

McGill, Eugenia

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## Asian donor support for gender equality and women's empowerment: Comparative experience, challenges, and opportunities

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## WIDER Working Paper No. 2013/138

# Asian donor support for gender equality and women's empowerment

## Comparative experience, challenges, and opportunities

Eugenia McGill\*

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### Abstract

Since the 1990s, gender mainstreaming has been a widely accepted strategy for promoting gender equality within governments, multilateral agencies, and development NGOs, although critics continue to question its premises and results. This paper reviews how the development agencies of Australia, Japan, New Zealand, and the Republic of Korea, as well as the Asian Development Bank, have sought to promote gender equality through their activities, and considers lessons that can be drawn from their experience. The paper also considers the Philippines' harmonized guidelines on gender and development, and the experience of these development agencies in implementing the guidelines.

**Keywords:** gender equality, gender mainstreaming, women's empowerment, donors, development agencies, Asia and Pacific.

**JEL classification:** F35, O2

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\*School of International and Public Affairs, Columbia University, em419@columbia.edu

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*www.wider.unu.edu*

*publications@wider.unu.edu*

UNU World Institute for Development Economics Research (UNU-WIDER)  
Katajanokanlaituri 6 B, 00160 Helsinki, Finland

Typescript prepared by Minna Tokkari at UNU-WIDER.

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## 1 Introduction

Gender equality is widely recognized as an important development objective in itself, as well as a prerequisite for inclusive and sustainable economic and human development. While substantial progress has been made in closing gender gaps and strengthening women's empowerment and rights, significant gaps remain in many areas, and are reinforced by entrenched gender biases and other structural barriers. Since the 1990s, gender mainstreaming has been the widely accepted strategy for promoting gender equality within governments, multilateral agencies, and development NGOs. However, there have been wide variations in how gender mainstreaming has been interpreted and implemented across different institutions, sectors, and regions, with predictably variable outcomes. At the same time, there is increasing demand for more effective development aid, across all sectors and priority areas, reflected for example in the outcome document of the Fourth High-Level Forum on Aid Effectiveness in Busan, Korea in December 2011. Similarly, the Busan Joint Action Plan for Gender Equality and Development underscored the importance of more systematically tracking and documenting the results of development assistance for gender equality, women's empowerment, and women's rights.

UNU-WIDER's Programme on Research and Communication on Foreign Aid (ReCom) aims to fill knowledge gaps, and facilitate an exchange of experiences and lessons to promote more effective development co-operation for gender equality. Recent working papers under the Programme have reviewed the experience of the Nordic bilateral donors (Nanivazo and Scott 2012), the World Bank (Lauterbach and Zuckerman 2013), foreign aid to women's equality organizations in the Middle East and North Africa (Balioune-Lutz 2013), the impact of sectoral aid allocations on gender equity (Pickbourn and Ndikumana 2013), and the potential of challenge funds to address gender challenges in developing countries (Gulrajani 2013).

This paper adds to the ReCom research already undertaken by examining the gender mainstreaming experience of the major development agencies located in Asia. Specifically, the paper reviews how the development agencies of Australia, Japan, New Zealand, and the Republic of Korea (Korea), as well as the Asian Development Bank (ADB), have sought to promote gender equality through their development activities, and considers the lessons that can be drawn from their experience. This selection of organizations provides a basis for interesting comparisons and contrasts, since it includes donor countries located in East Asia (Japan and Korea) and the Pacific (Australia and New Zealand); donor countries that provide assistance mainly through technical co-operation and grants (Australia and New Zealand) and others that also provide concessional loans (Japan and Korea); established members of the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD-DAC), as well as one of its newest members (Korea); and a regional development bank that provides technical assistance, grants, and loans to its developing member countries, and collaborates closely with these and other countries on gender and other development issues. The paper also includes a case study of the Philippines' harmonized gender and development (GAD) guidelines, which apply to all of its donor-supported programmes and projects, and the annual reporting by ADB, Australia, Japan, Korea, and New Zealand under these guidelines. However, the paper does not consider the South-South co-operation and other development-related activities of major Asian developing countries, such as China or India.

The paper includes eight sections, in addition to this introduction. The next section discusses the methodology for the study. The third section briefly references international experience in promoting gender equality and women's empowerment through development assistance. The fourth through eighth sections then review the experiences of the four Asian donor countries and ADB with respect to:

- their policy commitments to gender equality, women's empowerment, and women's rights, and how these commitments have been integrated in their overall missions and strategic frameworks;
- the institutional mechanisms they have put in place to integrate gender concerns in their operations;
- their general performance to date, including progress, challenges, and opportunities; and
- their development assistance programmes in the Philippines, and reporting under the Philippines' harmonized GAD guidelines.

The final section offers some concluding observations and suggestions for further research.

## **2 Methodology**

The paper is based on an extensive review of secondary sources, including the organizations' own policy documents, guidelines and toolkits, selected project documents and evaluation reports (to the extent available), as well as OECD-DAC peer review reports and reports by independent researchers, NGOs, and others. This literature review was complemented by semi-structured interviews with current and former gender advisors at each of the development organizations; researchers, consultants, and NGO representatives who are familiar with the gender-related work of the organizations; staff in the Philippine country offices of each of the organizations; and staff in the Philippine National Economic and Development Authority (NEDA). A set of interview questions was provided to each interviewee in advance, and the interviews were conducted in person and by telephone, skype, and email exchange. The discussion of ADB's policy on gender and development and its implementation was also informed by my prior work as an ADB staff member and consultant.

## **3 Promoting gender equality and women's empowerment through development assistance**

Gender equality and women's empowerment as international development goals can be traced at least to the 1970s, reflected in the General Assembly declaration of an International Women's Year (1975) and a UN Decade for Women (1975-85), and the organizing of a World Conference for the International Women's Year in Mexico City in 1975. The World Plan of Action, adopted at the 1975 World Conference, called on governments to '[c]hange... social and economic structures [to] make possible the full equality of women' (para 29), and recommended a number of strategies, including taking women's interests and needs fully into account in national strategies and development plans, repealing discriminatory laws and regulations, establishing an 'interdisciplinary and multisectoral machinery within government, such as national commissions, women's bureau, and other bodies' (para 34), expanding opportunities for women through

specific projects and programmes, and redirecting government expenditures to achieve these goals. Similar strategies were already being introduced in industrialized countries, such as Australia and New Zealand (see Annex I), and would be adopted, at least in part, by a large number of countries over the next 20 years. These strategies would also form the basis for the more comprehensive ‘gender mainstreaming’ approach endorsed at the Fourth World Conference on Women in Beijing in 1995, and by the UN Economic and Social Council (ECOSOC) in 1997.<sup>1</sup>

In recent years, development organizations have experimented with various approaches to mainstream gender equality in their operations. While evaluations of these efforts have shown mixed results thus far (Risby and Keller 2012), there is broad consensus on the general elements needed to promote gender equality and women’s empowerment through development assistance.<sup>2</sup> These include (1) strong leadership, expertise, and accountability; (2) effective procedures and practices; (3) capacity-building of staff and development partners; (4) adequate financial resources; and (5) timely monitoring, evaluation, and learning (OECD-DAC 1999; UN Millennium Project 2005; Risby and Keller 2012). These principles also inform the review here of Asian donors’ efforts to mainstream gender equality in their programmes and projects.

#### **4 Gender policy commitments of ADB and Asian donor countries**

Despite their unique histories and circumstances, the development assistance programmes of Australia, Japan, Korea, and New Zealand, as well as ADB, all have made explicit policy commitments to promote gender equality and women’s empowerment. As discussed further below, ADB, the Australian Agency for International Development (AusAID),<sup>3</sup> Japan International Cooperation Agency (JICA) and Korea International Cooperation Agency (KOICA) have issued separate policy documents on gender equality, while the New Zealand Aid Programme (NZAP) currently supports gender equality as a cross-cutting issue through its general aid policy statements. Although their policy formulations vary and have evolved over time, most of the agencies ground their commitments to gender equality in both normative and instrumental terms—recognizing gender equality as a matter of social justice and rights, as well as essential to the equitable and sustainable development of communities and societies. All of the agencies also follow a two-track approach, integrating gender equality considerations in their general operations, while also supporting strategic or targeted interventions to address gender inequalities and promote women’s empowerment. Further, most of the agencies’ gender equality initiatives—consistent with their general aid programmes—are in Asia and the Pacific.

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<sup>1</sup> As defined by ECOSOC, ‘[m]ainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic, and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality’ (UN Economic and Social Council 1997).

<sup>2</sup> Critiques of gender mainstreaming efforts to date have ranged from the conceptual (Eveline and Bacchi 2005; Rees 2005), to the strategic (Chant and Sweetman 2012; Sandler and Rao 2012), to the practical (Brouers 2013; Mehra and Rao Gupta 2006; Moser and Moser 2005; Risby and Keller 2012; Tiessen 2007).

<sup>3</sup> Following national elections and a change of government in Australia in September 2013, AusAID is being merged into the Australian Department of Foreign Affairs and Trade (DFAT). R. Davies, ‘Bending AusAID or breaking it?’ *The Canberra Times*, 1 October 2013. Since the merger is still ongoing, this paper continues to refer to AusAID for convenience.

Each agency's policy commitment to gender equality has been influenced over time by a combination of external and internal factors. As discussed further in Annex I, these include the women's movements and domestic equality reforms in each country, the world conferences on women and related outcome documents (notably the Beijing Platform for Action), other international commitments, such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Millennium Development Goals (MDGs), sharing of experience and good practices through the OECD-DAC GENDERNET and Multilateral Development Bank Working Group on Gender and Development, as well as strategic advocacy and capacity building by 'femocrats'<sup>4</sup> within each agency.

#### 4.1 Asian Development Bank

Building on the momentum of the Beijing Conference, ADB adopted its *Policy on Gender and Development* in 1998. The policy was based on considerations of gender equity and social justice, as well as economic efficiency. It endorsed a two-track approach, in which gender considerations would be integrated across ADB's operations, while some projects targeting women would still be developed, especially in countries with acute gender disparities. The policy also introduced several institutional mechanisms to accelerate ADB's progress on gender issues. These included the development of a bank-wide gender action plan, hiring of additional gender specialists at ADB headquarters, recruitment of gender specialists to work in several of ADB's resident missions, creation of an umbrella facility to fund innovative projects, and establishment of the External Forum on GAD, an advisory group to enable dialogue between ADB staff and outside experts on regional gender issues.

ADB's commitment to gender equality was re-energized in 2008, when the bank announced a new strategic framework, *Strategy 2020*, in which gender equality is one of the five 'drivers of change.' Since *Strategy 2020* prioritizes results, ADB also developed a results framework to track and report publicly on its performance, including targets for gender mainstreaming in its loan projects—recently increased to 45 per cent of all new loan projects (and 55 per cent of all new loans projects funded from the Asian Development Fund). The adoption of these targets has had a major impact on ADB's commitment to gender mainstreaming and on its performance. The targets also required ADB to clarify its system for measuring the extent of gender mainstreaming in its projects. The system, which had been developed initially for internal tracking purposes, includes four categories: (1) projects with an explicit gender theme; (2) projects with effective gender mainstreaming; (3) projects with some gender elements; and (4) projects with no gender elements.<sup>5</sup> ADB also recently launched a new *Gender Equality and Women's Empowerment Operational Plan for 2013-20*, which places much greater emphasis on the implementation of project gender action plans and tracking of gender equality outcomes in ADB-supported loan projects, technical assistance, and other activities.

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<sup>4</sup> This term appears to have been used first to describe feminists who moved into policy positions in the Australian government in the 1970s (Sawer 1996: 4). It is used here to refer more broadly to government and development agency officials and staff who support gender equality directly through their work.

<sup>5</sup> Only the first two categories of projects count toward ADB's gender mainstreaming targets. Both require gender analysis during project preparation, specific design measures to promote gender equality, a project gender action plan, and supporting covenants in the project loan agreement. More information on ADB's gender mainstreaming categories for projects is available at <http://www.adb.org/themes/gender/gender-mainstreaming-categories>

## 4.2 Australia

Australia's current aid policy, *An Effective Aid Programme for Australia: Making a real difference—delivering real results* (2012) revolves around five strategic goals—saving lives, promoting opportunities for all, sustainable economic development, effective governance, and humanitarian and disaster response—and ten specific development objectives. Three of these—related to maternal and child health, education particularly of girls, and the empowerment of women to participate in the economy, leadership, and education—have an explicit gender focus. Under the policy, the Australian government had committed to substantially scale up its aid effort to reach 0.5 per cent of gross national income by 2016-17, and to make its aid programme more transparent, accountable, and results-focused. However, the Coalition government elected in September 2013 has announced substantial cuts in the aid budget and the merger of AusAID into the Department of Foreign Affairs and Trade (DFAT), and a full review of Australia's aid policy is under way.<sup>6</sup>

In conjunction with its overall aid policy, the previous government issued a new thematic strategy on gender equality and women's empowerment in 2011. The strategy, *Promoting opportunities for all: gender equality and women's empowerment*, viewed gender equality as central to economic and human development, and integral to women's rights. Three of the four pillars of the strategy continued the priorities of the previous gender policy, including (1) equal access to gender-responsive health and education services, (2) increasing women's voice in decision-making, leadership, and peace-building, and (3) empowering women economically and improving their livelihood security. The fourth pillar—ending violence against women and girls at home, in their communities, and in disaster and conflict situations—significantly elevated AusAID's commitment on this issue. The new focus responded to recent research by AusAID's Office of Development Effectiveness on the pervasive violence against women in the Pacific, and also supports Australia's National Action Plan on Women, Peace, and Security 2012-18. Consistent with previous policies, the thematic strategy reflects a two-track approach to promoting gender equality, but with greater emphasis on strategic and targeted initiatives in areas where progress has been slow. There is also a strong focus on identifying and monitoring gender equality outcomes at the agency, country, and initiative levels. In its latest peer review of Australia's aid programme, the OECD-DAC commended 'Australia's solid integration of gender equality...in its projects and programmes [as] a good example of its holistic approach to development' (OECD-DAC 2013b: 17). Whether the new government will continue this gender equality strategy, and how it will be affected by the merger of AusAID into DFAT, are not yet clear.

