

**Mid-term Review of the
Norwegian Peoples' Aid Programme**
“Women’s Rights and Gender Equality”
2002 – 2006

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EXECUTIVE SUMMARY

Introduction

This Review was commissioned by NPA to examine the objectives and planned results of the “Women’s Rights and Gender Equality” (WR&GE) programme, initiated in 2002 with funding from NORAD. The Project will run until 2006, and the Review makes recommendations for the continuation of the programme until the end of the funding period. The specific areas examined in relation to the programme under review were the ‘planned results’ for gender action planning, training and networking, gender and HIV/AIDS, violence against women, and women’s role in conflict.

As the project itself, implemented from the Head Office of the International Department in Oslo, took forward the broader objectives of NPA’s Gender Strategy, the Review had necessarily to look beyond the confines of the project, to the effectiveness of NPA’s performance on gender equality. While it is important to emphasise that this was **not** a gender review of the whole organization, it became clear that NPA is poised at present to adopt a **more holistic approach to its gender equality work**, and bring it together under a coherent institutional gender mainstreaming umbrella. The Review thus makes recommendations for a broader institutional strategy, as well as specific recommendations for the continuation of the WR&GE programme.

Summarised General Findings: the Institutional Environment

1. NPA has a strong track record on gender equality in its international programme, but the work is not consistent throughout, and is dependent upon the energy and commitment of individual staff members.
2. Gender equality work flourishes in those offices where leadership on it is strong, but stronger and clearer **institutional leadership** on gender equality is needed in the organization as a whole as well as in the international programme.
3. NPA staff consider accountability, monitoring and management systems in relation to gender equality in NPA to be relatively weak. These systems must be strengthened to pursue gender equality effectively.
4. NPA staff are in general highly motivated and committed, but are not always clear about the meaning of gender equality, or why it is important. There is some attitudinal resistance to gender equality, which needs to be addressed.
5. There is currently no organization-wide gender policy, nor clear procedures across the departments to ensure gender equality in NPA. An institutional gender policy would help rectify this, with transparent implementation strategies, to ensure ‘policy evaporation’ does not occur.
6. With the ending of the Gender Newsletter, there are no other regular mechanisms to communicate internally on gender equality, and no means to take forward institutional learning. Advisers in the ID feel more isolated after regionalization, with fewer opportunities to consolidate learning.
7. Staff reported that gender equality work is under-resourced in general. The Gender Advisory post no longer exists in the Head Office, and it is unclear how the WR&GE programme will be taken forward. The human and financial resources for gender equality should not be diminished.

Summarised Findings on Specific Programme Areas (Planned Results)

1. Gender Planning.

The Review found much committed and well-established work on gender equality in the International Programme, and some initiatives in the Personnel Section of the Administration Department, also covered by the WR&GE programme. The particular planned results of the programme have made satisfactory progress, with Gender Action Plans (GAPs) at some stage of implementation in the majority of External Offices and partially implemented in the ID Head Office. The measures in the ID GAP for the Personnel Department have not been implemented. Apart from the ID Head Office no extra human or financial resources were available to implement the GAPs, which will affect their sustainability. Monitoring and evaluation of the GAPs was weak. This affects reporting and communication, as well as institutional learning, on gender. It was not possible to ascertain the extent to which partner organizations had drawn up Gender Action Plans in any detail, but few External Offices reported that their partners had GAPs. Outside the GAPs, there were other strategies and activities on gender equality, outlined in this report. Overall, systematic planning on gender was quite rare, and not routinely integrated in general programme planning.

2. Training, networking and capacity-building

Training has been carried out successfully with support from the programme, and the Gender Empowerment Assessment tool was found to be useful and simple to use by many staff. Training in its use has been more systematic in the Head Office than the External Offices. Informants reported that gender training had been effective in raising awareness, but less effective in enhancing gender analysis. Training in general for staff and partners has been patchy and not always perceived as appropriate to the needs of different recipients. There was no evidence of systematic training needs analysis or tailoring of training to particular work requirements, nor evaluation of the impact of training. The Task Impact Assessment (TIA) tool is used by the Mine Action Programme for project appraisal and impact assessment, and is a capacity-building tool, which is accompanied by training of practitioners in the field. However, it lacks built-in gender analysis. The Women Can Do It programme offers capacity-building to women on political participation. The success of a networking strategy is less evident, and the newsletter on gender produced at the ID Head Office to maintain information flow between the HO and the EOs is no longer produced.

3. Violence against women, HIV/AIDS, and Women's Role in Conflict

These three programmatic areas, encompassed in the Women's Rights and Gender Equality programme, have progressed to different degrees. Violence against women (VAW) is now a priority theme in the new International Strategy, and while it is difficult to say whether it is a 'core value' it is clearly a matter of widespread concern to many in NPA, and a substantial number of programmes are underway. HIV/AIDS is one of three cross-cutting themes. An overall policy paper and a workplace policy paper on HIV/AIDS show incorporation of gender equality in the analysis. Programme work on HIV/AIDS similarly shows evidence of incorporation of gender analysis, but it is not clear how effective implementation is. In the Mine Action programmes in Southern Africa, where prevalence of HIV/AIDS is exceptionally high, and women's ability to negotiate safe sex is low, there needs to be a more consistent integration of gender analysis and gender-aware practice in the demining work. Many respondents referred to the importance of women's role in conflict in their programme areas, but few reported on specific strategies to address it. There has been lobbying on UNSC Resolution 1325 on

women's role in conflict and peacebuilding at Head Office level. However, it could not be said that this is taken up as a "core issue" in NPAs advocacy and programmes in any widespread way.

Summarised Recommendations

The Full Recommendations at the end of this report are organized in three sections:

- Related to the institutional environment
- Related to the specific planned results of the WR&GE programme
- Related to the remaining two years of the WR&GE programme

They are inter-dependent, but provide a menu from which NPA will select its level of engagement – from taking up a full institutional gender mainstreaming strategy, to adopting specific courses of action to address particular areas of activity. The recommendations below are summarized and clustered.

General Recommendation 1:

The main, overarching recommendation of this Review is that NPA builds on its existing achievements related to gender equality, redefines its strategy as institutional gender mainstreaming, and sets practical and measurable goals to achieve it in the longer term. This should be accompanied by a learning and communication strategy, and adequately resourced.

Specific Recommendations:

1. Gender mainstreaming is defined as NPA's strategy and taken forward on the institutional level by NPA's leaders.
2. A clear, concise institutional gender policy is drawn up.
3. Specific human and financial resources are found to design and drive the process, ideally located close to the Secretary-General, with some decision-making power.
4. Staff at every level have gender equality objectives in their workplans, and are held accountable to them.
5. Criteria related to appropriate competence and skills in gender equality are included in recruitment profiles, and interview and selection procedures take account of gender awareness/analysis.
6. There is systematic induction for new staff on gender equality, and a standard information pack on NPAs work and policies on gender is compiled for staff.
7. Existing Codes of Conduct are enforced, and sanctions applied to behaviours related to gender discrimination and harassment to reinforce a positive gender equality culture in NPA.

General Recommendation 2:

Gender equality is routinely and systematically part of all programme planning in the International Programme, and staff and partners are provided with the skills and resources to do this effectively.

Specific Recommendations

1. Where GAPs are current, they have clear objectives, timelines, indicators, achievable goals and defined allocated resources. They are monitored and reported on.
2. Regional and country level planning incorporates gender equality, whether through integrating with the GAP or not, and gender is routinely part of all strategic planning processes.
3. Capacity-building on gender planning and design, monitoring, evaluation and impact assessment is carried out systematically for staff and partners.
4. The TIA tool is revised to ensure that gender-disaggregated information, and differentiated needs and interests, inform its appraisal and impact assessment.
5. Existing reporting formats, such as the Quarterly Reports, always incorporate progress on gender equality work.
6. Imaginative ways are found to enhance staff skills, through exchanges, peer learning and review, 'on-the-job' training, shadowing and other learning strategies.

General Recommendation 3:

Training and capacity-building on gender equality is an ongoing process, tailored to assessed staff and partner needs and to their concerns and functions, backed up by a 'toolkit' of training resources.

Specific Recommendations

1. A programme for gender capacity-building of NPA staff is drawn up, with adequate financial resources and clear objectives and priorities.
2. Tailored gender training is carried out systematically on a continuous basis for managers and staff, based on assessed training needs.
3. A 'Gender Toolkit' is compiled on an ongoing basis for training on gender mainstreaming, using existing tools such as the GEA, methods used in the WCDI programme, resources from other organizations, and resources used by staff and partners in the External Offices.

General Recommendation 4:

The Women's Rights and Gender Equality programme objectives are simplified and reformulated to kick-start NPA's gender mainstreaming strategy, defining a plan for the longer term, with an initial focus on improving programme quality through capacity-building on gender and improved gender planning.

Specific Recommendations

1. The WR&GE immediate objective to be redefined as setting out a road map for gender mainstreaming in NPA, with timetabled goals.
2. The planned results are reformulated to focus on improved gender planning, for staff and partners, whether through existing GAPs, or gender equality integration in NPAs planning systems. This should be worked out in consultation with External Offices.

3. The capacity-building strategy referred to in General Recommendation 3 is initiated through the WR&GE programme.
4. A clear budget is drawn up for the remaining period of the grant to fund the initiatives outlined above.

Specific Recommendations related to HIV/AIDS, VAW and Women's Role in Conflict

1. These three thematic components of the WR&GE programme are subsumed into the international programmes on VAW, HIV/AIDS as a cross-cutting issue, and women's role in conflict where this is a regional or country priority, but are no longer taken forward under the WR&GE programme.
2. As the new programme on VAW develops, NPA ensures that analysis and results inform other programme areas, such as women's participation, land and resources, and Mine Action.
3. Southern Africa, particularly Angola and Mozambique, are 'learning labs' for NPA on the integration of HIV/AIDS and gender equality in programming, and systematic ways of learning from them are established.
4. Programme research on women's role in conflict and post-conflict is carried out to establish the level of priority NPA will give to this area of work. There are strong links between this and violence against women.

