

# Train4Dev Gender Expert Group

*Dripping hollows out rock*  
**‘Enhancing Capacity for Gender Mainstreaming’**  
2011



**ASSESSMENT ON NEEDS FOR  
‘ENHANCING CAPACITY DEVELOPMENT IN  
GENDER MAINSTREAMING’**

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# Assessment on needs for 'Enhancing Capacity Development in Gender Mainstreaming'

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**USB-Stick: ‘Gender Equality at the heart of EU Development Cooperation’** with policy commitments of DG DEVCO and DG ECHO, European Commission; Ministry of Foreign affairs, Belgium; BTC, Belgian Development Agency; Ministry of Foreign Affairs of the Netherlands; GIZ, German Development Service; LuxDev, Luxembourg; International Training Centre ITC/ILO, Turin, Italy

## Introduction

First of all thanks to all resource persons who shared their visions and opinions during the interviews which constitute the basis of this assessment.

In February 2011 the Train4dev Gender Expert Group (<http://www.train4dev.net>) was constituted with representatives of seven governmental and non-state organizations<sup>1</sup>. The core mission of this expert group is to promote and harmonize in-house capacity building on gender issues in international cooperation at EU level.

To find out what kind of *institutional capacity gaps* exist in the seven organisations, GIZ commissioned this assessment on behalf of the Gender Expert Group with the aim to determine what is needed to successfully integrate a gender equality perspective into the work of colleagues and partners at headquarters and at country level.

The assessment has been assigned to Thera van Osch, independent consultant of *OQ Consulting BV*, who implemented a desk study and a series of in-depth interviews according to the approved method and guidelines proposed (see Annex 2). This report gives a picture of the status quo (around August 2011) regarding gender mainstreaming in the work of the seven organisations represented in the Train4dev Gender Expert Group. It also indicates which steps would be most suitable to achieve the desired gender mainstreaming in the work of the member organisations and presents some recommendations for the thematic focus and activities of the Train4Dev Gender Expert Group.

The documents gathered during the desk study are mainly policy frameworks of the agencies represented in the Train4Dev gender expert group. These policy documents are reviewed in this assessment and saved on a USB-stick which will be delivered together with this report.

Primary source information for this assessment was gathered through in-depth interviews. The resource persons for the in-depth interviews were selected by the Train4Dev Gender Expert Group. Annex 1 shows the list of resource persons interviewed. They received an introduction to the interview (included in Annex 2 on method and guidelines of the assessment) and were interviewed by telephone, Skype or face-to-face. Two resources persons have sent written answers to the questionnaire. After finishing the interview, each respondent received a transcription of the interview for their approval. Table 1 shows the number of respondents among which 10 representing donor organisations and 15 implementing organisations. Men represented 28% among the respondents.

**Tabel 1: Respondents to the interview**

Agencies represented in the gender expert group of Train4Dev	Agencies	Respondents to the interviews		
		F	M	Total
<b>Donor agencies:</b> - MFA-BE - MFA-NL - EC - DG DEVCO -EC – DG ECHO <sup>2</sup>	4	9	1	10
<b>Implementing agencies:</b> - GIZ - BTC - LuxDev - ITC/ILO	4	9	6	15
<b>TOTAL INTERVIEWS</b>		18	7	25

<sup>1</sup> The constituent organizations are (August 2011): DG DEVCO, European Commission; Ministry of Foreign affairs, Belgium; BTC, Belgian Development Agency; Ministry of Foreign Affairs, the Netherlands; GIZ, German Development Service; LuxDev, Luxembourg; International Training Centre/ILO, Turin, Italy.

<sup>2</sup> One respondent to the interview was from DG ECHO (for Humanitarian Aid)

## 1. Status quo on promoting gender mainstreaming in development cooperation

The following paragraphs will summarize the main policy-frameworks of the organisations represented in the Train4Dev Gender Expert Group. Specific attention will be given to the gender competence and capacities to implement these policies and measures.

### 1.1. European Commission

Generally spoken EU policies on the promotion of gender equality and women's empowerment in development cooperation are in place. However, institutional-wide gender competence for effective implementation of these policies and its corresponding accountability mechanisms are still rather weak. Nevertheless, DG DEVCO has made considerable advances in the past years, whereas DG ECHO still has a long way to go.

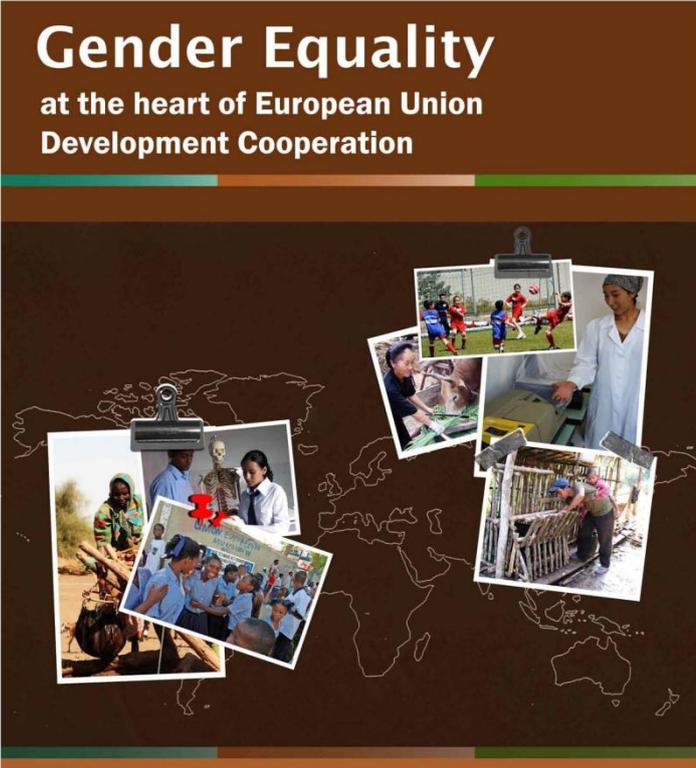
#### 1.1.1. DG DEVCO

##### Policy Frameworks

The EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015) is a practical operational framework to ensure that EU's principles to enhance gender equality and women's rights beyond its borders, is put into practice. This framework allows the establishment of **accountability mechanisms** at country level in partner countries as well as at HQ-level at the EC and EU Member States.

Gender Equality and Women's Rights are crucial for structural poverty reduction in third countries and prerequisite for human sustainable development, good governance, justice, peace and security. In relation to this, the **effective implementation of the following EU Commitments is a mayor challenge:**

- **The European Consensus on Development (2005):** Gender Equality and Women's Empowerment (GEWE) is included in the common development agenda as a crucial goal, a fundamental human right and a question of social justice. GEWE are moreover prerequisite for poverty reduction and instrumental for achieving the MDGs.
- **The Communication of the EC on Gender Equality and Women Empowerment in Development Cooperation (8 March 2007):** This policy is built upon the European Consensus on Development, and based on a twin-track approach consisting of:
  - a) gender mainstreaming in order to pursue changes in the political dialogue, in development cooperation and in in-house capacity building of the EU
  - b) promotion of gender specific actions in the areas of governance, employment & economic activities, education, health and gender-based violence.



**Gender Equality**  
at the heart of European Union  
Development Cooperation

Gender equality and women's rights are not only a fundamental human right and a question of social justice, but are also crucial to achieve the Millennium Development Goals. The European Union includes a strong gender component in all its policies and practices.

The eradication of poverty demands that women and men have equal rights, equal opportunities in the economic and social spheres, equal access to and control over the resources of society and political voice.

The European Consensus on Development  
<http://ec.europa.eu>

Gender Equality and Women Empowerment  
in Development Cooperation



EUROPEAN UNION

- **The EU guidelines on violence against women and girls and combating all forms of discrimination against them (2008):** These guidelines mark EU's clear commitment to take women's rights as a priority for long-term action to prevent violence against women and girls, to protect and support the victims, and to prosecute perpetrators. Especially in conflict areas, violence against women and girls is often used as a tactic of war to destabilize communities. It is a mayor challenge for the EU to address these problems of gender-based violence in third countries in order to create a safer world for all, women, children and men.
  
- **The Comprehensive approach to the EU implementation of the UNSCRs 1325 and 1820 on Women, Peace and Security (2008):** This policy framework is designed to ensure that EU's external actions are shaped to protect women from violence and to contribute to increased equality between women and men during and after armed conflict and in fragile states. The **list of indicators** which was endorsed by the Council in July 2010 **to ensure accountability on the implementation of the UN Security Council resolutions 1325, 1820, 1888 and 1889** should be used at country level by the EEAS to promote women's participation at the peace tables, to protect women and girls against violence, to prevent the use of violence as a tactic of war, to bring the persecutors of gender-based violence to justice, and to ensure that gender equality and women's rights are promoted in post-conflict reconstruction.

### Obstacles to successful gender mainstreaming

Gender expertise is needed in all aid modalities - projects, programmes and budget support. It is a mayor challenge to ensure that gender expertise is one of the core-competences of EU staff involved in development cooperation, so that they are able to implement the EU policy on gender equality and women's empowerment in development cooperation. The Gender Action Plan establishes that gender should be a core competence for Heads of Mission, but that still has to be implemented.

The majority of EU staff trained in the past years were contract agents with a temporal assignment. Due to the high rotation of staff a lot of capacity building efforts of DG DEVCO is leaking away. For example, after 3 years of training (2004-2006) at least 52% of the trained staff had left the EC<sup>3</sup>.

According to one of the respondents to the interview, the philosophical question at DEVCO is: *"Is the in-house culture conducive to mainstreaming gender equality in the work? Politically the EC is well prepared and there has been a lot of emphasis on gender issues, which have been pushed high on the agenda by several Commissionaires. (...). However, the in-house culture is not gender sensitive and internal gender expertise is rather limited. Concrete expertise is mostly limited to some specific areas, such as social development or health, but not in all areas. Normally official functionaries are not expected to be experts, as specific expertise is obtained from outside if needed."* New-comers don't receive a course on gender and are not aware of the importance of gender competences for their work.

Within this context there is a lack of political endorsement by the senior level management. In specific cases there is also lack of political will, especially on the levels of Head of Delegation, and Directors. Although there are enough tools for gender mainstreaming, staff is using them only incidentally, as the incentive system doesn't award the use of these tools. Moreover, gender as a cross-cutting issues is seen as an additional workload competing with the other cross-cutting issues.

A structural problem is the lack of communication between those in charge of projects and budget support. *"These are different sections, separated circuits without communication, and each with their own meetings and networks."* Gender mainstreaming in EU programmes for General Budget Support is still a process which has to start almost from scratch.

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<sup>3</sup> See Review by EC Gender Helpdesk on gender capacity building efforts over the period 2004-2006. By Elizabeth Villagomez, Brussels, 2008.

## Measures to enhance capacity development

DG DEVCO has created 5 positions for dealing with gender issues within the unit '**Governance, democracy, gender and human rights**': 2 staff functionaries, 3 contract agents and 1 national seconded expert, but these positions are not exclusively focusing on gender equality (they also deal with non discrimination ,and child rights).

There is also a network of approximately 60 **Gender Focal Persons (GFPs)**, mostly contract agents working at the EU Delegations. Some years ago the work of the GFPs was more or less voluntarily on top of their main duties. In the past three years these tasks have been formalised and are now supposed to be included in the job description and in the annual appraising dialogue with the Head of Unit. The majority of the EU Delegations have formalised the roles of the GFPs, assigning a certain percentage of their time to their tasks as GFPs. In several Delegations the formalisation of the position of GFP is in procedure, whereas others still don't have a GFP. Generally insufficient human resources are allocated to GFPs.

DG DEVCO has trained over 2000 persons on gender topics in the past 7 years. They were mostly EU staff. With the start of the EC Gender Helpdesk in 2004, DEVCO (previously called AIDCO) initiated a process of systematic capacity building on gender mainstreaming in development cooperation. The first Gender Helpdesk (2004-2006) was implemented through a framework contract (FWC) with ITC/ILO. After a year of interruption (2007) the second FWC for follow-up of the gender-helpdesk was signed with Particip GmbH, resulting in EU Gender Advisory Services (2008-2010). Currently a slimmed down version of EU Gender Advisory Services (one part-time gender expert) is keeping the annual training programme on track.

Since 2004, DEVCO has organised annually:

- basic gender trainings at HQ
- thematic gender trainings at HQ (for Gender Focal Persons, on Peace & Security, on Dialogue, etc.)
- tailor-made trainings in the Delegations (until 2011)
- online trainings for EU staff (3 online courses, in English and French)
- an online course for external monitors of EU projects and programmes (since 2010).

The '**Toolkit on mainstreaming gender equality in EC development cooperation**' (in 4 languages) is a core-instrument for the trainings and capacity building. It includes a series of practical tools, some of which have been adopted as compulsory for EU staff, including the **Gender Equality Screening Checklist** for the identification phase (GESCI).

Additionally to the Toolkit several **Briefing Notes** (in 4 languages) have been produced on specific issues, such as human rights, state reform and administrative decentralisation, vocational training, peace and security, trade, and gender budgeting in the sector wide approach.

**Guidelines for reporting** on Violence Against Women (VAW) are sent each year (since 2009) to the EU Delegations in order to keep Heads of Delegations accountable for the implementation of the EU policy to combat violence and all forms of discrimination against women and girls.

Visibility of EU policy on gender and development is promoted with Newsletters, flyers, posters, and through the internet platform **Capacity4Dev** for exchange on gender among public and Gender Focal Persons on <http://capacity4dev.ec.europa.eu>

The budget for EU Gender Advisory Services was EUR 500.000,- per year over the period 2008-2010, and is EUR 100.000,- since 2011.

Currently DG DEVCO is preparing a comprehensive joint capacity building initiative with UN-Women and ITC/ILO in the framework of the Thematic Programme "Investing in People".

### 1.1.2. DG ECHO

DG ECHO operates as a stand-alone DG for humanitarian aid with its own institutional specificities, different to DG DEVCO. Although the importance of gender mainstreaming is highlighted in the overall policy framework, the implementation is still in the phase of inception.

#### Policy framework

The main policy framework for gender mainstreaming in DG ECHO is currently the “*European Consensus on Humanitarian Aid (2007)*”, which recognises *the different needs, capacities and contributions of women, girls, boys and men* and highlights *the importance of integrating gender considerations into humanitarian aid*. The consensus also states that *protection strategies against sexual and gender based violence must be incorporated in all aspects of humanitarian assistance*. Moreover it explains that *particular vulnerabilities must be taken into account and special attention paid to women, children, the elderly and disabled so as to address their specific needs and that the active participation of beneficiaries in general and women in particular is essential and should be promoted*.

Currently DG ECHO is developing a policy document with the aim to clarify ECHO’s gender approach in the specific field of humanitarian aid. It should be accompanied by an implementation plan to make the policy operational. Commissioner Georgieva (International Cooperation, Humanitarian aid and crisis response) as well as the new DG are committed to gender issues.

#### Obstacles to successful gender mainstreaming

A recent survey among staff of DG ECHO revealed a series of obstacles to successful gender mainstreaming, among which:

- Lack of understanding of what ‘gender’ is; gender is often seen as referring to ‘women’.
- Lack of practical understanding on how to integrate a gender perspective.
- Lack of tools and skills to implement gender policy
- Lack of incentives for staff and partners to use gender-sensitive tools. Some of ECHO’s partners are very gender-sensitive but do not always report on their gender performance as it is not particularly valued so far.
- There is some knowledge on gender at field level, but people are not recruited for their gender competences.
- The male-dominated partner organisations in the field are influenced by the prevailing stereotypes in their national context.
- Lack of useful examples; not only good examples but also bad examples.
- Reluctance and resistance to take another cross-cutting issue on board for fear of extra work-load.

Besides, there are no incentives to promote gender competences and DG ECHO lacks the instruments to promote gender competences.

The issue of emergency and short term intervention has raised an extensive discussion on gender mainstreaming in humanitarian aid. Some say “*time is too short to integrate a gender perspective in cases of emergency and there is a limited period of operations*”<sup>4</sup>. Others are worried about the impact and ask “*Should we promote transformative actions? Isn’t it dangerous to engage in this as it could create backlashes? Changing perceptions and behaviours of communities is a long term process, whereas our operations are short term.*”

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<sup>4</sup> The period of operations for DG ECHO are 3 to 6 months for primary emergencies and until 15 months for the longest operations, mostly disaster preparedness ones.

It is not that ECHO operations are gender blind. There are some partner organisations in the field which already include a gender perspective in their operations. *“In fact some activities already do change practices, for example by involving women in Water and Sanitation Committees, or including women in Cash for Work activities, etc. We respond to practical needs, but could do it also in a more strategic way. Crisis can open a window of opportunities. You have to see them, but there is lack of expertise. It is a complicated issue.”*

In fact DG ECHO supports quite a lot of gender sensitive activities and projects (some including transformative aspects), however these are hardly labelled as such. It is symptomatic for the in-house culture of DG ECHO that ‘gender-sensitive’ organisations hardly report on their gender performance in the field, because they think that it will not be valued.

### **Measures to enhance capacity development**

So far there are not so much measures taken at DG ECHO to enhance gender capacity development. There are no gender trainings available within DG ECHO.

Staff uses guidelines and training opportunities which have been produced by others. ECHO colleagues receive information regarding DEVCO gender training opportunities, or guidelines on Gender-based Violence (GBV) developed by the Inter-Agency Standing Committee (IASC) for different sectors of intervention in humanitarian settings, or online training offered by the IASC, such as the IASC e-learning course on increasing effectiveness of humanitarian action for women, girls, boys and men.

DG ECHO has appointed a Policy Officer for Gender & Children in Unit A3 ‘Policy and Implementation Frameworks’. She is the only officially appointed staff member in charge of promoting gender equality in EU humanitarian aid. She undertakes a lot of initiatives to engage colleagues at HQ and in the field in gender issues. Currently she is in charge of preparing the policy document on promoting gender equality in humanitarian aid, and the guidelines for implementation.

There is also an ECHO Gender Working Group, with staff from HQ and from the field. The group provides support for the development of the policy and its implementation plan. Among various issues the group discusses the use of a G-marker by DG ECHO and invites gender experts of DG DEVCO as well as a GenCap expert (currently sitting with UNICEF in GVA) who has been involved in the roll out of the recently-developed IASC Gender Marker for humanitarian funding appeals.

## **1.2. Belgium: Federal Public Service Foreign Affairs, Foreign Trade and Development Cooperation (DGD) and Belgian Development Agency (BTC)**

**DGD is, within the Ministry, in charge of development Cooperation. The bilateral cooperation of DGD is implemented by BTC. Multi cooperation takes place through contributions to the core resources (no earmarking any more); indirect cooperation is mostly through Belgian NGOs (6-year programmes). Gender policies are in place in both organizations, however more resources are needed for the effective implementation.**

### **1.2.1.DGD**

**The Belgian International Cooperation has a strong policy framework on gender mainstreaming. There is political will at the highest level to promote gender equality in international cooperation and gender is a political priority. The in-house culture is however not always favourable for gender mainstreaming, whereas few human resources have been allocated for in-house capacity building.**

## Policy framework

The overall policy framework is the **law of 25 May 1999 on Belgian International Cooperation**. Article 3 emphasizes that the goals of Belgian international cooperation include contributing “to respect for human dignity, (...), human rights, and basic freedoms, with particular attention to the fight against all forms of discrimination on social, ethnic, religious or philosophical grounds or based on gender”. According to this Law, 4 cross-cutting themes must be integrated into the bilateral cooperation: gender equality, environment, social economy and children’s rights.