## 4.3 Japan

Japan's Official Development Assistance (ODA) Charter, which was updated in 2003, includes a specific commitment to promote gender equality, and the active participation of women under

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<sup>6</sup> M. Baker, 'The shame that is Abbott's foreign aid policy', *The Sydney Morning Herald*, Nov. 2, 2013. These reforms have attracted widespread criticism from Australian development experts and NGOs. For example, see the DevPolicy Blog of Australian National University's Development Policy Centre (<http://devpolicy.org>). It has also been noted that the steering committee overseeing the AusAID/DFAT merger includes no female members. N. Towell, 'AusAID staff anxious for future as they await merger details', *The Sydney Morning Herald*, Oct. 30, 2013.



the basic principle of fairness. The ODA Charter also prioritizes development assistance to promote human security. These priorities are endorsed in Japan's Medium-Term Policy on ODA. Japan's Initiative on GAD, announced in 2005, emphasizes the empowerment of women, as well as the role of men, in eliminating gender inequality, and formally endorses a gender mainstreaming approach to integrate gender equality concerns in country assistance programmes; sector policies; and the design, implementation, monitoring, and evaluation of projects. The initiative also provides for assistance to developing countries in strengthening their national laws, policies, institutional mechanisms, and statistics to promote gender equality and women's empowerment, and gender awareness training of both government officials and Japanese ODA staff. In line with the ODA Charter, the GAD Initiative prioritizes Japan's gender equality efforts in several sectors related to human security and poverty reduction, including education, health, agriculture, and rural development. The GAD Initiative also calls for integrating a gender perspective in the other priority areas under the ODA Charter, including sustainable growth; peace-building; and global issues, including natural disasters, infectious diseases such as HIV/AIDS, and human rights issues such as human trafficking and violence.

Japan's organizational structure for development assistance underwent major reform in 2008, including the reorganization of JICA to take over part of the loan portfolio of the former Japan Bank for International Cooperation (JBIC), as well as grants previously managed by the Ministry of Foreign Affairs. With this expanded portfolio of loans, grants, and technical co-operation, the new JICA also issued a new vision statement on 'Inclusive and Dynamic Development'. The vision statement itself does not refer explicitly to gender equality, women's empowerment, or gender mainstreaming. However, a later JICA publication, 'Gender Mainstreaming: Inclusive and Dynamic Development' (2011), confirms that gender equality and women's empowerment are critical to achieving inclusive and dynamic development, and that gender mainstreaming is an essential tool to achieve this goal. JICA's Mid-Term Objectives and Plan for 2012-17 also include gender equality as a cross-cutting theme.

JICA currently pursues three strategic gender objectives: (1) promoting gender-responsive policies, strategies, and institutions; (2) promoting women's empowerment; and (3) promoting gender integration in programmes and projects. Under the first strategic objective, JICA has provided technical support to national ministries of women's affairs and other government bodies in several developing countries. In its focused activities on women's empowerment, JICA's priorities have included women's economic empowerment, girls' education, mother and child health, and fighting gender-based violence (including human trafficking). In integrating a gender perspective in JICA's sectoral programmes, the current focus is on agriculture and rural development, forest management, and private sector development (JICA 2013). The latest OECD-DAC peer review found that 'Japan's progress in mainstreaming cross-cutting issues has been mixed', but commended JICA's latest gender mainstreaming initiatives, and suggested that they could provide lessons to the Japanese government for other cross-cutting areas such as governance (OECD-DAC 2010a: 31). The OECD-DAC also suggested a more in-depth review of the gender mainstreaming approach to focus in particular on the effectiveness of gender focal points and the extent of gender mainstreaming in large economic infrastructure projects (which account for the majority of Japanese ODA).

#### 4.4 Korea

In its Framework Act on International Development Cooperation enacted in 2010, the Korean government established five basic principles to guide its development activities, including ‘improve[ing] the human rights of women and children, and achiev[ing] gender equality.’<sup>7</sup> KOICA’s Strategic Plan for International Development Cooperation for 2011-15 identifies gender equality as a cross-cutting issue, and KOICA has also adopted a Policy on Gender Equality and Women’s Empowerment, as well as a Mid-Term Strategy for Gender Mainstreaming and Gender Mainstreaming Guidelines. Under its Mid-Term Strategy, KOICA is prioritizing gender mainstreaming activities in health, education, agriculture, and rural development projects, but is also exploring opportunities to address gender-based violence, strengthen women’s economic empowerment, and increase women’s participation in peace-building (KOICA 2013). The first OECD-DAC peer review of Korean ODA acknowledged KOICA’s initial efforts to mainstream gender equality in its operations, but noted that it was too early to assess the results of these efforts. The review also noted that KOICA had done the most of all of Korea’s development bodies in this area, and suggested that EDCF, in particular, should look to other agencies’ experience and good practices in gender mainstreaming (OECD-DAC 2012).

Going forward, Korea’s national gender equality institutions could also play a role in promoting gender equality through Korea’s development assistance programmes. Beginning in the late 1980s, Korea’s women’s movement promoted a broad agenda of gender equality reforms, including passage of a Women’s Development Act in 1995 and establishment of a Ministry of Gender Equality (later renamed the Ministry of Gender Equality and Family, or MGEF). As in many other countries, the Korean women’s movement and ‘femocrats’ in government were strongly influenced by the reforms endorsed at the world conferences on women, especially the Beijing Conference (Suh 2011). In particular, MGEF officials cited the Beijing Platform for Action as a basis for introducing gender impact assessment requirements in 2002 and gender-responsive budgeting in 2006.<sup>8</sup> These domestic gender mainstreaming mechanisms also apply to Korea’s ODA programmes. Therefore KOICA is required to submit an annual gender impact assessment of its operations to the MGEF, and annual budget information on its gender-responsive programmes to the Ministry of Strategy and Finance (Kim 2013b).<sup>9</sup>

#### 4.5 New Zealand

Following a change of government in 2008, the New Zealand Aid Programme (NZAP) was reintegrated in the Ministry of Foreign Affairs and Trade (MFAT). The *International Development Policy Statement: Supporting sustainable development*, issued in 2011, outlines four priority themes to guide the NZAP: (1) investing in economic development, (2) promoting human development, (3) improving resilience and responding to disaster, and (4) building safe and secure communities (New Zealand MFAT 2012: 5). The policy statement confirms that

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<sup>7</sup> ODA Korea website, ‘Policy and Strategy—Legal framework’. Available at: <http://www.odakorea.go.kr/eng.policy.Legal.do>.

<sup>8</sup> Korean Ministry of Gender Equality and Family website, ‘Gender Sensitive Policy’. Available at: [http://english.mogef.go.kr/sub02/sub02\\_10.jsp\\_](http://english.mogef.go.kr/sub02/sub02_10.jsp_)

<sup>9</sup> However, Korean women’s organizations have expressed skepticism about the usefulness of these processes as they are currently conducted (KWAU 2011: 81).

‘environment (notably climate change), gender, and human rights...will be taken into account in a mandatory framework for design, implementation, and evaluation of aid initiatives, in order to ensure good development outcomes and to manage risks, including the risks of negative unintended impacts’ (New Zealand MFAT 2012: 11).

The strong focus on economic development is further reflected in the *NZAP Sector Priorities 2012-15*, which are organized around (a) ‘drivers of growth’—agriculture, fisheries, and tourism; (b) ‘enablers of growth’—renewable energy, transport, and communication infrastructure; private sector development; education and training; health, water, and sanitation; as well as safe and secure communities; and (c) ‘cross-cutting issues’—environment, gender, and human rights (New Zealand MFAT 2012). The ‘gender’ page of *Sector Priorities* highlights the instrumental benefits of women’s access to economic opportunities and resources, and outlines three key intervention areas: (i) integrating principles of gender equality and women’s empowerment; (ii) designing activities and programmes with principal or significant gender equality outcomes, particularly in agriculture and entrepreneurship; education; and sexual, reproductive, and maternal health; and (iii) supporting gender equality and women’s empowerment through regional and international policy engagements and funding (New Zealand MFAT 2012: 32). These documents have been supplemented by a short strategy document, ‘Strengthening the Integration of Cross-cutting Issues into the New Zealand Aid Programme—3 Year Strategy’ and a ‘Gender Analysis Guideline’, as well as ‘Gender Equality Knowledge Notes’ on agriculture, tourism, sustainable economic development, and humanitarian relief.

The OECD-DAC peer review of New Zealand aid, in 2010, noted that the aid programme was still in transition, but counseled New Zealand to maintain its key strengths, ‘such as development expertise and good practice experience’, and ‘in particular outline how it will address not only the economic, but also the environmental and social dimensions’ of its work on sustainable development (OECD-DAC 2010b: 11). In the NZAP’s expanded fisheries development programme, for example, the peer review recommended integration of gender equality concerns (OECD-DAC 2010b: 71). The peer review also noted the unease among development staff in MFAT and among NGOs on the new direction of New Zealand aid. In fact, development researchers and NGOs have been highly critical of the current government’s actions, arguing that they were taken without public consultation, and that they go against international good practice, as well as the findings and recommendations of previous government and OECD-DAC reviews.<sup>10</sup> Observers interviewed for this paper also expressed concern that the abandonment of the 2007 gender equality policy, the priority given to economic development, and the new competitive and cost-sharing mechanisms put in place for NGO funding<sup>11</sup>, have dampened NZAP’s ability to continue working proactively on gender equality issues, for example, through support for women’s NGOs in the Pacific.<sup>12</sup>

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<sup>10</sup> For example, see Bennett (2012) and various commentaries and working papers posted on the New Zealand Aid and Development Dialogues website: <http://nzadds.org.nz/publications/>

<sup>11</sup> The OECD-DAC had commended NZAID’s Partnership for International Community Development (KOHA-PICD), its main funding scheme for development NGOs, for prioritizing gender equality as a core theme and reporting requirement, and for funding a significant number of projects on women’s rights and gender equality (OECD-DAC 2008b). Under the recent restructuring of New Zealand aid, this funding scheme was replaced with a competitive scheme, in which applicants must cover at least 20 per cent of the costs of the proposal from internal resources, which can be a prohibitive requirement for grassroots and advocacy organizations.

<sup>12</sup> New Zealand had been admired for its early efforts to promote women’s rights and leadership and to address gender-based violence in the Pacific, including support for NGOs such as the Fiji Women’s Rights Movement, Fiji Women’s Crisis Centre, and Vanuatu Women’s Centre; the New Zealand Police’s work with other Pacific police forces to deal more sensitively and effectively with domestic violence; and leadership training for emerging women leaders from the Pacific.

## 5 Gender responsiveness of Asian donors: recent trends

Australia, Japan, Korea, and New Zealand all report annually to the OECD-DAC on their aid flows that explicitly address gender equality and women's empowerment, using the DAC's gender equality policy marker, which distinguishes among (1) activities that target gender equality as a 'principal objective'; (2) activities that target gender equality as a 'secondary objective'; (3) activities that were screened but found not to target gender equality; and (4) activities that were not screened. Under the two-track approach to gender equality that the countries have taken, they generally classify their strategic and targeted activities as having a 'principal' gender equality objective, while their activities integrating a gender equality perspective are classified as having a 'secondary' objective. Table 1 presents recent gender equality aid data published by the OECD-DAC for the four countries, while Table 2 presents roughly comparable data reported by ADB.

Table 1: Aid in support of gender equality and women's empowerment (2011 US\$ million)

	Principal Objective	Significant Objective	Sub-total: Gender Equality Focused	As % of Screened Aid	Aid Not Targeted	Subtotal: All Aid Screened	Aid Not Screened	Total: All Aid
	(a)	(b)	(c=a+b)	(c/e)	(d)	(e=c+d)	(f)	(g=e+f)
Australia	220	1,663	1,883	53	1,649	3,532	621	4,153
Japan	389	2,172	2,561	19	10,748	13,309	2,148	15,457
Korea	4	55	59	4	1,565	1,624	0	1,624
New Zealand	8	240	248	50	244	493	0	493
All DAC members	3,849	21,734	25,584	31	57,610	83,194	43,864	127,058

Note: Discrepancies in aid flow totals are due to rounding differences.

Source: OECD-DAC, Creditor Reporting System Database: Aid Projects Targeting Gender Equality and Women's Empowerment.