1. INTRODUCTION

This report presents the results of a Mid-Term Review of the Norwegian Peoples' Aid Programme, "**Women's Rights and Gender Equality**", initiated in 2002 and planned to run until 2006, funded by NORAD. The Report is based on face-to-face interviews with staff in NPA's Oslo Head Office, and in the Regions of Southern Africa and South East Europe, on information from questionnaires sent to the External Offices and the Head Office, and on documentation provided by NPA.

The Report covers the specific interventions funded through the Programme, but as the Programme also funds ongoing implementation of NPA's **Strategy for Women, Gender Equality and Development**, it looks more broadly at NPA's institutional approach to gender equality.

The body of work ongoing in NPA on gender equality encompasses different kinds of work in different departments, and is substantial. There are examples of excellent practice on gender equality in the international programme, representing dedicated and highly-motivated work by NPA staff and partners.

This work however, is fragmented, and needs pulling together. This 'fragmentation' was referred to in NPA's **Strategy** (ref. above) in 1999, and remains true, despite significant advances. The overall picture is of an organization which has partly taken forward efforts to mainstream gender equality and support women's rights, but these have been dependent on the awareness and commitment of individual staff members and counterparts.

It is thus the main recommendation of this Report that NPA as an organization takes up the challenge to **mainstream gender equality** explicitly and systematically, guided by clear organizational policy, and planned through a **realistic, achievable and practical** set of steps which **build upon work** already under way. The next two years of the "**Women's Rights and Gender Equality**" Programme should be directed towards the central objective of setting this process in motion.

1.1 A BRIEF OVERVIEW OF GENDER EQUALITY IN NPA

The First Initiatives.

Norwegian Peoples' Aid (NPA) has a history of wide-ranging activities on women's rights and gender equality spanning nearly two decades. Since the mid-1980s, with the establishment of NPA's programmes in Southern Africa and Latin America, the increasing concern in the organization with the marginalization of women from 'mainstream' development led to support to partnerships which addressed the empowerment of women and the strengthening of women's organizations, which is still a key component of NPAs strategy to address gender inequality. In the early 1990s NPA was actively involved in two campaigns in Norway – a fundraising campaign for projects to support women in Bosnia & Herzegovina and Croatia after the war in Former Yugoslavia, called *“Women – the Hidden Victims of War”*, in 1992-1995, and an information campaign, called *“Violence against Women – A Block to Development”*, in 1994-1995. This campaigning and fundraising work led to implemented programmes in the Former Yugoslavia, and to NPA's involvement in the 1995 World Conference on Women in 1995, attended by a large delegation from both the head office and external offices.

In 1996/1997, NPA for the first time created a gender advisory post in the International Department Head Office in Oslo, and all External Offices were instructed to advance work on gender equality. A pilot competence-building programme on gender equality was carried out in Southern Africa for all External Offices, led by the Gender Adviser and the Resident Representative for South Africa. These and other initiatives have formed the backdrop to NPA's work on gender equality into the 21st century. This legacy, and NPAs work on women's rights and gender equality since then, have built NPAs reputation in Norway as an organization which takes gender equality seriously, and which puts this concern into practice in its work.

NPA – A Rights-Based Approach

In 2004, a decade later, as NPA positions itself as a rights-based organization, it has focused its international development work on a number of human rights themes, under four main headings. They are: democratic rights and participation; land and resource rights; indigenous peoples' rights; and women's right to freedom from violence. The participation of right-based organizations is stated as being one of the bases for resource allocation and priority-setting in the Mine Action Programme.¹ In the new strategy which defines this position, gender, along with environment and HIV/AIDS is stated to be a 'cross-cutting issue' in all aspects of the programme. It is undoubtedly true that the fact that gender equality and women's rights, specifically women's right to freedom from violence, are firmly on NPAs current agenda, is the continuation of the work begun in the 1980s, and the result of persistent effort on the part of staff in head office and some external offices. The outlook for gender equality is hopeful, but it needs to be firmly embedded within the rights-based approach. Much can be learned from the work of many human rights organizations, and NGOs which have struggled to do this, to ensure that NPA implements this approach in a way that

¹ Policy and Strategy for NPA's International Humanitarian and Development Work, 2003-2007, NPA 2003

promotes equal realization of rights for women and for men.² It is a matter of concern that some respondents in this Review did not see gender equality as integral to a rights-based approach.

NPA's Achievements on Gender Equality

NPA's achievements on gender equality and women's rights were found by the consultants conducting this Review to be considerable, but not always fully recognized – or known about - by its staff. Dedicated staff members, at the head office in Oslo, and in NPAs field programmes around the world, have put, and continue to put, great effort into initiatives to integrate gender equality into NPAs work and structures at all levels. Documented evidence gathered for this Review from the difficult and complex working environments of NPA's programme, and through face-to-face interviews with deminers in Mozambique, staff struggling with the current crisis in Zimbabwe, and staff in Sarajevo and Belgrade point to achievements and commitment to gender equality of which NPA can be justly proud. NPA staff are highly motivated and committed. It is unfortunately beyond the scope of this report to do justice to all of this work.

It is also true that some of the responses gathered during the Review point to resistance to taking gender equality seriously. Resistance to gender equality is common in organizations, and needs to be addressed. There were also misunderstandings about what it means. The Reviewers found that NPA staff in many cases see gender equality as restricted to equal opportunities for men and women in relation to employment, and in other cases gender equality is misconstrued as meaning the promotion of women over men.³ The Director in the International Division, and the Director of the Development Section stated that there is still a 'debate between WID (Women in Development) and GAD (Gender and Development)', which has not been resolved.

It is the view of the reviewers that this debate results from the lack of a more generalized understanding within NPA of what gender equality means, why it is important, and how to achieve it. It is important that NPA addresses this lack of clarity, in order to move on. ***Current thinking about achieving gender equality recognizes both WID and GAD approaches as valid and interlinked rather than opposing each other. The important issue is that women's rights are realized and that high quality development is achieved.*** Women's empowerment and women's rights are not achieved at the expense of men: rather, these are some of the strategies to achieve equality with men. There is an increasing body of gender equality-related work focusing specifically on raising men's awareness of gender equality, and addressing men's specific constraints to realizing gender equality, in both government and non-government organizations around the world, and it is important to learn from these experiences. It is particularly important as NPA implements

² Considerable work has been done on this by Amnesty International and Human Rights Watch, several international NGOs, as well as rights-based organizations based in the countries where NPA works. See also footnote 3 on rights and gender equality.

³ Gender equality means that women and men have, and are able to realize, equal rights and entitlements to the social, economic, cultural and political dimensions of human development and achievements. It means that women and men should have equally fulfilling lives. Equality does not mean sameness – it means the recognition of difference. Gender equality has to be based upon the recognition of the difference between the sexes, and the different needs, priorities, obstacles, capacities and aspirations of women and men, and the affirmation that these differences do not mean differences in worth, and cannot be used to underpin discrimination. Women's empowerment is essential to the achievement of gender equality – women have to be able to assert their equal rights and entitlements, denied to them across the world, in all societies. Thus it is important to distinguish between formal equality where women may have equal rights under the law, and de facto equality, where women are actually able to exercise their rights without constraints and discrimination.

its rights-based approach – the achievement of human rights is meaningless without directly addressing gender discrimination, and indeed any form of discrimination. In its programme work, NPA needs to be clearer that good quality, effective programmes cannot be delivered if gender inequalities are ignored, or perpetuated by default.

The Context of Institutional Change

Part of the context in which this Review took place is the aftermath of the financial upheaval and restructuring that NPA has undergone in the past two to three years, with considerable cutting back of some programmes, and the loss of 30% of staff. Although this did not affect the ID as much as most, for programmes are externally funded, it disrupted ongoing work, and planning, in Oslo as well as in External Offices. One of the effects, according to NPAs Secretary General, was that the issue of gender equality was kept in the International Department. A process is now underway to shift responsibility for an organizational approach to gender equality to the Personnel Department. **With this initiative, and the new International Department Strategy, it is timely for NPA to bring together its gender equality work into a gender mainstreaming framework.**

1.2 BACKGROUND TO THE REVIEW

In August 2001 the proposal for the programme “*Women’s Rights and Gender Equality*” (to be referred to in this document as WR&GE Programme) was submitted by NPA’s International Department to NORAD under the Frame Agreement process, for the period 2002-2004. The project was approved with a budget of NOK 1,100,000, representing 80% of the total budget for the programme.

The project was designed to take forward the process of implementing the “*Strategy for Women, Gender and Development for the Period 1998 – 2002*”, known as the “*1999 Gender Strategy*”. NPAs strategic priorities laid out by this document were to ‘secure a gender perspective in the NPA organization and central programme areas of NPA, as well as combat violence against women’⁴. After a survey of the process of institutionalizing gender policy in NPA in 2000, NPA embarked on a range of activities to take the process forward, including making and implementing Gender Action Plans throughout the international programme, training and capacity-building, networking and advocacy. The NORAD WR&GE project was devised to continue these activities, within the broader aim of implementing the 1999 Gender Strategy. The focus in Phase 1 of the project was on ‘structures, use of tools and procedures within NPA and [the development of] constructive dialogue/cooperation on the issues with partners’.⁵ The report to NORAD on Phase 1 indicates that the planned activities for the project had made good progress.

In 2003 the project was prolonged for a further 2 years (until 2006) under a new multi-year agreement with NORAD, with a budget of NOK 1260 000 to cover 2004-2006, and a part of the budget was allocated for a mid-term review during 2004 to make recommendations for the continuation of the funding period. In October 2004 two external consultants were contracted to carry out the Review, and to present a report with recommendations in early 2005.

⁴ Cited in NORAD Frame Agreement Plan, Project No. GLO-94/002-new

⁵ Ibid

1.3 PURPOSE AND SCOPE OF THE REVIEW

As a Mid-Term Review, its overall purpose is: *“to assess the achievements of the programme in relation to its immediate objectives and planned results, and to make recommendations to NPA for increasing programme effectiveness in the next period”* (see TOR, Annex 1). The specific objectives of the Review relate directly to the assessment of the effectiveness of the strategies outlined in the WR&GE programme objectives and planned results.

