefore do more to position itself and influence global policy dialogue in the direction of becoming more gender-relevant and to support innovations regarding the promotion of gender equality at global level. This has successfully been done by the Water Initiatives Division, as well as by the Global Institutions Division.

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<sup>13</sup> To give just one example: Several studies confirm the higher vulnerability of women with regards to climate change and CC related natural disasters. Because women have less access to early warning mechanisms and often have not learned to swim or climb, the death toll in climate-related events is usually much higher among women than men. Women are also clearly under-represented in agencies and projects dealing with climate change. All these issue are not reflected in the Global Programme on Climate Change. For a gendered discussion on current policy processes related to climate change see: *Caglar, G. et al. (eds.) 2012. Geschlecht – Macht – Klima. Feministische Perspektiven auf Klima, gesellschaftliche Naturverhältnisse und Gerechtigkeit. Verlag Barbara Budrich, Berlin*

The following excerpts from the ARs of the *Water Initiatives Division* and *Global Institutions Division* provide examples of how Global Cooperation Divisions could successfully position themselves to influence global policies and decision-making:

“The Water Initiatives Division was successful in integrating human rights criteria and gender-disaggregation of data in the global sector indicators and monitoring, as well as in advocating their application in the ongoing technical reporting.”

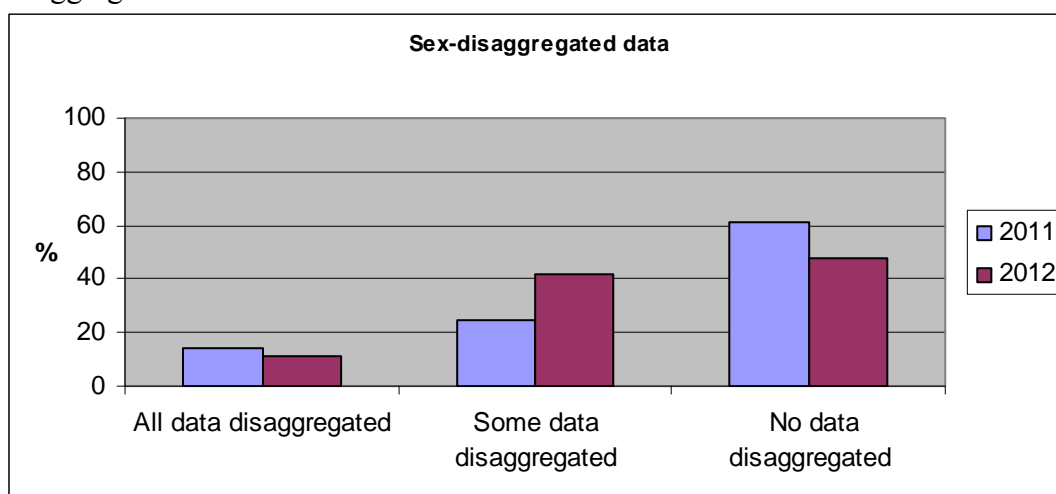
“On gender Global Institutions will promote WB and UN concrete responses to the issues of gender-disaggregated data and the financing of gender equality.”

It may also be the case, that Global Cooperation Divisions do actually finance and execute many small gender-related actions and projects that do not find entry in the reporting in ARs. A small paragraph indicating these actions could make them visible, but ultimately these small actions need to be guided by an overall strategy in order to be relevant. It is therefore necessary that Global Cooperation Divisions reflect gender issues during strategy formulation and only support small actions if they fit into the overall strategy of achieving gender-just development.

## Annual Reports (Regional Cooperation, HA, Cooperation with Eastern Europe)

### Sex-disaggregated data improved

The proportion of thematic domains that use sex-disaggregated data has improved considerably since last year (from 38.7% to 52.5%). But at the same time, the proportion of domains that consistently disaggregate all their data has actually decreased (from 13.9% to 11%). The majority of domains only disaggregate some of their data. This inconsistency is clearly an indication of the different monitoring systems SDC partners use. Some Annual Reports also report on the difficulties of finding disaggregated country level data. While there is only so much SDC can do to influence the collection of data at country level, SDC Cooperation Offices should be in a position to insist that all implementing partners disaggregate their data.



But even where data is consistently disaggregated, the quality of ARs as a whole is not necessarily improved. While there are best practice examples, such as Bangladesh *Employment and Income*, which not only disaggregates all its data, but has also conducted baseline studies and a gendered context analysis, which are then translated into quantitative and qualitative outcomes, several ARs do not go past the stage of data collection.

### **Gender becomes more concrete in result statements**

The inclusion of gender in result statements has gone up slightly from 38.7% in the ARs 2010 to 39.5% in 2011. But while in last year's result statements general superficial statements about gender were very common (e.g. "women's rights and gender-sensitive approaches are part and parcel of the strategy"), they are a lot less common this year. Result statements are often used to explain what gender mainstreaming means for the respective domain/cooperation office. Interestingly, the definitions of gender mainstreaming range from providing equal opportunities to men and women, specifically targeting women to conducting gender analyses to find out what the specific needs of men and women are. The following statements illustrate the different notions of gender mainstreaming even within the same geographic region:

AR South Caucasus *Rural Development Armenia*: "DRR, gender and governance are addressed purely from the mainstreaming point of view. No separate or isolated activities are supported."