The aid statistics, published by the OECD-DAC, are based on self-reporting by DAC member countries, and development agencies differ in their internal reporting procedures, with different levels of involvement by in-house gender specialists in classifying projects. In AusAID and NZAP, where activity managers are primarily responsible for classifying projects, the lead gender specialists have found considerable variation especially in the application of the DAC's 'significant' gender equality objective (Moyle 2013; Sansom 2013). NZAP is currently developing an alternative classification system for internal use, which it will be piloting in the coming year. JICA also categorizes its projects based on its three strategic gender objectives (discussed above). ADB does not report to the OECD-DAC, but reports in its annual *Development Effectiveness Review* on the extent of gender mainstreaming in the design of its sovereign loan projects, using the four-category system mentioned above (see Table 2).

Table 2: ADB projects supporting gender equality and women's empowerment (2011 US\$ million)

	Gender Equity Theme	Effective Gender Main-streaming	Sub-total: Significant Gender Main-streaming	As % of All Projects	Other Projects	Subtotal: All Projects	Other ADB Operations	Total: All ADB Operations
	(a)	(b)	(c=a+b)	(c/e)	(d)	(e=c+d)	(f)	(g=e+f)
Number of projects	7	44	51	51	49	100	(not calculated)	(not calculated)
Project amounts	531	4,125	4,656	40	6,963	11,619	2,404	14,023

Note: ADB classifies its sovereign loan and grant projects in four categories. Projects listed under (a) are those with a gender equity theme; projects listed under (b) are those with effective gender mainstreaming elements; projects listed under (d) are those with some or no gender elements. Technical assistance and private sector operations are not currently classified, and are included under (f).

Sources: ADB, 'Gender and Development Plan of Action: 2011 Performance Summary (2012)'; ADB, Annual Report 2011; ADB, Development Effectiveness Review 2011; author's calculations.

The OECD-DAC gender equality policy marker, and the classification systems used internally by JICA and ADB, are applied at the design stage of projects, and therefore do not necessarily reflect the quality of gender integration in the implementation of projects, nor the impact of the projects on communities, households, and individual women and men. However, ADB recently set a target for the achievement of gender equality results in its operations, and will be reporting on the gender equality outcomes of its projects, based on project completion reports.

Despite the limitations noted above, the data presented in the tables still indicate some broad similarities and differences among the development agencies considered here. In terms of the overall volume of development assistance, Japan and ADB are by far the largest funders, while New Zealand's overall aid programme is considerably smaller. In terms of gender integration, Australia and New Zealand are the most successful among the bilateral donors, with 53 per cent and 50 per cent of their screened activities targeting gender equality and women's empowerment, respectively.<sup>13</sup> The much lower levels of gender integration in Japan's and Korea's development assistance reflect in part the large volume of aid that those countries provide through concessional loans, especially for infrastructure and other economic development projects, where there is less experience in, and support for, the integration of gender equality concerns. However, ADB's recent success in mainstreaming gender analysis, and gender-responsive provisions and action plans, in over half of its sovereign loan projects (representing 40 per cent of its sovereign lending)—including a large number of infrastructure projects—indicates the potential for greater gender integration in Japan's and Korea's economic development lending.<sup>14</sup>

<sup>13</sup> However, OECD-DAC trend data show that Australia's performance has been improving since 2009, while New Zealand's has been declining (OECD-DAC 2013a).

<sup>14</sup> JICA has already invited ADB's senior advisor and lead gender specialist to give presentations to JICA staff on ADB's experience in mainstreaming gender concerns in infrastructure projects.

## **6 Institutional mechanisms to promote gender equality and women's empowerment**

As discussed above, most of the Asian development organizations have over 20 years of experience in promoting gender equality and women's empowerment through their programmes and projects. Like other development actors, their experiences have been mixed, and they have made various adjustments over time to improve their effectiveness and impact. At the same time, changes in the overall mission and strategic priorities of each organization (often driven by a change in government, in the case of the bilateral agencies) have presented both challenges and opportunities. Gender specialists and other gender equality advocates inside the organizations have had to adapt their approaches to keep gender equality on the agenda in changing environments, in which priority is often given to new issues and 'quick wins'. This section considers the different approaches that ADB, AusAID, JICA, KOICA, and NZAP have taken to integrate gender equality goals in their operations, and the resilience or adaptability of these approaches to broader changes in these organizations and in the development environment. Further information on these approaches is provided in Annex II.

### **6.1 Institutional leadership, expertise, and accountability**

Reviews of development organizations' gender mainstreaming strategies have consistently stressed the importance of both political and technical leadership, including support from the organization's management and guidance from in-house gender experts (OECD-DAC 1999; UN Millennium Project 2005; Mehra and Rao Gupta 2006). Consistent with experiences elsewhere, high-level support for gender equality in the Asian development agencies has generally been weak or sporadic, and the number of in-house gender experts has generally been insufficient to support gender mainstreaming across the organization. However, ADB and AusAID recently have experienced improvements in both areas.

In most of the agencies, implementation of the gender equality strategy is co-ordinated by a central team of gender specialists at headquarters, working with networks of gender focal points and communities of practice in other headquarters departments and in country offices. ADB's, AusAID's, and JICA's headquarters teams are led by senior gender advisors. ADB and JICA also draw on the expertise of external advisory groups—ADB's External Forum on GAD, and JICA's external Advisory Council and Advisory Committee. A Parliamentary Caucus on UN Women, Gender Equality, and Development also provides external support and accountability on the gender-responsiveness of Japan's ODA.

ADB and AusAID have recently increased the number of gender specialists guiding the gender work in other headquarters departments and in country offices. The national gender specialists in ADB's resident missions have been especially instrumental in integrating locally appropriate gender strategies in ADB-supported projects in a variety of sectors. ADB's management and senior staff also have provided a much higher level of leadership and accountability on gender equality since ADB included gender mainstreaming targets in its results framework and began reporting its performance in its annual development effectiveness reviews. This has included setting regional gender mainstreaming targets, hiring additional gender specialists, both at headquarters and in resident missions, and reviewing gender mainstreaming results regularly in management meetings.

In Australia, under the previous government's aid policy and thematic strategy on gender equality, AusAID substantially increased its leadership, staffing, and funding commitments for gender equality. Its senior leadership included Australia's global ambassador for women and girls, and within AusAID its deputy director general (who also served as gender advocate), its chief economist, and its principal sector specialist on gender equality who sat on several key committees (AusAID 2013). The Gender Equality Policy Section, located in the Policy and Sector Division, was expanded, and AusAID also was developing a capabilities framework to ensure the right skill mix to support its expanding operations, including a gender equality career stream (AusAID 2013). However, following the change of government in September 2013, it is unclear how the announced cuts in the aid budget, and the merger of AusAID into DFAT, will affect the leadership and staffing to promote gender equality in Australia's aid programme.

Observers hope that Australia will not follow the example of New Zealand,<sup>15</sup> where the restructuring of the aid programme in 2009 involved the abandonment of the previous gender equality policy and significant staff reductions, including the loss of experienced development professionals with gender expertise. NZAP's technical leadership on gender equality now is provided by the development manager on cross-cutting issues and gender, located in the Development Strategy and Effectiveness Division of the International Development Group of MFAT.

## **6.2 Process guidelines and requirements**

Assessments of development agencies' gender mainstreaming experience also have noted the importance of effective internal processes, to ensure that gender considerations are in fact integrated in the organization's operations (OECD-DAC 1999; UN Millennium Project 2005; Mehra and Rao Gupta 2006). These typically include organizational gender equality action plans and procedures, to integrate gender equality concerns in country programmes, and in the design and implementation of specific interventions. The Asian development agencies considered here continue to refine and adapt their gender mainstreaming processes, most recently to reflect heightened commitments to transparency and accountability for results.

Most of the Asian development agencies have gender equality action plans in place to guide the overall implementation of their gender equality policies and report results. ADB recently adopted a new operational plan to guide its gender equality work through 2020. Under its 2011 gender equality strategy, AusAID established a gender equality performance assessment framework, and KOICA began implementing annual gender equality action plans in 2011. AusAID and JICA also require regional and country offices to report annually on the contribution of their programmes to gender equality.

At the country programme level, both ADB and JICA commission country gender assessments or profiles to provide guidance to country programme staff in updating their multi-year country programmes or strategies. ADB also requires that a country gender strategy should be developed

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<sup>15</sup> See, e.g. T. Wood and J. Spratt, 'Whither Australian Aid?' Development Policy Blog, Development Policy Centre, Australian National University, Sept. 26, 2013. Available at: <http://devpolicy.org/whither-australian-aid-20130926/>.

for each new country partnership strategy, although recent reviews have found that this does not ensure that gender considerations will be fully reflected in the country portfolio. In most of the development agencies, gender specialists also review and give comments on draft country strategies.

In programme and project design, most of the Asian development agencies require some gender analysis, at least at the project concept stage, and the gender specialists at headquarters screen some or all of the proposed projects, and provide suggestions to improve them from a gender perspective. The main constraint is the limited number of gender specialists at headquarters, compared with the high volume of new project proposals. AusAID recently introduced guidelines and reporting formats to ensure ‘quality at entry’ (QAE), including consideration of how the new initiative will contribute to gender equality, and all large and high-risk projects must be reviewed by a Strategic Planning Committee, including the principal sector specialist on gender equality.<sup>16</sup> ADB’s project classification system also requires that all projects categorized as having a gender equity theme or effective gender mainstreaming—which also count toward ADB’s gender mainstreaming targets<sup>17</sup>—must include gender analysis, specific gender equality outcomes or gender-responsive design features, related targets or indicators in the project design framework, a gender action plan,<sup>18</sup> and a supportive loan covenant or policy condition.<sup>19</sup>

As in the development field more generally, the Asian development agencies are still relatively weak in monitoring the implementation of gender equality measures in their programmes and projects, and several are now taking steps to remedy this. Under its new gender operational plan, ADB has committed to better monitor the implementation of project gender action plans, by requesting more frequent updates from government counterpart agencies and by changing the formats of project review and completion reports to require discussion of gender equality results. At AusAID, programme managers for initiatives with budgets of AU\$3 million or more must submit an annual ‘quality at implementation’ report to AusAID management, including information on how the initiative is contributing to gender equality. Gender specialists at AusAID headquarters and in country offices also participate in peer reviews of individual initiatives and in stocktakes of country programmes.<sup>20</sup>

At JICA, the Office for Gender Equality and Poverty Reduction selected three sectors—agriculture and rural development, forest management, and private sector development—for particular support in 2013. The office has been collaborating with sector departments to provide input on project implementation plans, monitor projects, collect cases, and develop checklists to improve the integration of gender concerns in these sectors (Iwase 2013). After completing this work, the office will shift its focus to other sectors. With the recent

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<sup>16</sup> It is not yet clear if these procedures will continue after the merger of AusAID and DFAT.

<sup>17</sup> The initial target was 40 per cent of all sovereign loan projects (and 50 per cent of all projects funded from the Asian Development Fund or ADF); the target recently was raised to 45 per cent of all sovereign loans (and 55 per cent of all loans from the ADF).

<sup>18</sup> These gender action plans (GAPs) were originally developed by gender specialists in some of ADB’s resident missions to improve the gender-responsiveness of ADB projects already in implementation. Based on the positive results of the first wave of these GAPs, ADB’s gender specialists began including GAPs in the design of new projects. They are typically organized to track the components in the main project design framework, and to spell out the specific targets, strategies, and other features needed under each component to promote gender equality through the project. They also outline implementation arrangements and relevant performance indicators. For more information, see <http://adb.org/themes/gender/project-action-plans>

<sup>19</sup> More information on the gender mainstreaming categories is available at: <http://www.adb.org/themes/gender/gender-mainstreaming-categories>

<sup>20</sup> It is unclear whether these practices will continue following the merger of AusAID into DFAT.



expansion of JICA's portfolio to include loans and aid grants, the Office for Gender Equality and Poverty Reduction also is making efforts to strengthen gender integration in these operations, and especially in JICA's infrastructure loans. For example, ADB's senior gender advisor and lead gender specialist recently were invited to brief JICA staff on ADB's experience in gender mainstreaming in its infrastructure loan projects.

As the youngest Asian donor agency, KOICA still faces major hurdles in integrating gender equality concerns in its operations, especially with only one full-time gender specialist on staff. In the interim, it is wisely engaging gender researchers and consultants in selected projects, and looking to the gender mainstreaming experience of other development organizations. As noted in the recent OECD-DAC peer review of Korean ODA, the greater challenge will be to integrate gender concerns in Korea's other development bodies, especially the Economic Development Cooperation Fund, which provides concessional loans to developing countries (OECD-DAC 2012).

New Zealand's gender mainstreaming practices are also constrained by limited staff. The development manager for cross-cutting issues and gender has been working to integrate gender equality concerns in NZAP's new business processes, including programme and country strategies and related results frameworks, activity concept notes, design and appraisal documents, annual monitoring assessments, completion assessments, and evaluation plans. However, gender mainstreaming is now highly decentralized in the NZAP, with little active oversight or co-ordination.