**Strategy on gender equality 2002** (Note de Stratégie 2002) is a strategic note building on upon the law on Belgian international cooperation. It is based on a twin-track approach consisting of gender mainstreaming and specific actions. Each year, the policy notes (Note de Politique Générale) of the Ministers for Development Cooperation refer to this strategy, reaffirm the commitment in terms of gender equality and women’s empowerment and define the key domains of intervention. An updated gender strategy is under preparation.

The **law on ‘Gender mainstreaming’ (2007)** applies to all federal ministries. According to this law the federal government has to integrate the gender dimension in all its policies, measures, budget preparations and actions. The gender goals defined by the Government at the beginning of a parliamentary term are evaluated at the end of the parliamentary term. Each Federal Public Services (FPS) must keep gender-sensitive statistics and indicators up to date, and apply gender budgeting. The obligation concerning gender budgeting is mentioned in the budget circular of 2009. Since 2009 there is a Gender Note in the annual budget of the Department for Development Cooperation, including the compulsory use of gender equality policy marker of OECD/DAC..

**Belgian Development Cooperation in the Field of Sexual and Reproductive Health and Rights (2007)**. This policy paper expresses the commitment of Belgium to supporting the promotion of sexual and reproductive rights in developing countries through its policy of international cooperation. The approach of this policy document is based on human rights; on a global and positive approach to sexuality and reproduction, and on the principle of health care for all.

**Belgian National Action Plan on the implementation of UN Security Council Resolution 1325 (2008)**. In the framework of this Action plan, the Belgian development cooperation is committed to continue (i) to give priority to gender equality and women’s empowerment in conflict prevention and post conflict reconstructions; and (ii) give priority to the fight against all forms of violence during and after armed conflict with a special focus on sexual violence. In this respect, the Belgian development cooperation did pioneering work in combating sexual violence in DR Congo.

## Obstacles to successful gender mainstreaming

One of the main obstacle is that there are too many cross-cutting themes to take on board: gender, environment and climate change, children’s rights, social economy, which are mentioned in the law of 1999. Other themes have been added, such as good governance, fight against corruption, etc.. There is a competition between all these cross-cutting issues. Desk officers and attachés in the field do not have the time and resources to address well all these themes. Choices have to be made. Some Attachés are committed to gender and take initiatives, others leave gender aside.

In general, the workload has increased. There is lack of human resources: there is less and less staff as replacement of staff and new recruitment are limited for budgetary reasons. Despite of the gender commitment at the top, the gender unit at HQ counts with only one staff member. She has a rather heavy task to fulfill, as the in-house culture at DGD is not always open to improve gender competences. “She is always promoting gender capacity building. She is alone. When she sends a remark about a

*document, there are many colleagues who don't take her serious and complaint ...'always gender, we are tired of gender'.*

There are no tailor-made training courses or materials for DGD procedures. Existing courses and training materials of other agencies are used, such as the EC Toolkit, the OECD materials and other. Besides there is no training budget earmarked for gender. When necessary however, the general training budget can be used for gender trainings.

There are no specific incentives or rewards to promote gender competences of staff. *"The political will is there, the policy framework is there, but now they have to go forward to put this in practice. Every diplomat in charge should have a gender training to increase his/her competence. I was trained because I was interested"*, said one of the resource persons.

It is difficult to monitor the gender impact of the work of DGD as the Ministry is focused at policy, strategy and programming. As a result DGD is "cut off" the implementation and doesn't always see or is informed on the results on the ground. At country level however gender-aware 'Attachées de Coopération' at the Belgian Embassies try to monitor the gender mainstreaming on the ground. In Senegal for example there is a Gender Focal Person (GFP) in each project. They came together to talk about the main problems to implement gender mainstreaming. They evaluated the social constraints, and concluded that all actors should receive a gender training. They started a plan to train all of them, by visiting each project to assess what kind of capacity building is needed. This is a lot of work which has to be pushed from the Embassy, as the GFPs are mostly women in a low position; they are part of the administration or they are stagiaire, and without decision making power in the project. When it comes to practice, they are not organised to push gender mainstreaming on the agenda.

### **Measures to enhance capacity development**

Within the limited possibilities a lot of efforts have been done in the area of gender capacity building, like using existing training courses and materials to improve gender competencies, and by using the existing training budget for gender training.

- At HQ one civil servant is in charge of gender issues. She distributes materials and tools among colleagues at HQ and the embassies, including the EC gender toolkit. *"She is doing a good job; she provides tools and documents to the embassies, but I wonder if those tools are used"*, said one of the resource persons. However, *"a few other colleagues are very convinced and do their best to make pressure on colleagues and take new initiatives - like gender equality for Belgian scholarships, for instance"*, stated another resource person.
- The gender expert of DGD also organized gender sensitization sessions at different occasions and facilitated participation of colleagues to existing gender trainings:
  - In 2009 she facilitated the registration of colleagues for the EC Online Gender Trainings, which raised a lot of interest and expectations. Unfortunately, due to technical problems, this initiative could not be continued which was highly regretted.
  - In 2010 a two-day training on Gender and Aid Effectiveness of *OQ Consulting BV* was followed by 12 DGD staff members and stagiaires.
  - At the occasion of "*Journées des Attachés*" in 2010 a gender training was given by *Prof. Nathalie Holvoet* (macroeconomist, gender expert, University of Antwerp)
  - Gender training organized by the Belgian NGO "*Le monde selon les femmes*" in Belgium and in the field.
- The Belgian development cooperation is supported by the Commission on Women and Development, an advisory commission that was created by Royal Decree (December 1993). This "*Commission Femmes et Développement*" consists of representatives of women's associations, NGO's, universities and gender experts. Beside advisory services, this Commission organises

conferences and workshops on gender related themes and issues, which are well attended by DGD staff.

- The gender experts of DGD and BTC have delivered sensitization/training activities for Belgian Attachés in the field at the occasion of missions to Rwanda, RDC, Niger, and Vietnam.
- Belgian Embassies organize their own programme on capacity building. For example the programme in Senegal consists of:
  - Scholarships for people from Ministries and CSOs
  - a training by 'le Monde Selon les Femmes',
  - An annual capacity building programme for which some GFPs are invited as participants
  - Trainings only for the GFPs of the projects and programmes.

### 1.2.2. BTC



BELGIAN DEVELOPMENT AGENCY

**The Belgian Development Agency BTC has put a comprehensive gender policy in place, with a clear vision and a solid strategy for the future. For an effective implementation of this policy a proper allocation of the resources is needed in order not to miss opportunities to increase the quality of the BTC international cooperation. There is political will for promoting gender equality, but there seem to be insufficient support of the senior management. “The will is there... as long as we don't ask more money for this theme”, stated one of the resource persons.**

#### **Policy frameworks**

The integration of gender in programmes and projects has been on the agenda since BTC was born, and was based on the *Strategy on gender equality 2002* (Note de Stratégie 2002) of the Minister for Development Cooperation.

Since January 2010 the Belgian Development Agency BTC has an official strategy '**Gender Mainstreaming in BTC; Gender@Yourdesk**', which has been approved by the board of directors, the trade unions, and the management committee. This gender mainstreaming strategy is the result of a participatory process, and reflects the input of a large number of stakeholders and experts. It is a comprehensive policy framework with a vision for the period 2010- 2014: *“Before 2015 the BTC staff in the field and at HQs contributes to the promotion of equality between women and men. Each of us will integrate the gender dimension in her or his daily work in a structural and systematic way. To this end BTC provides the necessary training, capacity building, policies, guidelines, procedures and instruments.”* A new version of the strategy is underway including a focus on the *'EU Plan of Action for Gender Equality and Women's Empowerment in Development 2010-2015'* and a systematic approach of the entire cycle of operations of BTC.

#### **Obstacles to successful gender mainstreaming**

Although the gender policy of BTC is in place, there is insufficient support of the senior management, as it is not a top priority in the organisation. Only one staff member has been assigned as gender expert for the entire thinking and implementing. To realise the targets she has to plug in in the mainstream budget, which requires time-consuming ad hoc applications from different budgets. For example, to organise a gender analysis, the gender expert found finances in the fund for the formulations of interventions.

Gender is still too isolated and the gender expert has to do almost everything by herself. There is however a network of Junior Assistants with gender expertise, and some representations in the field have a Gender Focal Points (GFP), but mostly the function of GFP has to be assumed on top of the normal duties.

As budgets and time are tight, gender is squeezed in the competition between cross cutting themes. There is awareness of the importance and colleagues know what gender is about, however very few people see it really as a very important issue. Nobody is against it, but it is like the other cross-cutting-issues, just one topic among many other things to do.

In 2010 training for staff at HQ has been postponed, due to lack of time. Last year gender training was planned for the agricultural sector. This year (2011) for the health sector. There is not enough gender mainstreaming in the other trainings and capacity building efforts. *"We do however join each other's meetings, but when gender issues are on the table, it always comes on the same shoulders, especially if it comes from the management"* explained one of the respondents.

### Measures to enhance capacity development

Internal networks needed to support the work of the gender expert are still informal or incipient. The GFPs at Headquarters are nevertheless important to enhance capacity development within the organisation. BTC has 5 sectors (agriculture, health, education, infrastructure, water & sanitation), and each unit has a GFP. This internal network works on a voluntary basis since the gender competence is not included in the job description. *"Initiatives taken on gender should be evaluated in the personal performance, but this is not yet introduced in practice"* stated one of the interviewed. There is also a Pilot Committee for Gender, with gender focal points from each department, but this has only been organised once, mainly because of lack of time.

One of the goals set in the gender strategy is that within 5 years each colleague must have the capacity to integrate the gender perspective themselves in projects and programmes. Although specific attention is given to gender competences during recruitment and selection, during formulations of projects and programmes, it will take time to have organisation-wide competences needed for gender mainstreaming. For now the work of integrating the gender perspective in projects and programmes of the BTC as a whole has in fact accumulated on the desk of the gender expert who screens the documents (technical and financial formulation documents).

Given the limited budget for gender training, BTC uses existing training courses and materials and adapts these to their own needs, including distance courses from UNESCO, the EC online courses which were used in 2009 and were appreciated, and the EC Toolkit on mainstreaming gender equality in development cooperation.

Current measures in the area of gender training are:

- There were several presentations for BTC staff on the new gender policy.
- The gender expert developed a gender training programme and goes to the field to do gender training and back stopping of running projects or programmes. In her programming of training at national level for own field staff she explains gender and gender mainstreaming in projects and programmes. These trainings are very practical.
- BTC-field offices in several countries take own initiatives for capacity development (e.g. Senegal, Burundi, Rwanda)
- In-house training is organised for every technical assistant who is going to the field. Priority is given, until now, to the departing ITA's and Junior assistants: all receive a compulsory training. There is a one-hour gender module in the 3-week course, which is compulsory for assistants who go to the field. From September onwards there will be more time for gender in these trainings.
- The topic of gender is also included in the BTC Summer Seminar, although it is one topic among many things.
- The gender expert organises a training (November 2011) of one week for all TA and JA and staff of the projects, programmes and the Representation in Niger and works out plans so that all project programmes have their component for gender capacity development during their implementation.
- The gender expert has provided an important contribution to the new scholarships programmes (Senegal, Maroco, RDC,...).

One of the respondents concluded: *“There should be more staff interested in gender issues. More regular training is needed. The management should give more support. The gender expert should have a fixed budget, which should not constantly have to be negotiated, and she should receive the support from a junior.”*

### **1.3. Germany: GIZ/Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH**

The German Company for International Cooperation - GIZ - is currently in a process of integration of three German development agencies: GTZ, DED, and Inwent, which are merging together in GIZ. Each of the three organizations has worked extensively on integrating gender over the past few years. GTZ had a gender strategy with a comprehensive strategic framework for the implementation of gender mainstreaming. DED developed the Gender Master Plan in preparation for the merger. InWent had concrete guidelines for integrating gender into its work. In this report we will mainly focus on the gender strategy of the previous GTZ as the resource persons interviewed are from the former GTZ. Documentation of DED and Inwent have been included on the USB Stick with policy frameworks and background information. GIZ is however more than the sum of the 3 constituting organisations before, which means that the gender strategy soon will be updated for the new challenges.

#### **Policy frameworks**

GTZ has a long tradition of gender mainstreaming. The company's first gender strategy is from 2001, whereas the third GTZ corporate gender strategy was launched with the publication of *‘Gender Pays Off! Gender Strategy 2010-2014 of GTZ’*. One of the main references of this strategy is the *‘Action Plan on Gender 2009-2012’* of the German Federal Ministry for Economic Cooperation and Development (BMZ), which is the main contracting authority, although not the only one.

The GTZ Gender Strategy has a double goal; it aims to ensure comprehensive gender mainstreaming in its partner countries and to promote gender equality internally within the company. The strategy consist of three complementary parts:

- Improve gender mainstreaming in the technical cooperation (TC) measures.
- Increase the portfolio of projects and programmes whose main objective is to promote gender equality.
- Ensure gender equality within the company as an integral part of the Gender Strategy.

GIZ is a company which wants to put in practice what is preached. Gender equality principles are an integral part of the corporate values and the work of GIZ. In the following paragraphs we will explore how this works out in terms of in-house capacity development of the company.

#### **Obstacles to successful gender mainstreaming**

The main obstacle to implement gender mainstreaming in GIZ is the multiplicity of topics to deal with in the field. There is a competition between cross-cutting issues. Many field staff feel it is an add-on and don't see the added value of the gender perspective. If it would not be promoted by the hierarchy, people would not stick to gender issues. *“At the same time however, the situation is ambiguous; the hierarchy supports gender, but there is no genuine engagement.”* Gender is not appreciated openly, it is not considered to be a *‘cool topic’* for men, and doesn't come in the first place.

The workload has increased. Temporarily there is extra workload because GIZ is in a transitional period with the merger of the 3 organisations. Also structurally there is an increase of the workload due to increased political priorities, pressure, unclear procedures and uncertainties. One of the GIZ resource persons explained that as a consequence of this workload there is not enough time left to use all the

very good manuals and tools, the knowledge gathered and the lessons learned on gender mainstreaming, or time for additional activities such as gender training.

Resistance and lack of interest might be other reasons for obstacles. The understanding, that 'gender' is more than just 'supporting women', is not anchored everywhere by everyone yet. *"Especially with some of the older (and often male) colleagues, 'gender' is still seen only as 'supporting women', but not as something inherent to all aspects of project planning and implementation"*. Impact indicators are often reduced to measuring the percentage of female participants in projects or programmes, and do not say much about what those participating women actually achieved. Additionally, there is lack of knowledge and skills to integrate gender aspects in non-traditional sectors, such as 'climate-change' or 'reconstruction'. Gender-tiredness is also playing parts in the resistance, with arguments as: *"We have done that since years and years, 'gender' had to be worked on for ages, it's time to drop it/ we were not successful, so let's just leave it out"*.

One of the resource persons was wondering if the ambitions might be too high. *"We do a lot compared to other organisations, and much has to be done to reach our goals. On the other hand, gender is getting endemic; integrating gender in the personal minds, so that everyone feels competent is quite ambitious."*

*"Gender is not sufficiently integrated in the Structures and in the Minds"*, stated another resource person, while referring to the two levels of gender mainstreaming: a) gender in the institutional structure, in the procedures and system of service delivery; b) in-house gender competences. *"Even if people have the competences, in the area of gender you always have to do with values, attitude, and personal behaviour. Even if gender would be fully and systemic included in the institutional structure, gender mainstreaming can still be hampered by people's attitudes and behaviour. As long as they see it as an additional workload, as something that has to be done, you have to continue with the procedures and the application of gender check-lists."*

### Measures to enhance capacity development

The GIZ Gender Strategy is focused on promoting the following elements:

- *Gender competences*, which is not only about knowledge but also attention on how to improve the working level
- *Political will*: There is commitment to gender equality at top-level of the company, the Committee of Executives. Managers and Country directors are held responsible for the successful implementation of the GIZ Gender Strategy. Project and programme officers are called to integrate a gender perspective
- *Processes* to ensure that gender will be mainstreamed in the development cooperation
- *Accountability*: When planning colleagues discuss 'how' talking about gender results
- *Company culture*: *"Gender has to be in your veins, so that you think about this in a natural way, and as something good."*

This strategy builds upon the previous gender strategy (2006-2010) where gender became part of the institutional capacity building. The conceptual thinking about required in-house competences, including gender competence is done by the Sectoral Department. At times the individual divisions in this department take interest in a specific gender issue and may work on a training of some sort. The gender program also organizes and conceptualizes trainings to some extent. These trainings are mostly based on demand. For example, the gender human rights and poverty training module was developed by three programs from the Sector Department.

The Department of Personnel got on board to assess *gender competence in the recruitment of human resources*; the selection form includes a part on competences of the candidate, including gender competence.

Gender has also been introduced as an optional element in the annual assessment of personnel and may be included in this procedure when staff is interested in setting gender goals for themselves. Any staff member can pick 'gender' as a topic in the annual goals established with her/his superior, though there is not much push to do so. It is a free choice. Although it is not compulsory, as an incentive the gender strategy has been integrated into the corporate strategy. Indeed, employees can set any topic, but once he/she has set a gender topic in the annual personal goals he/she can get money if he/she can show evidence based results of including gender in her/his work. The incentive is a percentage of the salary. *"You have to agree upon certain objectives with your superior and when you achieve your personal goals within a period of one year, you will receive the agreed salary increase. This percentage can fluctuate from zero in case you didn't achieve this personal goal, until a certain percentage on top of your regular salary. The total amount you can get is about one month extra salary a year if you achieve all your personal objectives. And it works."*

Specific examples of incentives which are applied to promote gender competences include:

- Participation in training programmes (in-house or external)
- Taking over tasks related to "gender" (e.g. being Gender Focal Point, developing a policy or a webpage...) and benefitting from them via annual staff appraisals and bonuses
- Developing fact sheets, project presentations, etc.

GIZ has a network of Gender Focal Persons (GFPs). In the 22 countries where GIZ operates there is a GFP for the overall GIZ portfolio, as well as GFPs at programme level in some countries. *"Gender competence is included in the job-description of the GFPs. They have a time-budget and financial budget to promote gender equality mainstreaming. They can use this budget for activities in the country; to organise trainings, or activities on international women's day, or what else. The financial budget is a percentage of the programmes, for example 5% of the budget. This percentage is fixed in the annual budget for every country by the management team (country director and programme coordinators). It is not compulsory to fix this budget, but it is strongly recommended and it works in all countries, as all country director and programmes are aware of the gender strategy."* GFPs have an advisory capacity only. The question is however whether their advice is actually sought by the decision makers or not.

In past years GIZ (former GTZ) developed a range of guidelines, handouts, factsheets, and tools which have been disseminated amongst country directors and Gender Focal Points in the countries. **"Steps for Action"** is a publication on experiences and the questions of "how to...?", which includes articles on gender mainstreaming. Yet, these are still not intensively used within the projects, except for some sectors, projects and countries where the exercise of gender mainstreaming has led to some great experiences. An increasing number of men has become enlightened and interested in the topic when they see the benefits of applying a gender perspective. The instrument of **gender analyses**, for which GIZ has prepared a **manual for the gender-differentiated design of technical cooperation projects and programmes (2011)** is now applied in several countries with good results. For example in Senegal a programme leader applied a gender analysis to a sustainable energy project. The analysis showed factors which he had overlooked, but which were obstacles for achieving sustainable results. This learning experience has been vividly described by him as an interesting example of how a gender sensitive perception can increase the quality and sustainability of a programme.