AR South Caucasus *Rural Development Georgia* states: "Core RD projects mainstream gender equality and good governance principles. Intervention plans are informed by gender analyses (...) Gender and governance mainstreaming concept was incorporated in the reporting system of the projects in 2011"

AR Central Asia *Kyrgyz Republic Public Institutions and Services*: "Special attention has been given to gender aspects in work of LARC project through equal distribution of services".

AR Bosnia & Herzegovina *Youth Employability*: "Gender mainstreaming was mainly achieved through special activities targeted at women."

### **Gender-relevant Outputs/Outcomes**

In 2011 Annual Reports report slightly more gender-related Outputs (35.7% of all thematic domains against 34.1% in 2011) and quantitative Outcomes (25.5% versus 24.3%). Several domains also provide more than one gender-related Output or Outcome. Big differences in reporting on gender can still be found within the same country and between countries.

The number of thematic domains that go a bit deeper and report on qualitative changes relating to gender relations or women's empowerment has decreased compared to 2010. A good example of how a quantitative Outcome is translated into a qualitative Outcome is found in *Burkina Faso's Local Governance* domain: "Les activités maraîchères et d'embouche permettent aux femmes de doubler leur revenu annuel moyen de CHF 300.- à CHF 600. Ce revenu améliore la contribution des femmes à la sécurité alimentaire de la famille et à la prise en charge des frais de santé des enfants."

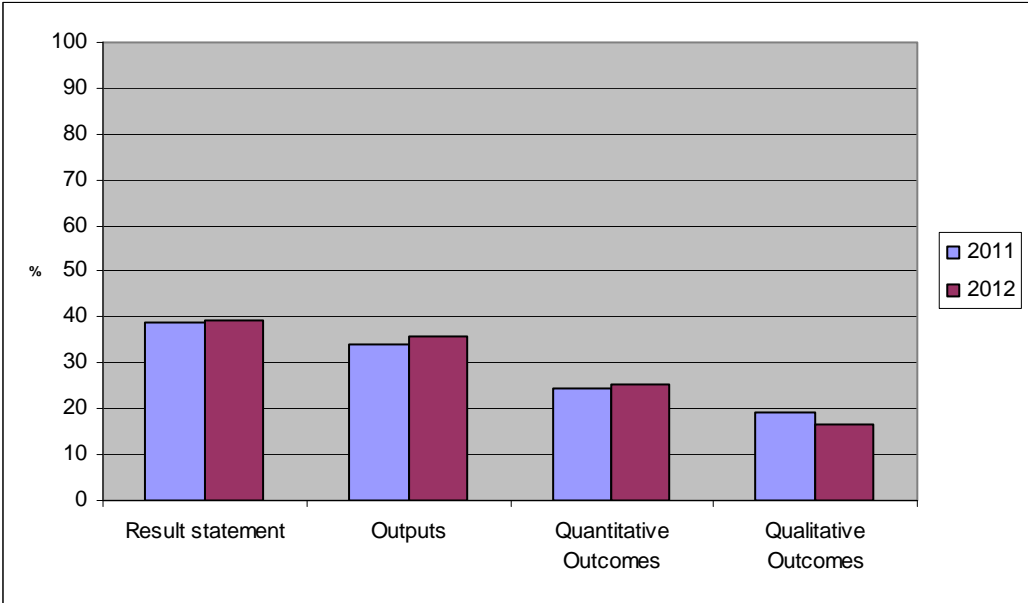
Another example of a qualitative outcome that goes a little bit deeper than simply providing numbers can be found in Bénin's Local Governance domain: "L'union des femmes élues

conseillères (...) se positionne de plus en plus sur l'échiquier publique local. Le leadership et la crédibilité des femmes s'affirment à travers la mise en oeuvre de petits projets souvent générateurs de revenus pour les femmes ayant un impact direct sur les niveaux de pauvreté.”

While some of these qualitative changes are backed up by gender analysis or surveys, the majority does not provide any backup for their claims. A good example, of a survey that informed the reporting on outcomes is *Afghanistan's Livelihoods* domain: “95% of all surveyed women who participated in the courses of the Community Health Schools confirmed a substantial drop in cases of diarrhoea.”

A claim that would need to be backed up by intra-household gender analysis, is the following statement in Vietnam’s Rural Livelihoods and NR management domain: “In livestock support, as women manage the household economy, more than 90% of beneficiaries were women. This contributes to poverty reduction, economic empowerment of women and strengthens their decision-making in the family sphere.”

Another claim, which is not backed up, is found in Bangladesh Employment and Income domain: “A significant number of women have become self-employed which created opportunities to access better education and health and contributed towards gender equality at societal as well as family level.” Here it would be interesting to know how many women have become self-employed and whether any surveys/analyses have been carried out to evaluate the impact this employment has on health, education etc.