However, the ‘immediate objective’ of the WR&GE programme is very broad and ambitious. It reads: *“Women’s rights and gender equality, with an emphasis on combating violence against women, are values and objectives shared by all NPA staff and an increased number of partners, and they have a suitable organizational structure, competence and tools to strive for these objectives in all activities”*.⁶

The breadth of this objective as encompassing ‘all NPA staff’ raised immediate problems, as the timeframe and resources precluded a full review of the entire organization, and the ‘values and objectives of all NPA staff and an increased number of partners’ are not measurable without quantitative data as a baseline. In fact, this objective itself needs reformulating, which will be one of the recommendations of this Review. It was thus agreed with NPA that it was necessary to define the scope of the Review as having a ‘special focus’ on *“the implementation of the Action Plan for the International Department and the Personnel Section of the Administrative Department in the Head Office, the External Offices in Mozambique and Western Balkans, and selected relevant partner organizations in these areas of operation”*.⁷

As Gender Action Planning in itself has to be seen within the broader context of the history of gender equality within NPA, and its policy and planning frameworks, and it has been necessary for the Review Team to explore these areas as far as possible, in order to recommend any changes to the NORAD project itself.

It is important to emphasize however that this Review is a review of the NORAD-funded Women’s Rights and Gender Equality Project, which means looking at whether and how the objectives of the project have been achieved; it is not an institutional Gender Review of NPA as a whole.

The Conclusions and Recommendations therefore refer to the WR&GE project and its continuation, primarily. Broader Recommendations have been included where these refer to NPA’s policy and planning, because successful gender equality mainstreaming depends upon the existence of an enabling institutional environment.

Specific Objectives

The specific objectives of the Review are outlined in the TOR (Annex 1) and will not be repeated here. In summary, they are to examine:

⁶ ibid

⁷ Terms of Reference for Review, p 3

- the effectiveness of the strategy of Gender Action Planning
- the effectiveness of the training and capacity-building activities
- the centrality of work to combat violence against women and women's role in conflict in advocacy and programme delivery
- the extent to which gender equality informs NPA and partner work on HIV/AIDS

1.4 METHODOLOGY

The Review team used a combination of semi-structured interviews, in both Head Office in Oslo, and in the selected External Offices, and self-administered questionnaires, sent to all External Offices and to all ID programme staff in Oslo.⁸ The return rate of the questionnaires to the External Offices was 66.6% - four of the twelve EOs mailed did not return questionnaires. Of those offices which did, however, many sent back multiple questionnaires, filled in by key staff in different countries, and managing different programmes. The respondents therefore represent individuals, and not individual External Offices. The Head Office return rate was 68%. (See Table 1, Annex 3.)

Extensive documentation was provided to the team, and this formed an integral part of the Review, and is referred to throughout the report. The list of documents consulted is found in Annex 4 of the Report.

The standard evaluation criteria of relevance, effectiveness, efficiency, attribution (of results to project intervention), sustainability, capacity-building and impact were applied throughout the process, as relevant, and where possible. The assessment of impact is limited to the impact on staff and partners of the project, who are its direct beneficiaries.

Main Indicators of measurement of the GAPs were:

- number of GAPs up and running in staff and partners,
- perceptions of relevance of the GAP as a strategy,
- impacts on gender-related capacity and behaviours of staff and partners,
- resources to maintain the GAPs,
- leadership of the GAPs
- regular monitoring of the GAPs
- gender-related work outside the GAP framework

It was not possible within the scope of this Review to assess changes in gender equality-related awareness, behaviours and skills of staff and partners in any depth, which limited the exploration of 'values' in the immediate objective, referred to above. The questionnaires were self-administered. The interviews in Oslo and in the field sites enabled cross-checking of information from different

⁸ The questionnaires were designed primarily for the External Offices, and were sent to the Head Office Directorate and Advisers as well to gather complementary information to the interviews carried out in Oslo. Many Head Office Advisers found the questionnaires too heavily weighted towards External Offices and difficult to interpret. Few Advisers referred to the ID GAP in their responses.

informants, and built up a fairly clear picture of where NPA stands in relation to work on gender equality. The Review could assess inputs and outputs of the NORAD WR&GE project, but the measurement of changes directly attributable to the project funding period of two years was difficult to ascertain, and most of the staff interviewed and respondents to the questionnaire were unaware of the existence of the project. Neither was it possible to assess the effectiveness of the interventions in relation to costs, as the breakdown of costs in the WR&GE project budget was not available.

1.5 STRUCTURE OF THE REPORT

The structure of the report follows the TOR and the Planned Results of the WR&GE project, to be as straightforward as possible. It looks briefly at NPA's policy environment, and then presents the Review findings according to the NORAD Project's Planned Results: gender action planning; training and capacity-building; and specific focal areas, namely combating violence against women, gendered approaches to HIV/AIDS, and recognizing women's role in conflict. Other strategies, outside gender action planning, are also recorded, to give a broader picture of NPAs gender equality work.

The Terms of Reference of the Review, Tables recording the results of the questionnaires, the NPA staff interviewed, and a list of documents consulted are found in Annexes to the report.

2. THE REVIEW FINDINGS

THE POLICY ENVIRONMENT IN NPA

Summarized below are some of the key institutional issues and challenges currently facing NPA in its gender work, which represent the findings from assessing the policy environment in NPA for gender equality.

The Role of Policy

An enabling policy environment means having clear policies on gender equality with which all staff are familiar, and know how to comply. Staff need to understand the rationale for the policy, and it must be firmly led by senior management. In NPA, many interviewees said that the process of policy-making in the organization in general is unclear, and the line between policy and strategy is fuzzy. The Mine Action Unit works to different policy-making systems, following UN policy and national policy in the countries in which it operates.

In 1997 NPA established a Gender Adviser post at the head office in Oslo, and in the same year the Board called for a defined strategy to be drawn up for NPAs work on gender equality. Called the *“Strategy for Women, Gender Equality and Development for the Period 1998 – 2002”* the document presents an analysis of global gender inequality, refers to NPA documents which provide the policy context for the gender strategy, and outlines strategic priorities with guidelines for their implementation. This document is known in NPA as the *1999 Gender Strategy* and offers guidelines on a wide range of issues. The 1999 Strategy was written by the Gender Adviser, together with a Working Group formed of staff from the Head Office and External Offices. It covers mainly NPAs international interventions in its development and mine action programmes, but also lays out some institutional measures which had implications for NPA as a whole. This document has served as NPA’s policy for gender equality work in the international programme and the basis of the International Department Plan of Action.

Clear policy is the starting point for institutional change, but it must be driven by strong leadership, backed up by clear procedures and systems, and its implementation monitored, or it gets forgotten. It “evaporates”. “Gender policy evaporation” is a commonly encountered phenomenon in organizations.

The term was first coined by the UK Government Department for International Development. In a publication of the Social Development Division, “policy evaporation” has been found over and over again in evaluations of gender mainstreaming after governments and NGOs made policy commitments to mainstream gender in the 1990s. The main reasons are: lack of systematic integration of gender equality in systems and procedures; lack of understanding of mainstreaming; gender equality still seen as including a women’s component in projects, with a small claim on resources; gender equality not routinely included in TOR of staff and consultants; gender equality not routinely included in all analysis and planning. The main reasons these things are not done are: not enough staff capacity and skills; resistance and hostility; and under-resourcing. (Gender Manual: A Practical Guide for Development Policy Makers and Practitioners. DFID 2002)

In the case of the 1999 Gender Strategy, although it was mandated by the leadership of NPA, and the process of drawing it up was inclusive and participative, evidence gathered in the course of this Review revealed that many staff have never seen it or read it, and some do not even know of its existence. Others find it confusing, and were unsure what to do with it. In a quick 'straw poll' conducted by one of the consultants at the Southern Africa Regional Meeting in Johannesburg, of the 11 staff present from head office and external offices, only 4 had looked at it in the last 2 years. 5 had not looked at it in the last 3 years, and 2 had never looked at it at all.

Some respondents said they thought it was time to review the 1999 strategy, in the light of the new rights-based approach.

The Importance of Good Internal Communications

This example of the 1999 Gender Strategy points to the need for good internal communications on gender. It is essential that policy is clear and well-communicated. Many respondents and interviewees stated that there is a need for more systematic management of internal communications, within head office in Oslo, between the head office and the external offices, and between the regional offices and the country offices and programmes. Informal communications seem to have become harder for ID Advisers since the regionalization – several expressed the feeling of isolation that came with the loss of geographic teams in Oslo.

A strategy for institutional learning on gender equality is needed, so that the good practice, of which the reviewers found plenty of evidence, would be better communicated throughout the organization. The ID Gender Adviser produced the *NPA Gender Newsletter*, which ran to 6 issues between April 2002 and December 2003. It published articles by field staff about practical programme experiences and new initiatives, included websites and resources on gender, and informed field staff about events and policy developments at Head Office. All issues but one started with a leader by the Head of the International Department, signaling senior management support to the newsletter. The newsletter was one of the outputs of the International Department Gender Action Plan, a planned result of Phase 1 of the WR&GE project, and was mailed to the ID and all EOs, and some partners. **Experience from other organizations shows that a regular forum for discussion and exchange of information on gender can be extremely useful, but is time-consuming to produce and needs to be targeted to specific audiences. To be fully effective, it needs to be inserted into a knowledge management and learning strategy on gender for the organization, and resourced.**

“NPA Angola believes that the ability of an organization to keep a gender focus in all activity depends heavily on the approach and attitudes of the management.” (Angola Gender Action Plan 2003)

Leadership and Management of Gender Equality Mainstreaming

Many interviewees and respondents in this Review emphasized the crucial importance of leadership on gender equality, and management of the process, but opinions varied about the degree to which NPA managers have led the process effectively. Experience from other organizations always shows strong leadership on gender equality to be central to success. Those external offices which reported

strong leadership on gender equality showed the most positive results in terms of staff attitudes and understanding, and good partnerships.