### **6.3 Training and capacity-building**

Development agencies have two complementary responsibilities related to gender equality: (1) to mainstream equality in their own operations, and (2) to support their development partners in promoting equality through their own policies and programmes (OECD-DAC 1999). This involves strengthening the gender awareness and capacity of their own staff, as well as their counterpart agencies and other partners. The lead gender specialists in the Asian development agencies all have developed programmes and resources to increase the capacity of operational staff to integrate a gender perspective in programmes and projects. These typically include induction programmes for new staff, periodic briefings and training sessions for other staff, gender analysis guidelines or checklists, newsletters, and direct assistance to country or project teams on particular initiatives. Most of the bilateral agencies also provide pre-departure gender training to field staff and volunteers. Operational staff benefit most from training sessions that are tailored to their sector and that are based on their agency's actual project experience, as well as direct support on specific programmes or projects. However, the small number of gender specialists in most of the agencies limits their ability to provide direct support, especially to country offices. All have networks of gender anchors or focal points, but their functional roles, expertise, and effectiveness vary considerably.

Of the bilateral Asian donors, AusAID in particular has been testing new approaches to strengthen its internal gender capacity. For example, it has funded interested gender focal points to take online courses on gender-responsive planning and implementation, and has been developing its own e-learning tool to familiarize new AusAID staff with its gender equality

strategy and approaches. The Gender Equality Policy Section also recently commissioned a local research institute to conduct a needs assessment of gender training, to be used to inform future training and capacity-building efforts (AusAID 2013). Before the recent change of government, AusAID had also been conducting a general workforce planning exercise, including consideration of how to strengthen gender expertise within its large gender network, while providing more opportunities for career development (Moyle 2013; Reerink 2013). The intention was to support multiple levels of career development in gender equality, including awareness, operational capability, and expert capability.<sup>21</sup>

Concurrently, ADB has been exploring ways to strengthen the gender capacity of government staff in some of the main sectors that it supports. Because most of ADB's development assistance is through loans to governments, and ADB-supported projects are implemented by government agencies, a major constraint on ADB's gender mainstreaming efforts continues to be the limited experience of government counterpart staff in gender mainstreaming. One of the main roles of the gender specialists in ADB's resident missions, therefore, has been to provide training and direct support to officials and staff in key partner agencies. To reinforce this effort, for several years ADB has been organizing lateral learning workshops, in which project managers from ADB-supported projects in several countries share their successes and challenges in mainstreaming gender equality in their projects. These peer-learning workshops, which have different sector theme each year, have been extremely well-received and have encouraged continuing exchanges among sector agencies, particularly in South Asia.

The bilateral donors also support scholarship and training programmes for candidates from developing countries, including for studies related to gender and development. Australia and New Zealand have long traditions of providing scholarships for vocational and tertiary studies, especially to candidates from other Pacific countries, and have been mindful to ensure equal access to women and men. JICA and KOICA each sponsor training courses in a variety of development topics, including some related to gender equality and women's health. JICA sponsors about ten gender-related courses a year on various topics, and encourages women's participation in all courses, with the highest female participation in gender, education, and health courses (Tanaka 2013). KOICA has set a 30 per cent target for women's participation in its training programmes, and has recently achieved 34 per cent female participation overall (Kim 2013a).

## **6.4 Financial resources**

Effective gender mainstreaming in development assistance also depends on adequate funding, not only to support the hiring of gender specialists to guide the development agency's gender equality work, but also to support gender-related background studies and evaluations, gender-specific projects and partnerships, and gender-related activities within more general projects. One complication is that the Asian development agencies support gender equality and women's empowerment through different combinations of aid modalities. The bilateral aid agencies provide most of their funding through their regional and bilateral programmes, as well as supporting multilateral organizations (including UN Women) and NGOs. Australia's and New

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<sup>21</sup> It is unclear how these initiatives may be affected by the announced aid budget cuts and merger of AusAID with DFAT.

Zealand's regional and bilateral funding is primarily through technical co-operation and grants. Japan and Korea provide a mix of technical co-operation, grants, and loans, although there seems to have been little mainstreaming of gender concerns so far in their loan portfolios. ADB provides technical assistance, grants, loans, and private sector investments; it has made substantial progress in gender mainstreaming in its sovereign grants and loans, but it is just beginning to address gender issues, in its private sector operations.

Tables 1 and 2 above give some indication of the level of funding provided by the Asian development agencies to support gender equality and women's empowerment. However, the estimates for the OECD-DAC members are based on self-reporting related solely to the objectives of projects at the design stage, and there is substantial variation in how the 'significant objective' category is applied within each agency. The funding estimate for ADB similarly is linked to its project classification system at the design stage. Moreover, none of the development agencies has a general requirement or practice of allocating specific budget lines for gender mainstreaming activities.

In recent years, Australia has stood out among the Asian bilateral donors in its dedicated funding for gender equality initiatives. AusAID's 2011 budget included AU\$96.4 million for four years to support global and local efforts to end violence against women, and the 2012-13 budget included about AU\$7 million allocated to the Gender Equality Policy Section for catalytic projects. Some of the special initiatives that the Gender Equality Policy Section has been leading include the Empowering Indonesian Women for Poverty Reduction Programme to address several key constraints to poor Indonesian women's advancement through multi-stakeholder initiatives; the ten-year Pacific Women Shaping Pacific Development Programme to promote gender equality across all country and sector programmes in the Pacific; the GSMA Women Global Development Alliance Programme supporting increased access to mobile phones and useful mobile applications for poor women; and several country-level projects addressing violence against women. In addition, AusAID has contributed to a number of special funds, including ADB's Gender and Development Cooperation Fund, the UN Trust Fund to End Violence against Women, and the UN Women Pacific Fund to End Violence against Women (AusAID 2013). It is not yet clear how the recently announced aid budget cuts may affect these funding commitments.

In contrast, a key funding vehicle under ADB's policy on GAD has been its Gender and Development Cooperation Fund, established in 2003, to which Australia, Canada, Denmark, Ireland, and Norway have contributed. Over the years, the fund has supported a range of interventions to promote gender equality, including preparation of country gender assessments to inform ADB's country strategies; gender-mainstreaming activities in specific projects; support for national gender equality institutions and the drafting of gender equality legislation (e.g. in Mongolia, Vietnam, and currently Maldives); joint activities with other GAD partners; and rapid assessments of gender equality results in projects in several countries (ADB 2013b). The greatest impact of the fund has been in supporting the hiring of local gender specialists to work in ADB's resident missions, initially as long-term consultants (Lateef 2013). As noted above, these gender specialists have played a significant role in mainstreaming gender equality and women's empowerment in an expanding range of sector projects, in introducing project gender action

plans to improve gender equality outcomes, and in working directly with executing and implementing agency officials and staff to strengthen their gender mainstreaming skills.

## **6.5 Evaluation and research**

Effective mainstreaming of gender equality in development assistance also requires sound systems for monitoring and assessing the results of gender-related interventions and for incorporating lessons learned in future activities. As noted above, OECD-DAC peer reviews, general government reviews of aid policy, and internal reviews and evaluations have been important in strengthening Asian development agencies' commitments to gender equality and in addressing weaknesses in their gender mainstreaming strategies. With the agencies' increasing focus on delivering and demonstrating results, formal evaluations of their gender equality strategies are receiving greater attention. In 2013, an evaluation of JICA's support for national ministries of women's affairs and rolling evaluations of AusAID's gender equality initiatives were under way. AusAID has also been complementing its formal evaluations with gender stocktakes of country programmes. In addition to periodic reviews and evaluations of its policy on GAD, ADB has also commissioned rapid assessments of gender equality results in projects in several countries.

Research on gender issues also plays an important role in informing Asian development agencies' strategies for addressing gender inequalities and contributes to wider knowledge-sharing on these issues. For most of the agencies, their research departments and affiliated research institutes have not historically focused on gender issues, so most gender research activities have been initiated by the lead gender specialists in the organizations. Early initiatives, which have continued and expanded, include preparation of country gender profiles and country gender assessments, which increasingly are conducted jointly with other development partners. In recent years, AusAID in particular has emphasized the importance of evidence-gathering to understand the different impacts of policies on women and men, and to formulate gender equality policies (AusAID 2011a: 6). For example, research played a particularly important role in motivating AusAID's substantial commitment to fight violence against women, especially in the Pacific. Research undertaken by AusAID's Office of Development Effectiveness in 2008 confirmed the severity and pervasiveness of violence against women in Melanesia and East Timor, which led AusAID to develop an initial framework to address the problem and to commission a follow-up study by the International Center for Research on Women and prevalence surveys in several countries (AusAID 2008; AusAID 2009; Ellsberg et al. 2012).

## **6.6 Collaboration with development partners**

Given the complex and long-term nature of gender equality work, it is especially important for development organizations to co-ordinate efforts, share resources, and foster cross-learning. All of the Asian development agencies collaborate with numerous partners to advance gender equality, including multilateral, regional, and bilateral partners, as well as NGOs. The bilateral donors all participate in the OECD-DAC GENDERNET, and ADB is an active member of the Multilateral Development Bank Working Group on GAD, each of which provides a forum for exchanging experiences and lessons in gender mainstreaming. AusAID and NZAP also

participate in the gender equality work of the Commonwealth and Pacific Islands Forum. Asian bilateral agencies and ADB collaborate, both at headquarters level and at the country level, through donor working groups on GAD and on specific projects. Most of the Asian development agencies also collaborate with the World Bank, UN Women, and other organizations and programmes. Australia also recently introduced a multilateral assessment process for its multilateral partnerships, including gender equality as one of the performance criteria.

The Asian bilateral donors also work extensively with international and local NGOs supporting gender equality, women's empowerment, and women's rights, through both general funding mechanisms and bilateral programmes. Australia's and New Zealand's longstanding support for organizations, such as the Fiji Women's Crisis Centre and Vanuatu Women's Centre, enabled those countries to support innovative and locally-driven responses to violence against women outside of their bilateral aid programmes, and provided a foundation for AusAID's recently expanded programme addressing gender-based violence (Hung 2013; Hunt 2013). ADB collaborates with civil society on gender equality issues, mainly through its External Forum on GAD, which includes civil society representatives from several countries and meets annually at ADB headquarters, and through its gender specialists in its resident missions, who participate in country-level gender equality networks.

## **7 Philippines case study: harmonized GAD guidelines and reporting**

The development activities supported by the Asian bilateral donors and ADB in the Philippines provide an interesting opportunity to review their country programmes in light of their general gender equality commitments. The Philippines also presents an interesting case in itself as a leading innovator in mainstreaming gender equality, particularly through its harmonized GAD guidelines and reporting system.

With a feminist movement dating from 1905 and a commission on women dating from 1975, the Philippines has been active in regional and global efforts to promote gender equality and women's empowerment, and also was an 'early adopter' of gender mainstreaming as a strategy to achieve these goals. Following the restoration of democracy in 1986, coalitions of women's organizations and 'femocrats' ensured that gender equality was included in the new constitution, and advocated successfully for the Women in Development and National Building Act (RA 7192) passed in 1992. Among other things, RA 7192 requires that 'a substantial portion of official development assistance funds...shall be set aside and utilized...to support programmes and activities for women', and that 'women benefit equally and participate directly in...development programmes and projects..., specifically those funded under official development assistance' (Sec 2). These provisions have been reinforced by the 'Magna Carta of Women' (RA 9710) passed in 2009.

In 1993, the National Economic and Development Authority (NEDA) and the National Commission on the Role of Filipino Women (later renamed the Philippine Commission on Women or PCW) produced *Guidelines for Developing and Implementing Gender-Responsive Programmes and Projects* to assist government agencies in complying with RA 7192 and integrating a gender perspective in their project planning and implementation. In parallel, most development partners were developing their own GAD guidelines, which resulted in a

proliferation of GAD checklists and other tools. To address this example of ‘aid ineffectiveness’, NEDA and the ODA-GAD Network agreed to harmonize their GAD guidelines, which resulted in the *Harmonized GAD Guidelines for Project Development, Implementation, Monitoring and Evaluation*, first published in 2004, and subsequently reissued and reprinted. The original harmonized guidelines were funded by ADB and the UN Development Programme (UNDP), and AusAID funded the most recent reprinting. Since 2007, NEDA has collaborated with members of the ODA-GAD Network to track and report annually on the level of aid supporting gender equality and women’s empowerment, using the ten-point checklist and scoring system included in the harmonized guidelines (see Box 1).

Box 1: Philippines harmonized GAD guidelines—checklist and scoring system

The harmonized guidelines provide general recommendations for promoting gender equality and women’s empowerment through the identification, design, implementation, monitoring, and evaluation of development programmes and projects, and also include checklists and sample indicators for projects in 14 specific sectors and thematic areas. The guidelines are organized around ten core principles for gender-responsive programmes and projects:

1. Participation of women and men in identification of the development problem;
2. Collection and use of sex-disaggregated data in analysis of the development problem;
3. Gender analysis to identify gender issues that the proposed project must address;
4. Project goals, objectives, outcomes, and outputs include GAD statements to address gender issues identified in (3);
5. Project activities respond to identified gender issues, including constraints on women’s participation;
6. Gender analysis of planned project anticipates gender-related issues arising from implementation of the project;
7. Monitoring indicators and targets, include reduction of gender gaps or improvement of women’s participation;
8. Project monitoring and evaluation system includes a sex-disaggregated database;
9. Resources and budgets are allocated for activities identified in (5); and
10. Planned co-ordination with the PCW or implementing agency’s GAD plans.