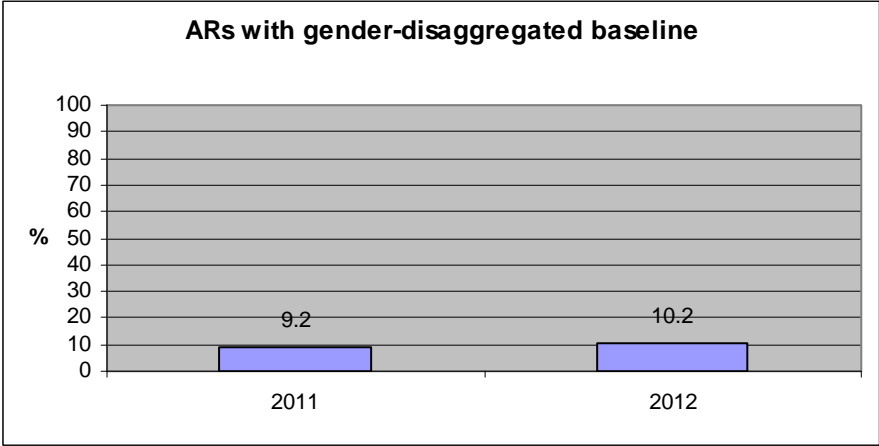
**Baselines still not enough**

The use of baselines that allow SCOs to measure gender-relevant results has gone up slightly, from 9.2% to 10.2% of all domains. Generally the use of baselines (disaggregated or not) is still very low, making the concrete evaluation of projects rather difficult. The usefulness of disaggregated baselines can be captured in the result statement of *Tanzania's Private sector development in agriculture* domain mentions that "the outcome/impact monitoring at business/service, household income and income levels showed an impressive number of



quantitative, disaggregated information that overall indicated improvements for both men and women." Some of these improvements are mentioned in outcomes/outputs.

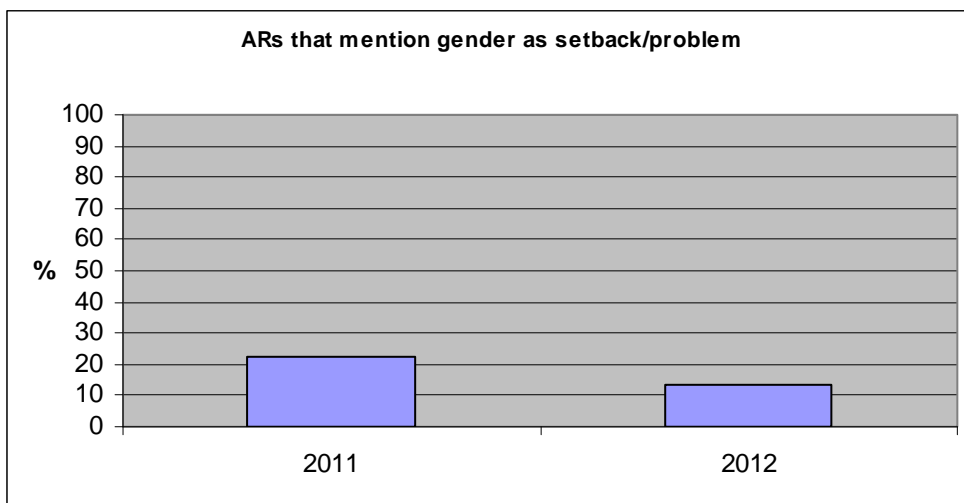
A variety of thematic domains have indicated that baselines studies were conducted, but the projects are not yet evaluated against these baselines, e.g. *Uzbekistan Water management and DRR* domain mentions that "technical data is accompanied by data on gender equality - it will be possible to assess the impacts of projects once such data covering a significant period of time is available". Considering that the collection of disaggregated data seems to be increasing it can be hoped that this data can serve as baselines in the future.



**From criticism to taking the initiative**

The number of thematic domains, in which gender issues are mentioned generally as a problem, has gone down, from 22.5% to 13.4% of all domains. Last year many ARs mentioned gender as a "problematic area", mainly complaining about the inadequacy of sex-disaggregated data at country level or about the reluctance of partners/governments to consider gender. Southern Africa is one Cooperation Office that mentioned the limited availability of sex-disaggregated data several times in its AR 2010 – looking at its AR 2011 it seems to have taken things in its own hands and conducted its own baseline survey in order to circumvent reliance on national databases. It mentions in its Food Security domain that baseline survey for all projects have captured sex-disaggregated data that will be used for monitoring and reporting. This example indicates a remarkable shift.

While this year's explanations for gender-related problems/setbacks still partly relate to government/partners reluctance to integrate gender, the majority of SCOs are more self-critical. Most setbacks however still relate to the collection of sex-disaggregated data, e.g. *Mozambique's Health* domain mentions that "the translation of discussions on gender disaggregated data collection into programmatic activities could not be reached yet despite is high presence on the agenda." Nevertheless, Mozambique's planning section does not include this point. *Mongolia's Income and Employment* domain mentions that "gender-sensitive data collection is still weak and needs urgent improvement in 2012".