One manager emphasized his efforts to create a positive culture in his office for gender equality and respect for women. Cultural issues are key in the creation of a favorable environment for gender equality, and need to be addressed by managers. In NPA, one manager said he thought NPA is “a boyish organization”. Other interviewees said that gender in NPA is associated with women activists of the 1970s. Associating gender equality with particular women, or women’s issues, is a form of resistance to taking it seriously which is common in organizations. There is a cultural division in NPA, pointed to by many interviewees, between the Mine Action programme and the Development programme. In both Head Office and the External Offices, staff said that the Mine Action programme was masculine and militaristic in style, the Development programme was more feminine and democratic. These cultural characterizations, although drawings on stereotypes, have a bearing on the way gender equality is perceived and addressed in organizations, and are relevant when designing strategy. Changing attitudes is a cornerstone of working for gender equality.

The role of managers is to ensure that communication and joint working overcomes any problems that might arise from the divisions, and there are attempts to do this in NPA. Most interviewees in the Head Office, and many of the respondents to the questionnaires sent out said that there is leadership support for gender equality, but that the implementation of policies and strategy on gender equality is not prioritized nor monitored effectively. **For successful gender mainstreaming, strong leadership is essential, and management of policies, procedures, performance and behaviours contributing to gender equality have to be in place.**

Resourcing Gender Equality Work

It is well-documented from many similar organizations that work on gender equality is driven by dedicated individuals upon whose energy and commitment it depends. These individuals, or “change agents” often work in relative isolation, and in advisory posts alongside the management and decision-making structures. These posts are always vulnerable to organizational change. The sustainability of the gender equality work when such individuals move on, is threatened.

A number of Southern African staff⁹ stated in interviews that firstly, gender equality work lost ground in the region when staff promoting it left¹⁰, and secondly, that clearer policy and leadership from NPA at head office level would help to embed commitment in practice and procedures in local offices and programmes, which would outlast staff changes. As the responses gathered in the questionnaires clearly showed, there are very few established posts dedicated to gender specialists (see Table 1, Annex 3) In the vast majority of cases the responsibility for taking forward gender equality work is added on to existing responsibilities. Specific budgets for implementing the Gender Action Plans rarely existed, and only in a few External Offices were budget parameters set for work on gender equality. **To take gender equality work forward, specific human and financial resources need to be allocated, within a clear policy framework that will outlast, and not depend upon, committed individuals.**

⁹ Personal communication from local programme staff, Johannesburg, November 2004

¹⁰ In 1996/7 a pilot project to build competence on gender equality was initiated in Southern Africa, and gender advisers appointed at regional and country level. Only one of these remains in post

Conceptual Clarity about Gender Equality

Several interviewees in NPA felt that there is a lack of clarity amongst staff about the meanings of some basic concepts in gender analysis, such as: “women in development (WID)”, “gender and development (GAD)”, “gender mainstreaming”, “gender equality”, “gender equity” and what in fact the term “gender” itself should refer to. Amongst a number of staff interviewed, implementing gender equality seemed to be equated to ensuring equality of opportunity to jobs, and increasing gender balance, or numbers of women in posts. The Review Team found that the understanding that **the essence of gender inequality lies in power differences between the sexes, and that it is the relationship, and its implications, which needs to be addressed**, is not widespread. This leads to a misperception that ‘gender is only about women’, and feeds into the “WID and GAD debate” which is current in NPA. **It is important to secure common understandings about gender equality, and about the link between gender equality and human rights. Several interviewees did not see a connection between gender equality and a rights-based approach to development and humanitarian work.**

GENDER ACTION PLANS

Overview of the External Office Gender Action Plans (GAPs)

(See Annex 2, Table 1)

The Gender Action Plan (GAP) is a key element of NPA’s current strategy on gender equality, and specified in the ‘planned results’ of the WR&GE Project, which aims for GAPs implemented in all NPA offices, and in 1/3 of partner organizations. While this objective has not been fully achieved at this point in the project, a significant number of GAPs exist, and are in the process of implementation.

- **Active GAPs**

Of the 19 External Offices in NPA¹¹, 12 have drawn up Gender Action Plans since 2001. Of these, 8 offices have plans which are still ‘active’, some of which have been revised, and they are being implemented to different degrees. Two of the Action Plans drawn up in some detail in 2001 have not been implemented, largely due to organizational changes. The Action Plans vary considerably in their detail and structure, and a few offices have reported against their Action Plans. There is little evidence of systematic monitoring of the GAPs, a fact which was corroborated by the responses to the questionnaires (Table 2, Annex 3). 7 offices have not drawn up GAPs at all, but this does not necessarily indicate an absence of any work on gender equality. Some programmes with GAPs (eg Somalia) did not return questionnaires. The figures below thus refer to the questionnaires returned by the 10 External Offices at regional and country level, which have GAPs drawn up. The percentages thus reflect relatively small numbers, and just over

¹¹ The 19 EOs referred to are those listed in a table provided to the Review Team: **NPA External Office Gender Action Plans, 14.10.04**. They are: Angola, Cambodia-South East Asia, Guatemala, Lebanon, Nicaragua, Northern Iraq, North West Russia, Palestine, Zimbabwe, Mozambique, Rwanda, South Africa, Sri Lanka, Tanzania, Western Balkan Reg., Somalia, Sudan, Eritrea/Ethiopia, South America. Some of these offices are grouped in Regions.

half the External Offices. 13 respondents (of 19) reported having active GAPs. (See explanatory note, Table 1, Annex 3)

- **Impact on staff and Programmes**

Between 70% and 80% of the respondents who reported active GAPs in the questionnaire indicated that the process of drawing up the GAPs had been participative, and that staff – in a few cases, all staff, in the majority, some staff – saw the GAP as relevant to their work. Over 90% of respondents reported that the GAP had a positive impact, in terms of increased levels of gender awareness of staff, increased levels of gender equality in the NPA offices, and the inclusion of gender equality objectives in programmes and projects. The GAPs received report high levels of commitment from local staff, and in many cases, strong local partnerships. Training has been an important strategy in the implementation of the GAPs, and the Gender Empowerment Assessment tool (GEA) is referred to in several GAPs. An update from the Nicaragua office states as one the main lines of action that carefully targeted training will be carried out for specific social groups:

“Assessment and adaptation of the GEA according to the realities of the partner organizations (youth, “campesinos”, social organizations, NGOs, women’s organizations). To carry this out, we are organizing workshops with each partner organization. We are having a specific workshop with the youth, so that it is very clear to us which approach they are handling. We are also separating the rural partner organizations from the urban ones, since they have different realities.” (Nicaragua External Office, 2004)

- **Leadership and support**

76% of respondents with active GAPs reported that the GAPs were well-supported by senior managers in the EOs, and by the Gender Adviser in Head Office.

- **Analysis, Planning and Monitoring**

Between 50% and 60% of respondents with active GAPs reported that GAPs had led to specific gender equality related objectives in staff work plans and increased competence in gender analysis. Just over half said that there was no systematic monitoring of the GAP, and it was not integrated into regular programme planning processes. Some of the GAPs received had set monitoring indicators, and timelines, but very few reports were received against these.

- **Resourcing the GAPs**

Only 5 respondents (less than 40%) said that there were specific budgets allocated to the implementation of the GAP, and the amounts ranged from 50% to 2.5% of the programme budget. It was not clear how these budgets were calculated. In all cases but Zimbabwe there were no extra human resources allocated to it. All but one respondent said that gender equality work was ‘added on’ to existing jobs. While some respondents saw it as positive that all staff at least nominally was responsible for it, it was also reported in interviews, and the GAPs themselves, that gender work was often neglected because of pressure of other demands.

- **Partners' GAPs**

One of the planned results of the NORAD WR&GE project was that one-third of partners would have Gender Action Plans. Few respondents were able to give a percentage of partners with GAPs, with the exception of Tanzania, reporting 40% and Sarajevo, reporting 100%. Only 4 Eos reported that partners had GAPs, and several respondents said that partners did not consider GAPs relevant to their work. Where partners had GAPs, they were reported as having increased partners' gender awareness and capacity in relation to gender analysis and planning. Respondents also reported (in Latin America, for example) that partners incorporated gender equality goals into their planning without using a specific GAP.

The overall picture from the questionnaires and GAPs received from the External Offices is that where GAPs were implemented, they were seen as relevant and effective in raising gender awareness in the office and in programme planning, but less effective in increasing competence of staff in gender analysis and monitoring on gender equality. Although only 38% reported that they were satisfied with their partners' performance on gender equality, several GAPs referred to strong local partnerships working on gender, and in the Zimbabwe case, holding NPA to its own commitment on gender equality. Few partners had drawn up GAPs, but where they had, the strategy seems to have been successful in limited ways, although none of these plans were seen by the evaluators.

Management support for GAPs was high, but not matched by financial and human resourcing. This affects, and will affect, the sustainability of the GAPs as a strategy.

"NPA Palestine is considering the need to develop a separate 'gender project' within the NORAD frame in order to have the resources to secure that women are not disempowered in the transition to a new NPA strategy and well as promoting the change from 'targeting women' to 'mainstreaming gender' in all projects.." (Palestine Gender Action Plan 2003)

The International Department Gender Action Plan¹²

According to staff in the International Department directorate, the ID GAP has not been implemented because it was not prioritized, for which there were two main reasons – first that it was unclear what staff was supposed to do, and secondly that the question of gender equality is still not widely enough understood. Skills and competence on both awareness and analysis still need building. According to the ID Director and the Head of the Development Section the *political will of the leadership is there* to implement the plan.

The Gender Adviser confirmed that attitudes towards gender equality in the department are positive, and support from the leadership – albeit passive - was there. However, the members of the Gender

¹² See Annex 3, Table 1

Action Group, set up to monitor the implementation of the plan, informed the review team that after only 6 months they decided to disband the group as the ID department did not address the feedback from the group.¹³ In an internal memo on their proposal they expressed the fear that the GAG could become a ‘sleeping pillow’ for management, reducing the attention and responsibility of leaders for the implementation of the ID GAP. The ID Gender Adviser, in interviews, referred to a number of ‘blocks’ to progress on gender – a lack of ownership of the GAP in the ID, time wasted through hold-ups in the process to turn plans into action, the pressure to work reactively which made it difficult to encourage areas which did not demand support. The GAG also recommended an institutional Gender Action Plan, which is now being taken forward in the Personnel Section.