These principles provide the basis for a scoring system for individual programmes and projects, in which each principle is assigned up to one point, for a total of up to ten points. (The guidelines provide tips for assigning full or partial scores for each principle.) The guidelines then interpret the scores as follows:

- |               |  |
|---------------|--|
| 15.0-20.0 = A | Project is gender-responsive;            |
| 8.0-14.9 = B  | Project is gender-sensitive;             |
| 4.0-7.9 = C   | Project has promising GAD prospects; and |
| 0.0-3.9 = D   | GAD is invisible in project.             |

Source: NEDA, PCW, and ODA-GAD Network, *Harmonized Gender and Development Guidelines* (2010).

Table 3 presents recent figures published by NEDA on the gender-responsiveness of the development projects in the Philippines supported by the Asian development agencies considered in this paper, in terms of both project design and project implementation, management, monitoring, and evaluation (PIMME). The data published by NEDA are based entirely on self-reporting by donor agencies. Interviews with staff in the Philippine offices of the Asian development agencies indicate notable variations in the approaches taken to produce their reports to NEDA. (For example, in 2012, JICA only reported on project design, not PIMME.)

Table 3: Gender-responsiveness of ODA-assisted projects in the Philippines (completed in 2010-11 and ongoing in 2011, per cent)

Classification	ADB	AusAID	Japan Embassy	JICA	KOICA	New Zealand	All Donors
<b>PROJECT DESIGN:</b>							
<b>Gender-responsive</b>	34.0	48.0	25.0	0.0	0.0	25.9	22.8
<b>Gender-sensitive</b>	33.5	52.0	6.4	1.5	29.2	74.1	26.5
<b>Promising</b>	16.2	0	68.6	7.0	36.7	0.0	9.2
<b>GAD is invisible</b>	16.5	0	0.0	91.5	34.0	0.0	41.6
<b>TOTAL (US\$ million)</b>	1,606.40	216.47	3.80	3,600.00	44.06	9.47	9,370.13
<b>PIMME:</b>							
<b>Gender-responsive</b>	34.0	4.0	20.0	--	0.0	100.0	22.3
<b>Gender-sensitive</b>	33.0	96.0	12.0	--	15.0	0.0	28.0
<b>Promising</b>	16.0	0.0	68.0	--	64.0	0.0	7.0
<b>GAD is invisible</b>	16.0	0.0	0.0	--	21.0	0.0	41.8
<b>TOTAL (US\$ million)</b>	1,606.0	127.93	3.80	--	41.86	9.47	9,180.49

Source: NEDA, Official Development Assisted Programs and Projects: Are They Gender-Responsive? (2012).

The AusAID and New Zealand offices in the Philippines, which reported the highest combined levels of gender-responsive and gender-sensitive programming in 2012, also provide very detailed reports to NEDA, including information for each project on gender issues that have been identified, how these issues are being addressed, and related gender equality results (Cortez 2013).<sup>22</sup> AusAID defers to its implementing partners to do the initial scoring of projects, which the local gender officer in AusAID's Manila office then reviews and adjusts, if necessary. The AusAID and New Zealand offices also have found that the NEDA reporting process complements the detailed reporting they must do to their headquarters on their gender mainstreaming work. In a recent meeting of NEDA, PCW, and the ODA-GAD Network, several participants also recommended that NEDA do further analysis of the data provided by the donors, in order to identify emerging gender trends and issues that donors could better respond to (Hoye and Cariaga 2013).

The NEDA scoring and reporting system seems to present more of a challenge to some of the other Asian donors, especially where the reporting is being done by staff who are not as familiar with gender mainstreaming practices, the design process of individual projects, or current gender-related results in the projects. The NEDA scoring system is also different from ADB's four-tiered classification system (discussed above), although the underlying principles are the same, and there is a similar focus not only on project objectives, but also on specific aspects of project design that are needed to ensure gender-equitable outcomes.

<sup>22</sup> The reporting format that NEDA provides to donors includes columns on these topics, but the column on results was only added in 2011, and not all donors provide as much detail.

Despite the variations in information provided by the Asian donors, the summary data published by NEDA provide some indication of the extent of gender mainstreaming in the donors' Philippine programmes. Australia's country programme strategy, for example, includes 'gender equitable and inclusive development approaches' as a cross-cutting objective, and confirms that the programme uses the government's harmonized GAD guidelines to design and implement initiatives (AusAID 2012b: 7, 15). The latest annual programme performance report on AusAID's Philippine programme cites the gender-responsive aid data reported to NEDA and provides details on gender-related activities and results in specific programmes, as well as on AusAID's engagement with the PCW and the ODA-GAD Network (AusAID 2012c: 20-21).<sup>23</sup> The reports to NEDA and AusAID headquarters note specific strategies that AusAID is pursuing to achieve gender-equitable outcomes not only in education and health, but also in social protection, disaster relief and disaster risk reduction, peace-building, and road management.

New Zealand's programme in the Philippines is significantly smaller, but has taken a similarly systematic approach to integrating gender equality in its activities. New Zealand's report to NEDA refers to gender-equitable strategies being followed in agriculture, natural resource management, disaster relief, and disaster risk reduction projects, some of which are being implemented through UN partners, such as the Food and Agriculture Organisation and UNDP, and through NGOs. New Zealand's head-of-mission fund also prioritizes small grants for activities promoting gender equality, and the Philippine recipients of its ASEAN Scholars awards are predominantly female. New Zealand is also a founding member of a local multidonor funding scheme for human rights organizations, several of which work on gender equality issues (Aritao 2013).

ADB's current country partnership strategy for the Philippines prioritizes supporting the Philippines to achieve 'high, inclusive, and sustainable growth' through projects in transport, energy, education, agriculture and natural resources, and urban development (ADB 2011a: 5, 7). ADB also is supporting the expansion of the government's conditional cash transfer (CCT) programme. The country strategy commits ADB to 'promote gender equality by adopting gender mainstreaming across all sectors', through the development of project-specific gender action plans (ADB 2011a: 10). The related gender strategy identifies specific projects in education, social protection, agriculture and natural resource management, water supply and sanitation, and justice sector reform, and the steps that will be taken in each project to promote gender equality and tangible benefits for women and girls (ADB 2011b: 4). For example, in the Philippines CCT programme, ADB introduced provisions to address some of the gender-related critiques of CCT programmes elsewhere, including measures to provide participating women with skills training and other services to promote more equitable sharing of household care work, and to monitor the gender-related impacts on participating households. As indicated in its reporting to NEDA, the gender-responsiveness of ADB's country programme is mixed but improving. ADB's bank-wide targets for gender mainstreaming have led to greater consistency in promoting gender equality in the Philippine programme, although there is less opportunity to integrate gender concerns in a meaningful way in some projects, for example, in the energy sector.

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<sup>23</sup> AusAID headquarters has commended the Philippine programme for its gender action plan and systematic reporting on its gender equality results, based on the Philippine harmonized guidelines (AusAID 2011b).



Based on interviews with local staff and advisors in JICA's and KOICA's Philippine offices, it appears that gender equality and women's empowerment in the Philippines are promoted mainly through the agencies' health projects, their volunteer programmes, and support for local NGOs, with little attention to gender issues in the agencies' economic development projects.<sup>24</sup> JICA's ongoing health projects in the Eastern Visayas and Cordillera regions, and KOICA's new health project being planned in Iloilo, all involve input from gender experts and gender-specific strategies, targets, and indicators.<sup>25</sup> JICA also has been supporting women's groups in its community empowerment project in Mindanao, and is involving a gender expert in the design of a new technical co-operation project, supporting post-conflict development in Mindanao. JICA staff noted that the reported results in other projects, for example in agriculture, probably do not reflect the actual levels of women's participation because the project frameworks and related monitoring systems were not designed to capture this information (Kemmiya and Casten 2013).

The wide variations in gender-responsiveness of the Asian donors' Philippine programmes—particularly between AusAID and NZAP on the one hand, and JICA and KOICA on the other—is generally consistent with the variations in the OECD-DAC data presented in Table 1 above. AusAID's and NZAP's use of the Philippines' harmonized GAD guidelines to reinforce their own country-level gender analysis, planning, and reporting also points to the broader potential of the GAD guidelines to help other donors strengthen the gender focus in their country programmes. However, additional study is needed to better understand other donors' perceptions of the guidelines and possible ways to make them more accessible and useful. Further study could also explore the potential of the guidelines to serve as a model for harmonization of gender equality programming in other countries.

## **8 Reflections and prospects**

The five Asian development agencies considered here have similar policy commitments to promote gender equality and women's empowerment through their operations, and each has embraced a two-track approach to achieve these goals, involving a combination of gender mainstreaming and targeted interventions to address glaring inequalities and disempowerment. However, as discussed above, each agency's strategy and experience in supporting gender equality has been unique, due to different histories, institutional structures, and cultures, as well as shifting priorities, aid modalities, and resource constraints.

Notwithstanding their differences, the collective experience of the Asian development agencies can perhaps contribute to the ongoing global discussion of alternative strategies for promoting gender equality. As their cases demonstrate, gender mainstreaming approaches can take on very different forms depending on the political, institutional, and cultural setting. As a long-term strategy, gender mainstreaming in any organization faces inevitable barriers and set-backs, for example, due to changes in political or organizational leadership, other development priorities, and available resources. Rather than setting unrealistic expectations for what individual

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<sup>24</sup> This also helps to explain the different gender-responsiveness scores reported to NEDA and shown in Table 3 for JICA and the Embassy of Japan. The embassy provides mainly small grants for community development, while JICA's portfolio includes technical co-operation projects, grant aid, and loan projects, including a large number of infrastructure projects.

<sup>25</sup> Given JICA's accumulated experience in the health sector in the Philippines, it was disappointing to hear that the agency is not planning additional health projects due to funding cuts, especially given the large size of Japan's overall aid programme in the Philippines (including concessional loans).

development organizations should achieve in promoting gender equality over a finite period of time, it may be more productive to recognize that gender mainstreaming is a complex, long-term process involving many participants, and to focus instead on the multiple strategies and cumulative actions that will keep gender equality on a development organization's agenda, and build a foundation for transformative action as the opportunities arise.

AusAID's evolving response to gender-based violence in the Pacific is illustrative. The agency's engagement can be traced to its early support for grass-roots NGOs in the Pacific, notably the Fiji Women's Crisis Centre (since 1989) and the Vanuatu Women's Centre (since 1994). At a time, when most Pacific governments were reluctant to acknowledge the severity of the problem, this support to key civil society organizations enabled them to develop and expand critical support services to survivors of violence, while also raising public awareness and advocating for more responsive laws and policies. The 2008 study by AusAID's Office of Development Effectiveness noted the very effective work of these and other civil society organizations, but also documented the high development cost of violence against women in Melanesia and East Timor, and urged the Australian government to develop a longer-term, multisectoral approach to the problem. In response, AusAID developed a comprehensive framework for action, including support for rigorous prevalence studies documenting the severity of the problem in specific countries, and culminating in the recent launch of major initiatives involving multiple stakeholders, including governments in the Pacific and elsewhere. This case illustrates the long-term, cumulative approach that is often needed to address deep-seated gender inequalities. However, the recent change of government, and related restructuring and aid budget cuts, will test the resilience of Australia's long-standing commitment to gender equality and its gender mainstreaming approach.

ADB's experience in implementing its policy on GAD also provides an example of strategic approaches taken to mainstream gender equality in an organization with a strong economic development focus. ADB's policy on GAD, approved in 1998, introduced a number of institutional measures to better integrate gender concerns in the bank's operations, especially in its development loans. These included mandatory gender analysis in country programming and project design, as well as the recruitment of local gender specialists to work in ADB's resident missions, the appointment of an external advisory group on GAD, and the establishment of a special fund to support various innovative activities. While all of these mechanisms have contributed to ADB's progress in gender mainstreaming, the local gender specialists in ADB's resident missions—with support from the lead gender specialists in ADB headquarters—have been particularly effective. Early on, several of them developed detailed gender action plans to introduce more locally appropriate gender strategies in ongoing projects, and these proved so successful that gender action plans eventually were required for all new projects intended to promote gender equality. However, the lead gender specialists in ADB headquarters, supportive senior officials, and committed member countries have also played key roles in keeping gender equality on ADB's agenda through major changes in the bank's strategic framework, organization, and business processes. ADB's experience suggests the importance of pursuing multiple mainstreaming strategies, as well as encouraging adaptation and innovation to achieve more gender-equitable development outcomes.

All of the Asian development agencies have endorsed a two-track approach in their gender equality work, involving both targeted activities and general efforts, to integrate gender considerations in their operations. As JICA acknowledges explicitly in its gender classification of projects, targeted activities may include both women-focused projects and projects promoting gender equality more broadly (for example, through law and policy reforms). In their gender integration efforts, all of the development agencies have introduced guidelines or processes that are intended to apply across all sectors. In practice, the agencies have been more successful in integrating gender equality considerations in their education and health initiatives, with more mixed success in other sectors. In each agency, the gender specialists have understandably been selective, both in the targeted activities they initiate and support, and in the sectors they prioritize for gender integration. To differing degrees, however, all of the agencies have moved or are moving beyond education and health to integrate gender concerns progressively in economic sectors and governance initiatives.