### Financial and human resources allocated to GEM

While it is obvious that financial resources have been allocated to gender in many domains (as can be seen by gender analyses and workshops that have been carried out), only 2 out of 157 thematic domains report the amount of money that they allocated to gender (one of them mixing it up with other themes). Both of these ARs (Afghanistan and Burkina Faso) however stand out for their inclusion of gender issues throughout their Annual Reports.

The AR Afghanistan makes the importance of allocating sufficient resources to gender particularly clear in the following statement: “Gender as a crosscutting issue requires sufficient resources, all the more so in a male-dominated conservative context. As a result of the need to strengthen its focus, in 2011 SCO-A has increased its investment in Human Resources and special studies.”

Regarding the gender knowledge of staff and implementing partners, 7 domains comment positively on the gender knowledge of their staff (usually because gender workshops have been carried out or a Gender contact person has been nominated) and 12 domains report positively on the gender capacities of their partners. 3 domains mention the lack of capacity/will of partners with regarding GEM.

The importance of Gender contact persons within SDC, as well as on project level, is highlighted by the following two statements:

“Gender mainstreaming has improved with the nomination of a Gender contact person within the office.” (*Zimbabwe, Protection*)

“El cumplimiento exitoso de la transversalización del enfoque de género en este ámbito durante 4 años, fue posible por la identificación de los Puntos Focales de género como parte de la estrategia en todos los niveles y en las comunidades donde se desarrollan los proyectos, lo que propicia a esta nueva fase un tejido institucionalizado de personas y recursos que pueden implementar el proceso.” (*Cuba, Fortalecimiento de la gestión municipal con desarrollo económico local*)

3 Annual Reports mention that gender workshops for staff and/or implementing partners were carried out and another 5 plan to do so in 2012. Those countries that have carried out

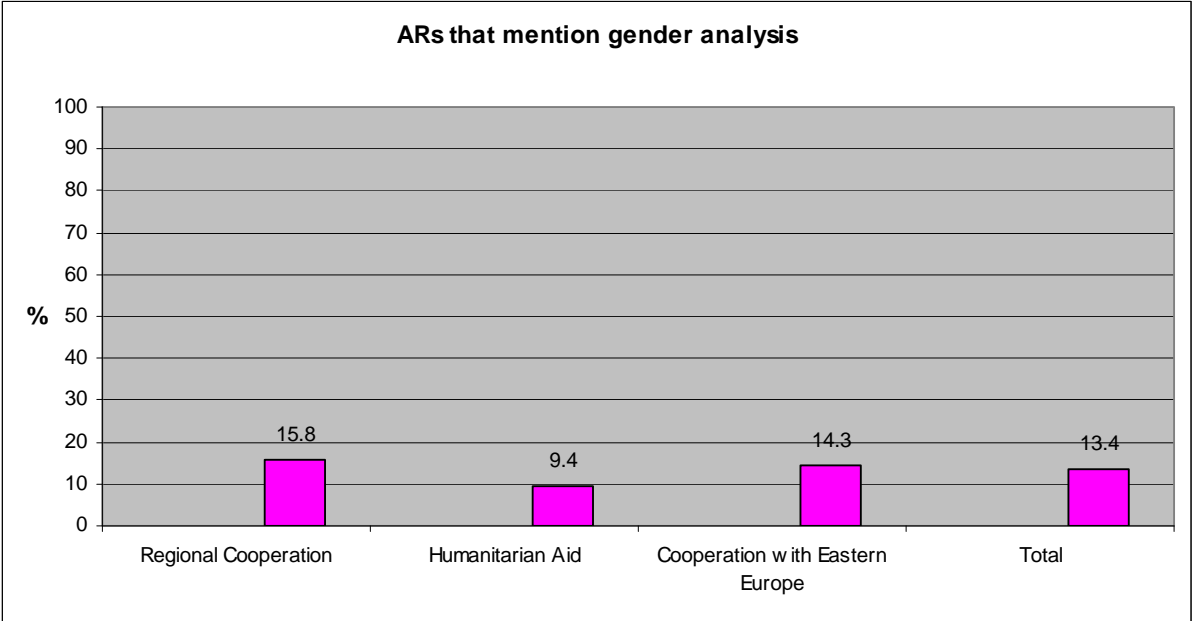
workshops in 2011 show a high gender sensitivity at least in some domains, and two out of the three also mention to have carried out gender analyses.

**Gender analysis**

While last year only a few Annual Reports mentioned that special gender analyses had been conducted, this years’ evaluation shows that a gender analysis has been conducted for at least one project in 22 out of the 157 thematic domains (14 %). According to SCO Afghanistan "Conducting special studies has proven to be essential to ensure that gender issues are addressed and mainstreamed in an appropriate and sustainable way in SCO-A's programme activities".

Gender analyses can show up the need to going beyond a concept of gender mainstreaming that simply includes women, as can be seen by the following statement in the AR Bolivia *Promoción de la Economía sostenible con equidad*: “Los tres programas trabajan en la aplicación del enfoque de género y se han realizado estudios que muestran que aunque hay paridad del género en el acceso hay diferencias cualitativas que deben atenderse.” Unfortunately no more is said about these differences and what has or will be done to address them.