The position of Gender Advisers, gender focal points, and gender working groups or Units, when they are outside the line management and decision-making structures, can be very difficult and frustrating. One of the problems most commonly found in organizations trying to mainstream gender is that the adviser, or group of advisers, is given a critical role to influence the whole organization on a difficult subject, but not backed up sufficiently by policy, procedures, management of staff performance, and financial resource allocation. This problem has been referred to in two evaluations carried out in NPA – of the Gender Competence Building Programme in Southern Africa (2000)¹⁴, and of NPA’s Experience of Institutionalizing Gender Policy (2000).¹⁵

The ID plan was drawn up by a working group in the ID, with inputs from the Personnel Section in the Administration Department, and was approved by both departments. Its proposed actions involve both the International Department and Personnel Section – which is something of an anomaly, as it originated in the ID – so it required good cooperation between the two departments to function well. In interviews with staff in both departments, it became apparent that there were frustrations on both sides about communication and priorities.

However, a number of the activities and strategies outlined in the ID GAP have been implemented, including training on the use of the Gender Empowerment Assessment tool, the creation of the Gender Action Group, the institution of the Gender Newsletter, the funding of the implementation through the NORAD frame agreement, and violence against women has become a focus area of NPA’s international strategy (these are also reported in the 2003 Frame Agreement Report to NORAD). According to the Head of the Personnel Department, the Code of Conduct (in two versions, one for permanent staff and one for volunteers) is signed by all staff.

In line with the ID’s GAP, but not as a consequence, the Personnel Section when advertising vacancies follows a practice that is common in Norwegian public administration. For vacancies that are published in external media (as well as within NPA) the advertisements include a statement that “Women are encouraged to apply” as a regular procedure. However, according to the Personnel Section, there are not always women applicants. The “extraordinary measures” to address gender balance in management positions (training of NPA staff, headhunting), referred to in the ID GAP, do not seem to have been put in place, neither have the gender-sensitive indicators for interviewing new staff, nor for the feedback talks and staff evaluations. The Mine Action Unit has its own

¹³ See also NORAD Frame Agreement Report 2003, p.5

¹⁴ Norwegian People’s Aid: Evaluation of the Gender Competence Building Programme, Wilthor Consulting Services, 2000

¹⁵ Institutionalising Gender Policy: a Report on the NPA Experience, Michael Tawanda, 2000

Personnel Officer, outside the Personnel Section. More systematic emphasis on recruiting personnel with gender competence should be taken into consideration.

OTHER GENDER EQUALITY RESPONSES AND STRATEGIES IN NPA

Respondents were asked to identify other strategies and activities carried out in their offices and programmes, where gender action plans had not been drawn up. Their responses are listed and grouped below:

NPA Internal Staffing, procedures, and capacity-building:

- Recruitment of women to management positions
- Employment of female staff in Mine Action programmes
- Employment of female deminers where possible
- Specific positions for women (but this reported as having disappeared with scaling down of the programme)
- Gender balance in staffing
- Encourage all staff to consider gender equality in all procedures
- Gender equality in personnel practices and staff benefits
- Monitoring of staff performance on gender equality
- Creation of gender-sensitive office culture
- Dedicated gender specialists in each Mine Action programme
- Training of staff in gender awareness and analysis
- Internal HIV/AIDS and gender awareness programme for men
- Project on gender competence building and mainstreaming

Programme Systems (Planning, monitoring, impact assessment)

- Gender Planning
- GEA method systematically used
- Project impact on gender relations assessed
- Gender-sensitive project appraisal
- Gender equality part of all Mine Action strategies

Relationships with partners:

- Inclusion of gender-sensitive partners and women's organizations in the programme
- Dialogue on gender equality with staff and partners
- Encourage partners to put women in decision-making positions
- Tailored training for partners on gender analysis and equality
- Gender Resource group established
- Gender awareness-raising in refugee community
- Women Can Do It programme
- Women's empowerment programmes
- Incorporation of needs of women in demining tasks
- Equality in numbers of male/female beneficiaries

Most of these responses were mentioned by only one respondent, and most of the systematic use of gender programme planning and assessment tools mentioned by only one External Office (Zimbabwe). More respondents (between 3 and 5) reported on gender equality in personnel procedures, and on training of staff and partners. However, the responses show a wide range of ideas and activities, and the potential for staff learning from each other is high.

From the answers in the rest of the questionnaire, it is also notable that most of the responses to the 1999 Gender Strategy were internal. This is consistent with a general finding, in interviews and in the field visits, that gender equality is perceived by many, if not the majority, of the respondents in the process of this Review, to be mainly a matter of recruitment, gender balance and equal opportunities. Very few respondents talked about real change, and what would have to be done differently to incorporate gender quality goals and pursue them systematically. Little new programme research was mentioned, and few new partnerships reported – at least in this process. Gender planning was carried out by only one External Office. These are key areas for NPA to develop in the future.

2.4 PLANNING FOR GENDER EQUALITY

Planning processes in NPA

Only just over half of the respondents from External Offices indicated that GAP planning was integrated into regular programme planning, and only one External Office implements gender planning as such. Staff interviewed said that NPA does not have a standardized planning system in the international development programme, although staff has been trained in the NORAD model (logframes), which are widely used. Planning in the Mine Action programmes follows more standardized procedures, as it has to relate closely to national plans for mine clearance in the countries where it works. The Task Impact Assessment (TIA) is used to help make decisions about priority areas to demine, although NPA is also subject to government priorities, which can conflict with NPAs. According to the head of the Mine Action Unit, mine action plans have never been queried within the ID for the integration of gender equality. The TIA is still being developed and tested, and is to be the main tool for the integration of gender. The 1999 Gender Strategy was “*not operationalised – you can’t transfer the strategies to practical actions*”.¹⁶

The Task Impact Assessment (TIA)

The TIA is a systematic analytical and assessment tool being developed and used by NPA to prioritise areas for demining and assessing the impact of demining activities on the population concerned. It is described as a method ‘for assessing and ensuring positive impact of humanitarian mine clearance activities’. It is structured in 3 phases – phase 1, an initial appraisal to ‘establish the justification for prioritizing a task’; phase 2, to ‘estimate the duration of the task in order to establish date for Phase 2 and reconfirm the findings identified in Phase 1’; and Phase 3, ‘undertaken as follow up and evaluation of task to confirm post-clearance impact on society’. It draws on the

¹⁶ Interview with Head of Mine Action Unit, Oslo

Capacities and Vulnerabilities (CVA) analysis developed by Mary Anderson (Harvard) which is widely used for gender analysis and planning, and provides formats for examining social, economic and cultural issues in each phase. It is a very useful analytical tool. However, it does not give guidance for disaggregation by gender, and tends to use categories such as 'community' and 'population' uncritically. Reports seen in the course of the Review do thus not give any indication of different needs, capacities and vulnerabilities of women and men, although women as well as men are consulted by Mine Action TIA trained staff. A small adjustment to the tool, the questions asked, and guidance in training would make a considerable difference to the TIA's effectiveness in delivering NPAs aims 'to ensure positive impact of humanitarian mine clearance activities', and to contribute to gender equality in all its programmes.

Cross-cutting Issues

The new strategy for the ID includes gender equality as a 'cross-cutting' issue. In the Southern Africa Regional Meeting in Pretoria in November 2004 the question was raised: "How to incorporate cross-cutting issues in programme objectives in logframes?" and a discussion ensued on how to plan and budget for gender equality, in that absence of specific 'gender programmes'. One participant pointed out that a number of gender planning tools exist, for integrating gender equality concerns through each stage of the project cycle. However, several participants at the meeting felt that more guidance from Oslo was needed to clarify how to plan to include cross-cutting issues. What priority should be given to them, and how to prioritize between them? It was felt that three cross-cutting issues were confusing, especially as they are very different in kind (environment, HIV/AIDS and gender equality).

There is thus a need for clarity on what gender mainstreaming means, and how it differs from, and integrates with, other cross-cutting issues. In essence, gender equality is at the heart of a rights-based approach, and is thus integral to all aspects of NPAs programme, including the other cross-cutting issues. While this is stated in the new international strategy, staff will need help to make this a reality in programmes.

Key Factors for Success in Gender Mainstreaming

In a quick brainstorming session at the Southern Africa Regional Meeting in Pretoria in November 2004, participants identified the following factors:

- Gender training
- Monitoring of gender work
- Dedicated posts on gender
- Good communication
- Circulation of appropriate information
- Accountability
- Leadership
- Clear management responsibility
- Clarity on different aspects of mainstreaming – institutional, programme, partners
- Clarity on budgeting for mainstreaming

A Plan for Gender Mainstreaming – Cambodia

A Proposal Paper by an External Consultant on “Developing Gender Sensitivity and Gender Mainstreaming Systems and Tools within NPA Cambodia” (First Phase Plan) outlines the following objectives:

“In a bid to mainstream gender at NPA, it is believed that a multi-level approach needs to be taken.

This will involve examining how gender aware the organization is in terms of:

- Policies – starting with gender policy and eventually all other policies
- Decision-making processes – relating who makes the decisions, and whether the process can be made more gender sensitive
- Human Resources – individual responsibilities for gender awareness, as well as who, what, how, when for gender focal persons
- System, practice and tools – create in a participatory manner tools that will enable staff to weave gender into their specific day-to-day work”.

Gender and the Rights-Based Approach

It was evident from the discussion in Pretoria that as the new International Strategy is implemented, clear guidance will be needed for External Offices on planning for gender equality. As the rights-based approach is rolled out through the organization, there will have to be specific attention to gender equality – it cannot be assumed that training on rights is automatically gender-aware. Much will depend upon who is selected to advise NPA in this process, and on the selection of partnerships. This will be a critical time for NPA, and for its progress on gender equality.