#### **GIZ developed a series of training activities:**

- Gender training is part of the introduction course for new colleagues. In the past there was half a day dedicated to gender. Now gender is more integrated as a cross-cutting issue, included in a module on the concept of sustainable development and became less visible. There are few people who choose this module. Currently GIZ is discussing whether and how participation in the gender-training-day should become compulsory for new-comers.
- Gender trainings are included in the overall package of trainings at HQ, although not integrated in all topics. These trainings are organized in decentralised demand-oriented way and participation is

optional in most cases. There is training either specifically related to the function of 'Gender Focal Person', or on issues, such as 'Gender and Economic Development', on 'Gender and Public Finance Management', or other in-house thematic trainings. These trainings are organised at HQ for German speaking staff and expatriates working in programmes, and regional departments.

- A lot of GIZ country offices organised their own training over the past 2-3 years. These are mainly tailor made trainings for projects and programmes. Training on gender analysis is currently a big topic.



Cameroon, 2011: Workshop to promote gender equality in the forest-Environment sector, organised by COMIFAC/PACEBco, CBFP Facilitation and GIZ.

- The GIZ Gender Week which is organised annually in March offers a wide variety of presentations and events about gender mainstreaming in the field and in the organization as well. Parallel events are organized in many of the country offices. Many participants come to headquarters or to the field structure.
- Every other year - during the Gender Week - the Gender Competition is held to award excellent gender approaches in the field for their achievements. Usually the events are quite well attended and the management takes part as well.

The main conclusion is that structurally, GIZ is tackling the issues well at all levels and as part of the corporate strategy, but the workload is too high and 'gender' is not yet in the veins of all the people working for the company.

#### 1.4. Luxembourg: LuxDev

**LuxDev is the implementing agency of the development policy of the Ministry of Foreign Affairs (MFA) of Luxembourg. In 2009 gender policy has been put in place and is now being operationalised at HQ and country levels.**

##### **Policy frameworks**

As a topic 'gender mainstreaming' has always been addressed by LuxDev, but not explicitly. Two years ago the gender policy has been put in place and is now a mandatory chapter in the formulation. The main policy framework is the document of the Ministry of Foreign Affairs on '**Gender; Strategies and Orientations**' (2009). LuxDev has participated in the elaboration of the Ministry's gender strategy.

This gender strategy is part of the development policy (2009) based on several strategies of development cooperation for its main sectors<sup>5</sup> and its 3 cross-cutting issues: Environment, governance, and gender. Action plans for each strategy are in the course of finalisation.

The next step is to ensure the integration of gender in the Indicative Programme with partner countries. Around 2005-2006 the MFA started with introducing gender as part of the first generation multi-annual indicative cooperation programmes (5 years). Now with the 2<sup>nd</sup> generation indicative programmes, gender is included more explicitly.

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<sup>5</sup> Agriculture and food security, humanitarian action, local development, water and sanitation, education, environment and climate change, gender, governance, micro-finance, and health.

This process has been given follow up in several countries. In one country the gender model of the Ministry was used to define the gender strategy for the II Phase of a project. In other countries where the national policy framework to promote gender equality are in place, LuxDev continues working to promote participation and women's empowerment, or specific gender activities have been added as part of the mid-term review process. Three interviews with LuxDev people at country level confirmed that the introduction of the new gender strategy was never controversial in the dialogue with the counterpart.

### Obstacles to successful gender mainstreaming

*"One of our main problems is that we are understaffed<sup>6</sup> and we have to be experts in everything", explained one of the respondents from HQ. Gender is not a priority. Time constraints and a huge workload is felt as one of the obstacles why often preference is given to other priorities than gender. "In the field people would like to raise the issue, but it is never on the priority list, as we have to discuss so many other issues with our counterparts." On the other hand, other cross-cutting issues and subjects are considered to be more interesting, such as environment or specific health issues rather than gender issues in health.*

Cultural constraints are also identified as obstacles for successful gender mainstreaming in the field as well as at HQ. One of the respondents in the field expressed his sceptics as follows: *"The problem is not lack of awareness, or lack of knowledge. Donors like to do training and awareness raising, but it this does not really change things ... the problem is that we don't take consequences of our knowledge. There is reluctance to change (...). It is not primarily a political issue, but a cultural issue, which cannot change through training. The changes in conditions for women in Nord-West Europe the past 50 years were the result of a 'class struggle', rather than training and awareness workshops. Organisational structures are also influenced by culture".*

At HQ in Luxembourg women are underrepresented at the higher levels of LuxDev and the **in-house culture** is unfavourable for women. This is a structural human resource problem *"which is deeply rooted in the social-economic context of Luxemburg, where 60% of the women do not have paid work".* Women's way to the top is blocked by traditional perceptions of the male leaders in the organisation and there is no policy of equal opportunities; that's to say, lack of flexible working hours, lack of facilities to combine work with family responsibilities, and unequal distribution of unpaid care labour between men and women. *"Bosses have problems to accept women as equal colleagues to do the job. Women are seen as less flexible, as we have practical problems when we have to do missions to the field, we have to arrange child care, pay people to take care for our children, etc. Traditional men leave these tasks to their wife at home, and they don't feel co-responsible for it. To tackle these problems, gender awareness training is needed at highest level, including ministerial level".*

At field level there is lack of practical tools. Guidelines and good practices for implementing the gender strategy. Often gender is seen as an add-on and not mainstreamed in the action plans. LuxDev staff in the field has lack of knowledge on what gender mainstreaming means. *"Teams (of LuxDev) need gender capacity building; often they think that you have to add activities for women. They don't take it as a mainstream strategy, but as an add-on. (...) We have to report to HQ but we have no technical references for gender and we don't receive feedback. To prevent problems we do internal training, which gives us theoretical tools. We need however more practical tools based on experiences and internal reflection, without depending from an external consultant".*

There is also a lack of good examples and good practices. Lessons learned are not turned into a positive action tool. In specific cultural contexts there is need for proper tools and skills to deal with gender issues. *"In Muslim countries we really have to think twice before going into gender issues, such as family planning and birth control. We have to find the proper tools to touch these issues in the Muslim*

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<sup>6</sup> Lux Development has 55 persons at HQ and 150 in the field; 500 including local staff in the field.

*context, to avoid the risk of moralising or inter-civilisation clashes. We try to get this into project planning and design, but we do not work getting the demand in line with the resources available”.*

Vaporisation of the gender perspective during implementation: Gender remains often a lip-service in the project description and is not measured in real output. Opportunism can also be a reason for evaporation in the implementation phase: *“Our counterpart is ‘macho’, but to get funds they show interest in gender issues, but once the funds are allocated, they are not really committed to gender.”*

The move towards sectorial support has its own constraints. With the Operational Partnership Agreement (OPA) LuxDev delegates money and assist the partner to dispose of this money for an agreed activity/result. The audits are only limited to financial data. In this approach cross-cutting issues disappear as long as there is no benchmarking and no minimum standards on cross-cutting-issues included in these audits. Currently there is no accountability on cross-cutting issues in the OPAs. It is symptomatic to see that cross-cutting issues get lost. The issue becomes more complicated if the policy of the national government has no gender perspective and the counterpart lacks staff for gender work and gender-sensitive monitoring. *“It is difficult to get sex-disaggregated data. We defined some gender indicators and a baseline, but our counterpart does not respond when we ask to disaggregate the data. In the dialogue we have to discuss about this. We have to strengthen our counterpart on producing the right data”*, explained one of the respondents from the field.

### **Measures to enhance capacity development**

In June 2011 LuxDev had a two-day gender training at HQ. It was the first in house gender training ever. As a result 10% of the staff has been trained. Approximately 30 persons participated, including regional representatives, HQ staff, and staff from the Ministry. There is a plan to repeat the training for other staff.

Internally LuxDev doesn't have its own gender training materials. During the training in June the EU training materials were used.

Besides these face-to-face trainings, everyone is free to take online capacity development courses on Train4dev.

There are procedures with a gender dimension, which are being improved step by step. Currently documents and procedures are updated to include a gender perspective. In project documents there is already a chapter on gender. Now gender references will be integrated in all chapters to remind people of gender. The intrinsically motivated agents for change within LuxDev are bringing things further. *“The rest goes back to order and is not interested in change. For them we need the most practical tools”*.

#### **1.5. Netherlands: Ministry of Foreign Affairs**

**For the first time in 35 years the Dutch Ministry for Foreign Affairs has no Policy Framework for Gender and Development. Gender is still a cross-cutting issue in the development policy as a whole, and thanks to the pressure of the Parliament the budget for gender issues has not been reduced, but the new government (2010) didn't come up with a specific policy for gender and development (August 2011). The Parliament however has forced the Minister to develop a stand-alone gender policy. This is also the result of strong pressure from civil society. It is to be expected that a new gender policy will be presented in the Parliament before the end of 2011. “We have now the strongest political will from the Parliament ever seen to keep gender on board”** stated one of the interviewed.

## Policy frameworks

The efforts of the Ministry of Foreign Affairs of the Netherlands to promote gender equality go back to 1975, when the first policy on Women & Development was formulated. Making this policy operational and passing from the Women in Development strategy to the Gender and Development approach has been a process covering many years<sup>7</sup>, and included the development of gender checklists, development screening test in the appraisal memorandum, gender specific sector papers, gender target indicators, tools for gender assessments and gender country profiles.

By the end of the 1980s the Dutch Ministry for Development Cooperation initiated a process of policy development for promoting *women's autonomy and gender mainstreaming*. This resulted in a solid policy framework and a strong gender unit at HQ with 7 full-time equivalent positions for gender experts in 1991, which increased throughout the 1990s. Moreover, by the end of the 1990s approximately 40 gender experts were appointed as First Secretaries in the decentralized Embassies, each with a *local fund for innovative women's projects* and far reaching competences to ensure gender mainstreaming. Some of them had even a veto for all embassy projects; without the approval of the gender expert no project could pass. Many thematic areas have been addressed throughout these years in cooperation with other bilateral or multilateral donors, including issues related to violence against women, women and Islam, women and macroeconomics, women in political decision-making, women and armed conflict, problems faced by girls, etc.

Since 1998, the gender agenda in the Netherlands has known its ups and downs, with some peaks such as under Minister Koenders (2008-10) who gave a big boost to women's empowerment and MDG3 with new policy documents, funds for HQ and delegations, and a huge multi-annual *MDG3-fund* for grants for CSOs, which still continues under the new government.

In 2008 the "**Dutch National Action Plan 1325**" (2008-2011) (NAP I) was initiated with the introduction of a gender perspective in the Dutch triple-D-approach (Diplomacy, Defense and Development) in fragile states. Currently a NAP II (2012-2015) is being prepared to give follow-up building on previous experiences and insights. "*Our security policy based on UNSCR 1325 allows us to do some joint action on an ad hoc basis in certain countries. In Afghanistan for example, 3 years ago there was nothing for women, we managed to do a fairly small action – organising a joint conference to present the 1325 issue – including the USA. From then on women from Afghanistan were included and involved in the discussion on peace and reconstruction*" explained a resource person from the Netherlands

Today the three main aims of the Dutch foreign policy are: Improve the Netherlands' economic position in the world; promote global stability and security; and foster human rights. In his recent **Focus Letter (2011)** the Secretary of State for Development presented 4 spearheads, which are the thematic priorities for the coming years of Dutch Development Cooperation in a reduced number of only 18 countries: (a) security and the legal order; (b) food security; (c) water; (d) Sexual and Reproductive Health and Rights (SRHR).

Gender, good governance and environment are the three cross-cutting issue for these focus areas. Each department in charge of one of these spearheads (fragile state department; water department; etc.) has elaborated a detailed **workplan, which includes a gender perspective**. "*The quality of these documents varies, however, gender is on board in all thematic priorities again. This is important, because if there is not a political commitment from the Minister or from the Parliament, gender will fade out and drain away instead of remaining in the mainstream*".

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<sup>7</sup> Policy and implementation in Netherlands development cooperation 1985–1996 ; Policy and Operations Evaluation Department. The Hague, Ministry of Foreign Affairs, 1998

Currently the gender-unit at HQ counts with 6 full-time equivalent positions for gender experts which are temporarily not fully occupied. A new stand-alone gender policy will be presented to the Parliament before the end of 2011.

### Obstacles to successful gender mainstreaming

The **gender blindness** of the report which constituted the **basis for the new development policy** of the current government, is one of the reasons why a stand-alone gender policy disappeared. This report "*Less pretention, more ambition*" (2010), written by the so-called *Scientific Council for Advice to the Government (WRR)* has not considered 30 to 40 years experience in gender mainstreaming. The chair of the team, *Mr. Peter van Lieshout*, who has delivered this report said that he has not found scientific evidence that gender is a crucial factor for development. One of the interviewed for this assessment

#### An example from Burundi

We are supporting a Security Sector Reform (SSR) programme, so I asked the embassy if I could join a mission with the Burundi authorities, as it was a good opportunity to address gender issues.

The response was: "*There are a lot of problems, and we cannot bother the Burundi authorities with another issue like gender.*"

After a lot of correspondence they finally allowed me to join the mission, but only as an observer.

The first morning we were introduced, 8 Dutch representatives (including myself), and the Burundi high officials from the army, the police, and several ministries.

During the first coffee break, the chief of staff of militaries walked on to me and said: "*God, I wanted to talk to you man. We include gender in our army.*"

I said: "*Perfect! Say it in the meeting.*"

When I talked to the boss of the police, he said the same

They both brought the gender issue to the table. It became 1 of the 3 priorities in the SSR programme.

In our Ministry people are writing memos that gender should not be one of the priorities. I had to tackle my own people from the Dutch Foreign Affairs who didn't want to address gender issues with the Burundi authorities, thinking that they are stupid in Burundi. The Burundi military staff however fully agrees; NATO also, and they are much faster. They caught up quickly and drastically

explained: "*Mr. van Lieshout doesn't recognize the scientific value of research done by the Worldbank about the costs of VAW, nor does he recognise studies which show that gender equality results in smart economics, nor case studies which prove that women's involvement in conflict prevention and peacebuilding leads to better results, although it has all been proved in practice. We suppose that Mr. Van Lieshout has placed this evidence aside because these were not based on academic research*".

The "*deep-rooted Anglo-Saxon culture*" is part of the **in-house culture** and doesn't disappear after only some decades of gender policy. It is an obstacle for putting gender issues on top of the political agenda in the dialogue with partner countries. "*When going to bigger issues, people tend to fall back on core business... 'how to run a government'. We start saying 'It is difficult'. And it is also a matter of promoting ownership. An average person in my ministry said: 'We cannot bother these people with gender mainstreaming', whereas my experience is that our partner countries are absolute interested and willing to integrate gender.*" Even when a clear policy framework is available, as the '*National Action Plan 1325*' (2008-2011), it remains difficult as many staff members see 'gender' as a development cooperation issue (as something like projects to help poor women, etc), not for instance as a security issue. "*The issue is that we have specific perceptions in our Anglo-Saxon culture about the role of men and women in peace and security. We look different to an Afghan woman who is assassinated, because she was fighting for equal rights, then to an Afghan man who is shot for the same reason. The man is a hero. The woman is stupid. That's how we see it in our Anglo-Saxon culture, as we feel uneasy when a woman dies for her cause, because women are supposed to stay at home, not to fight as they have no business in war*

*and peace. I was hampered by my own perceptions when I went to Afghanistan, and thought that many Afghans were against us. But it is not true. There is only a small minority that is willing to use a lot of force and violence.”*

The middle management is the less interested in gender issues. They are interested in career making, and they are judged on other criteria than gender. There is **lack of incentives and rewards** to enhance gender competences. *“Gender has no status. You cannot build a career on gender. As a man you are a softy when you do ‘gender’ or when you talk positive about women. To make career, you have to do hard core political functions.”*

Tools are available, but they are not applied. *“There is too limited internal pressure to implement gender issues. So nobody is asking for tools.”*

Sometimes there is gender tiredness and there is no incentive to enhance gender work. *“Gender should be linked to a rewarding system. Staff should know what the reward will be: ‘There will be no reward, or you will not pass that door if you have not shown evidence of gender competence’.”*

The **high turnover of staff**, brings new people who have no gender competences, as this is not required. Even when once the gender competences were of a reasonable level throughout the Ministry, now there is an increased group which doesn't see the advantages of gender mainstreaming, especially in the middle management. *“They feel ‘gender’ as an add-on, not as a core activity.”*

The number of **gender experts at Embassy level has drastically been reduced**. Currently only 4 embassies count with a gender expert, all of them local contractors, whereas in the 1990s there were 40 expats appointed as gender experts in the hierarchy. Practice shows that a gender expert or a GFP remains necessary to keep colleagues keen on gender issues in their sector or thematic area. Gender mainstreaming evaporates or remains lip-service if there is no pro-active attitude or a ‘gender-watchdog’ in the embassy or in the unit. For example: *“In Mali the analysis of the position of women was touched in past planning processes, but no actions were undertaken. Gender was not mainstreamed in health, education and poverty reduction strategies. Nothing had been done.”*

Even at embassies with a strong political will to promote gender equality, it is not always clear how to implement change and achieve results, because there is lack of gender expertise. For example, *“you cannot resolve deep-rooted cultural obstacles for women’s emancipation by offering the government a consultant for the Family code. More is needed, such as including gender in the objectives of cooperation agreements, and training of staff on how to deal with gender issues in the political dialogue.”*

Moreover, if there is a new policy, there is always a tow after it, like finding the right expertise to implement the policy. *“Here in Bangladesh we focus on three of the four spearheads, among which SRHR. However there is a lack of expertise in this area (...), although local SRHR gender expertise is available.”*

Another obstacle is the **lack of gender expertise of contracting agencies**. Specialists on Water, Food, Governance and Financial Auditing also often lack gender expertise. For example, the company which manages the MDG-3 fund had to involve a subcontractor with gender expertise, as they didn't have this expertise themselves.

### **Measures to enhance capacity development**

The following measures are taken:

- The gender unit at HQ can appoint 6 staff members. Embassies have a certain autonomy to appoint gender experts as local contractors.
- During the past 4 years there were a lot of gender trainings, at least twice a year, but gradually the participation was diminishing. These trainings are carried out by the gender unit of the Ministry. *“In our gender trainings we try to make clear that gender is not a development issue but a political issue, including an issue of human rights, economic development, security and peace (UNSCR*

1325), etc. *In all peace missions we have now a gender course included.*” By taking politics as entry point, gender is getting a higher ranking on the stairway of prestige. This should be the new formula. There is a budget for two days of in-house gender training a year. There are also some bilateral gender programmes.