The following statement of the AR Bangladesh also shows how conducting gender analyses can have impacts that go beyond the project itself: “A special study on gender in DRR was completed during 2011, the findings of which are currently discussed at national level in Bangladesh and the South East Asian Region.”



Looking at the overall quality of ARs that mention to have conducted gender analyses, there are large variations. It is not always clear, what conducting a gender analysis entailed in each case. While some ARs only mention that gender analyses or gendered needs assessments have been conducted, but do not report on any concrete findings or steps for implementation, others show an overall high quality in their gender reporting. However, in SCOs that generally do not include gender much in their reporting, conducting a gender study seems to make a sharp

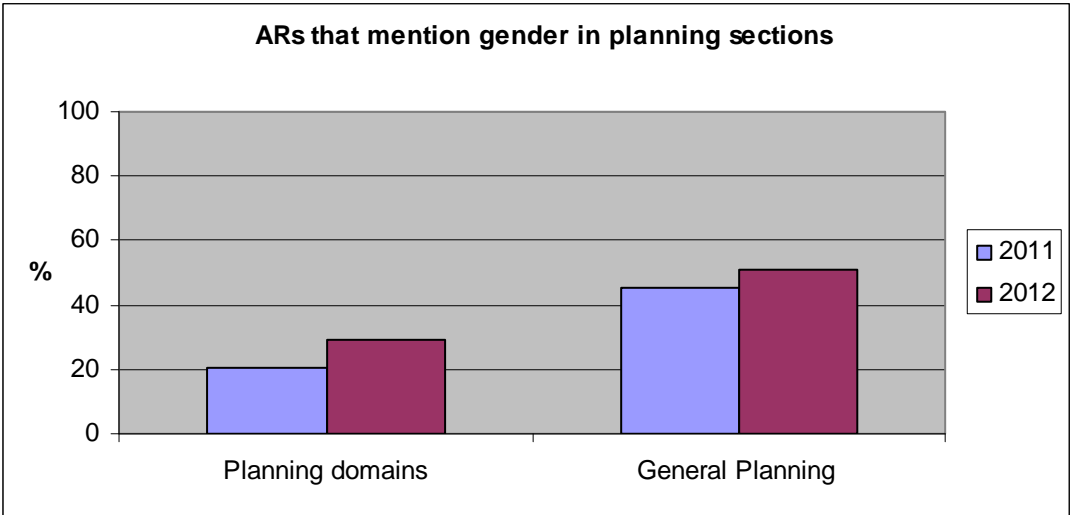
difference, as the quality of gender reporting is a lot better in those domains that have conducted gender analyses.

It is important to note that conducting a gender analysis alone is not enough – the interpretation of results and translation into concrete outputs/outcomes are the most important elements of the case study process.

It is assumed that with the increase in gender analyses that have been conducted this year, concrete results or steps for implementation will show up next year, as findings still need to be analysed and translated into concrete interventions.

**Planning**

Another positive step is that gender appears in 29.3% of the planning sections of thematic domains (compared to 20.8% in 2010). In the general planning section of Annual Reports gender comes up in 51.2% of all ARs (compared to 45.2% in 2010).



The different thematic domains usually include gender in their planning with regards to specific interventions or the collection of sex-disaggregated data. The *AR Morocco* for example shows a good understanding of the issues women face in disaster risk reduction and aims to include these considerations in the future: “L'inégalité d'accès à la propriété, à l'éducation, au savoir et à la prise de décision politique prive les femmes des ressources et des capacités susceptibles de leur permettre de se protéger elles-mêmes et leurs enfants et leurs biens lors de la survenue d'une catastrophe. Le renforcement des connaissances et des capacités des femmes en termes de développement de la résilience face aux catastrophes au sein de la communauté doivent être prise en compte.”

More than half of all ARs include gender in their general planning section (51.2%). Here, it is usually planned to collect sex-disaggregated data, conduct gender studies or workshops and include gender in the planning and evaluation of projects. An example is the Planning 2012 section of the *AR Burkina Faso*:

“La mise en place d'outils spécifiques facilitant l'appréciation de l'évolution des équilibres entre hommes et femmes au sein des différents programmes soutenus par la coopération

suisse permettra de procéder à l'examen systématique des engagements en matière de genre au sein du programme.”

### **Quality of gender reporting by domain**

As the names of thematic domains are not standardized for all ARs, most of the 157 domains were grouped into 11 different categories (Governance, Rural development/agriculture, economic development/employment/income, health, education, migration, infrastructure/water/energy, human rights, climate change, food security/emergency, DRR), with a few domains defying this logic.

While the quality of reporting varies a lot even within similar thematic domains, some domains tend to be more gender-inclusive than others. Most domains fall into the categories of governance and economic development – these two domains together with health seem to perform rather well with regards to including gender issues in their reporting. The categories that show the least inclusion of gender would be infrastructure (e.g. domains relating to water or energy supply), migration, climate change, DRR and food security. The latter two are predominantly found in Humanitarian Aid and often include short-term emergency aid projects.

### **3.3 Case studies**

The following case studies shall serve to illuminate how gender issues are included, respectively not included in thematic domains that fall under the category of economic development/employment/income.