Working with Partners on Gender Equality

There are many ways of working with partners on gender equality, some of which were mentioned above. Training and capacity-building have been provided to partners, and in some programmes, joint planning and analysis with partners has taken place. Many more examples are found in the GAPs of the External Offices, and as there is wide variation between programmes, there is scope for mutual learning between them on this. There also appears to be a wide range of views in NPA on how to work with partners on gender equality. Some staff expressed the view that NPA cannot ‘impose’ gender equality on partners, but most staff interviewed agreed that while sensitivity to cultural realities is essential, this cannot be an excuse to ignore inequalities. The Tanzania EO puts the issue well, writing in the GAP (2003):

“NPA needs to be sensitive to local conditions and cultures. However, one must not become too tolerant – often oppressive customs, expressions and behaviours are explained and accepted as “culture”. NPA must remember to stand firmly on the set of values and beliefs that we are founded on – and present this in the ongoing dialogue we have with our partners. Only then will we have meaningful partnerships..”

2.5 TRAINING AND CAPACITY-BUILDING

(See Annex 3, Tables 4, 4a, 4b)

Training and capacity building

This is a key component of the GAPs and objective of the NORAD WR&GE Programme. It is an essential part of a gender mainstreaming strategy. According to the questionnaires, the majority of staff in the International Department and the External Offices has been to gender training, and a majority of the respondents from the External Offices has provided partners with gender training. There seems to be a common understanding among two-thirds of the respondents that gender training has led to increased gender awareness. Less than half state that gender training has led to improved gender analysis, planning, monitoring and reporting. But around half of the respondents express that the interest in gender work has been improved. Only seven respondents say that funds have improved for gender work as the result of increased understanding of gender – three at head Office and four at External offices.

More than 50% of the respondents (20) have been to 1 or 2 training events, while 1/3 have been to 3 or more gender training courses. The level of enthusiasm in training varies among the respondents. In Bosnia, young women are eager to enhance their gender skills, both among partners and among the staff. Other interviewees expressed that gender training is time consuming and that they have to give priority to other activities.

Gender Training in Western Balkans

All respondents met in NPA Belgrade and Sarajevo have been trained in Gender Issues and GEA, with a few exceptions. Most of the staff met have been to gender training courses twice or more, only a few have only once. The gender training is defined as useful in terms of improving planning and the Gender and Empowerment Impact Assessment Manual (GEA) is regarded as useful and simple to apply in the coordinating work to secure gender equality and women's rights in their programming activities. The staff members are to a varying degree willing to use more time on gender training. Some are eager to learn more, while others are satisfied with present level of involvement and training.

It is evident that training for the NPA staff and for the local partners are two different issues. NPA has improved their gender planning skills through training and the staff evaluate the courses as useful. The local partners visited are highly professional organisations that have gender competence. The base for conclusion in general is too weak. To provide all the local partners with gender training is considered to be a too ambitious task. The Women Can Do It Programme is regarded as a programme activity that could be utilised for this purpose to a larger degree than is presently the case.

Networking

(See Annex 3, Table 5)

Networking is defined as an objective in the NORAD WR&GE programme. One-third of the respondents reported that networking enhanced their skills in relation to work on gender. Eleven respondents said that the NORAD WR&GE had led to more networking. A small number of

respondents say that networking had not enhanced gender skills due to either lack of time and interest, or that it is too early to say. The main instrument of networking on gender issues between the Head Office in Oslo and the External Offices has been the Gender Newsletter, referred to above.

Some interviewees expressed that men find it difficult to engage in networking on gender issues. Men seem to be more reluctant to advocate on gender equality and some argued that they were afraid to impose a gender perspective on their partners. It is assumed that promoting gender equality is more complicated for men than for women and has to be seen against the background of the cultural setting in which they are working. Men's involvement in networking and advocacy for gender equality is important and there are examples of work in NPA – for example in Cambodia – where men are actively involved in campaigning for women's rights and equality.

Future gender training strategies in NPA should include targeting men, and assess male staff members' needs for improved capability to discuss and communicate gender issues. Using male gender trainers is an important part of this strategy.

An evaluation of the Gender Competence Building Programme in Southern Africa, carried out in 2000, identified some of the strengths of the programme as:

- “Gender mainstreaming has been embraced at the top of the organization and NPA are keen to see it filter right through the structures and programmes
- In identifying and developing partnerships, gender is one of the determining factors
- Consulting and networking with partners on gender
- Introduction of gender thinking in de-mining...”

The Report concluded that while the GCBP was “an important step in the introduction of gender into NPA and for its partner organizations in the region”, there were clear gaps in capacity, financial resourcing and support to staff responsible for the work. The gender advisory post-holders were not provided with the skills they needed, nor the funding, nor did they have decision-making power. Monitoring and evaluation tools were not developed, and the evaluators stated that NPA had not yet wholly started to address gender issues in policy and programme, using women's participation in project activities as a major indicator.¹⁷

While NPA has undoubtedly moved on in the past five years, many of these observations remain true today, and appropriate and sustained capacity-building, adequately resourced, remains a key need in NPAs programme.

¹⁷ Norwegian People's Aid: Evaluation of the Gender Competence Building Programme, Wilthor Consulting Services, September-October 2000

2.6 SPECIFIC FOCI: VIOLENCE AGAINST WOMEN, HIV/AIDS, AND WOMEN'S ROLE IN CONFLICT

Violence Against Women (VAW)

(See Annex 3, Table 6)

Violence against women is defined in the NPA International Strategy (2003) as one of the key areas for NPA's activities abroad. There is already a substantial programme on combating violence against women in NPA, and an international workshop held in Klekken in April 2004 brought together a large number of staff from around the world to share experiences on provision of services to victims of gender violence, campaigning, research, advocacy and working with partners. This workshop itself, and the range of work reported on in it, is in itself evidence of the extent to which NPA has made combating VAW a priority issue in its programme. Advocacy at the global level has been carried out by the Gender Adviser in the ID Head Office through the NGO Forum for Human Rights, and the Beijing and post-Beijing processes. Cooperative work between the ID and the National Department led to drawing up procedures for dealing with VAW at reception centres for asylum seekers in Norway.

There are a number of new programmes in the process of being set up, and the theme is resourced by an advisory post at Head Office. The challenge will be the way in which the violence against women programme and NPAs commitment to gender equality as a cross-cutting issue are interlinked, and inform practice in the other programmatic areas. Much research has shown that violence against women, as the cornerstone of maintaining gender discrimination and inequality, is a key obstacle to the right to democratic participation, to rights over land and resources and destroys personal security.

Planning to Address VAW – An example from NPA Horn of Africa (HoA)

NPA Regional Office HoA has worked in the region for many years including Ethiopia, Eritrea, Southern Sudan and Somalia. Violence against Women, Women and conflict as well as HIV/AIDS and gender equality are issues that represent enormous problems for men and women in the region.

The "Strategy for Horn of Africa 2005-2007" states that VAW is a key area and has defined long term as well as immediate development objectives. Projects in HoA are increasingly related to women and women's groups, including a gender perspective. The NPA Regional Office for HoA has in cooperation with the HO drafted a detailed plan for working on VAW in the paper: "Situation Analysis on VaW in the Horn of Africa" (2004). Linkages to "women in conflict" are also made in the background analysis. The process initiated in NPA Regional Office HoA in the field of VaW has as a starting point a desk study where local key experts are brought into the process of planning for a full VaW programme. The challenge will be how the programme activities manage to include a gender perspective in the implementation phase.

It was not the subject of this Review to document the VAW programme, but to examine the questions posed by the WR&GE project through the questionnaires mailed out to the External Offices and ID Head Office advisers, and through interviews, namely that 'violence against women

is a core issue in NPA's advocacy and programmes' and a 'value' held by all staff within the context of gender equality. Most of the respondents defined VAW a serious issue in the country in which they work although some of the respondents working in Oslo say "no" to this question referring to the Norwegian context. Most of the respondents gave one or more reasons for why they regard violence against women as a serious problem. About half of the respondents to the questionnaires said their management gives priority to this thematic field.

NPA Regional Office for Western Balkan in Belgrade informed one of the Reviewers that they would like to give priority to addressing VAW, but would lead to reducing funds for the ongoing programmes, which for the time being was not possible due to existing plans. VAW has not been given priority by NPA in this region, except that it is a theme within the WCDI Programme. However, one of the first areas of cooperation for NPA in the region was support to psycho-social projects including women suffering from traumas after the war, including violence, rape and other abuses. Some of these activities were within the NPA programme "Women – Hidden Victims of War".¹⁸

"Almost 60% of the Serbian women have experienced some kind of violence, Bosnia and Kosovo have huge parts of population traumatized by war, with all its consequences: unemployment, drug abuse, domestic violence etc. In 2000 we supported a women's shelter in Podgorica by training police in how to deal with domestic violence." (NPA staff member.)

"Violence against women is a pandemic in the region." (NPA staff member, Regional Office, Belgrade.)

NPA Kurdistan assesses all projects in relation to gender and empowerment, and has a well-developed and active Gender Action Plan. Violence against Women is a part of their programme portfolio and is a key strategic issue in the country plan. The specific issues related to VAW are honour killing, female genital mutilation, self burning and isolation. The projects include support to women organizations running protection units, awareness raising campaigns and research activities as well as supporting women social activity centers and promoting these centres' involvement in issues related to VaW. NPA has broad village awareness projects where VaW is an issue among others. Literacy projects also bring into focus VaW. The staff and local partners are committed and plan, monitor, and report according to their detailed GAP. The RR in Kurdistan states that they "decided to be the acknowledged as the best international actor in the field on VAW and gender equality in Kurdistan", and "have actually achieved this in a combination of commitment and developing professionalism in capacity building and training capacity in the field of VAW and gender."
(NPA Kurdistan GAP)

Examples of Violence against Women projects and/or activities from returned questionnaires:

1. Sexual and gender based violence/sexual exploitation (SGBV/SE) program in the refugee camps in Tanzania funded by Department of State Bureau of Population Refugee Migration (BPRM) and Women and Land Rights project funded by NORAD.

¹⁸ NMFA: Evaluation Report no. 3/99: Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus", Oslo 1999.