ADB has been particularly successful in integrating gender equality measures in its economic sector investments, including basic infrastructure projects, but this emphasis on gender integration has eclipsed its direct support for gender equality and women's empowerment. In contrast, AusAID has recently committed substantial resources to support major gender equality and women's empowerment initiatives in Asia and the Pacific, while continuing to integrate gender concerns in its other programmes. It should be instructive to follow the progress of both ADB and AusAID/DFAT over the next several years, and the different balances they strike between integrated and strategic initiatives to promote gender equality, as well as their respective results, particularly following the recent change of government in Australia. In both cases, the agencies' lead gender specialists should continue to play key roles in driving their organization's gender equality work, co-ordinating internal gender networks, and engaging with both senior leadership and important external constituencies.

The Asian development agencies are also grappling in different ways with the implications of the aid effectiveness agenda, including results-based management and new aid modalities, on their gender equality work. In recent years, the gender expert teams in ADB and AusAID seem to have succeeded in harnessing their organizations' focus on results to reinforce, rather than undermine, gender equality. ADB's inclusion of gender mainstreaming targets in its results framework has increased the bank's accountability and performance in mainstreaming gender equality in its operations. AusAID had integrated gender equality systematically in its new business processes, and related accountability and reporting functions.<sup>26</sup> The greater focus in both organizations on gender equality outcomes and impacts has been a healthy development in itself. More systematic monitoring and evaluation of gender-related results in their programmes would enable each organization to better respond to persistent gender inequalities in the countries and sectors they support. It will be important to see how AusAID's gender-inclusive business processes fare under the merger with DFAT. In any case, it will be important for all of the Asian donors to avoid the temptation to aim for easily quantifiable results, at the expense of more ambitious gender equality outcomes.

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<sup>26</sup> As noted above, NZAP has also integrated gender as a cross-cutting concern in its new business processes and related formats. However, NZAP lacks a formal gender equality policy, and there is only one part-time technical specialist to guide and monitor implementation.

Under the aid effectiveness agenda, the general emphasis on country ownership and alignment with country systems also presents challenges, especially where the counterpart government agencies have little commitment to or capacity for promoting gender equality. In this regard, the Philippine government's harmonized GAD guidelines present one example of how a lead government agency (NEDA), a national focal agency for gender equality (PCW), and supportive development partners (the ODA-GAD Network) can align and harmonize their systems in a way that promotes (rather than undercuts) gender equality and women's empowerment across the development sectors. As noted above, this exercise is still a work in progress, but it shows promise and is already a vast improvement over previous practices. Further study is needed to understand the broader impact of this harmonized approach on gender equality programmes and outcomes in the Philippines, and its potential as a model for other countries.

## **9 Conclusion**

Gender mainstreaming continues to be a widely accepted strategy for promoting gender equality within governments, multilateral agencies, and development NGOs, although the results thus far have been mixed. This paper has examined the gender mainstreaming approaches of the five major Asian development agencies, including their policy commitments to gender equality, the institutional mechanisms they have put in place, and their experience to date. While the five development agencies have made similar policy commitments to promote gender equality and women's empowerment, each agency's gender mainstreaming strategies and experience have been unique, reflecting their particular histories, mandates, and circumstances. Nevertheless, their collective experience sheds light on the complex, long-term process of mainstreaming gender equality in large development organizations, and the importance of cumulative and adaptive strategies to keep gender equality on the agenda and to seize opportunities for more transformative initiatives as they arise. The agencies' individual experiences—and their support for the Philippine government's harmonized GAD approach—also illustrate ways to harness the current aid effectiveness agenda to promote gender equality through more 'gender-effective' development assistance.

This review of Asian donors' support for gender equality and women's empowerment also suggests several areas for further research, including (1) tracking of the Asian development agencies' future performance, measured against their current gender equality targets; (2) comparative study of the development agencies' approaches to specific gender issues, such as gender-based violence, women's economic empowerment, women's political leadership, and the gender implications of natural disasters and climate events; (3) in the case of the Asian bilateral donors, a review of the gender-responsiveness of development assistance provided by other branches of government, for example, under national action plans on women, peace, and security, or under other 'all of government' commitments; (4) a broader study of the implementation and impact of the Philippines' harmonized GAD guidelines and reporting system, including the experience of other members of the Philippine ODA-GAD Network; and (5) consideration of the role of non-traditional Asian donor countries, such as China and India, in supporting gender equality through their various South-South co-operation activities.

## **Annex I: Origins of Asian donor commitments to gender equality**

### *Asian Development Bank*

As a multilateral development bank (MDB), ADB's early engagement with gender equality issues can be traced to pressure from its member countries, especially during negotiations to increase its capital resources or to replenish its concessional loan/grant window, the Asian Development Fund.<sup>27</sup> In recent years, ADB's endorsement of international development commitments, such as the Beijing Platform for Action and the MDGs, has also provided a platform for the bank's gender specialists and other committed staff to move the gender equality agenda forward. Most recently, the inclusion of bank-wide gender equality targets in ADB's results framework has motivated ADB's management and senior staff to substantially improve the bank's integration of gender equality concerns, through its lending operations.

ADB issued its first gender policy—on the *Role of Women in Development*—in 1985. This coincided with the Third World Conference on Women in Cairo, and also with increasing pressure on the MDBs from some member countries and from civil society organizations to consider the social and environmental dimensions of their work. ADB's original women-in-development (WID) focus mirrored the approaches then being taken by most of the bilateral donors, as well as other MDBs, and emphasized women as a special target group especially in education, health, agriculture, and rural development, as well as small-scale industries where women already were active (ADB 1998). This original attention to women's needs in selected projects received a major boost when ADB included WID as one of the five strategic development objectives in its Medium-Term Strategic Framework announced in 1992. Initial WID guidelines and staff training were introduced, and WID country profiles were commissioned to inform ADB's country programmes and policy dialogue with its developing member countries. ADB also funded regional preparations for the Fourth World Conference in Beijing in 1995, and ADB representatives attended the conference.

Building on the momentum of the Beijing Conference and the general shift to a GAD approach among its development partners, ADB developed a new *Policy on Gender and Development*, which was endorsed by ADB's board of directors in 1998. The policy noted that ADB had already moved beyond a WID approach and was mainstreaming gender considerations to some extent in its country programming, loan projects, and technical assistance. The policy was based on considerations of gender equity and social justice, as well as economic efficiency. It endorsed a two-track approach, in which gender considerations would be integrated across ADB's operations, while some projects targeting women would still be developed, especially in countries with acute gender disparities. The policy also introduced several institutional mechanisms to accelerate ADB's progress on gender issues. These included the development of a bank-wide gender action plan, hiring of additional gender specialists at ADB headquarters, recruitment of gender specialists to work in several of ADB's resident missions, creation of an umbrella facility to fund innovative projects, and establishment of the External Forum on GAD, an advisory group to enable dialogue between ADB staff and outside experts on regional gender issues.

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<sup>27</sup> This fund is available only to ADB's less-developed member countries, as measured by gross national income per capita and other criteria.

Reviews and evaluations of ADB's policy on GAD have found that the mainstreaming of gender equality concerns in ADB's operations has been uneven, with greater progress in some sectors and countries (ADB 2009; ADB 2010). Of the various implementation mechanisms introduced under the policy, the one that has contributed most to ADB's gender mainstreaming performance is the assignment of local gender specialists to its resident missions (Lateef 2013). The most experienced and strategic local gender specialists have substantially influenced ADB's country programmes, and also introduced project gender action plans as a practical tool to improve the design and implementation of projects. However, the implementation of the policy on GAD has also been influenced—positively and negatively—by changes in ADB's overall mission and strategic framework. For example, when ADB elevated poverty reduction to become the bank's overall mission in 1999, this shifted the composition of ADB's loan portfolio and opened up more space for integrating gender equality concerns in the design of new projects. Soon thereafter ADB adopted a new long-term strategic framework that 'demoted' gender equality from its earlier status as a strategic objective. ADB's commitment to gender equality was re-energized in 2008, when the bank announced a new strategic framework, *Strategy 2020*, in which gender equality is one of the five 'drivers of change'. At the same time, *Strategy 2020* shifted ADB's sector priorities more toward infrastructure development, which has presented new challenges for gender mainstreaming.

### *Australia*

Australia has a long history of promoting women's advancement internationally, dating at least from the active role of Australian delegate Jessie Street at the founding conference of the United Nations held in San Francisco in 1945. With support from women's organizations in Australia and allies in other countries, she successfully advocated to include language in the UN Charter, ensuring equal opportunities for women and men to serve in the United Nations, and she later served as the first vice-chair of the UN Commission on the Status of Women (Pietilä 2002). From the early 1970s, the Women's Electoral Lobby and its allies advocated domestically for women-friendly public policies, leading to the appointment of a women's advisor to the Prime Minister in 1973, and eventually the establishment of the Office on the Status of Women (OSW). Led by the Women's Advisor, the Australian government launched a large programme for the International Women's Year and was actively involved in the preparations for the related World Conference in Mexico City in 1975, as well as the three world conferences on women that followed. Australia was the top donor for the Fourth World Conference on Women in Beijing, where it supported the participation of women's organizations from Australia and funded attendance of both government and non-government delegates from Pacific countries. Australia also promoted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in the Pacific, and funded the expert group that drafted the Optional Protocol to CEDAW (Sawer 1996).

The Women's Advisor and later the OSW also made strategic use of the international conferences on women to advance gender equality at home, including use of the Nairobi Forward Looking Strategies to advocate for a National Agenda for Women in the late 1980s. With support from both women's organizations and 'femocrats' in other parts of government, the OSW also piloted innovative approaches to gender mainstreaming that would become models for similar initiatives in other countries. These included the requirement of 'impact on women'

statements accompanying Cabinet proposals and the preparation of ‘women’s budget statements’ by all government departments and agencies (Sawer 1996; Sharp and Broomhill 2002). Australia’s piloting of gender-responsive budgeting has been particularly influential worldwide. Although Australia had provided aid to Papua New Guinea since 1946, its development assistance programmes were not consolidated until the Australian Development Assistance Agency was established in 1974, and the agency would go through several restructurings and name changes after that, eventually becoming the Australian Agency for International Development (AusAID) in 1995. Perhaps because the overall development assistance programme was just being consolidated, the WID issues raised at the 1975 World Conference and explored through the UN Decade for Women, percolated only gradually into Australia’s development programmes, and AusAID<sup>28</sup> did not adopt a formal gender policy until the early 1990s. Australia’s initial WID programmes were prompted by a 1984 government review of the overall aid programme, which included an entire chapter on women, and recommended targeted programmes and funds, as well as equal access to scholarships and to all other aid programmes. In response, a WID small grants scheme and scholarship scheme were established, and a formal WID policy was adopted in 1992 (Kilby and Olivieri 2008).

Following the Beijing Conference in 1995, and responding to another aid review, AusAID adopted a new GAD policy in 1997 and issued a comprehensive *Guide to Gender and Development* for its staff and contractors in 1998. The new policy promoted gender equality as a universal human right, as well as an important development goal, and called for incorporating a gender perspective in all of Australia’s aid programmes. The *Guide to Gender and Development* supported this gender mainstreaming approach by providing guiding questions and resources for country and sectoral programming, and the entire project cycle, as well as sector-specific guidelines. A review of the GAD policy, undertaken in 2001, found that AusAID was making progress in mainstreaming gender, but identified a number of areas for improvement in programming, activity design, capacity building, monitoring, and reporting (AusAID 2002). Then in 2006, a white paper on aid elevated gender equality to be one of three overarching principles in Australia’s aid programme, prompting AusAID to issue a new gender equality policy in 2007. The new policy continued to advocate for gender equality as a development goal in itself, but stressed the linkages between gender equality, poverty reduction, and aid effectiveness. The policy was organized around the main themes in the white paper on aid, and emphasized the need to monitor gender equality results. However, a 2009 aid effectiveness review found that ‘this policy commitment has yet to be translated effectively into performance results’ (AusAID 2010: 51). In response to this and in conjunction with a new Australian aid policy, AusAID issued a new thematic strategy on gender equality and women’s empowerment in 2011.

### *Japan*

Attention to gender issues in Japan’s development assistance can be traced to Japan’s participation in the WID Expert Group of the OECD-DAC starting in the mid-1980s, which led the Japan International Development Agency (JICA) to establish a Study Group on Development Assistance in 1990 (JICA 2007). The study group’s recommendations motivated a number of initial actions to integrate WID considerations in JICA’s operations, including the establishment

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<sup>28</sup> The agency was then called the Australian International Development Assistance Bureau (AIDAB).

of an Office for the Promotion of Environmental/WID Projects, appointment of WID officers at JICA headquarters and in its overseas offices, staff training on WID issues, drafting of a WID manual and preparation of WID profiles for the countries in which JICA is working. These initial efforts also influenced the ODA Charter approved by the Japanese Cabinet in 1992, which noted the importance of women's active participation in development. At the Beijing Conference in 1995, the Japanese delegation announced its 'Initiative on WID', which aimed to incorporate gender concerns in all ODA projects and at every stage of the project cycle, with special attention in the areas of education, health, and economic and social participation.<sup>29</sup> Under this initiative, JICA also established an Advisory Council of senior social scientists and other gender experts, to meet periodically with senior JICA officials, and later an Advisory Committee of gender researchers and practitioners to provide input to JICA's gender specialists.