#### **Case study: América Central: Desarrollo de micro, pequeñas y medianas empresas**

This domain shows a very good disaggregated database. All outcomes and outputs are disaggregated and generally show a high proportion of female beneficiaries. However, it has to be noted that value chain interventions have benefited 20'900 people, out of which only 12% were women – on the other hand micro-finance and micro-saving projects seem to target predominantly women (77% and 83% respectively). The additional income achieved due to project interventions generally seems to be higher for women than for men. Differences in additional income are explained by product and market differences. While at the moment outcomes and outputs are only quantitative, qualitative differences are mentioned: “ El programa de capacitación laboral reportó que las mujeres rurales habilitadas (2008-2009) presentan una empleabilidad 7% menor que los hombres e ingresos diarios adicionales menores dado que permanecen menos tiempo en el trabajo.” The planning section indicates that a more profound gender analysis is planned for the next year in order to define guidelines to stimulate education centres to better include female integration into the labour market. Here, it would be important to include structural gender issues, such as women's unpaid care work, which is bound to be one of the reasons for their lower employability and lesser time spent in employment.

### **Case study: Mozambique, Private Sector Development**

This domain only provides a few numbers, but the majority of them is disaggregated, generally showing a rather weak involvement of women (only 25% of clients of micro credit institutions, as well as 25% of contract farmers are women). No analysis is made, as to why the proportion of female beneficiaries/clients is quite low and no actions seem to be taken or considered to remedy this fact. It is mentioned that an impact study on micro credits, as well as a comprehensive study on the seed value chain have been carried out, but no mention of gender issues is made. Gender should generally be considered as a structuring factor when carrying out impact assessments, analyses etc.

A gendered context analysis could help in order to develop projects, which specifically target women, but also to make sure that existing projects do not have unintended side effects (for example increasing women's time burden, as they often provide the majority of labour to male-run contracted farms).

### **Case study: Bangladesh: Employment and Income**

This domain also generally shows a good inclusion of gender issues, with the majority of data being disaggregated. Whereas in value chain development, the share of women producers is 30%, education and training programmes are accessed by around 50% women and the increase in self-employed people is 8000, with 70% being women. The generally increased economic participation of women is said to have provided them with better opportunities to access better education and health and contributed to gender equality at familial as well as societal level. It is unclear, however, whether this claim is backed up by an impact assessment/gender analysis.

Generally, it seems that gender issues are firmly integrated into all projects, as can be seen in the following statement: "Gender equality mainstreaming has further been a strong focus of all projects of the domain through introducing PCM tools for monitoring gender equality and changes in gender relations (e.g. building knowledge on gender and M4P, conducting baseline studies with GEM specific indicators, using MTR for equality outcomes and gender results, using GEM tools for context analysis), whereas it still needs to better translate into concrete results." The gendered context, as well as qualitative outcomes and changes in gender relations could be made more explicit in the reporting.

## **3.4 Recommendations**

- 3.1 Even though the use of sex-disaggregated data has gone up considerably, there is still plenty of scope for improvement. Rather than simply accepting data from implementing partners in whatever form, SDC should use its position to mandate all implementing partners to disaggregate their data. This should be made clear in the Terms of

Reference for all partners.<sup>14</sup>

3.2 Workshops on data collection, interpretation and transformation into relevant baselines should be provided to staff and implementing partners.

3.3 The relevance of conducting gender analyses has been confirmed by several AR's. Similarly to the disaggregation of data, implementing partners could be mandated to carry out a gender needs assessment before starting a project. When conducting general needs assessments/case studies, gender should always be seen as a structuring factor that shapes people's needs, constraints and experiences. Furthermore women's time burden should always be taken into account, as projects might inadvertently increase their time burden by adding more work onto their shoulders without addressing or altering their care-related responsibilities. Particular attention needs to be paid to the translation of results and the consequent formulation of baselines and indicators that capture qualitative improvements in gender relations or in the well-being of women (or men). This might be an area that the SCO could outsource to gender consultants.

The following excerpt can be found in the Planning 2012 section of the *AR Albania*:

“As a follow-up to the regional workshop on Gender Equality Mainstreaming (GEM) – hosted by SCO-A in January 2011 – further efforts will be done so as to ensure a proper continuous and qualitative mainstreaming into the main interventions. To this aim, SCO-A will mandate a needs assessment for its implementing partners and will ensure that tailor-made support is provided. In view of the limited SCO-A resources, the needs assessment and related subsequent gender support will be outsourced.”

3.4 Several AR's mention the usefulness of Gender contact persons within SDC, but also at project level. One way to make Credit Proposals and Annual Reports more gender-relevant would be to consistently give them to SDC Gender contact persons for feedback before handing them in for approval. In order for Gender contact persons to be active and successful at mainstreaming GEM, enough financial and human resources need to be allocated to the task and the SCO management needs to provide an enabling environment for focal points to take on leadership.

The following statement can be found in the Planning 2012 section of the *AR Tanzania*:

“Even though the gender action plan is in place and a focal point has been active in 2011, several planned items could not be implemented. More attention will have to be paid to the time and human resources needed in order to achieve results.”