- When training on development cooperation is organised, some gender components are in. The trainings are not compulsory *“Once upon a time we have agreed that gender should be included in all trainings, but it has not been implemented. The classes for new diplomats include gender, but very minimum.”*
- A range of training materials has been developed and broadly disseminated:
  - Video clips (e.g.: invest in women, )
  - Readers with up-dated materials
  - OECD-documents (e.g.: the G-marker)
  - Original policy documents and explanations (e.g. CEDAW, PfA Beijing, ICPD)
  - Argument charts
  - Toolkit on VAW
  - Brochure on “Dutch Do’s on women, peace and security”
  - Every sector has gender tools
- A knowledge community was constituted with external institutions (NGOs, Universities and other Ministries) to advise the Minister in order to make his policy and practice gender proof, independent from the colors of political parties. This was done during the previous government. One of the activities prepared by this group was a huge one-day session on gender issues with 60 staff members (see next point).
- In 2010 an unconventional one-day gender session was organised in a meeting room of a football station for 60 staff members of the Ministry. Potential change agents were invited to participate. During this day there was a workshop on pro’s and contra’s of gender mainstreaming in Human Rights, in Economy, and in Security issues. This resulted in the *‘Argument charts’* which give an idea of the attitude of staff towards gender issues. *“The exercise revealed that middle management is the most difficult group to convince about the advantages of gender mainstreaming.”* Interesting issues were reviewed, including strategies from the sports-world applied to gender work in the Ministry. Participants were enthusiastic and inspired.
- Thanks to the *‘high season of gender mainstreaming’ (end of the 1990s)*, when almost 50 gender experts were appointed, gender competences have remained within the organisation and can still make a difference. The human resource management of Foreign Affairs is based on a 4-year cycle, which brings gender-experts in different circuits. Once appointed at decision-making levels, they can implement effective strategies for gender mainstreaming. For example a gender expert who was appointed Head of Development Cooperation at the Dutch Embassy in Bolivia ensured that women’s emancipation was included as an objective in the Multi-annual plan of the Dutch Embassy with the government of Bolivia and the set up of a strong monitoring system with economic affairs in Bolivia. As a consequence all projects and programmes had to include a gender perspective. This was an incentive to promote gender competences, by organising a series of compulsory gender training for the entire staff. She could implement this by using the general budget available in the embassy for training and consultancies. *“It were 12 sessions over a period of 3 months. The University of La Paz (UMSA/CIDES) developed specific training material for our courses. These materials have also been used by other donors in Bolivia.”*
- Last but not least, during the previous government EUR 70 million was reserved for the MDG-3 fund for a period of 4 years. This FLOW-fund (Funding Leadership and Opportunities for Women) has not been touched in the ‘savings operation’ of the new government. Structurally also EUR 6 million remains available annually for UN-women, including EUR 2 million for the trust fund on VAW.

## 1.6. International Training Centre (ITC) of the ILO

ITC/ILO is a training centre with approximately 200 staff members. Among the above mentioned organisations ITC/ILO is the one with the longest tradition in promoting equal rights. Since its establishment – over 45 years ago – equal rights for women has always been on the agenda of ITC/ILO. For the past 20 years - especially since the Beijing Conference in 1995 - gender issues, gender and development, and its different approaches have been included in the work of ITC/ILO. *“Our gender agenda as training organisation includes training on how to mainstream gender equality within organisations as well as promoting gender mainstreaming within specific technical training,”* explained one of the respondents of ITC/ILO.

### Policy frameworks

There is an overarching policy framework of the ILO, where gender equality is one of the fundamental principles, and a cross-cutting issue. This policy has been worked out in the ILO Gender Equality Action Plan (2010-15), which builds on previous policies and strategies. The ITC is incorporated in this action plan. Mirroring the ILO, the ITC/ILO also establishes its own gender mainstreaming policy. The ITC/ILO gender policy from 2000-2010 is currently updated. In July 2011 ITC/ILO launched a renewed policy with a director’s circular **“Policy on gender equality and mainstreaming”**. As result of this policy circular a Gender Action Plan (2012-2015) with a strategic plan for the centre is under preparation.

### Obstacles to successful gender mainstreaming

Ensuring that all training programmes (labour inspection, social security, etc.) are technically sound also from a gender perspective entails in-depth technical work which is not always possible because of **resource constraints**. The pressure is quite high as the centre has to deliver a huge number of trainings per unit. *“We have a system in place to support this process but there are still “patchy areas” and also we would need an improved knowledge management system.”* ITC/ILO went through a ‘rather shaky’ period, starting again after a period with serious financial constraints in its institutional partner organisations, and less resources for ITC-staff development. Now ITC is catching up and did a gender assessment in the first semester of 2011, which was actually the only staff development programme for this year.

The articulation of the gender equality approach to specific disciplines, tools and work, is still a challenge. ITC/ILO works with people from different cultures and with different perceptions. Interest in gender issues varies enormously from person to person. Gender mainstreaming is particularly difficult when training is provided by very specialised external technical experts. *“We still need tools; very targeted tools for technical training programmes as well as tools for knowledge management.”*

It is difficult to achieve equal access of women to all training courses, especially when the demand for training comes from **male dominated organisations**. ITC/ILO promotes access of women to the training activities – as part of the ITC gender agenda – by prioritising women applicants for fellowships and dialogue with partners about participants to the training programmes. *“It depends a lot on the cultural and political backgrounds of the organisations who demand for our training, and their willingness to send women to the trainings. When women are underrepresented or absent in leading functions of these organisations, there is also low representation of women in the trainings.”*

**Reconciling the demand on the market with the institutional values and priorities** is a mayor challenge. Given the nature of the operations as a training centre which is part of the ILO, and still autonomous as a self financing centre in its operations, ITC has limited funding, and has to conquer its share on the market. *“As we are market driven, it depends on the nature of the demand, what we can do with gender mainstreaming.”*

There is still a **gender gap**; there are more women at the lower level, whereas the heads of programme are mostly men. Since short there is female director; previously they were only male directors. *“Gender*

*mainstreaming in our own organisation is important as we should do what we preach, also internally. Our main concern however is lack of time and resources.”* Some years ago an assessment was made on the issue of reconciling work with family life. So far no follow-up has been given to this assessment.

### Measures to enhance capacity development

Several measures and strategies have been implemented to enhance capacity development on gender issues:

- ITC/ILO has a **gender core-team** with 4 professionals. The team has a dual function: providing training on gender topics and promoting gender mainstreaming in other activities of the centre. The team delivers a range of gender trainings (see next point). Besides the members of the team reinforce the skills for gender mainstreaming of ICT staff. This includes delivering gender sessions in their colleagues programmes, producing training materials which can be used by their colleague-trainers, and providing one-to-one peer assistance. They also promote corporate strategies to balance work with family life.
- Gender equality represents 5% of the total budget of ITC/ILO. The gender team of the centre offers a range of **gender trainings**, including:
  - Standard courses on gender mainstreaming and gender equality training (International Labour Standards on equality, gender sensitive labour statistics, gender analysis and planning methods, mainstreaming gender equality in development planning, gender poverty and employment, women entrepreneurship development, gender-sensitive value-chain analysis, gender perspectives in sustainable enterprise development, introduction to gender budgeting, gender in PCM etc.),
  - Gender audit facilitators training
  - Gender equality in the world of work, “Gender Academy” (work and employment)
  - Pay equity policies and tools;
  - The online gender campus with 22 different modules ([www.itcilo.org/gender](http://www.itcilo.org/gender))
- ITC/ILO has a **network of gender focal points (GFPs)** with periodic meetings (4 times a year) and trainings. Each individual training team, and the administration has a GFP. The GFP role is on a rotating basis. Many GFPs have gender competences already. The GFP network uses and promotes ad hoc material with exercises and methodologies which are used in regular gender trainings, such as: a gender analysis exercise on micro-meso-macro level, case studies, gender audits, the latest news from ILO-inventions with gender relevance, etc. *“Through this network we update each other. Given the turnover of personnel in charge of GFP-role, we need to update regularly. An example is the recent convention on domestic workers, who have a very specific pattern of exploitation. Staff needs to be updated about this.”*
- The centre has an **equal opportunity policy** and deliberately promotes an increase of female colleagues. However, still follow-up has to be given to an assessment which was made on the issue of reconciling work with family life.
- A **peer review system** is in used where all new training curricula are assessed among colleagues; **gender is included** in this system. Normally the peer assessment leads to more in-depth discussions between the gender specialists and the interested activity manager. The attention for gender has increased in all training courses. There are exercises to include gender in other trainings; case studies on non-discrimination; and several programmes on ILO standards have a gender dimension, especially Child Labour, Entrepreneurship, and others.
- Activity managers are accountable for including a gender perspective in the training programmes. They must rate their courses against the **G-marker**. The centre has set a target in relation to this. The G-marker is also used in the peer-review system. Training teams are encouraged to apply a gender perspective in the training programmes, as they are held accountable on this.

- The new ITC circular on “*Policy on gender equality and mainstreaming*” requires that all staff should have **gender competence**. However, formally it is not yet included in all job descriptions. The training department is working on embedding gender as a core competence. So far gender competence has been required by need, not by rule. Gender competence among staff is promoted through qualifications. Gender is a quality criterion as part of the assessment of staff by the participants of the trainings. The evaluation sheets which are completed at the end of a course include a gender question. This is always the most discussed question of the evaluation questionnaire, and its score is often low (between 3 and 4 ). Therefore the trainers are keen to find out how to get a better score for ‘gender’ on the evaluation sheets. Some activity managers inform external trainers that gender is part of the assessment of the quality of their product as it will be quoted in the system; this is a mechanism that helps to improve the gender performance in the trainings. Although the results of the evaluations of the trainers will be registered in the ITC-system, gender competence is not included as a formal assessment criterion in the personal performance evaluation of staff.
- ITC/ILO is pro-active in promoting a **gender balance among participants** of the trainings. *“In the application form we encourage female candidates, we constantly ask for qualified female candidates.”*
- There are regular meetings and mid-year and end of year reviews, where all teams have to report to the director and to the board of the centre. Gender is one of the objectives on which programme managers have to report to their directors. Each programme has to be **accountable on gender**, both in staff, participants, and content. We use gender-disaggregated statistics. Each team has to show if the overall programme and activities are based on gender relevance. On top of this: when programme managers do their report, directors are sitting in conference rooms to receive each team individually; the programme officers and each team have to report, including gender, directly to the directors. *“We build up a matrix that includes all training programmes delivered. We have to classify them on gender relevance and discuss them during our assessment with the director.”*
- In the first semester of 2011 ITC/ILO implemented an **assessment on gender mainstreaming** in the centre, which shows that knowledge about general concepts and awareness of staff is good. What is missing refers to going deeper and to make gender analysis as an integrated daily practice of all training teams.
- The centre identified a number of **good practices** for gender mainstreaming in training. By the end of 2011 these good practices will be exchanged among colleagues.
- ITC/ILO has an active **visibility policy** with a Newsletter on gender equality to divulgate the latest news and examples among all staff monthly, which is also accessible on the website. Besides the centre is pro-active in visualising portraits of female high level leaders (role models).

### 1.7. Comparative analysis and conclusion about institutional gaps

The organisations whose gender policies have been reviewed in this assessment are very heterogeneous and all have passed through different processes. This makes a comparison difficult. We can however compare approaches for gender mainstreaming which have been mentioned and see who is applying what at the moment. Some of the organisations have a good policy, which includes many of the approaches mentioned, but they have insufficient executive capacity for the effective implementation. Others are implementing some approaches, without having the policy framework in place. There is also a difference between the donors and implementing agencies although they share common policies.

#### Institutional approaches to gender mainstreaming

The following table shows the approaches to gender mainstreaming which were mentioned in the interviews. Given the information of the interviews and the desk study, a mark will be given for each approach applied in the organisation. The score goes from 0 to 5 as follows:

0 = not available in August 2011 (the moment of the interviews and desk study)

1 = incipient (preparations are done, and it is expected to come) by August 2011

2 = available, but insufficient to be effective (by August 2011)

3 = reasonable (by August 2011)

4 = good (by August 2011)

5 = excellent (by August 2011)

**Table 2: Approaches to gender mainstreaming of organisations represented in the Train4Dev gender expert group (September 2011)**

Nr.	Approaches to gender mainstreaming	Organisations who effectively apply these approaches (by August 2011)							
		DG DEVCO	DG ECHO	DGD	BTC	GIZ	Lux-Dev	Min. FA NL	ITC/ ILO
1	Policy framework for gender strategy in place	5	2	5	5	5	3	1	4
2	Benchmarks, targets and monitoring in place for gender goals	4	1	3	1	4	2	2	4
3	In-house equal opportunity policy in place	3	3	2	2	4	0	2	4
4	Sufficient gender experts assigned for effective implementation	3	2	2	2	4	3	3	3
5	Effective formalised network of GFPs	4	1	2	1	4	0	0	4
6	Gender competence as a selection criteria in recruitment	1	0	0	0	4	0	0	3
7	Information and gender training for new-comers	1	2	0	4	2	0	2	4
8	Gender in job-description of crucial positions for gender mainstr.	1	1	0	1	2	0	0	2
9	Gender in personal assessments and career development	0	0	0	0	3	0	0	3
10	Incentive/rewarding system for achievements in gender work	0	0	0	0	3	0	0	2
11	Institutionalised procedures for gender in operational cycle	5	1	4	3	5	4	2	4
12	Availability of practical tools (per sector) applicable in the field	5	1	2	2	5	2	4	4
13	Visibility and dissemination of good practices/examples	4	2	2	2	4	2	4	4
14	Annual in-house face-to-face gender trainings for staff	5	0	2	2	3	4	4	3
15	Online gender courses available for staff and partners	5	0	0	0	0	0	0	5
16	Funds available to promote in-house gender capacity building	3	0	2	2	4	4	4	3
	<b>TOTAL SCORE</b>	<b>49</b>	<b>16</b>	<b>26</b>	<b>27</b>	<b>56</b>	<b>24</b>	<b>28</b>	<b>56</b>

#### Conclusion regarding existing institutional gaps

This conclusion gives a picture of just a **moment in time** (August 2011) based on the desk study and the answers given by the 24 resource persons who have been interviewed. It is risky to draw conclusions on existing institutional gaps on the basis of a small number of interviews with pre-selected resource persons. Therefore the result of this table has to be taken with a pinch of salt. Moreover, the

scores given may change next week, as gender mainstreaming is a dynamic process which moves with the waves of politics. For example, the Netherlands scores low in August 2011 on Policy framework for gender strategy, because there was no stand-alone gender policy in place. However this can change quickly as a new policy framework is in preparation.

Taking the current status quo of the eight organisations mentioned in the table above, my conclusion is:

- A. Among the four donor-organisations, DG DEVCO is currently scoring the best in terms of institutional capacity development for gender mainstreaming in development. In several interviews other organisations have indicated that they are using the materials, tools and trainings developed by DG DEVCO
- B. GIZ and ITC/ILO are currently institutionally the best prepared for gender mainstreaming in development cooperation activities among the four implementing agencies which were reviewed. The added value of GIZ is that the gender strategy has been integrated as an optional incentive into the corporate strategy. ITC/ILO scores high because of the excellent performance of the gender core-team in terms of delivery of gender trainings as well as pushing for gender mainstreaming in the training programmes of the centre as a whole.

The basic constraints which were mentioned in the majority of the interviews, was the in-house culture which gives 'gender' a low status, insufficient funding, and a marginal place.

Bringing gender into human resource policy, and putting in practice in your own house what you preach, were opinions which have been repeated in different words in several interviews. We conclude this chapter with one of the many quotes from the interviews: *"We should include it in the personal assessment of staff, and evaluate their evidence based efforts to address gender issues. Once we have included it in the job description, and in the system for personal assessment and career development, we can lay back and relax, because people themselves will ask for the knowledge and tools to improve their gender performance. If it is not important for our careers, we tend not to do it. That's how it works, and that's the challenge."*



### 3. Institutional challenges and achievements

*My motto has always been “Dripping hollows out rock”...  
Be patient, keep repeating, and eventually things will change..  
And if you are in a decision making position yourself, live the  
good example.*

*Kirsten Brehm (GIZ)*

**This chapter gives some insights about what is needed to achieve the desired level of gender competences and what has been achieved so far by the organisations participating in this assessment. It shows that a lot has been achieved already in gender mainstreaming, but that it remains a tough process. Gender mainstreaming is seldom institutional-wide embraced, even in cases of strong commitment of the top.**

#### 2.1. The demand and needs for capacity building

The majority of the respondents underline that there is a demand and need for capacity building on gender mainstreaming, from colleagues as well as from partners. Only two respondents (from HQ) indicated that there is no demand for capacity building on gender mainstreaming among colleagues. Another two respondents (from country office) stated that there is no demand from the site of partner governments.

The sample is however too small and not representative for drawing general conclusions, as the respondents have not been selected randomly, but because of their gender expertise and/or interest. Therefore it is more interesting to see *what kind of support or assistance do colleagues and partners request on gender mainstreaming*, and which aspects are especially interesting to or needed by colleagues and partners.

Table 3 shows the kind of requests, needs and interest exist among colleagues and partners for capacity building on gender mainstreaming. Annex 3 summarises the answers given on these questions in the interviews. It shows that demand, needs and interest varies a lot. This is obvious, as the organisations are very different in size and operational practices, although their core business is development cooperation, except for the ITC/ILO whose core business is training. Given the heterogeneous character of the organisations, the specific demand, needs and interest as mentioned by the respondents, are reflected for each institution. Table 3 shows the *type* of demand, needs and interest for gender capacity building.

**Table 3: Type of demand, need and interest for capacity building on gender mainstreaming**

Organisation	Supply of training	Demand for training					
	Performance score <sup>8</sup>	Basics and rationale	Cycle of operations	Tools for gm	Sectors	Tailored advise	Practical examples
EC-DG DEVCO	13						
EC – DG ECHO	0						
Belgium – DGD	4						
Belgium – BTC	4						
Germany - GIZ	7						
Luxembourg: Lux-Dev	8						
NL - Foreign Affairs	8						
Turin, Italy: ITC/ILO	11						

<sup>8</sup> The score for supply of training is calculated by taking the scores for approaches 14, 15 and 16 in table 2.

It is interesting to see a pattern in the results of table 3 (supported by Annex 3): *organisations which are successfully promoting in-house training and capacity building (DEVCO, GIZ, Lux-Dev and ITC/ILO) seem to have a more diversified demand for capacity building.* Say's law which states the economic principle of "supply creates its own demand" seems to work: By offering training you create interest and diversified demand. This applies to the organisations which participate in this assessment<sup>9</sup>, except for the Netherlands.

## 2.2. The agents of change/promoters of gender capacity building

The degree of institutionalization of gender capacity building can be assessed by reviewing who is actually in charge of promoting gender capacity building in an organization. Is it part of the regular structures and included in the core functions of the organization? Or does it depend from the efforts of one of more agents of change in an organization?

To find out if gender capacity building is rooted in the organization, and what should be done to get it rooted in main structures and core functions, the following questions were included in the interview: Who are the promoters of gender capacity building? How do they promote? Who should be the promoters? Who implement the capacity building? How do they implement it? Who should implement it? What steps are needed?

Table 4 shows a summary of the answers to these questions. The corresponding Annex 4 shows more extensive answers including the steps mentioned by the respondents to come to the desired situation of gender capacity building in their organization. Given the varied answers, we cannot go into detail about the steps needed.

It is interesting to see the differences in answers from people working at HQ and working in the field. People from the field identify target groups (counterparts, villagers, NGOs) as agents of change and stress the importance of fund allocation, facilitation and action research to empower and ensure participation of these agents of change. At HQ these change agents from the field are seldom mentioned as (potential) promoters of gender capacity building.

The Human Resource Department (or Department for Personnel Affairs) should be in charge of gender capacity building according to respondents of seven organisations<sup>10</sup> (see Table 4). When we look at column two (Who promotes gender capacity building?) we see that respondents of only two organizations indicate that the HR Department is *de facto* involved in gender capacity building. This means that there is a gap between 'Who actually is promoting and who should promote gender capacity building'.

To assess how serious this institutional gap is, we can compare the result of table 4 with the scores for HR-management performance in table 2. These scores refer to the approaches 6 to 11 (Gender competence as a selection criterion; Information and gender training for newcomers; Gender in job-descriptions; Gender in personal assessments and career development; Incentive/rewarding system for gender work) and are reflected in the final column (HR performance) of table 4.