During the same period, feminist academics, parliamentarians, and women's organizations in Japan were advocating for domestic equality reforms and participating in the world conferences on women and related NGO fora, and other international events such as the International Conference on Population and Development held in Cairo in 1994. Their efforts spurred Japan's ratification of CEDAW and enactment of equal employment legislation in 1985. Continued advocacy led to enactment of a Basic Law for a Gender-Equal Society and development of a Basic Plan for Gender Equality in 1999-2000, both of which provided for the promotion of gender equality through Japan's international co-operation activities, and the establishment of a Gender Equality Bureau and other supportive government bodies (Government of Japan 2012). Concerned lawmakers also established parliamentary caucuses to monitor Japan's support for gender equality and population issues in its development assistance (Hara 2013).

Despite initial efforts to integrate a WID perspective in JICA's operations, the OECD-DAC's 1999 peer review of Japanese ODA noted that the initial results consisted mainly of a small number of women-focused projects, and recommended the development of a strategic gender plan supported by top management, and accompanied by additional gender specialists, staff training, and incentives, and more results-oriented evaluation methods.<sup>30</sup> Following the review, JICA took a number of additional steps to further integrate gender considerations in its operations, including the development of Thematic Guidelines on Gender Mainstreaming/WID, creation of a Thematic Task Force on Gender Mainstreaming/WID, and appointment of gender officers in headquarters and overseas departments. At the 2005 session of the UN Commission on the Status of Women, which included the ten-year review of the Beijing Platform for Action, the Japanese government also announced a new 'Initiative on GAD' (JICA 2007).

### *Korea*

Korea is the first country to formally transition from being an aid recipient to a donor country, having joined the OECD in 1996 and the OECD-DAC in 2010. Korea's participation in South-South co-operation began as early as the 1960s, and its independent development assistance programmes began in the 1980s, including the establishment of its Economic Development Cooperation Fund (EDCF) in 1987 and the Korea International Cooperation Agency (KOICA) in

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<sup>29</sup> Ministry of Foreign Affairs of Japan website, 'Japan's Initiative on WID'. <http://www.mofa.go.jp/policy/oda/category/wid/japan.html>

<sup>30</sup> OECD website, 'Japan (1999), Development Cooperation Review'. <http://www.oecd.org/dac/peer-reviews/japan1999developmentco-operationreview.htm>



1991.<sup>31</sup> KOICA has been implementing isolated projects and training programmes targeting women and girls since its founding, but did not begin to systematically address gender issues in its operations until it was preparing to join the OECD-DAC. In conducting a special review of Korea's ODA in 2008, the OECD-DAC noted that Korea had included 'environment and gender' as a priority 'sector' in its Mid-Term ODA Strategy, but also that gender received insignificant funding. The review team recommended that Korea give greater attention to gender and other cross-cutting issues, and also consider how to mainstream these issues throughout its development operations (OECD-DAC 2008c: 18).

### *New Zealand*

As the first country to guarantee women the right to vote in parliamentary elections—in 1893—New Zealand has been recognized globally as a leader in advancing gender equality and women's rights. New Zealand's nineteenth-century feminists also campaigned successfully for girls' right to primary education, women's right to attend and graduate from universities, and women's right to practice law (Wilson 2013). The National Council of Women, an apex women's organization that emerged from the 1890s suffrage campaign, has continued to provide a platform for women's activism to the present day. New Zealand co-ordinated closely with Australia and Canada on international gender equality issues since the founding of the United Nations, including active participation in the UN Commission on the Status of Women, the world conferences on women, CEDAW, and the Commonwealth's gender equality work (Sawer 1996). As in Australia, the women's movement in New Zealand advocated successfully in the 1970s and 1980s for a broad agenda of gender equality reforms and a national government mechanism to co-ordinate this agenda, resulting in the establishment of the Ministry of Women's Affairs (MWA) in 1985. Like Australia's OSW, the MWA piloted approaches to gender-aware policy-making that would be adapted later in many other countries. These included the development of checklists and other guidance documents to analyze public policies from gender and racial perspectives, and time-use surveys to quantify the extent and allocation of unpaid work (Sawer 1996; Teghtsoonian 2004). Marilyn Waring, after uncovering the implicit gender biases in the national accounts as a New Zealand parliamentarian, also advocated globally to reform the UN System of National Accounts to include unpaid work, and her critiques significantly shaped the discussion of these issues in the world conferences on women as well as in the emerging field of feminist economics (Waring 1988).

As in Australia, the WID issues raised at the 1975 World Conference and in the UN Decade for Women only gradually found their way into New Zealand's development assistance. This may be due to fragmentation and other weaknesses in New Zealand's aid efforts, which were highlighted in critical reviews by both the New Zealand government and the OECD-DAC in 2000-01, leading to the establishment of the semi-autonomous New Zealand Agency for International Development (NZAID) in 2002. The earliest gender policy applying to New Zealand's development assistance was a WID Policy Statement issued in 1992, and this was replaced in 1998 by a GAD Policy reflecting the gender mainstreaming approach endorsed at the 1995 Beijing Conference (Hung 2009). A review conducted in the late 1990s found that, of the New Zealand development projects that could be assessed for gender integration, over 50 per cent were either gender-focused or gender-integrated, and independent DAC evaluations around

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<sup>31</sup> KOICA website, 'History'. <http://www.koica.go.kr/dev/printPopUp.jsp>

the same time found ‘many positive examples of addressing and promoting gender equality in project design and implementation’ (Winship 2004). In its 2000 peer review, the OECD-DAC noted that New Zealand’s GAD policy was well-formulated and provided good guidance to staff.<sup>32</sup>

In its decision establishing NZAID, the New Zealand Cabinet directed that the new agency should ‘mainstream human rights issues along with gender and environment, throughout its operations’ (NZAID 2007: 17). NZAID began work on a new gender equality policy, but progress was slow, partly due to staffing gaps in the early years of the agency (Waring 2005).<sup>33</sup> After internal and external consultations, the new policy was formally approved in 2007, and was supplemented by a detailed *Mainstreaming Gender Equality and Women’s Empowerment Action Plan 2007-12* and *Gender Analysis Guideline*. The new policy, *Achieving Gender Equality and Women’s Empowerment*, was closely linked to NZAID’s mission of poverty reduction, and promoted gender equality and women’s empowerment as an international development goal, a matter of basic human rights, and essential for poverty reduction and sustainable economic growth. It highlighted three focus areas for NZAID’s support: (1) capabilities; (2) resources, opportunities, and services; and (3) human security. The policy and related action plan outlined a dual strategy, combining gender mainstreaming with specific support for women’s empowerment. The action plan also had a strong results focus, including specific performance measures and targets for each of its key result areas. However, following a change in government in 2008, NZAID was dismantled and New Zealand’s aid programme was reintegrated in the Ministry of Foreign Affairs and Trade (MFAT). As part of this overhaul, the gender equality policy was superseded by new policy documents discussed in Section 4.5 above.

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<sup>32</sup> OECD website, ‘New Zealand (2000), Development Cooperation Review: Summary and Conclusions’. <http://www.oecd.org/dac/peer-reviews/newzealand2000developmentco-operationreview.htm>

<sup>33</sup> In 2005, Marilyn Waring was commissioned to conduct a ministerial review of NZAID’s initial performance, including its mainstreaming of human rights, gender, and environment throughout its operations. She noted that the delay in developing a new gender policy was not surprising, given the limited specialist staffing and the complexity of the task (Waring 2005: 30).

## Annex II: Asian donors' gender mainstreaming practices

Asian Development Bank	Australia	Japan	Korea	New Zealand
<b>Overall development strategy</b>				
<p>ADB Strategy 2020</p> <ul style="list-style-type: none"> <li>▪ Promotes inclusive and environmentally sustainable growth, and regional integration.</li> <li>▪ Sector priorities include infrastructure, environment, regional integration, finance sector, and education.</li> <li>▪ Gender equality is one of five 'drivers of change'.</li> </ul> <p>ADB Results Framework</p> <ul style="list-style-type: none"> <li>▪ Includes targets for gender mainstreaming in loan projects (45 per cent of all new projects; 55 per cent of all new projects financed from concessional Asian Development Fund).</li> <li>▪ New target recently added for achievement of intended gender equality results in completed projects.</li> </ul>	<p>An Effective Aid Programme for Australia (2012)</p> <ul style="list-style-type: none"> <li>▪ Five strategic goals (saving lives, promoting opportunities for all, sustainable economic development, effective governance, and humanitarian and disaster response).</li> <li>▪ Ten development objectives included maternal/child health, education particularly of girls, and empowerment of women.</li> <li>▪ Included commitments to scale up aid to 0.5 per cent GNI by 2016-17, and to make aid more transparent, accountable, and results-focused.</li> </ul> <p>(However, new Coalition government elected in September 2013 has announced substantial cuts in aid budget and merger of AusAID into DFAT.)</p>	<p>ODA Charter (updated 2003)</p> <ul style="list-style-type: none"> <li>▪ Prioritizes development assistance to promote human security.</li> <li>▪ Includes commitment to promote gender equality and active participation of women.</li> </ul> <p>2008 reorganization of JICA included takeover of part of JBIC loan portfolio.</p> <p>New JICA vision statement on 'Inclusive and Dynamic Development' did not include explicit reference to gender equality or women's empowerment.</p> <p>JICA Mid-Term Objectives and Plan for 2012-17 includes gender equality as cross-cutting theme.</p>	<p>Framework Act on International Development Cooperation (2010) established five basic principles, including improving human rights of women and children, and achieving gender equality.</p> <p>KOICA Strategic Plan for International Development Cooperation (2011-15) includes gender equality as cross-cutting issue.</p>	<p>International Development Policy Statement (2011)</p> <ul style="list-style-type: none"> <li>▪ Four priority themes include investing in economic development, promoting human development, improving resilience and responding to disaster, and building safe and secure communities.</li> <li>▪ Gender, as well as environment and human rights, will be taken into account to ensure good development outcomes and to manage risks.</li> </ul> <p>NZAP Sector Priorities (2012-15) are organized around</p> <ul style="list-style-type: none"> <li>▪ Drivers of growth;</li> <li>▪ Enablers of growth; and</li> <li>▪ Cross-cutting issues (environment, gender, and human rights).</li> </ul>

Gender equality policy/strategy				
<p>ADB Policy on GAD (1998)</p> <ul style="list-style-type: none"> <li>▪ Based on gender justice and economic efficiency.</li> <li>▪ Endorsed two-track approach (gender mainstreaming and activities targeting women/girls).</li> <li>▪ Introduced several institutional mechanisms (bank-wide gender action plan, additional gender specialists in headquarters and resident missions, gender fund to support innovation, and External Forum on GAD).</li> </ul> <p>Gender Equality and Women's Empowerment Operational Plan (2013-20)</p> <ul style="list-style-type: none"> <li>▪ Emphasizes improving implementation of country gender strategies and project gender action plans.</li> <li>▪ Includes additional targets and indicators (supplementing gender targets in ADB Results Framework).</li> </ul>	<p>Promoting Opportunities for All (2011)</p> <ul style="list-style-type: none"> <li>▪ Includes four pillars (equal access to gender-responsive health and education; increasing women's voice in decision-making, leadership and peace-building; empowering women economically and improving their livelihood security; and ending violence against women and girls).</li> <li>▪ Continues two-track approach, with greater emphasis on strategic/targeted initiatives where progress has been slow.</li> <li>▪ Strong focus on identifying and monitoring gender equality outcomes at agency, country and initiative levels.</li> </ul> <p>(Impact of AusAID/DFAT merger and aid budget cuts is still unclear.)</p>	<p>Initiative on GAD (2005)</p> <ul style="list-style-type: none"> <li>▪ Emphasizes empowerment of women and role of men in eliminating gender inequality.</li> <li>▪ Endorses gender mainstreaming.</li> <li>▪ Prioritizes gender equality work in education, health, agriculture and rural development, and other priority areas under ODA Charter.</li> </ul> <p>Gender Mainstreaming: Inclusive and Dynamic Development (2011) confirms gender equality and women's empowerment are critical to inclusive and dynamic development.</p> <p>JICA's strategic gender objectives are to promote (1) gender-responsive policies, strategies and institutions, (2) women's empowerment, and (3) gender integration in programmes and projects.</p>	<p>KOICA Policy on Gender Equality and Women's Empowerment (English translation not available)</p> <p>KOICA Mid-Term Strategy for Gender Mainstreaming</p> <ul style="list-style-type: none"> <li>▪ Prioritizes work in health, education, agriculture and rural development.</li> <li>▪ Also supports opportunities to address gender-based violence, women's economic empowerment, and women's participation in peace-building.</li> </ul> <p>Under national gender impact assessment and gender-responsive budgeting requirements, KOICA must report annually to Korean Ministry of Gender Equality and Family, and to Ministry of Strategy and Finance, on its gender-responsive programmes.</p>	<p>No stand-alone gender equality policy (the 2007 policy and related action plan were dropped by the current government).</p> <p>NZAP Sector Priorities (2012-15) confirm gender as a cross-cutting issue to be addressed through (1) integrating principles of gender equality and women's empowerment, (2) designing activities with principal or significant gender equality outcomes, particularly in agriculture and entrepreneurship, education, as well as sexual, reproductive, and maternal health, and (3) supporting regional and international policy engagements and funding.</p>