3.5 When reading this year's AR's it was noted that there are many different interpretations of GEM between, but even within Cooperation Offices, but there is also a lot of knowledge with regards to how GEM can successfully be implemented (e.. nominating Gender contact persons within the COOF, but also at project level), what are the pitfalls (e.g. not enough time or money allocated to GEM) etc. The systematic exchange between

<sup>14</sup> Considering that Humanitarian Aid and Global Cooperation mainly work through other large development agencies (e.g. FAO, UNICEF etc.) and might in certain cases only provide part of the overall budget, they can not mandate their partners to disaggregate their data, but the collection of disaggregated data could be a point, where SDC can exert influence, position itself and provide expertise.

Cooperation Offices on their interpretations of GEM, success stories, setbacks etc., as it is already done via Gender Shareweb should therefore be intensified, e.g. through the systematic sharing of documents, such as regional gender action plans etc.

- 3.6 In order to promote consistency within SDC with regards to its policy on gender, it is particularly important to carry out gender workshops for Global Cooperation Divisions and to promote the role of Gender contact persons within these divisions (e.g. by mandating them to screen all credit proposals, as well as Annual Reports and promote the inclusion of gender issues in these documents).
- 3.7 Global Cooperation should shape its monitoring frameworks including AR in a way which makes more visible their efforts for the promotion of gender equality and which gives evidence on which results have been achieved, lessons learned, etc. Innovation is clearly needed also in the formulation of policies, reporting language, etc. One way might be to include specific paragraphs on gender issues in the structure for annual reporting.
- 3.8 Before formulating Cooperation Strategies comprehensive gender assessments should be carried out, so that gender goals are firmly integrated in the logframes. The gender contact persons in the field offices, who have benefited from the methodological training on gender responsive qualitative case studies and interpretation of data during the f2f in Switzerland could take leadership for this.

## **4. Integrating gender across documents: Country case studies**

Two countries that have generally integrated gender well in their CPs as well as ARs shall be highlighted here. The main focus will be on the “Employment and Income” domain in Mongolia and the “Livelihood and Rural Development” domain for the Hindukush Region (Afghanistan and Pakistan), as an increasing proportion of the overall number of CPs are related to these thematic domains.

### **4.1 Mongolia**

The “Income and Employment” domain of Mongolia’s AR provides most of its quantitative outputs and outcomes in a disaggregated manner, which makes the inclusion of more or less equal numbers of women and men visible. Especially with regards to job creation, an effort seems to have been made to include women, as 70% of the newly created jobs were for women. With regards to small-scale mining it is estimated that “about 30% of small-scale miners are women, who control their own income, which is primarily invested in health, nutrition and education.” This statement indicates that a gender analysis has been carried out for this project, which revealed this qualitative improvement in women’s lives. Despite the fairly good quality of data, it is mentioned in the AR that gender-sensitive data collection is still weak and needs urgent improvement in 2012.

3 of Mongolia’s CPs fall into the “Income and Employment” domain. Two of these proposals are more or less the same and it is not quite clear what the difference between the two is – “SME Development Project” running from 1.12.2011 to 31.12.2016 requires a budget of 1’385’000 CHF and “SME Development Project Mongolia (Contribution Project)” running



from 1.2.2012 to 31.1.2017 requires a budget of 1'405'000 CHF. Both proposals score 13 points on the GEM checklist of the independent evaluator and 11 points on the GEM checklist of the COOF. Gender inclusion appears relatively early in the proposals – it is explained that national statistics do not disaggregate SME ownership, but that it is known that a slight majority of SME's is owned by women (about 60%). It is furthermore outlined that women and men have different adaptation mechanisms in situations of change, while women actively search for economic alternatives outside their common profession, men need more time to reorient themselves and often suffer. It is therefore advised that the project shall support both women and men in their specific needs for strengthening their business activities. A large baseline regarding the structure and employment in the Mongolian SME sector is provided, but due to a lack of national disaggregated data only the number of employed people in Mongolia is disaggregated. Therefore baselines for the measurement of most outcomes are set at 0. All outcomes and outputs are to be disaggregated and several refer to gender equality. It is mentioned that gender monitoring will be done regularly and that a gendered impact study will be carried out in 2016.

The CP “Vocational Education and Training (VET) Project, which will run from the 1.1.2011 to the 31.12.2014 and requires a budget of 4'000'000 CHF scores 8 points on the GEM checklist of the independent evaluator and 11 points on the checklist of the COOF. It's goal is to contribute to better employability of young women and men through adequate VET. Again gender equality is seen as providing adequate opportunities to both men and women according to their needs and interests. Some outcomes and outputs refer to gender equality, e.g. the development of gender-sensitive VET information (training, employment). It is indicated that curricula development will take into account gender-relevant issues, including the significant difference of educational performance and the motivation of girls and boys. SDC will provide training on gender-sensitive curricula development. The influence of their vocational choice on future roles in their families and society in general will be tackled as well. Unfortunately no baseline information is given on the mentioned differences in educational performances or on the role expectations in families and societies. It is mentioned that “gender monitoring will be done on the basis of students' enrolment in the selected occupations and teachers' trainings. Tracer studies will also take gender into account.” It is not mentioned that a gendered context analysis has been or will be carried out – this could bring out some interesting information on women's and men's expectations and gender-specific challenges. A clear budget breakdown is provided at the end of the CP, outlining for example how much money will be needed for the development of gender-sensitive curricula etc.