We suppose: the lower the score for HR-management performance in the field of gender capacity building, the bigger the institutional gap in this area. If these data are representative, then we can draw the conclusion that there is currently a **huge institutional gap in the area of Human Resource management for gender capacity building**, especially in the case of DGD, Lux Dev, the Netherlands Ministry for Foreign Affairs and DG ECHO.

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<sup>9</sup> This assessment does not pretend scientific proof of this statement

<sup>10</sup> DEVCO is an exception as they have a separate unit for in-house training and capacity building, whereas the HR Unit is in charge of implementing the EC Equal Opportunities policy. DEVCO is therefore not assessed in this conclusion.

**Table 4: Processes of institutionalization of gender capacity building**

Organisation	Gender capacity building			HR performance <sup>11</sup>
	Who promotes it?	How?	Who should promote it?	
EC DG DEVCO	DEVCO-Unit D1: Governance, democracy, gender and human rights	Outsourced through a Framework Contract (FWC) to create EU gender Advisory Services	<ul style="list-style-type: none"> <li>The Geographic Units</li> <li>EC Staff delivering more training</li> <li>Outsourcing only for in-depth analysis and sophisticated issues</li> </ul>	3
EC DG ECHO	The gender expert and the Gender Working Group		<ul style="list-style-type: none"> <li>All ECHO staff; the Heads of Unit and Heads of Offices in the field.</li> <li>The HR department</li> </ul>	3
Belgium DGD	The gender officer in the Ministry together with the Gender Focal Point (GFP) at direction level.	<ul style="list-style-type: none"> <li>The gender officer: offers information and promotes gender capacity building.</li> <li>The focal point: advises program managers on preparatory documents.</li> </ul>	<ul style="list-style-type: none"> <li>The whole organisation should be in charge.</li> <li>The HR department</li> </ul>	0
Belgium– BTC	<ul style="list-style-type: none"> <li>The gender expert</li> <li>The HR director</li> <li>The Gender Workgroup</li> <li>Some GFPs and colleagues on a voluntary basis.</li> </ul>	<ul style="list-style-type: none"> <li>Director of HR proposes issues in the board of directors and promotes internal gender capacity building</li> <li>Gender expert mainstreams gender in cycle of operations by checking formulations, backstopping &amp; field visits.</li> </ul>	Joint task of <ul style="list-style-type: none"> <li>the gender expert</li> <li>the GFPs</li> <li>HR-Department</li> <li>The responsible for training</li> <li>supported by the Management.</li> </ul>	5
Germany: GIZ	<ul style="list-style-type: none"> <li>GFPs at HQ</li> <li>HR Department</li> <li>Gender aware Country Directors.</li> </ul>	<ul style="list-style-type: none"> <li>tailor made actions for capacity building</li> <li>gender in HR policy (see par. 1.3)</li> </ul>	<ul style="list-style-type: none"> <li>The system of GFPs</li> <li>The HR Department</li> <li>The Hierarchy</li> </ul>	14
Luxembourg - Lux Dev	<ul style="list-style-type: none"> <li>The gender expert</li> <li>Idealistic persons</li> <li>Some experts in the field</li> <li>Some CTAs</li> <li>External consultants</li> <li><i>At project level:</i> target groups themselves, project's core staff and government officers</li> </ul>	<ul style="list-style-type: none"> <li>Organisation of gender training</li> <li>Gender Screening of TORs for evaluation and monitoring</li> <li>Use of gender indicators</li> <li>Collect and disseminate best practices</li> <li>At country level: action research to enhance participation and empowerment</li> <li>At project level: allocate funds to promote change and capacity building</li> </ul>	<i>HQ level:</i> <ul style="list-style-type: none"> <li>The organisation's management</li> <li>HR-department together with the gender expert</li> <li>Outsourced</li> <li>We should use more our change agents in the field.</li> </ul> <i>Country level:</i> At project level: CTAs	0
Netherlands - Ministry of Foreign Affairs	<i>At HQ level:</i> Individuals who have been exposed to results of gender mainstreaming <i>At country level:</i> (gender aware) Heads of Mission (HOM) and Heads of Cooperation (HOS) Counterpart Organisations	<i>Individuals:</i> putting gender issues on the table, and feeding the Minister <i>Embassies:</i> contracting local gender experts for capacity building of staff. <i>Counterparts:</i> dialogue and action to improve gender performance, creating good practices and acting as agents for change	<ul style="list-style-type: none"> <li>The HR director</li> <li>The training unit of the Human Resources department</li> </ul>	2
Turin, Italy: ITC/ILO	<ul style="list-style-type: none"> <li>Senior management</li> <li>Gender team</li> <li>Network of GFPs</li> <li>The Staff union</li> </ul>	<ul style="list-style-type: none"> <li>Policy priorities</li> <li>Implementing Gender Action Plan</li> <li>Bottom-up development and use of gender performance indicators</li> </ul>	HR-team	14

<sup>11</sup> The HR-Performance is calculated on the basis of the scores in Table 2 for the approaches 6 to 10 (Gender competence as a selection criteria; Info/gender training for new-comers; Gender in job-description; Gender in personal assessments; Incentive/rewarding system).

### 2.3. The target groups for gender capacity building

Two main problems have been identified regarding the gap among those who participate and those who **should** participate in gender trainings:

- a) Most people who participate in gender trainings are already interested in gender issues, such as gender focal persons. The ones who most need gender training or who are in crucial position to promote gender mainstreaming – such as HODs, Directors, Economic advisors, Heads of Operation, Heads of Units, Middle management, technical staff – do not come to the trainings.
- b) Due to the high turnover of staff in most organizations the work is never done, as you have to start training over and over again when new people join the organization who never heard about gender issues.

Table 5 specifies this gap. More detailed information is given in Annex 5, including the steps to overcome this gap. We see that Lux-Dev achieved to get the right group for the recent gender training (June 2011), whereas for all the others there is a challenge to reach all target groups.

**Table 5: The target groups for gender capacity building**

Organisation	Target groups for gender capacity building	
	Who participate?	Who should participate?
EC DG DEVCO	<ul style="list-style-type: none"> <li>• <i>Training at HQ:</i> EU staff, mostly GFPs. Some staff of EU Member states.</li> <li>• <i>Training in the Delegations:</i> EU staff, other donors, and national partners.</li> </ul>	<ul style="list-style-type: none"> <li>• HODs</li> <li>• Economic advisors</li> <li>• Heads of Operation and Heads of Units</li> <li>• Middle management</li> </ul>
EC DG ECHO	Not identified	All staff
Belgium DGD	<ul style="list-style-type: none"> <li>• Managers who wish to participate (country manager and NGOs program managers)</li> <li>• As colleagues we train ourselves, on strategic level.</li> </ul>	<ul style="list-style-type: none"> <li>• Idem + The Directors of the Ministry (the top)</li> <li>• In fact everybody who is in charge of cooperation at HQ and in the embassies should receive a gender training: Programme Officers, The cooperation team, GFPs, Project staff</li> </ul>
Belgium– BTC	<ul style="list-style-type: none"> <li>• Technical assistants</li> <li>• Junior assistants</li> <li>• Head of offices in the field</li> <li>• management and staff</li> </ul>	It should be compulsory for everyone to get a minimum gender training of at least 2 hours.
Germany: GIZ	<ul style="list-style-type: none"> <li>• A small minority of the people following the introduction course take the 'gender &amp; sustainability' module of the training</li> <li>• Mostly colleagues already interested in gender issues.</li> <li>• Mainly the gender focal points (either of projects or of countries) participate in gender trainings.</li> </ul>	<ul style="list-style-type: none"> <li>• Everyone should have at least a basic understanding of "gender", even colleagues with in-house-support functions</li> <li>• New people who join GIZ</li> <li>• Teamleaders of projects, internal sectoral advisory units (planning and development) and those involved in project implementation should receive strategic and subject/sector gender training.</li> <li>• In a second step, the partner structures should also participate in gender trainings.</li> </ul>
Luxembourg: Lux-Dev	<p><i>Training at HQ in 2011:</i></p> <ul style="list-style-type: none"> <li>• Staff at HQ level (20 colleagues)</li> <li>• Directors</li> <li>• Geographical advisors,</li> <li>• Key staff from procurement units</li> </ul> <p><i>Training at project level:</i></p> <ul style="list-style-type: none"> <li>• Beneficiaries of the project</li> <li>• Authorities of the project's counterpart</li> <li>• Project staff</li> </ul>	<ul style="list-style-type: none"> <li>• The same</li> </ul> <p><i>In the next phase:</i></p> <ul style="list-style-type: none"> <li>• assistants to regional representatives and local staff.</li> <li>• Local Partners</li> <li>• Beneficiaries of projects</li> <li>• Counterparts</li> </ul>
Netherlands: Foreign Affairs	<ul style="list-style-type: none"> <li>• <i>HQ:</i> few</li> <li>• <i>Country level:</i> Embassy in Bolivia: all staff</li> </ul>	<ul style="list-style-type: none"> <li>• <i>HQ:</i> The question is if training is the solution:</li> <li>• <i>Embassy:</i> All staff</li> </ul>
Turin, Italy: ITC/ILO	<ul style="list-style-type: none"> <li>• Trainers, policy advisors, grassroots leaders and others who can promote a multiplier effect,</li> <li>• Trainings in EU Delegations: Heads of Units, technical staff</li> </ul>	<ul style="list-style-type: none"> <li>• Men are more targeted for gender trainings; women more for mainstream subjects. We want to get more women to our courses.</li> <li>• People with authority as change agents</li> <li>• short sessions for leaders of target groups</li> <li>• For trainings at EU Delegations: Heads of Units, technical staff</li> </ul>

A broad range of interesting proposals have been suggested by the respondents to ensure that the right people receive gender training (see Annex 5). The proposals go from compulsory training, to tailored training, until incentives to make people pro-active in finding the right training. Figure 1 gives a systemized summary of these proposals.

The question is: **What works best?**

The advantage of **compulsory gender** is that it may help staff members who have a lot of conflicting demands to establish their priorities. *“If you make the gender course compulsory they cannot escape from it”*, said one of the respondents.

**Good practice:  
Compulsory Gender Training for all staff at the Dutch Embassy in Bolivia**

The previous Head of Cooperation (HoC) at the Dutch Embassy in Bolivia is a gender expert. She ensured that women’s emancipation was included as an objective in the Multi-annual plan of Bolivia with the Netherlands. All projects and programmes had to include a gender perspective and all staff participated in a compulsory gender training of 12 sessions delivered by local experts.

*“After the training we were more strict in applying our own quality criteria on gender. This resulted in improved gender performance of several of our partners. One of our partner NGOs went through a metamorphosis by developing a gender strategy, including rules for inclusion of women in decision making processes, and policy on reconciling work with family responsibilities. They revitalized their organization, becoming a good practice in Bolivia. The director of this NGO became an agent for change”*, stated the previous HoC.

Also the food production programme, with a strong gender perspective, became one of the most successful programmes. Monitoring reports changed too. *“In the past they didn’t know what they should ask women. After the training new issues came in, such as land rights for women, and distribution of work burdens..”* Gender performance improved in almost all programmes supported by the Netherlands and *‘gender’ remained constantly on the agenda and became a common action point in Bolivia.*

Compulsory gender training also means that a good common base for team working with a gender perspective can be established, especially when a critical mass of at least 30% is trained. Compulsory gender training for all staff only has been experienced in some incidental cases in a context where gender was one of the main objectives for international cooperation, e.g. at the Dutch embassy in Bolivia (see box). This case shows overwhelming results of good gender performance. However, the approach started to hamper once new staff without gender competences joined the team.

**Engendering other trainings** is also a way to make ‘gender’ compulsory through the backdoor. ITC/ILO is doing this already as one of the respondents explained: *“Men don’t need to be targeted for mainstream subjects; they are already coming, and when they come they will also be trained in gender issues.”* This requires a revision of curricula, exercises, training content and materials. Also a positive attitude and gender awareness of the trainers of these specialized curricula is needed. Among the participating organizations of this assessment ITC/ILO appears to have a lot of experience in this area. Sharing experiences with ITC/ILO would therefore be recommendable if an organization chooses this strategy.

**Tailor-made gender trainings**, which respond to the interest, sectors, work and profile of the target group, are attractive and are often well attended by a wider target group of men and women in the organisations. This can be confirmed by experiences from ITC/ILO and EU Gender Advisory Services<sup>12</sup>. In general it requires more time investments to organise such a training, as training needs

have to be assessed and specific case studies and exercises have to be worked out which are close to the practice of the participants. Starting with something concrete – such as a gender analysis – is a good idea suggested by one of the respondents. GIZ has developed a manual for gender analysis which could be very useful in tailor-made trainings, and has proved to work in practice. *“For example in Senegal a programme leader had the opportunity to apply a gender analysis to the sustainable energy project. The gender analysis showed him factors which he*

<sup>12</sup> Technical reports from the EC Gender Helpdesk (2004-2006), and “Lessons learned and recommendations” from EU Gender Advisory Services (2008-2010)

*had overlooked, but which were obstacles for achieving sustainable results. This learning experience has been vividly described by him.”*

**Flexible trainings** which provide information at the right moment and in the right format when people need it are also a solution to increase the number of people targeted for training. This is an interesting recommendation especially in combination with online training. The experience of DEVCO with the launching of an online training course (4 learning hours) for gender mainstreaming in Result Oriented Monitoring<sup>13</sup> has proven that this idea works. This online course offers a solution for external monitors who can access the course through the internet whenever they want or need during their missions or wherever they are. Within 1,5 month after the launching 139 participants enrolled, of which 61 successfully finished the course, almost two-third were men. The target group was reached, as almost 92% were ROM-monitors, the majority of whom never had a gender training before<sup>14</sup>.

**Good practice:**

**Training of all GFPs of Belgian projects in Senegal**

In Senegal the DGD has a Gender Focal Person (GFP) in each project. They came together with the staff member of the Belgian Embassy to talk about the main problems to implement gender mainstreaming. After having evaluated the social constraints, they concluded that all actors should receive a gender training.

*“We have started a plan to train all of them. We take a project, we visit it, we asses and see what is needed. It is a lot of work. The GFPs are mostly women is in a low position; they are part of the administration or they are stagiaire, and without decision making power in the organisation. When it comes to practice, they are not organised to push gender mainstreaming on the agenda. With the GFP network we decided to distribute all the tools we have, and to disseminate among the Belgian Cooperation these tools and the Senegalese policy documents (on Health, Agriculture, etc.) which have content on gender mainstreaming”,* explained the resource person from the Belgian Embassy in Senegal.

One of the results achieved is that in the region women were put in the board of water associations (local authority).

Within the Donor Gender Coordination Group in Senegal, Belgium is now the lead donor for the Water sector.

**Training of counterparts** is crucial for gender capacity building and for ensuring sustainable improvement of gender performance. The experience of DGD in Senegal (see box) shows that gender training of the right persons contributes to achieve positive gender effects, such as representation of women at local decision making levels. Such trainings, especially when these are joint trainings with donor agencies, also increases the gender expertise of the donors in the sector.

**Stop offering gender training** is also an option proposed by one of the respondents. He stressed however that instead of offering training, gender competence should be in the job-description, and evidence based efforts to address gender issues should be included in the personal assessment and evaluation of staff. In other words: If your gender performance is weak, it will affect your career. As a result the demand for gender training will automatically increase.

The organisations with most experience in this area are GIZ and ITC/ILO. The interviews with resources persons of these organisations however didn't provide evidence that people are running for gender training so far, because they can make career. One of the resource persons of GIZ explained: *“Internally*

*‘gender’ is not an appealing issue for people interested in career. There are few male GFPs in GIZ HQ. When I entered GTZ a colleague asked me to take over the role of Gender Focal Person (GFP). So when a new person entered in our unit, they thought I would also give ‘gender’ to the next. There is not a lot in the role of GFP for people, as gender mainstreaming is not the most important issue of the company. A gender expert however has a lot of*

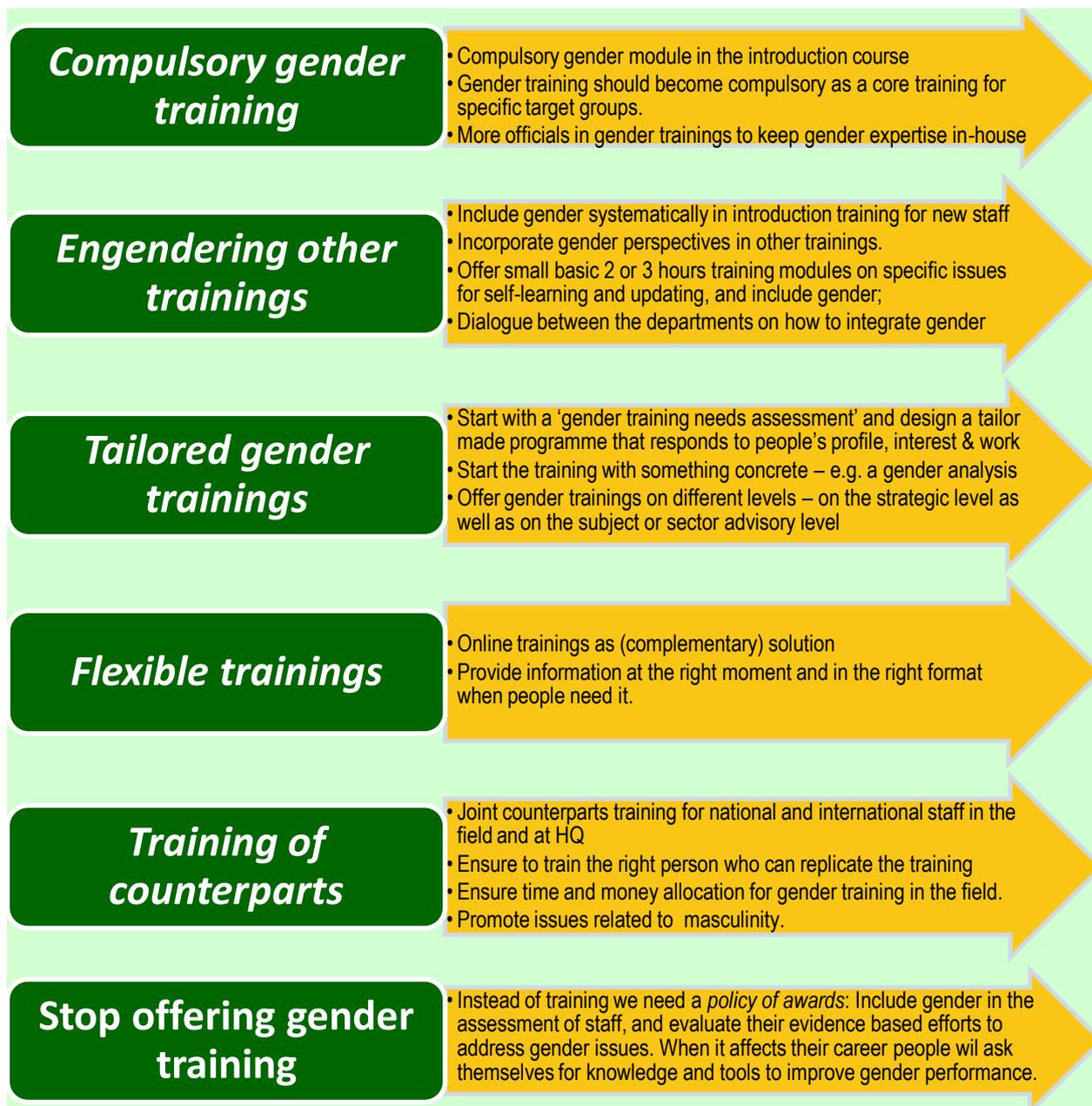
<sup>13</sup> The link to this online course is: <http://www.romgendercourse.eu/>

<sup>14</sup> See: EU Gender Advisory Services (2010): Evaluation Report ‘AIDCO’s Gender Online Course on Gender mainstreaming in Result Oriented Monitoring of EU Development Projects’, Brussels, 25 November 2010

opportunities. For me the work of GFP is a lot of fun; it is interesting, challenging, and you get some visibility and networking opportunities. It is improving gradually. There is a lot of change in the past 2-3 year, although in general 'gender' still seems not to be appealing to (career oriented) men.”