2. Support to women's organisations running protection units, awareness raising campaigns and research activities. Supporting women social activity centres and promoting these centres' involvement also on issues related to violence against women. Broad village awareness projects where VAW are issues among other issues. VAW included as issues in literacy programmes.
3. Musasa Project (Zimbabwe). To a lesser degree Kunzwana Women's Association.
4. VAW is one of the focus areas in NPA's new international strategy. VAW programmes in country programmes are developing.
5. The conference on VAW in Oslo, 2004.
6. Advocacy: NPA has done some, but limited. NGO Forum for Human Rights for several years to influence pre- and post-Beijing process, including cooperation with Domestic Department/section for asylum seekers to raise awareness and made procedures for handling VAW at reception centres.
7. As part of WCDI Training Violence Against Women is mentioned as one of the issues relevant for women. (Belgrade)

Women, Gender Equality and Hiv/Aids Programming

(See Annex 3, Table 7)

“Violence against women and children is increasing the spread of HIV/AIDS as women cannot negotiate for safe sex.”
(Respondent to questionnaire)

HIV/AIDS programming is one of three cross-cutting issues to which NPA is giving priority. NPA has a Policy Paper on HIV/AIDS (2002), and a draft HIV/AIDS Work Place Policy, which was drawn up by a working group in November 2004, and is awaiting approval.

According to interviewees in Oslo, the process of drawing up the policies was held up through poor communications between the International and Domestic Departments. The policy process has been led mainly by concerned individuals – in the same way that gender equality work is often taken forward through individual commitment. Both documents have integrated gender equality analysis into the text, and cover most areas adequately. There could be more reference to the impact of coerced sex and violence against women, addressing men's behaviours more specifically, and support to the carers of HIV-affected people. Some EOs have work place policies in place, notably Zimbabwe and Angola. While the Angola office contracted a South African gender consultancy (GETNET) to help them build capacity for staff and partners on gender and HIV/AIDS, one of the outputs, the workplace policy document, does not make specific reference to gender-differentiated needs of male and female staff in the workplace.

According to the questionnaires approximately 1/3 of the respondents say that the office/programme is giving priority to a gendered approach to HIV/AIDS programming. Fewer respondents say that gender equality has been integrated specifically in HIV/AIDS planning, implementing and reporting. Only a small number of respondents state that they have been discussing gender equality in relation to HIV/AIDS activities with partner organisations. Less than 10% respondents are satisfied with the gender approach among their partners in HIV/AIDS activities.

HIV/AIDS is a major concern in the demining programme in Mozambique. HIV/AIDS prevalence in Mozambique is very high, and exceptionally high amongst the ex-soldiers and ex-combatants who make up much of the demining cadre. Deaths of deminers from HIV/AIDS in 2003, amongst NPA's staff alone, was estimated by several interviewees to have been in the region of 27, while death from mining accidents in the whole of Mozambique was reported to have been 19. The number of deaths of deminers from HIV/AIDS has repercussions for their families, and others with whom they have sexual contact – it is impossible to compute the infection rates of HIV+ deminers to women in the communities where they are based, and how many fatalities there have been. Some staff spoke about whole families of deminers becoming ill and dying.

In this context, where girls and young women are very unlikely to be able to negotiate safe sex, and are in impoverished rural communities with very few income-earning opportunities, where polygamy (formal and informal) are accepted, and where cultural attitudes plus ignorance are not on the side of safe sex, the mix is lethal. Add to it the fact that deminers are away from home, and have money, and it becomes an extremely difficult problem to deal with. It is a fatal interface of HIV/AIDS and gender inequality. It was the view of one of the interviewees that as the Mine Action programme in Mozambique will soon be phased out, NPA should be putting resources into its work on gender equality and HIV/AIDS awareness in the Angola programme. As the TIA is the Mine Action Programme's principal tool for appraisal and assessment, thought should be given to using it to incorporate information about HIV/AIDS in the target population, before and after demining operations. While there are figures on the deaths of deminers and their families, there is no information on the infection rates, prevalence and deaths from HIV/AIDS in the communities where demining takes place.

The Mozambique programme carries out HIV/AIDS education and awareness-raising activities, provides free condoms, and has had counsellors in the offices to support staff with HIV/AIDS. As many informants said, however, it is extremely difficult to change behaviour patterns, and combat the stigma of being HIV positive. The educational work is very difficult to assess, but staff in Mozambique reported that risk behaviours and attitudes to sexual practice have not changed.

HIV/AIDS and Gender Training in Mozambique

“At the work place, the Task Force conducted awareness activities that included prevention, transmission, risk behaviour and practices. This was done through theatre performances, video sessions followed by discussions, and also distribution of condoms. At programme level, using LOT Methodology and having the HIV/AIDS and Gender as a cross-cutting issue, in the areas indicated by the communities, and while in sessions for project planning, awareness sessions were combined, focussing on transmission, prevention and also using video sessions.

As a general feeling, analysing the two areas, the work place and programme level, the impact of the awareness activities has not been as expected. Very little or nothing can be seen regarding change of attitudes, reduction of risk behaviour and practices”. (internal document, Mozambique EO)

.The counselling seems to have had limited impact. One of the counsellors interviewed said she had been unable to use her training very much because there were not enough funds for her to go to the field. Her work was unpaid, and demoralising. The work was supposed to be educational, but as it is so difficult for people to admit their status, mainly became support to people to help them admit their status and take tests. In summary, this is an extremely difficult area to address, and a huge one

for NPA to take on. Provision of anti-retrovirals is very expensive, and preventative work seems to have limited impact. This is an area where NPA should work closely in alliance with organisations specialised in addressing HIV/AIDS and gender equality, and ensure that its programmes, particularly its Mine Action programmes in high-risk areas, incorporate the interface between HIV/AIDS and gender relations into their analysis, appraisal, implementation and task assessment.

Examples of HIV/AIDS programming where Gender Equality is integrated in Planning or Implementation or Reporting, from returned questionnaires:

1. Mother to child Programme
2. Gender and HIV/AIDS is a part of the Mine Action Planning Process
3. Internal work with men in HIV/AIDS Programme in Angola
4. Support to EMIMA (HIV/AIDS sensitisation through football where special attention is given to participation of women both as players and as trainers/leaders.)
5. The NPA policy on HIV/AIDS and the HIV/AIDS Work Place Policy.
6. Gender Officer is the medical coordinator who conducts HIV awareness to the staff.
7. The Mine Action Programme in Mozambique.
8. Activities to raise awareness on linkages between spread of HIV/AIDS and gender.
9. Implementation focuses on deconstructing the socio-cultural factors skewed in favour of men.
10. Encourages women and men in care giving and behaviour change.

Examples where partner organisations have made gender equality central to HIV/AIDS work:

1. Leadership posts in these organisations (dealing with HIV/AIDS) - men and women held equal posts. Decisions making during planning sessions involved all members.
2. Project work addressing the cultural traditional and socio-economic factors from gender and HIV/AIDS perspectives. Programme developed to address the factors which lead to gender imbalances as well as HIV/AIDS.

Women's Role In Conflict In NPA's Programmes And Advocacy

NPA gets support from the Norwegian Ministry of Foreign Affairs (NMFA) for different conflict and post-conflict areas within the framework of reconciliation, rehabilitation and peacebuilding. The Balkans has been one of the regions that are given priority, both by NPA and NMFA.

*"Several of Norway's main priorities must also be integrated into peacebuilding activities. This is particularly true of the fight for human rights. Women are an important resource and have special interests and needs, and Norway is seeking to mainstream a gender-equality approach in all processes and at every level in all conflict prevention and peace-promoting efforts."*¹⁹

The majority of NPA external offices are situated in countries and regions with conflict or represent post-conflict situations. During the years increased attention has been paid to women and children's conditions during conflict and civil unrest, beginning with the campaigning and programme work in the early 1990s, with the initiative "Women – the Hidden Victims of War" in the former Yugoslavia, referred to at the beginning of this report. According to the questionnaires 16 of 17 of the respondents at external offices work under these circumstances, and more than half of them say

¹⁹ Ministry of Foreign Affairs: "Peacebuilding – a development perspective – Strategic Framework", Oslo, 2004.

that they have access to gender analysis as base for their work. However, to a lesser extent have they researched women's role in conflict and post-conflict, although most of them express that understanding of women's role under these conditions are important. Only 6 respondents at the external offices say they have projects and cooperation directly addressing women's role in conflict and post-conflict. The Gender Adviser at Head Office has been engaged in global advocacy on the issue, including on the Security Council Resolution 1325, which sets out measures to address women's roles in conflict and peace-building.

NPA Western Balkan, through the Women Can Do It programme²⁰, is working on women and conflict. The WCDI programme's major objective is to empower women in the Balkans and motivate them to be more active in public and political life. Most NPA respondents met during the visit were well aware of the importance women play during war and in post-war situations, through their relations with partners and the fact that they are all working in a post-war context. The local staff as well as partners met are all victims of the recent war, and some have had traumatic experiences that are difficult to talk about. However local partners visited are involved at different levels in raising the gender issues related to war and post-war conditions. Women's situation in the region is very well documented internationally, among others by the International Helsinki Federation of Human Rights.²¹ Women's conditions in general deteriorated during the war.

The WCDI programme also includes women from different ethnic communities, and through their communication and cooperation crossing ethnic borders, works for reconciliation. Through advocacy NPA Western Balkan reaches women at many levels. An external evaluation of the WCDI programme in Western Balkan will be carried out in 2005.

²⁰ Women Can Do It Programme is implemented in several of the regions and countries where NPA is involved in development cooperation, including Africa and Middle East.

²¹ International Helsinki Federation of Human Rights: Women 2000: An Investigation into the Status of Women's Rights in Central and South Eastern Europe, and the Newly Independent States, Helsinki, 2000.

CONCLUSIONS AND RECOMMENDATIONS

The Conclusions and Recommendations are presented in 3 Sections:

1. Those which relate to exploring the ‘immediate objective’ of the WR&GE Programme, and looking forward to the next 2 years, are within the ‘overarching development goals’ as written in the new funding proposal to NORAD (Application for a Multi-year Plan 23/05/2003). This set of Recommendations is concerned with the institutional enabling environment needed to make gender equality goals achievable.
2. Those which relate specifically to the ‘planned results’ of the WR&GE Programme.
3. Those which relate to the refocusing and reformulation of the objectives of the WR&GE Programme for the remainder of the funding period.