## **4.2 Hindukush (Afghanistan/Pakistan)**

The SCOs in Afghanistan and Pakistan both have projects in the Hindukush border region in the „Livelihood and Rural Development“ domain. Their high gender-sensitivity is reflected in their ARs, as well as CPs in this domain.

One of the main objectives of Afghanistan's “Livelihood Resilience” domain in the Annual Report is to seek to ensure rural economic development and to integrate water resource management components (with special focus on income generation for women) into the livelihood portfolio. All outcomes are gender- and family sensitive and it is noted that Afghanistan has experienced positive changes regarding reproductive and child health care services, especially in terms of information transfer, training and education on reproductive and basic health issues. The improvements achieved are not just quantitative, like “11'000 women and 400 men benefited from 290 mother and child care courses”; “430 men and 5'660

women participated in the Community Health School on mother and child care”; but also qualitative, e.g. “95% of all surveyed women who participated in the courses of the Community Health Schools confirmed a substantial drop in cases of diarrhoea”.

Pakistan’s AR also contains gender-sensitive and disaggregated data in its “Rural Livelihoods” domain. Pakistan’s objectives concentrate basically on on-farm and off-farm based income in forest and agricultural related economies, strengthening rural civil society’s organisations and enhancing community’s access and control over their livelihood base; covering a broad spectrum of issues including the improvement of basic rural infrastructure, market integration, disaster risk management and education. Gender-sensitive information is present in all outcomes and outputs: “Overall the livelihood interventions benefited a total of 9’740 community members (31% women) in terms of enhancing their capacities, resilience, incomes and assets”. Women’s revenues have also considerably increased: “More than 220 women’s income increased from Rs. 1000-8000/month through enhanced skills e.g. embroidery and tailoring, as well as improved market linkages and marketing techniques”. However, it is notable that 3 of its outputs are explicitly directed *only* to the male population, especially in market relevant branches (business interest groups, incomes for farmers and the Honey Bee Keepers Association).

Three CPs from the Afghanistan / Pakistan / Hindukush region were screened in this domain, all of which received very positive ratings from the independent evaluator. The FATA (the Federally Administered Tribal Areas) Livelihood Development Project (FLDP) from Pakistan/Hindukush running from 01.04.2012 to 30.09.2014 for 3’000’000 CHF scored 9 points on their own attached GEM checklist and 8 points on the GEM checklist of the independent evaluator. The overall goal of this project is to increase access to livelihood opportunities and basic infrastructure (drinking water, irrigation schemes and village streets) as well as basic public services for FATA’s men and women (with particular emphasis on women from most vulnerable households). The inclusion of women is an explicit aim of this project: “women’s participation in decision-making will be ensured and women organizations will be created and supported. Women-specific interventions are planned at outcome/output level (e.g. water, business associations) as well as activity level (skills development)”. Sex-disaggregated data are also part of the Logframe indicators. While it is aimed that men and women benefit equally from this project, gender discrimination is considered a serious limitation: “However, considering the high level of gender discrimination throughout the FATA, only a modest 10% of women CBOs is targeted (with 40% women beneficiaries overall)”. This is due to “women being generally confined to their households, with hardly any participation in the public sphere”, and also due the high rate of female illiteracy (97%) in rural areas, as explained in the proposal.

The third phase of the “Regional Livelihoods Programme (RLP)” in the Afghanistan / Pakistan / Hindukush region, running from 01.05.2012 to 30.04.2015 for 15’200’000 CHF is also a highly gender-sensitive project, scoring 12 points on their own GEM checklist and 12 points on the GEM checklist of the independent evaluator. Its overall goal is to improve livelihood systems to cope with natural disaster- or conflict-related vulnerabilities in this border region. Gender issues appear very early in the proposal (in the outcome/output and in the baseline section) regarding local economic development: “increase incomes from local products including agribusiness and market-oriented activities; support to local business and skill-building initiatives (notably for women); support to local value-chains; literacy and skills development for females”. The data is disaggregated by sex in the output section of both regions (Pakistan and Afghanistan). The inclusion and participation of women in market-oriented production activities is highly mainstreamed. Further, in the attached checklist, it is

mentioned that this project supports specific priorities of women as well as concrete activities targeting specifically women such as drinking water schemes, primary education, income generation activities etc. On the one hand, the high level of women's exclusion in decision-making processes and the conservative cultural context in this border region are also well reflected in this project, which is visible in the following statement: "the RLP is not a full-fledged gender programme and it is not considered appropriate, considering the sensitive cultural context, to go "to far, too fast" [...]. As a result, gender-related expectations must be kept at a realistic level, with lower rather than higher gender targets, at least during the first years of work in new areas". On the other hand, however, some efforts "to assure access to women and to break the barrier of social conservatism in gender-sensitive matters" are underway/ guaranteed.