My conclusion is that there is **no blue-print** to achieve gender capacity development of all target groups. Given the heterogeneity of organisations, each should make a diagnosis and find a **tailor-made combination** of approaches that fits best.

**Figure 1: Proposals: What to do to reach all target groups for gender capacity building?**



## 2.4. Results and Outcome

What has been the outcome of gender trainings? What has changed since the gender mainstreaming trainings? Table 6 summarized the answers given to this question.

No reliable figures could be given about the percentage of staff which received a gender training. The case of Luxembourg was the most reliable, as they had recent (June 2011) a two-days gender training with the participation of 10% of staff.

**Table 6: Results and outcome of gender training**

	<b>What was outcome of gender trainings?</b>	<b>What changed since gender trainings?</b>
EC/ DG DEVCO	<ul style="list-style-type: none"> <li>In the past 5 years ± 2000 people received a gender training.</li> <li>Staff turnover: 75% of the people trained have left the EC.</li> </ul>	<ul style="list-style-type: none"> <li>Increase of projects screened with the GESCI</li> <li>Training in delegations brought new partners in the dialogue.</li> <li>GFPs have strengthened their role and networks</li> <li>Increased interest for topics: VAW and UNSCR 1325</li> </ul>
EC/DG ECHO	n.a.	n.a.
Belgium: DGD	At country level: <ul style="list-style-type: none"> <li>Women in the board of local authority</li> <li>Gender coordination mechanism</li> <li>Gender on agenda in decision making meetings.</li> </ul>	Organisation-wide: <ul style="list-style-type: none"> <li>awareness</li> <li>more and more in-house people are convinced of the importance of gender</li> </ul>
Belgium: BTC	<ul style="list-style-type: none"> <li>Awareness</li> <li>Improved accountability, including benchmarks</li> <li>Agreement on gender mainstreaming strategy</li> <li>Improvements of interventions and increased effectiveness</li> <li>New partners in the dialogue (including women's organisations)</li> <li>Gender in formulations and implementations.</li> <li>Lot of flexibility for junior assistants</li> </ul>	<ul style="list-style-type: none"> <li>growing awareness and more gender sensitivity</li> <li>future fund allocation will be more gender sensitive.</li> <li>Better understanding of the subject</li> <li>Relation among colleagues (gender taken serious; less jokes)</li> <li>Technical and financial files are now more engendered.</li> <li>Alignment, including gender policy</li> <li>Increased use of funds for gender mainstreaming</li> <li>Change of strategic orientation (in dialogue, harmonization)</li> <li>Gender analysis as starting point for the cycle of cooperation</li> </ul>
Germany: GIZ	Improved accountability	<ul style="list-style-type: none"> <li>more gender sensitivity in country-GIZ-structures,</li> <li>more discussion (and questioning) on gender in the projects</li> <li>some gender-networks have been established</li> <li>Gender-equality issues within GIZ itself addressed in management meetings</li> <li>awareness</li> </ul>
Luxembourg: Lux Development	<ul style="list-style-type: none"> <li>Procedures are more explicit</li> <li>More attention for gender issues in discussions</li> <li>Awareness about the gender tools that exist.</li> <li>Increased vocabulary on gender equity</li> <li>Increased knowledge on how to mainstream gender in a project.</li> </ul>	<ul style="list-style-type: none"> <li>Gender in Procedures</li> <li>Gender in TORs</li> <li>Gender sensitivity in harmonisation and fund allocation</li> </ul>
Netherlands: Ministry of Foreign Affairs	<ul style="list-style-type: none"> <li>Gender included in the work and reports</li> <li>Gender included in new policies.</li> <li>Development of new tool (gender thermometer)</li> <li>More discussion (including more polarization)</li> <li>Pro-active attitude of female participants.</li> </ul> <i>NL Embassy in Bolivia:</i> <ul style="list-style-type: none"> <li>Better application of quality criteria on gender</li> <li>Improved gender performance of partners</li> <li>Gender sensitive monitoring reports</li> <li>Networking by gender experts of programmes</li> </ul>	<i>NL Embassy in Bolivia:</i> <ul style="list-style-type: none"> <li>'Gender' remained constantly on the agenda and became a common action point.</li> <li>Almost all programmes had a gender perspective.</li> <li>Successful food production programme with strong gender perspective,</li> </ul>
Turin, Italy: ITC/ILO	<ul style="list-style-type: none"> <li>Report of a participative gender assessment with the whole staff which finished in June 2011.</li> <li>Identification of new partners.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthening of gender training curriculum</li> <li>Increased demand for our services of gender unit</li> <li>Changed attitude among colleagues</li> <li>Increased demand from partners.</li> </ul>

As we see in Table 6, gender trainings can have a tremendous effect and impact on the organisation. Overall awareness about the importance of gender has been raised and gender issues are taken more seriously. Discussion about gender issues has increased, although in some organisations gender training also mobilized the existing latent resistance against gender mainstreaming, causing a polarising effect. Polarisation however is a normal phenomenon during phases of transition and organisational change.

Several respondents told that training has contributed to make organisational structures and procedures more gender sensitive. ITC/ILO even implemented an overall gender assessment with the participation of all staff, which has resulted in the strengthening of an institutional-wide gender perspective. The respondents of the other organizations have given examples about the creation of new networks and gender coordination mechanism at all levels; at project level (e.g. NL-Bolivia), country level (e.g. DGD Senegal) and HQ level (e.g. DEVCO, ITC/ILO). The role of GFPs has been strengthened in some of the organisations, especially in DG DEVCO.

These organisational changes and the engendering of procedures have been reflected in the entire cycle of operations<sup>15</sup>:

- In the *political and policy dialogue* serious concern has grown about specific gender issues, including gender and aid effectiveness, the need for gender equality to achieve the MDGs, violence against women, and women's role in peace and security. New partners have joined the dialogue, including women's organisations.
- Gender analysis is increasingly used in the *programming phase*; especially BTC and GIZ are strongly committed to use gender analysis as starting point for the cycle of operations.
- Gender tools are more systematically used in the *phase of project/programme design* (identification, conceptualisation, formulation), including the G-Marker, the GESCi<sup>16</sup>, and gender sensitive TORs for (pre)feasibility studies.
- Several organisations stressed that gender performance, including women's participation and empowerment, has improved during *implementation phase*, especially after training at local level (partner organisations, embassy staff) or as a result of action research with local target groups (Lux-dev). As a result monitoring reports have become more gender sensitive.
- Accountability about gender has increased, which will be reflected in the *evaluation phase*.

Figure 2 (next page) gives a quick overview of results of gender training. Although funds for gender trainings have been very limited in the majority of the organisations, we can conclude from the answers of the respondents that **investing in gender training pays back in improved quality, effectiveness and sustainability of development cooperation**. At the end it should result in increased gender equality on the ground, so that both men and women in all their diversity are equally favoured as beneficiaries of development cooperation and can both fully enjoy their human rights.

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<sup>15</sup> The cycle of operations of ITC/ILO is rather different, but also has included a strong gender perspective (see Chapter 1)

<sup>16</sup> Gender Equality Screening Checklist for the identification and formulation phase. This is a compulsory tool for DG DEVCO.

**Figure 2: Results and outcome of gender trainings**



## **2.5. How to create demand for gender training?**

The following entry points and strategies have been mentioned by the resource persons (See Table 7) to create demand for training on gender mainstreaming:

### **a. Take initiatives to improve the in-house culture: (11 references)**

Political will and commitment at the top are key for improving in-house culture.

Changing the in-house culture starts with new staff who should be made aware from the beginning that gender equality is a core value of the organization, and that capacity building opportunities are available to increase gender competences.

Teamwork on gender issues also creates a positive effect: *"In our embassy we all demand gender training. We are in charge of 3 sectors. We are always talking about how to integrate gender. I discuss with my colleagues the TOR, outcome, results, etc. It is team work."*

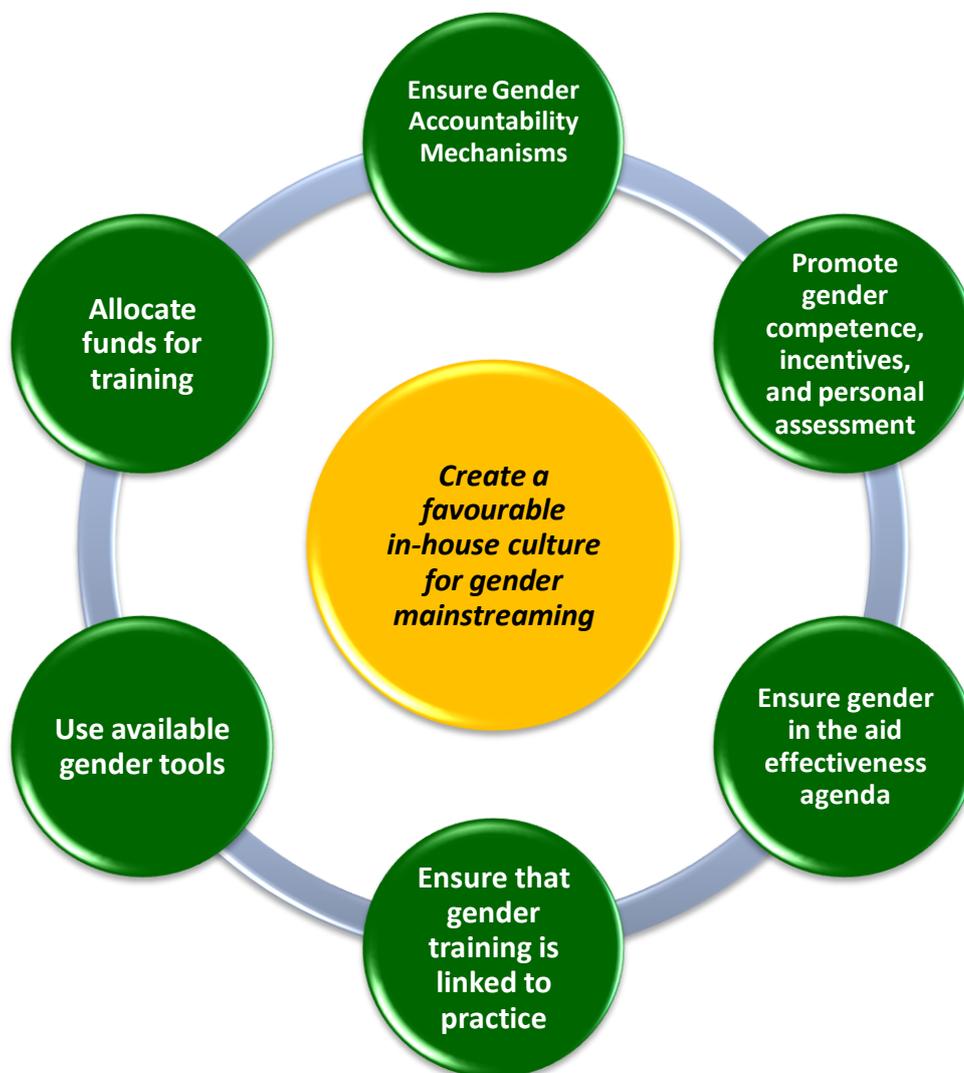
Raising motivation and interest for training by showing that gender issues are challenging and interesting, and that it is key for improvement of donor performance. The challenge is getting gender out of a project context into the daily routines, making *gender part of the normal delivery*

of services or the implementation of policies. To attract uninterested staff to gender trainings, charter high level role models and/or take sports as a metaphor. "For our one-day gender event we contracted Marc Lammers, the Olympic hockey coach of the Dutch Women's Hockey team which won silver and gold. With a metaphor from the sports world he explained the concept of diversity: 'You don't make a team with only keepers in the field when playing a game. Diversity and a combination of different qualities gives power to a good team'."

Participative management is crucial for promoting intrinsic motivation and participation of staff in gender training. Top-down instructions do not work in organizations which are promoting ownership. The style of leadership required for a favourable in-house culture for gender mainstreaming is an issue that deserves more attention, especially for Embassies and Delegations. Also important is the attitude of the Head of Unit "Does he/she prioritise gender? Does he appreciate gender training or consider it not important? When you request a gender training, will the HoU approve it or not?"

The Human resources department and Management must become more gender aware.

**Figure 3: How to create demand for gender training?**



### **b. Ensure Accountability Mechanisms (6 references)**

The EU Gender Action Plan for Gender Equality and Women's Empowerment in Development (2010-2015) and its corresponding reporting system is an operational framework to promote accountability by the EC and EU Member States. This plan includes several targets to ensure gender mainstreaming and requires reporting to the EU Council for Foreign Affairs. This has raised demand for gender training.

The use of the G-Marker has contributed to making the ITC/ILO accountability system one of the best. (see 1.6). *"We do peer review, including the use of the G-market in our evaluation policy"*, explained the ITC/ILO resource person. Claims for gender accountability increased demand for gender training as one of the GIZ respondents explained: *"The demand for training also increases if staff realises that gender mainstreaming is compulsory. We increase pressure on the quality of reporting and have a tight monitoring on that. If they realise that they are always blamed for not delivering on gender equality, some day they want to get the capacity to do it right."*

### **c. Promote gender competence, incentives, and personal assessment (6 references)**

Including gender performance in the discussion of the annual appraisal dialogue of staff with the superior is a strong entry point for demand on gender training according to several respondents. However, so far this has not been proved as there are no cases mentioned where gender competence is an established core competence for staff, put in the job description and systematically assessed as a criterion for promotion. GIZ developed an awarding system on a voluntary basis, which includes gender: *"We notice demand from people who combine their specialized technical knowledge with gender expertise. For example when they want to work on implementing a gender perspective in an energy programme, and have specific training needs. For people working in programmes this is an opportunity to increase their knowledge."*

### **d. Ensure gender in the aid effectiveness agenda (5 references)**

Request from the partner country for gender capacity building and policy dialogue on gender issues are good entry points, especially if the legal framework for gender equality is in place. The question is then *"how to translate this into practice, i.e. bring it into operational procedures of institutions. That's a very adequate entry point, because the process starts at the level of personal experience."* The interaction donor-partner is also important for the demand: *"Does my partner want to hear about gender? Are they really interested in gender? It depends to whom you are talking. When you talk about resistance, you can distinguish between active resistance and passive resistance (= not responsive). (...) I never came across open resistance to promoting gender equality,"* explained one of the respondents from LuxDev.

In the donor-partner interaction for programming it is important to include gender in the objective of the multi-annual planning (MAP) with the partner country, with concrete actions, indicators and a budget for gender mainstreaming. Harmonising and alignment on common gender objectives, creates entry points for a common capacity building strategy.

### **e. Use of gender tools (5 references)**

The compulsory use of the G-marker and the institutional obligation of gender mainstreaming in the cycle of operations of projects and programmes, are important entry points for demand for gender training. The effect of being exposed to the benefits of gender mainstreaming is also a stimulus for more training. Gender Analysis is mentioned by several resource persons as a good example; it is not only a success factor for effective gender mainstreaming (see par. 2.6), but also increases demand for training. One of the resource persons of GIZ calls it the Gender Analysis Effect (see par. 2.4.): *"In Senegal the gender analysis has created an atmosphere where gender is well received. The gender dimension is now supported visibly by the programme teamleader, by the hierarchy and by the national and international experts and other stakeholders."*

**f. Ensure that gender training is linked to practice (5)**

To increase demand for gender training it is very important to really tailor every piece of information to the target group, and to link the contents to practical development work. Tailor the trainings also to the standard procedures in order to prevent a parallel system. Administrative staff should be included in trainings, especially because the continuity is higher among administrative staff. Training should be relevant for the work of participants, and they should be motivated to apply practically what they have learned. Giving training in cycles and not as one standing alone training will strengthen the process of institutionalisation of gender mainstreaming.

**g. Money allocation for training (3)**

*“Allocate budget”* and *“Offer it!”* were some direct answers on the question ‘how to increase demand for gender training’. In fact this is what DG DEVCO has done in the past years with a FWC for the EC Gender Helpdesk (ITC/ILO) followed by EU Gender Advisory Services (Particip GmbH). Since then over 2000 staff members have been trained. Priority setting is a question of choices and money allocation between conflicting targets. *“We have to go through a broader exercise and increase the element of training offered on gender mainstreaming”* said one of the interviewed.