<b>Gender equality leadership and expertise</b>				
<p>ADB management monitors and reports publicly on bank's gender mainstreaming performance in ADB's annual Development Effectiveness Review.</p> <p>Gender expert team includes senior gender advisor, two gender specialists in central technical office, eight gender specialists in regional departments, and 17 gender specialists in resident missions.</p> <p>Gender community of practice is co-ordinated by a Gender CoP Committee.</p> <p>ADB's External Forum on GAD meets annually to review bank's progress, advise on gender trends and issues in region, and recommend new gender-related initiatives.</p>	<p>Under previous government, senior leadership on gender equality included a global ambassador for women and girls and, within AusAID, the deputy director general (who also served as gender advocate), chief economist, and principal sector specialist on gender equality.</p> <p>Within AusAID, the Gender Equality Policy Division included a director, principal sector specialist, two senior sector specialists, and six additional staff; five gender specialists were assigned to regional/country programmes; four country missions had gender specialists; and there were about 100 gender focal points at headquarters and in country offices.</p> <p>(Impact of AusAID/DFAT merger and aid budget cuts on gender equality leadership and staffing is still unclear.)</p>	<p>JICA's senior leadership on gender equality includes a vice president charged with promoting gender mainstreaming across the organization, and managing directors of each department who report annually on their gender mainstreaming results.</p> <p>JICA's Office for Gender Equality and Poverty Reduction includes two senior gender advisors, one junior gender expert, and seven other staff. Two country offices have gender advisors; and in each country office, the country representative and gender focal point report annually on their gender mainstreaming performance.</p> <p>JICA's external Advisory Council and Advisory Committee provide gender-related advice to management and gender team.</p> <p>Parliamentary Caucus on UN Women, Gender Equality, and Development scrutinizes gender-responsiveness of Japan's ODA.</p>	<p>Senior leadership on gender equality in Korea's aid programme is provided by the director of the Development Cooperation Bureau in the Ministry of Foreign Affairs and Trade.</p> <p>Within KOICA, the Social Development Team in the Policy Planning Department includes a general manager, a gender specialist, and another staff member. They co-ordinate a network of gender desk officers in other parts of the agency. Responsibilities and reporting systems for the network are still being developed.</p> <p>In 2012, KOICA also established an external gender advisory committee to provide input on its gender mainstreaming work.</p>	<p>Following a change of government and restructuring of New Zealand aid in 2009, observers have seen less high-level commitment to gender equality as a development goal.</p> <p>Within MFAT, technical leadership on gender equality is provided by the development manager on cross-cutting issues and gender, located in the Development Strategy and Effectiveness Division of the International Development Group. He plans to revive the gender equality community of practice, which had been active before NZAID was dismantled.</p>

Gender equality process guidelines, requirements and resources				
<p>Country partnership strategies must be informed by a country gender assessment or other country profile, and include a country gender strategy.</p> <p>All proposed projects undergo initial poverty and social analysis (including gender analysis), and further gender analysis, as needed. Projects with a gender theme or effective gender mainstreaming must include gender analysis, specific gender equality outcomes or design features, related targets or indicators in the project design framework, a gender action plan, and a supportive loan covenant or policy condition.</p> <p>Recent measures to improve project implementation include requiring discussion of gender equality results in project review and completion reports, and more frequent progress reports on implementation of project gender action plans. Gender specialists in resident missions also monitor projects, as well as participate in programme and project</p>	<p>Gender equality strategies for country programmes are encouraged, and gender team in Gender Equality Policy Section reviews and comments on draft country strategies.</p> <p>Gender Equality Policy Section reviews and comments on project concept notes, and gender specialists in the section initiate and develop major gender equality initiatives.</p> <p>Guidelines and reporting formats for 'quality at entry' (QAE) and 'quality at implementation' (QAI) of programmes and projects both require discussion of how the initiative contributes to gender equality.</p> <ul style="list-style-type: none"> <li>▪ At design stage, the Strategic Planning Committee (including the principal sector specialist for gender equality) reviews all large and high-risk projects.</li> <li>▪ During implementation, programme managers for initiatives with budgets of AU\$3 million or more must submit annual QAI reports to AusAID management, including discussion of the initiative's contributions to gender equality. Gender specialists also</li> </ul>	<p>Country gender profiles for over 70 countries provide background for country programmes and project designs.</p> <p>Staff in Office for Gender Equality and Poverty Reduction comment on draft country strategies, and country offices must report annually on gender dimensions of their country programmes.</p> <p>JICA's project concept note format for technical co-operation projects requires discussion of gender considerations related to the proposed project, and screening checklist for projects with potential environmental or social issues also includes potential gender impacts.</p> <p>Staff in Office for Gender Equality and Poverty Reduction screen a large number of technical co-operation, grant and loan projects, and identify projects needing additional gender analysis. The office provides continuing support for the design of selected projects. Projects with a</p>	<p>KOICA is still in process of establishing procedures to integrate gender equality in its operations.</p> <p>The gender specialist in the Social Development Team reviews all project proposals. She has also identified 25 pilot projects with potential gender equality outcomes, primarily in health and education, but also in agriculture, governance, water, and energy. She is working especially closely with project teams and consultants to maximize gender equality results in these projects.</p> <p>KOICA's Gender Mainstreaming Guidelines (2011) reportedly include guidance notes and checklists. (English translation not available).</p>	<p>The development manager for cross-cutting issues and gender has worked closely with the Aid Effectiveness Team to integrate gender equality concerns in NZAP's new business processes, including guidelines and templates for (1) programme and country strategies and related results frameworks, and (2) activity concept notes, design and appraisal documents, activity reports, completion assessments and evaluation plans. Sex disaggregation of targets and indicators in all results frameworks is also strongly recommended.</p> <p>Gender mainstreaming is now highly decentralized in NZAP, with gender-related projects originating in the thematic, regional, and country programmes. Business process guidelines establish accountabilities for ensuring that gender equality concerns are addressed in programme and country strategies, and in specific activities.</p> <p>Resources for staff include a Gender Analysis Guideline and Gender Equality Knowledge Notes.</p>

<p>review missions.</p> <p>Resources for ADB staff and consultants include gender checklists and toolkits for designing projects in most key sectors; guidelines for designing project gender action plans (GAPs); and sample GAPs.</p>	<p>participate in peer reviews of individual initiatives and stocktakes of country programmes.</p> <p>(Impact of AusAID/DFAT merger on these processes is still unclear.)</p>	<p>gender equality objective are usually developed directly by staff in this office.</p> <p>JICA's Thematic Guidelines on Gender and Development (2009) provide general guidance on gender mainstreaming in development projects.</p>		
<b>Gender equality training and capacity building</b>				
<p>Gender capacity building for ADB staff includes periodic briefings, training sessions and learning events, dissemination of gender checklists and toolkits, and direct assistance to country or project teams. At annual workshop, gender specialists from resident missions also share current work and challenges, and get feedback from gender team at headquarters.</p> <p>Gender specialists in resident missions provide gender training and direct support to project implementation teams and government officials and staff. To reinforce these efforts, ADB also organizes annual lateral learning workshops, in which project managers from projects in several countries share successes and challenges in mainstreaming gender equality in particular</p>	<p>Gender capacity building for AusAID staff has included training on gender and M&amp;E, funding online gender courses for gender focal points, developing an in-house e-learning tool for new staff, staff seminars on specific gender topics, and gender focal point workshops.</p> <p>Gender Equality Policy Section recently commissioned an assessment of gender training needs. AusAID's recent workforce planning exercise also considered how to strengthen gender expertise within the wider gender network, while providing more opportunities for career development through multiple levels of gender expertise.</p> <p>Australia also has a long tradition of providing scholarships for vocational and tertiary studies, especially to candidates</p>	<p>Gender capacity building for JICA staff includes training sessions, seminars, and workshops on various gender and development topics. Gender training is also provided to JICA consultants.</p> <p>JICA sponsors training courses for candidates from developing countries on a wide variety of topics, including some related to gender equality and women's health. JICA sponsors about ten gender-related courses a year. It encourages women's participation in all courses, with the highest female participation in gender, education, and health courses.</p>	<p>Since 2010, several presentations on gender mainstreaming have been provided to KOICA directors and staff. Gender training is also being provided to KOICA consultants and partner NGOs. The gender specialist in the Social Development Team also meets regularly with gender desk officers to co-ordinate gender mainstreaming activities.</p> <p>KOICA sponsors training courses for candidates from developing countries on a variety of topics, including women's economic empowerment and maternal health. KOICA has set a 30 per cent target for women's participation in all training courses, and recently achieved 34 per cent female participation overall.</p>	<p>Gender capacity building for NZAP staff includes induction training for new staff, four staff training sessions, and eight knowledge sessions per year, targeted training for contractors and field staff, and direct support.</p> <p>New Zealand also has a long tradition of providing scholarships for vocational and tertiary studies, especially to candidates from other Pacific countries, and with equal access to women and men.</p>

sectors.	<p>from other Pacific countries, and with equal access to women and men.</p> <p>(Impact of AusAID/DFAT merger and aid budget cuts on these initiatives is still unclear.)</p>			
<b>Gender equality funding</b>				
<p>ADB funds gender equality initiatives mainly through loans, grants, and technical assistance; it is just beginning to address gender issues in its private sector operations (see Table 2).</p> <p>Key funding vehicle has been the GAD Cooperation Fund established in 2003, to which Australia, Canada, Denmark, Ireland, and Norway have contributed. Fund has supported variety of interventions, including country gender assessments, gender-mainstreaming activities in specific projects, drafting of gender equality legislation in several countries, joint activities with other partners, rapid assessments of gender equality results in several countries, and initial funding of local gender specialists in several resident missions.</p>	<p>Australia funds gender equality initiatives mainly through regional and bilateral programmes, as well as support for multilateral institutions (including UN Women) and NGOs (see Table 1).</p> <p>Under its 2011 gender equality strategy, AusAID significantly increased its dedicated funding for gender equality initiatives, including AU\$96.4 million for four years to support efforts to end violence against women, and AU\$7 million in 2012-13 for catalytic projects, such as the Empowering Indonesian Women for Poverty Reduction Programme and the 10-year Pacific Women Shaping Pacific Development Programme.</p> <p>(Impact of AusAID/DFAT merger and aid budget cuts on these funding commitments is still unclear.)</p>	<p>Japan funds gender equality initiatives mainly through technical co-operation, grants, and support for multilateral institutions and NGOs; there has been little gender mainstreaming so far in the loan portfolios of JBIC and JICA (see Table 1).</p>	<p>KOICA funds gender equality initiatives mainly through bilateral programmes, and support for multilateral institutions and NGOs; there has been little gender mainstreaming so far in the loan portfolio of the EDCF (see Table 1).</p>	<p>New Zealand funds gender equality mainly through bilateral programmes, as well as support for multilateral institutions (including UN Women) and NGOs (see Table 1).</p>



<b>Gender equality evaluation and learning</b>				
<p>In addition to periodic reviews and evaluations of its gender mainstreaming performance, ADB has commissioned several rapid assessments of gender equality results in projects in selected countries.</p> <p>ADB also supports regional studies on gender issues relevant to the region and its operations (e.g. recently on women and labour markets).</p>	<p>The 2011 gender equality strategy emphasizes monitoring and evaluation of gender equality outcomes, as well as gender-related research to inform programming:</p> <ul style="list-style-type: none"> <li>▪ In 2013, rolling evaluations of AusAID's gender equality initiatives were under way.</li> <li>▪ Research beginning in 2008 on violence against women in the Pacific led to major AusAID initiatives to address problem.</li> </ul>	<p>In 2013, an evaluation of JICA's support for national ministries of women's affairs is under way.</p>	<p>KOICA is establishing procedures to monitor and evaluate gender equality outcomes of its operations.</p>	<p>NZAP's new business processes provide for systematic monitoring, reporting and evaluation of development results, including gender equality outcomes.</p>
<b>Gender equality collaboration</b>				
<p>ADB is active member of Multilateral Development Bank Working Group on GAD, and collaborates on gender issues with UN system and bilateral donors. Gender specialists in resident missions participate in local gender equality networks.</p>	<p>Australia participates actively in OECD-DAC GENDERNET and on gender equality issues in Commonwealth and Pacific Islands Forum. It also collaborates with UN system, development banks, and international/local NGOs.</p>	<p>JICA participates in OECD-DAC GENDERNET and collaborates with UN system, development banks, and international/local NGOs.</p>	<p>KOICA has recently joined OECD-DAC GENDERNET, and is expanding collaboration with UN system and international/local NGOs.</p>	<p>New Zealand participates in OECD-DAC GENDERNET and on gender equality issues in Commonwealth and Pacific Islands Forum. It also collaborates with UN system, development banks, and international/local NGOs.</p>

Source: Author's summary.

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