**Profile of gender trainer**

Resource persons of this assessment mention the following elements for a profile of a gender trainer:

- Professional experience, not too theoretical, not abstract level training
- Not the preacher approach
- Link with practice; examples from the field, familiar with the situation on the ground
- Not dealing with gender mainstreaming as a separated issue as such but showing how gender equality can be incorporated in the practical work;
- Be able to integrate solutions close to what we are doing; knowledge about development work in general, the difficult partner structure of technical cooperation (e.g. you cannot invite a Minister for a 4-hours workshop).
- Knowledge about the work, procedures and requirements of aid delivery



September 2010- Nairobi: Training for EU Somalia Operations Unit on *“Promotion of Gender Equality in EU Development Cooperation in Somalia”*

**Table 7: Entry points or strategies to create demand for gender training**

Organisations	Answers from 25 resource persons
EC DG DEVCO	<ul style="list-style-type: none"> <li>Operational framework for accountability on gender: The EU Gender Action Plan and its corresponding reporting system</li> <li>The in-house culture: When we join the organisation we should be informed that it is an important element of the in-house culture to be gender sensitive. New staff should be informed that there is a gender training which they can receive, and the commission will continue to increase gender competences so we can all internalise a gender perspective in our work.</li> <li>Priority setting: It is a question of choices, money allocation, conflicting targets and priorities. We have to go through a broader exercise and increase the element of training offered on gender mainstreaming.</li> <li>Incentives: Training should be relevant for your work, and you should be motivated to apply practically what you have learned (internal factor). The behaviour of the Head of Unit is important; does he/she prioritise gender? Does he appreciate gender training or consider it not important? When you request a gender training, will the HoU approve it or not?</li> <li>Annual Appraising Dialogue: Include gender performance in the discussion of the annual appraisal dialogue of staff with their HoU. Include gender training in the appraisal report. You submit to HoU the training you like to do over the years. Your training map should include at least 10 days of training each year. (Officials and contract agents have same formalised structure. Trainings have no consequences for salary)</li> </ul>
EC – DG ECHO	<ul style="list-style-type: none"> <li>Introduce a gender marker and make it compulsory to provide information on how gender is addressed. This is an important step towards accountability on gender performance.</li> <li>Include gender competences of the staff in the annual discussion with the hierarchy on the personal performance would certainly be a strong entry point (but this is a suggestion and not a 'proved best entry point' as it was never tested in DG ECHO so far).</li> </ul>
Belgium – DGD	<ul style="list-style-type: none"> <li>Make Human resources department and management gender aware</li> <li>Allocate budget</li> <li>Create an accountability mechanism: “The best way to create demand for training is to send an e-mail to everybody telling that gender mainstreaming is an obligation by the Minister, and that everyone has to report on gender mainstreaming in his country. When it is an obligation, and they send from HQ an e-mail asking who is interested in gender training... many will be interested.”</li> <li>Team work on gender issues: “In our embassy we all demand gender training. We are in charge of 3 sectors. We are always talking about how to integrate gender. I discuss with my colleagues the TOR, outcome, results, etc. It is team work. My colleagues at the embassy and me are working together and I am not feeling that I am alone. They support me. They are always trying to implement a gender perspective in their projects and they consult me.”</li> </ul>
Belgium – BTC	<ul style="list-style-type: none"> <li>To put gender as compulsory on the agenda.</li> <li>In cooperation cycle: Application of a Gender analysis.</li> <li>Integration of gender from the start by including a gender profile in the ICP (Indicative Cooperation Programme)</li> </ul>
Germany -GIZ	<ul style="list-style-type: none"> <li>To offer it!!! (gender training)</li> <li>Political will to implement the gender strategy</li> <li>Accountability mechanism: “The demand for training also increases if staff realises that gender mainstreaming is compulsory. We increase pressure on the quality of reporting and have a tight monitoring on that. If they realise that they are always blamed for not delivering on gender equality, some day they want to get the capacity to do it right.”</li> <li>Awarding system: “We notice demand from people who combine their specialized technical knowledge with gender expertise. For example when they want to work on implementing a gender perspective in an energy programme, and have specific training needs. For people working in programmes this is an opportunity to increase their knowledge.”</li> <li>The compulsory use of the G-marker was an important entry point for demand for gender training.</li> <li>Accountability mechanism: Pressure from superiors, following the report of PWC reporting back (including on the use of the G-marker) to German Ministry</li> <li>Motivation and interest: Instead of pressure, a better entry point would be to achieve intrinsic motivation and interest, so that gender issues become challenging and interesting for the people.</li> </ul>
Luxembourg: Lux Dev	<p><u>Demand for gender training at country level:</u></p> <ul style="list-style-type: none"> <li>The Vietnamese legal framework for gender equality is in place. The question is how to translate this into practice, i.e. bring it into operational procedures of institutions. That’s a very adequate entry point, because the process starts at the level of personal experience.</li> <li>The challenge is getting it out of a project context into the daily routines. The <i>training has to show how to make gender part of the normal delivery of services or the implementation of policies.</i></li> <li>: The Dialogue is a good entry point. Does my partner want to hear about gender? Are they really interested in gender? It depends to whom you are talking. When you talk about resistance, you can distinguish between active resistance and passive resistance (= not responsive). Here in Vietnam a farmer’s business is a clear family business, a</li> </ul>

Organisations	Answers from 25 resource persons
	<p>joint undertaking, and women do the same kind of work in agriculture. Still, often the male farmer thinks he is superior and that his wife has to obey. However, I never came across open resistance to promoting gender equality. Businesses owned and driven by women are successful which doesn't go unrecognised.</p> <ul style="list-style-type: none"> <li>Request from partner country: As part of the annual planning process we were approached for training to generate employment for women and we came up, in addition to the proposed skill training, with a training to change attitudes of men and women. We didn't receive any resistance; neither from district leadership, management, or corporation partners. Nobody is against it.</li> </ul> <p><u>Other entry points/strategies to create demand for gender training:</u></p> <ul style="list-style-type: none"> <li>Formulation process, where we screen the cross-cutting issues</li> <li>Project activities, Strategy: Apply it to practice; link it to practical development work.</li> <li>Institutional obligation: the Ministry should impose gender analysis and gender mainstreaming as a <i>condition sine qua non</i>.</li> <li>Organization of specific workshops for our staff and counterpart (alignment)</li> <li>At internal level, a work agenda with staff on lessons learned, good practices, etc.</li> <li>At donor level: harmonizing, a coordination mechanism (mesa de genero)</li> </ul>
Netherlands: Ministry of Foreign Affairs	<p><u>At country level:</u></p> <ul style="list-style-type: none"> <li>The Ambassador and the Head of Cooperation must be committed to implement the gender policy.</li> <li>In the multi-annual planning (MAP), gender must be included as an objective, with concrete actions, indicators and a budget. Without budget you cannot do anything.</li> <li>Management is also an important issue. Time is needed to ensure that all employees have been able to own the gender approach. This cannot be achieved with top-down instructions. Participative management is crucial. The style of leadership required for promoting intrinsic motivation and participation of the whole team is an issue that deserves more attention for Embassies and Delegations.</li> </ul> <p><u>Offer spectacular gender training:</u></p> <ul style="list-style-type: none"> <li>Charter high level role models. A speaker who attracts</li> <li>Take sports as a metaphor. It will attract a lot of men. <i>"For our one-day gender event we contracted Marc Lammers, the Olympic hockey coach of the Dutch Women's Hockey team which won silver and gold. He shared his strategy on how the team realized the Olympic championship and how he treated his team. For our event we took a sports location, the Sparta soccer stadium, and went there with 60 of our colleagues in the players' bus. The metaphor of the sports team can clarify a lot of issues. For example to explain the concept of diversity: 'You don't make a team with only keepers in the field when playing a game. Diversity and a combination of different qualities gives power to a good team'. He explained that you have to use different strategies and tactics to score, and that you don't have to play directly to the person, but find open spaces for playing. Also to focus on the issues which you can influence. Things that you cannot influence, you can better leave aside in order not to frustrate yourselves. Focus on aspects in which you are good, where you can have influence. Don't try to increase your 4 into 6, but improve your expertise from 6 to 8. Do not want to do too much at the same time. You have to be satisfied with silver first. Step by step forwards is the advise. And you will win gold!"</i> We need people who are potential change agents. We need the experience of all to come further. There is a clip of this day which is partly published on the website and send to all the Embassies<sup>17</sup>. (ask)</li> </ul> <p><u>HR Policy:</u></p> <ul style="list-style-type: none"> <li>Put it in the job description and in the performance assessment of the staff, so that it is a criterion for promotion . Then people will run for gender</li> </ul>
Turin, Italy: ITC/ILO	<ul style="list-style-type: none"> <li>Accountability: Our accountability system is one of the best. Our accountability mechanisms were already in place (see 1.6). We do peer review, including the use of the G-market in our evaluation policy. Our top management supports the process, which create internal demands.</li> <li>Motivation to improve donor performance: For our external activities, gender equality is an important priority, especially in the area of development and MDGs, where partner organisations are motivated for training as they want to perform better.</li> <li>Tailoring training to needs and practice: It is very important to really tailor every piece of information to the target group. Tailor the trainings also to the standard procedures in order to prevent a parallel system. Administrative staff should also be included in trainings, especially because the continuity is higher among administrative staff.</li> <li>Give training in cycles, not as one standing alone training.</li> </ul>

<sup>17</sup> More information on this day can be requested at the Ministry of Foreign Affairs of the Netherlands, Mark Moquette, DMH/EM.

## 2.6. Factors for success

The factors that have contributed to the success of effective gender mainstreaming in the organisations of the 25 resource persons interviewed, are summarised in Figure 4.

A complete overview of the success factors and the **steps needed** in each of the organisations to achieve effective gender mainstreaming is given in Annex 7.

**Figure 4: Success factors for effective gender mainstreaming (numbers refer to frequency mentioned in interviews with 25 resource persons)**

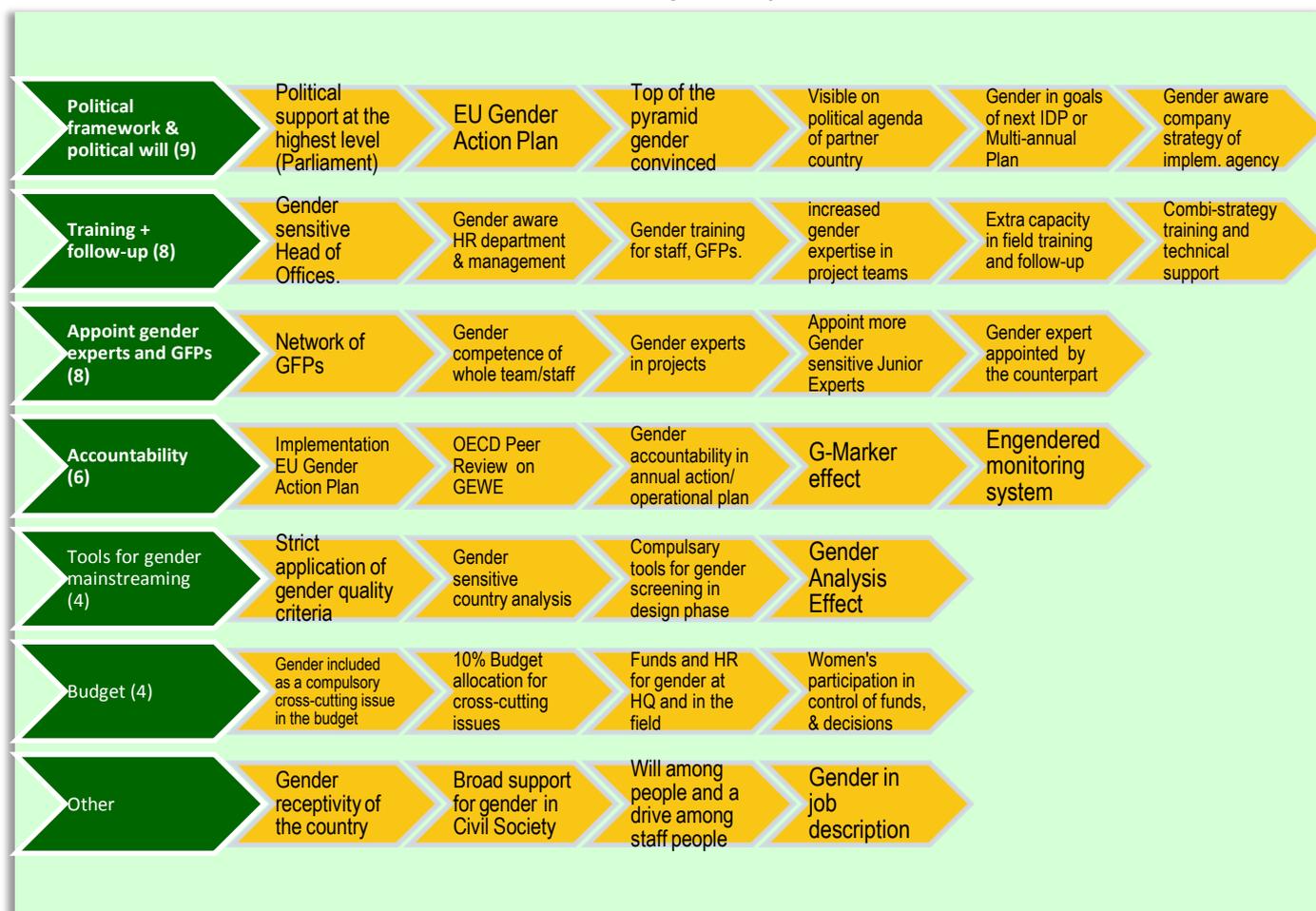


Figure 4 shows, that the resource persons of this assessment mention - first and for all - the **political framework and the political will** as a crucial factor for effective gender mainstreaming. In this context the *EU Gender Action Plan for Gender Equality in Development Cooperation (2010-2015)* is a key operational framework for the EC as well as for the EU Member States to ensure accountability on gender mainstreaming. Commitment at the highest political level is crucial for sustainability as is shown in the case of the Netherlands, where the new government for the first time in 35 years omitted to produce a specific gender and development policy framework. The Parliament claimed a new stand-alone gender-policy framework. Also at partner country level a key for successful integration of gender equality objectives in the multi-annual plan is the visibility of gender at the national political agenda. Commitments at the top of donors as well as implementing agencies also contribute to the success of gender mainstreaming.

In the second place **'training' and 'follow-up to trainings'** is mentioned by one third of the respondents as a success factor for gender mainstreaming. So far trainings were mainly attended by staff, GFPs, and people in the field. However more training is needed to increase gender awareness and expertise of Head of Offices, HR Departments and Middle management.

The appointment of **gender experts and networks of Gender Focal Persons (GFPs)** is a third success factor for effective gender mainstreaming, also mentioned in one third of the interviews. The strengthening of the Network of GFPs, the appointment of more gender sensitive junior experts, and the appointment of a gender expert at the counterpart side, are some of the specific ingredients for success.

**Accountability** was tagged in 25% of the interviews as a factor for success. Reference was made to the EU Gender Action Plan and the OECD Peer Review to boost gender mainstreaming. Several respondents also stressed the *G-Marker Effect*, which was most strong in the GIZ, due to requirements of the German Ministry and pressure from superiors. *"G-1 became a driving factor."*, explained one of the GIZ respondents, especially after the reporting of an external auditor (PWC-Report) on the use of the G-marker.

The use of **Tools for gender mainstreaming** was mentioned by 16% of the respondents as a success factor, especially the strict application of gender criteria, the compulsory use of the gender screening checklist for the identification and formulation phase of projects, and the use of tools for gender analysis. The EC Toolkit is used by several organisations. GIZ developed guidelines for gender analysis and sent it to their offices. *"This has had effect. There were very visible results and new possibilities to interest more people. You can try to convince people with arguments that gender is important for social justice and human rights, but if you can show that gender is also important for sustainability and for the quality of the technical intervention, then you can convince more people"* explained one of the GIZ respondents.

**Budget** related issues were called factors for success in 16% of the answers. An interesting experience is from DGD, which established the measure that 10% of the budget of each project must be allocated to promote cross-cutting issues. *"As a result, the team who implements the project, is obliged to think about how to increase gender expertise in the team in order to be sure that gender issues will be addressed and that the project indicators will reveal results in terms of gender equality."* Gender budgeting to assess the impact of the budget on gender relations, and increase of local women's participation in control over funds were also mentioned as factors for success.

Several **other factors** of success have been mentioned, among which receptivity of the partner country for gender issues, support for gender from civil society, drive among staff, and gender in the job description. Although 'gender in the job description' has been mentioned several times as a need and a wish, it is not strange that it hardly has been mentioned as a factor for success, given the fact that it has not yet been fully experienced in the organisations of the respondents.

Annex 7 gives the complete overview of answers given to the above questions, including the suggested steps needed in each of the participating organisations to ensure effective gender mainstreaming.

## 2.7. Conclusions

The resource persons have shared in this chapter the achievements and challenges of their organizations in the area of gender capacity building.

We have seen that the **demand and needs** for gender training increases and gets more diversified, once gender courses are offered.

Gender capacity building is not yet fully rooted in the structures and core functions of the organizations which participated in this assessment. There are however many **agents of change** working at all levels of the organizations to promote gender equality, at project level, at country level and in headquarters. Most of them do it because they have been exposed to the positive results of gender mainstreaming and not because it is included in their job description. The challenge is to institutionalize gender capacity development, which is only possible if it is taken on board of the HR policy and management. We have seen in the first chapter that GIZ and ILO/ITC already made steps into this direction. Other organizations might learn from these achievements.

A range of training activities at all levels – face to face courses, as well as distance learning and online training - is offered by the organizations participating in this assessment. However, the **target groups** for these training courses are not always reached. The majority of the participants who register for these trainings are already aware of the importance of gender mainstreaming, such as gender focal persons, or staff involved in gender focused aid delivery or development cooperation. To increase demand for gender training, the creation of a favourable in-house culture for gender mainstreaming is a challenge for all organizations. Several entry points and strategies were mentioned in relation to this challenge, such as ensuring gender accountability, including gender competences in the job description, putting gender on the aid effectiveness agenda, using available gender tools, linking gender training to practice, and allocating funds to gender training.

Gender training has multiple positive **results and outcome** according to the majority of respondents, although it can also increase polarisation among colleagues. Funds for gender training pay themselves back with improved quality, effectiveness and sustainability of development cooperation, as long as the training is linked to practice and experiences in the field.

The **demand for gender training** is strongly linked to the in-house culture of an organisation. A favourable cultural climate for gender mainstreaming as such is however not enough. Several other aspects deserve attention to create demand for gender mainstreaming, including gender accountability mechanisms, compulsory use of specific gender tools (G-Marker, GESCI, Gender Analysis tools), a HR policy with incentives for gender performance, gender high on the political agenda for aid effectiveness, gender training linked to practice and funds available for gender training.

Finally we assessed the **factors of success** in effective gender mainstreaming and saw that a strong political framework and political will at the top are key to this process. Gender training and follow-up to the training activities have also proved to be crucial factors for successful gender mainstreaming. Gender experts and GFPs networks have played decisive roles in promoting effective gender mainstreaming. Other success factors have been the gender accountability mechanisms (in particular the G-Marker Effect); the use of tools for gender mainstreaming (in particular the Gender Analysis Effect); and making gender mainstreaming visible in the budget.

### 3. Recommendations

This assessment is aimed at determining what the colleagues (HQ and field structure) and partners of the Train4Dev Gender Expert Group members need to successfully integrate gender into their work and to identify the institutional capacity gaps which exist in this regard. The assessment should provide concrete recommendations for the thematic focus and activities of the Train4Dev Gender Expert Group's work.

The following paragraphs summarise the priority needs identified, indicate how donors in the context of Train4Dev can cooperate to improve institutional capacity and conclude with recommendations.

#### 3.1. Priority Actions

Resource persons were asked to mention main priority actions needed to achieve the desired gender competences. They came up with 3 types of measures needed<sup>18</sup> (See Table below):

- a. **Training:** Except for the Netherlands, all organisations specified different types of training needs
- b. **Gender as core competence in the job description and personal performance assessment:** Except for DG ECHO and DGD all organisations mentioned this point
- c. **Improvement of in-house culture and management system:** Resource persons from 5 organisations mentioned needs to promote a more gender sensitive organisation. An interesting point mentioned by BTC, is the Gender Certification.

**Table 8: Priority needs to successfully integrate gender into the work of organisations represented in the Train4Dev Gender Expert Groups (2011)**

TRAINING NEEDS	NEED FOR GENDER IN JOB-DESCRIPTION AND PPA	NEEDS FOR IN-HOUSE CHANGES + MANAGEMENT
<ul style="list-style-type: none"> <li>• Gender in core trainings (DEVCO)</li> <li>• Compulsory training on future policy &amp; action plan (ECHO)</li> <li>• Systematic staff training (DGD)</li> <li>• Training of (top) managers(DGD)</li> <li>• Training all GFPs in projects at country level (DGD-Senegal)</li> <li>• Training and follow-up (BTC)</li> <li>• Thematic gender training (GIZ)</li> <li>• (Recognized) training for project staff (LuxDev-country level)</li> <li>• Training of staff counterpart (LuxDev-country level)</li> <li>• Continuous training of whole staff (LuxDev)</li> <li>• Gender mainstreaming in all training programmes (ITC/ILO)</li> </ul>	<ul style="list-style-type: none"> <li>• Include gender performance in incentive system (DEVCO)</li> <li>• Gender as core competence in job description and evaluation (BTC)</li> <li>• Clear benefits &amp; reputation for the top if they show commitment (GIZ)</li> <li>• Reward people for the energy they are applying to gender work (GIZ)</li> <li>• CTA's should understand gender indicators (LuxDev)</li> <li>• Pay-role staff should be able to analyse reports with a gender indicators (LuxDev)</li> <li>• Gender competences should be a condition for management functions (NL)</li> <li>• Gender performance as criterion for job description and in the Personal Performance Assessment (PPA) (NL)</li> <li>• Explicit HR policy to improve gender competence (ITC/ILO)</li> </ul>	<ul style="list-style-type: none"> <li>• BTC needs a comprehensive combination of in-house awareness raising, reduction of gender-imbalance among field staff, improvement of career possibilities of women at HQ and in the field, Gender Process Management, and GENDER CERTIFICATION (!)</li> <li>• GIZ aspires a corporate culture in which gender is seen as an asset, and the organisation focussed on creation of gender reputation, company-wide commitment to gender as a core topic and part of the permanent high quality package (core values of GIZ) offered. To achieve this, interest has to be raised, and knowledge-management strengthened in order to provide information at the right moment and in the right format when people need it.</li> <li>• LuxDev respondents need equal representation of women at all levels in the own organisation, and to get gender into the routines of the standard operational procedures and processes, set up in co-operation with partner organisations.</li> <li>• The Netherlands needs to include gender competence in the management agreements;</li> <li>• ITC/ILO mentioned the need for a knowledge management system</li> </ul>

<sup>18</sup> Besides these main priority actions needed to achieve the desired gender competences the resource persons also mentioned some organisation specific needs, including the need for a gender policy for humanitarian aid (ECHO), a Ministerial mandate to impose gender mainstreaming (DGD), as well as project specific needs, such as action research (LuxDev) or need for GFP in counterpart organisation (LuxDev).

### **Training needs:**

One good practice jumps out of all the interviews, which is the need for gender analysis. GIZ has developed an excellent **guideline for gender analysis** which could be shared among more organisations. DG DEVCO has included tools and guidelines for gender analysis in the '**Toolkit** for mainstreaming gender equality in EC development cooperation' and is promoting the use of these for the gender country profiles needed for the next generation of Country Strategy Papers (2013-2018).

Another good example is a **starter's kit for Gender Focal Persons**. GIZ developed a kind of training manual (in English and Spanish), which is linked to the GIZ-procedures and includes references to all existing trainings and resources which are useful for GFPs in their daily work. DEVCO has also developed guidelines and tools for GFPs as a result of a GFP-workshop in 2010, which are useful introduction materials for new appointed GFPs.

Training needs are very diverse, and depend from the status quo of each organisation. Some respondents said that their organisation need permanent gender training at all levels, others need gender mainstreaming in existing courses, whereas the respondents of the Netherlands even didn't mention training as a need. "*We have seen everything 100 times*", said one of the Dutch respondents. The majority stressed the need for targeted tailor-made practical trainings, close to the day to day work and procedures. Online training could be complementary to these trainings, for example **short basic thematic modules** with gender perspective, or **flexible modules** accessible anytime from anywhere.

It is not strange that the Netherlands is not mentioning 'training needs', but instead stresses the 'need for gender competence in the job-description and in the PPA'. There has been a lot of training and capacity building in the past. In the 1990s the gender performance of DGIS was outstanding thanks to the great number of gender experts appointed at HQ and in the delegations, the Women's Fund for strategic and innovative projects, the tools, strategies and accountability mechanisms for gender mainstreaming. Everything seemed to be in place. However, now there is few left<sup>19</sup>, as the strategy was not sustainable. Due to the high staff turnover there is currently only a fraction of the gender competences of the past.

The **lesson learned** from this example is that appointing gender experts and organising gender trainings gives good results in the short run, but is not sustainable in the long run as long as it is not institutionalised in the overall Human Resources Policy and in the Management System.

### **Human Resource policy:**

High staff turnover makes the effect of training leaking away. This has been mentioned by several organisations. Organising training is therefore not enough. The additional challenge is to keep the gender expertise in-house. The measures mentioned in the second column of table 8 represent a series of excellent strategies to ensure sustainability. This means however, that gender must become a responsibility of HR managers, and should be included as a **core competence in the recruitment procedures, in the descriptions of functions, jobs, procedures of personal performance assessments and in career development schemes**. Some organizations such as GIZ and ITC/ILO have already some experience in this field, whereas others still have to start from scratch. Exchange of experiences between HR-managers of the member organizations of Train4Dev could enhance the process of gender mainstreaming in HR management.

### **Quality management:**

Quality management, including equal opportunities management, is still a far away perspective in several organisations, at HQ as well as at country level (embassies/delegations). In this context it would be interesting to introduce an **ISO certification for gender equality management**, as proposed by

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<sup>19</sup> Thanks to the Dutch Parliament and lobby from Civil Society the gender issue is back on the political agenda of the Ministry for Foreign Affairs.

BTC. However, officially such certification doesn't exist yet<sup>20</sup>. A thematic Train4Dev-group on *ISO certification for gender equality management* could be a first step to set out a strategy that could improve the future management system.

### 3.2. How should donors cooperate to enhance capacity building in gender mainstreaming?

Harmonising and donor coordination was the overall answer to this question, and many suggestions for concrete actions were given. There was also skeptics among the interviewed as we see at the end of this paragraph. In general the answers matched with the above mentioned priorities:

#### a. Working together on training:

Donors can work together by launching specific gender online courses and harmonizing tools and training materials on EU level. They could identify donors with a similar approach and a comparable structure, and *“work together on case studies, collect information, identify methodologies, share projects on gender mainstreaming, compare target population or internal structures of these donors.”*

The Gender Net of Train4dev could also work for organising regional trainings for different target groups. *“Within the framework of Train4dev donors could organise conferences, and promote networking. For example at country or regional level joint learning activities with counterparts in the field, on PRSPs, etc. These activities may contribute to ownership and gender sensitising of the donors themselves (ownership) instead of contracting external experts for such work.”*

At country level donor coordination should be based on the big topics in the country. *“Gender issues are different from country to country. Donors should organise to be up to date with partner country needs. Per sector joint gender trainings could be organised, including the participation of the national partners and relevant ministries of the country”.*

#### b. Working together on HR policies

Working together on personnel policies: Gender as criterion for job description; gender in the PPA (Personal Performance Assessment).

Work together through Gender Certification.

#### c. Working together on improving management:

Really prioritise gender on the political and policy agenda. *“Train4dev can help donors and national ministries to become gender competent if they make it a priority. The shift toward results based management implies that results must also become more gender sensitive. Gender is relevant for all MDGs, and the use of gender-disaggregated data and gender indicators is therefore crucial.”*

Train4Dev can support with effective implementation by improving knowledge management systems.

#### DONOR COORDINATION IN SENEGAL:

Here in Senegal we already do donor coordination. We have two platforms in Senegal:

- A platform for all donors; a gender thematic group led by UN women. We meet twice a year. We are discussing a social economic political document (2010-2015) on taking gender equality perspective into account and integrating it in the whole politics.
- A group to monitor the EU Gender Action Plan (GAP), which was initiated by the EU Delegation. We already met three times. When we came together we went through the GAP and each organisation explained about their sectors. Belgium has been put on the Water sector as a lead donor. Each donor has another sector.

Resource person DGD

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<sup>20</sup> At the moment there is no ISO certification for gender equality management. However, there is a European project *‘Vision 2000: gender in quality certification systems’* that promotes the analysis of norms of the quality system ISO 9000:2000 in order to introduce the gender point of view. This can be accessed with the following link: <http://www.gendercertification.com/eng/home.php>. UNDP has published *‘Doing good business’* on the importance of having Certification Programmes for Quality Management Systems for Gender Equality in both public and private businesses. Link: <http://compartir.logosundp.org/pdf/en/04.pdf>. Besides some work has been done on Certification in Scandinavian countries.

Gender equality management also requires budget. *“Impose that a certain percentage of the budget should be used for a gender strategy”* suggested a respondent. *“Pool your resources together to reach out to more people, to reduce duplication and to enhance common approaches”* said another. Similar remarks were made to put harmonization in practice, including: *“Delivering jointly means more cost-effectiveness. Donors should be more ambitious and put on the agenda the pooling of their resources for gender mainstreaming instead of continuing working each for themselves bilaterally.”* Finally also donors should be accountable about managing resources and budgets: *“Implement gender audits to compare donors gender performance.”*

### **Sceptics**

Not all respondents were enthusiastic about the benefits of harmonising and donor-coordination. *“Harmonising everything is not always desirable, you can lose a lot of diversity. Nevertheless they (= donors) should define together gender and gender mainstreaming as an issue and clarify how important it is for each of them, also in competition with the other cross-cutting issues.”*

Sceptics from the field about donor coordination was also expressed in several interviews, such as: *“Donors don’t work together and don’t do what they preach. There is a donor coordination mechanism, but it doesn’t deliver. It is more a conversation group with busy people from various agencies who have little opportunity to change the strategies of their own organizations. Hence, nothing changes. The first thing they have to do is to decide on what they are committed to; not only for gender, but for all the issues they pretend to pursue. The problem is they are not enough committed; it is only words. They cannot even agree on the most simple things, for instance common per diems rates for government partners.”*

### **3.3. How can Train4Dev promote gender expertise in your organization?**

All organisations participating in this assessment see that Train4Dev can play a role in promoting their gender expertise, except for the ITC/ILO who stated: *“No, we have a mandate that is different of what donors do. Donors do not necessarily need to go deep into technical issues, such as labour market analysis, or research on complicated human rights issues. For donors other type of training is interesting such as training in PCM. The website can however play a role for donors who want to share information about opportunities, networking, and a joined training approach. Although the website can be useful for promoting such things, it remains uncertain if online courses can increase the level of competence. To increase personal competences the individual participant should be targeted, and a more tailor-made one-for-one approach is needed.”*

The majority of the respondents stated that they are familiar with the website of Train4Dev and think it can play a role in common (online) training activities of donors, including:

- Gender mainstreamed courses on specialised development topics (water, health, education, transport, humanitarian aid, good governance, human rights, etc.).
- Capacity building on gender based violence (GBV)
- A channel for short online trainings in a format and form that facilitates the information at the moment you need it
- Yes, a website can play a positive role in particular for access to information and training, and to make tools available.
- Train4dev could be a useful platform for joint competence development on gender
- Joint training initiatives; Organizing joint training here (HQ) and in the field
- Initiate together capacity building of smaller organizations
- Invite people in the field to online trainings, especially if the training responds to the needs of the counterpart, or focussed on sensitising the counterpart.
- Develop gender training at a high level
- Courses to obtain gender competences should be promoted and made compulsory for some of the staff .

- The network could become an important instrument to organise meetings between gender expert groups, to have trainings, joint learning programmes, and exchange among persons who know what other organisations are doing. This may result in much more leverage.

Although the majority sees the advantages for online training at Train4Dev, others expressed their doubts. There were doubts about the effect of online trainings, but also about its technical and time constraints. At the same time respondents offered some solutions to deal with these constraints:

*“I doubt if it (online training) can play a role in gender capacity development at country level. The intern process must be good. I prefer working with a local institution with gender expertise. Eventually, for some specific trainings the website could offer some online training to complement local training. Online training or communities are just a tool among others, and should not be the only ones”,* explained a respondent from the field. *“Using Train4Dev for online training has some advantages, such as flexibility in time for learning, less travelling, but it remains an individual activity; it cannot replace the group experiences of the face-to-face training. I prefer the non-virtual training, with networking, establishing bonds, common spirit, exchange of experiences and groups work”.*

### **Good practice Train4Dev**

We participated with a delegation of donors and partners from Cameroon (2007) in a PRSP training in Benin, organised by Train4Dev.

It was the best entry point for working with development partners and country officials on one shared topic. This could also work well for the issue of gender mainstreaming. We were together with high rank officials of Cameroon which created a good working base. We replicated the training in Cameroon, to include more stakeholders.

This whole set-up of train4dev can be recommended for gender.

*GIZ resource person*

Technical constraints can also hamper online training: *“Yes, online training, but the problem is that downloading may be a problem.”* A combination of online and face-to-face activities however can make a difference for virtual learning communities: *“Online training only works in addition to something else. Face-to-face interaction among people is needed to make communities on the internet work. Online communities can be disturbed by the technical limitations in some areas to get access to the internet. It will be different when people know each others, for example when they have a kick-off meeting before starting such a community.”*

Moderation of online trainings is seen as a solution to make online training work: *“Personally I would like to have a moderated real time interaction among participants, this makes participation is worthwhile and interesting. Many distance-learning institutes deliver their lectures in that manner. It is similar to sitting in a seminar or like a conference on skype.”*

The way of organising a training is also a question that has to be resolved. Is it a self-running course with or without a tutor or moderator? When it is a self-running course without tutor/moderator it can in principle be 24 hours accessible throughout the whole year. When it is designed as a course with tutors or moderators, it has a launching and closing date, for the time where these trainers are available. Is it organised as a participative training like a forum with expert groups? Then someone has to keep it alive and has to guide the development of the content.

Time constraints are seen as another reason why online training is not the optimal solution to promote gender expertise: *“I am a bit pessimistic about using Train4Dev for training courses; you will not necessarily reach those who are not interested in gender issues, even if you integrate gender in other topics. The problem is lack of time to use and integrate it in the normal work”*

However, time seems to become a relative concept once there is an interesting topic. *“Given the workload there is few time available, but when there is online information or training on a specific topic which is relevant for our work, then Train4Dev can be useful. For example, when a colleague is working on PPP (Public Private Partnership) he/she will choose this relevant topic.”*

It also depends on the in-house culture and priority given to gender issues by the management: *“Unfortunately staff doesn’t have time to do an extra online course (...); there is lack of priority, lack of incentives, lack of recognition from the hierarchy, and there is this endless discussion on Quality and Quantity (disbursements)”*, said a respondent. Another said that making the gender course compulsory makes it easier for staff to make their choices: *“People have a lot of conflicting demands, if you make the gender course compulsory they cannot escape from it.”*

Several strategies were proposed to promote online training through Train4Dev. Several respondents advocated for official recognition of the training: *“The online training should give the right on a diploma”*; and *“incentives should be given for following online gender training (e.g. certificate)”*; or the trainings should be organized in a way that they can be *“an asset in person’s CV”*. The way an online course is organised may also raise questions about recognition, as one of the respondents noted: *“If it is organised as a kind of peer-exchange, the ‘Group Currency’ becomes an issue: what makes my participation worthwhile? Why should I participate? What do I get from it? In many working groups some participants contribute actively, whereas others are free-riders; they only take and do not give. There should be a kind of reward for participating. If it is a real working group members need to discuss about their ‘currency’. It cannot be imposed from the outside, only members of a working group can define and agree this.”*

The Train4Dev website can also promote gender expertise by offering a platform for exchanging experiences, information, opportunities, knowledge, training materials, toolkits, glossaries and for dissemination of (videos of ) good practices, examples, lessons learned, hard evidence and convincing stories, data and scientific prove that ‘gender’ works. *“Basically it should become a knowledge base. Donors can contribute content, good practices, examples, and online training”*.

Common donor actions can be developed on the basis of such a platform. *“A common platform with easy entry points is a good way of making common development standards and a forum of communication”* stated one of the resource persons. Donor actions suggested include the following:

- Political commitment at the highest level (EU, UN) should be visualised and followed up
- Organize high level management meetings, conferences, or colloquia on gender issues where they get aware of each other’s policies and approaches.
- Develop a joint action framework,
- Share gender analyses by setting up a data base for common use by donors
- Keep each other sharp by organizing meetings among Heads of Cooperation at country level to share gender analyses and to promote basket funding for gender equality funds, such as the Emancipation Fund.
- Link gender not only to development cooperation, but also to ‘hard core’ political issues, including international security issues, trade and globalization.
- Among donors and development agencies we should talk about more or less the same gender competence. *“We developed a kind of training manual (in English and Spanish), which is like a starter-kit for GFPs. From all the wealth of trainings that exist we put together this hand-out.”*
- Integrate gender competence in TOR of monitoring missions to the field.
- Everybody should come back from a mission with one good practice or lesson learned on a cross-cutting issue.
- More exchange field visits between and within partner countries. Exchange of experiences among spearheading peers to peers.

For the future DG DEVCO sees a specific role for Train4Dev to promote gender expertise among donors and partners, especially when the knowledge products of UN Women and the ITC/ILO trainings will be launched on this website.

Promotion of the Train4Dev gender net will be necessary to create demand and to reach out to new target groups. *“Unfortunately people who look at the gender-page of train4dev, are probably those who are already working with gender issues; not other people.”* A first step to create demand must be genuine donor commitment: *“To be frank, the key issue is that when there is no strong demand for gender mainstreaming from the donors, the aid administrators, the advisors will not change. The only force to change comes from the practice of people, unless the donors find out what they want to do and are really committed to do it. Change is so difficult to generate that it is unlikely to produce success without real commitment. In my own project, we are prioritizing participation over gender mainstreaming, because we cannot take on all the issues.”* Orientations to colleagues about the usefulness of train4dev for their work can increase demand. More will be needed to keep attracting visitors. *“People will not go to the website just for fun. You go to the website if you really are looking for something special, or if you have a question, or if you are forced to go there, or there is a nice video you would like to see. Short examples, best practices, visual things, tips and tricks, You-Tube films. The medium should be exploited in a dynamic way. People should be fascinated by the films. Everything should be as short as possible. The external promotion and communication strategy should be professional. We also need a professional lobbyist”.*

### **3.4. Recommendations for the Train4Dev Gender Expert Group: What to do?**

It is not easy to subtract some key recommendations from this wealth of excellent suggestions and ideas about how to promote gender expertise among donors with Train4Dev. Although the Gender Expert Group can of course take any of the above mentioned recommendations of the respondents to the interviews, I have only 5 key recommendations. These are selected on the basis of the following simple criteria:

- Strategic important in the light of the priorities expressed by the respondents of the interviews
- Proven to be a good practice
- Based on existing materials and experiences of the participating organizations in the Train4Dev gender network group

#### **What to do?**

1. Develop a short basic self-running **online course on ‘Gender Analysis’** (maximum 4 learning hours) to be launched on Train4Dev with a forum where people can share practical knowledge and exchange experiences. Include a library with existing gender profiles of different countries, sectors, and programmes, which can be completed by the participants of the course.
2. Create an online **starter’s kit for Gender Focal Persons** of all organisations, which includes the basic strategies and tools for implementing the EU Gender Action Plan.
3. Given the heterogeneity of the organizations participating in this assessment there is no one-size recommendation on addressing in-house training needs. Each organization has to make its own planning for tailor-made practical training courses, close to the work of the people in the organization. Train4Dev could **complement** these in-house trainings with a series of **short flexible self-running online training modules**. These flexible modules (2 to 3 learning hours) should offer basic trainings on **gender mainstreaming in the cycle of operations** (the G-marker, gender in PCM, gender monitoring tools, etc.) and on **gender mainstreaming in thematic issues** (gender in food security, gender and economics, gender peace and security, water, health, education, transport, humanitarian aid, gender based violence, good governance, human rights, etc.). It is not about reinventing the wheel, but putting together **existing materials** in a user-friendly accessible way. People from all organizations can fresh-up basic knowledge, find gender tools, get up-dated, or hit upon flyers, power points or other materials to disseminate the gender perspective in their work.

4. Organize an inter-vision meeting with HR managers of the participating organizations, in order to initiate a process of exchanging experiences on **gender mainstreaming in HR policy and management**. Give follow-up to this kick-off meeting with a digital platform for HR managers on issues such as gender competence based recruitment, job description and PPA procedures, and for working out a common proposal to harmonise procedures in this area. Put this issue on the agenda of the annual meeting of Train4Dev to share the proposal with other member organizations.
5. Call for a meeting of top management of the organizations to present the idea of the **ISO certification for gender equality management**, and give follow up to it with a platform on Train4Dev to boost the operationalisation of this strategy for long term sustainability of gender mainstreaming in the organizations.