Taken together these Recommendations should be seen as contributing to mainstreaming gender equality in NPA. With the plans in the Personnel section of the Finance and Administration Department to define a global approach to gender equality, and the new International Department Strategy, the time is right for NPA to bring this all together in a single organizational approach. In this, the role of the Communications Department is crucial. The Review Team did not look at the Domestic Department, as it was outside the scope of the Review. A realistic, practical, step-by-step approach is advised, starting from where NPA and staff are currently. NPA will have to allocate appropriate resources to this process.

Thus the overarching Recommendation of this Review is:

NPA to build on its existing achievements related to gender equality and redefine its institutional strategy as gender mainstreaming.²²

This is a long-term project and is best rolled out in manageable stages.

Practical, achievable and measurable goals to be set, moving forward and developing current initiatives, responsive to assessed needs of programme and staff.

To be accompanied by a communication and learning strategy to clarify the messages, and strengthen and sustain the process.

The remainder of the WR&GE project to focus on quality gender equality planning, and preparing the ground for gender mainstreaming.

²² The UN has in the Beijing Platform for Action laid out a definition of gender mainstreaming. A simple definition is: “to ensure that all of our work, and the way we do it, contributes to gender equality by redressing the imbalance of power between women and men”.

SECTION 1 RECOMMENDATIONS

Creating an Enabling Environment

The creation of an enabling environment is a precondition for successful gender mainstreaming. If NPA opts for a future mainstreaming strategy, there are a number of fundamental elements which need to be addressed. For successful gender equality work at any level, these areas need to be looked at. An enabling environment includes:

- Political will
- Adequate human and financial resources
- Clear policy and implementation framework
- Women in decision-making positions at all levels²³

A. Political Will

Political will means clear and effective management, leadership and accountability

Senior managers and the Secretary-General expressed to the Review Team that they were committed to ensure successful gender equality work/gender mainstreaming in NPA. The Review found that in External Offices where managers were committed to gender equality, progress was made, and resources were allocated, and staff with responsibility to take the work forward felt motivated. However, sustainability is essential for gender equality, which is a long-term project. Its success should not depend on individual interest, but on institutionalized management responsibility and accountability. The Project needs strong central leadership, and systems of accountability for delivering on results.

Recommendations:

- 1. Gender mainstreaming²⁴ is defined as NPA's strategy and taken forward by the leadership and managers of NPA. Line Managers at every level are held accountable for implementation.**
- 2. Gender equality-related objectives are required in staff work plans so that reporting against these serves as a monitoring and a learning tool.**

²³ Adapted from Commonwealth Secretariat, GMS Toolkit: an Integrated Resource for the Gender Management Series, 2004

²⁴ Gender mainstreaming is used in this report as it is a widely used term, and one which is used by many EOs in their documents. Gender equality is the end goal of gender mainstreaming. Mainstreaming is proposed here as an alternative to the existing usage in NPA of 'securing a gender perspective' as it has international currency, it is a familiar term, it is already used in NPA, and it is important to have consistency in NPA on terminology. 'Mainstreaming' also implies action as well as an approach and an understanding, and involves the whole institution – the 1999 Strategy only applies to the International Programme.

B. Adequate Human and Financial Resources

Working to achieve gender equality goals requires skills and time, and these must be budgeted for. Much good gender work founders when staff burn out with extra workloads, or resources have not been budgeted for training, or materials, or buying in expertise to help with planning and other processes. Whether within a framework of gender mainstreaming or not, the work involved must be realistically assessed and planned for. Information from the questionnaires and interviews showed that where Gender Action Plans were in place, in NPA and partner organizations, and where activities were current, there was rarely new money or extra human resources to carry out the work. Some External Offices allocated a certain % of their budgets to gender equality work, but in all cases the responsibility for carrying it out was added on to existing jobs. Gender work requires resources. The Review found that gender equality related activities frequently were not completed or carried out for lack of time and/or money. The strategy agreed in the ID Gender Action Plan of requiring External Offices to include gender as a compulsory budget item needs to be reinforced. Evaluations and Reviews of gender mainstreaming in organizations routinely show that it is essential to have dedicated post(s) to take the process forward, preferably at senior management level.

Human resources are not just about numbers, but about skills. Recruitment and induction of new staff provide opportunities for organizations to upgrade their overall 'capital' in terms of skills and competence on gender equality. NPA does not have a particular requirement to recruit people with experience of working on gender equality, and/or skills in gender analysis, and while attitudes are explored in general, they are not explicitly explored with regard to gender equality. The system of induction of new staff is somewhat ad hoc, and while sometimes recruits may meet the Gender Adviser in Oslo, there is no system to ensure that they are equipped with the approaches and resources on gender equality that NPA has to offer.

Recommendations.

3. The project of mainstreaming is adequately resourced, through central funding and in the International Programme, and required EO budgets for gender equality is re-instituted. The difficulty of budgeting for 'cross-cutting issues' was raised. The Finance Department could help with advice on how to budget for these.

4. Where staff are given an extra responsibility to take forward work on gender equality, they will need the requisite skills and management backing. Managers must adjust workloads to allow for it, and provide staff with relevant training.

5. To take institutional gender mainstreaming forward effectively, a new post to drive the process is needed. It is too big a task to add on to an existing post. The post is ideally located at senior management level and reports to the Secretary-General. This could be a temporary post, with a clear timetable to set up sustainable organizational systems to ensure continuity of the project.

6 Qualifications and experience on gender issues, as well as demonstrated openness to gender equality and to learn about it, are routinely included in selection criteria when recruiting new staff, both at home and at the external offices.

7. Systematic induction of new staff includes a ‘gender equality’ pack of information which includes NPA’s policies, strategies and other existing information about its gender equality work, as well as specific briefing on NPA’s approach to gender equality.

C. Clear Policy and Implementation Framework

A clear, concise and well-communicated policy is needed to guide gender mainstreaming, with procedures and systems to back up the implementation

An organizational policy on gender equality in NPA, which applies to the *whole organization* would help to shape a shared perception of the *connections and synergies* between institutional arrangements such as recruitment and selection procedures, staff conditions, workplace culture, international programme planning, and communications and information function. Such a policy should be universally known throughout the organisation, and communicated through staff inductions and other processes. This would help NPA to establish organizational consistency on gender equality.

But policy alone is not enough – to prevent ‘policy evaporation’ it has to be backed up by agreed procedures and systems so that gender equality is built into all programme planning and reporting, staff recruitment and monitoring, workplace conditions and culture. In the course of this Review, staff expressed strong views on the Code of Conduct and ways in which sexual harassment is dealt with. There is a perception amongst some staff that sanctions are not effectively applied to those breaking the rules; others expressed the view that the Code of Conduct is counter-productive. In the field (Mozambique) local staff in the Mine Action programme interviewed appeared to take the local Code of Conduct very seriously. “*These are the Rules*”, one Supervisor said. “*You don’t break them.*” In all contexts, gender policy implementation has to address attitudes and behaviours, as well as procedures and systems.

Recommendations.

8. An organisational Gender Policy is drawn up, covering all aspects of NPA’s structure and activities. This is concise, accessible, well-communicated and promoted by NPA’s leadership.

9. Specific implementation strategies (or Action Plans), with practical and concrete measures to integrate gender equality in relevant procedures and systems, are defined by Departments, and Departmental heads are accountable for implementation.

10. Existing Codes of Conduct and behaviour-related policies are monitored for effectiveness so that a positive gender equality culture is reinforced in NPA.

D. Women in Decision-Making positions at all levels

Achievement of gender balance in decision-making brings broader experience and expertise to the institution and models gender equality.

Gender balance in decision-making posts is a key factor in creating an enabling environment for gender mainstreaming and for influencing the culture of institutions. Deminers and managers in the mine clearance programme in Mozambique expressed the view that the presence of women in the demining programme made a difference to the very male culture of the programme. It should also be recognized that it can be very difficult for a single woman in a very male environment (as with the female Section Chief interviewed in the mining camp near Chimoio, in Mozambique) and adequate support must be provided (which in the Mozambique example, did seem to be the case.)

In NPA the two top leadership posts are occupied by women (including the Head of the Board), and three out of four departmental heads are male. The ID Gender Action Plan states: *“NPA aims at gender balance in management positions. If necessary, extra ordinary-measures should be implemented (eg. Training for women working in NPA, headhunting, etc.)”* The Report by Michael Tawanda²⁵ covers this area in some detail. For the purposes of this Review, it is sufficient to note that there is no clear statement in the Personnel Policy that gender balance will be actively pursued, and it is unclear whether the actions proposed in the ID GAP were taken up.

Recommendations

11. There is a ‘stocktake’ of the current situation in NPA of women in leadership positions across the organisation.

12. The recommendations on gender balance in the ID Gender Action Plan are revisited.

SECTION 2 RECOMMENDATIONS

The Women’s Rights and Gender Equality Programme ‘Planned Results’

The WR&GE under review has another two years to run, and a budget of NOK 680,000. As there is no longer a dedicated post on gender equality, there is an important question about how this project will be implemented for the remaining period, and its implementation effectively monitored. **If the recommendations from this Review for the remaining funding period are to be followed, the process will have to be resourced. Even if the existing objectives remain in place as they are, it is not clear how they can be achieved without the appropriate human resource allocated to manage the project.**

²⁵ Institutionalizing Gender Policy: a Report on the NPA Experience, June 2000

The logical continuation of the NORAD programme will be to lay the grounds for gender mainstreaming for NPA. To some extent it has already done that. However there are anomalies which need to be addressed. At present the programme is located in the International Department, with a programmatic element in the ID Gender Action Plan to involve the Personnel Department. This has not functioned as well as hoped for, and the two departments have not worked very effectively together on gender equality. With the responsibility for a global approach to gender equality now located in the Personnel Department, this should change, and new modalities for joint work on gender mainstreaming sought.

The specific planned results of the WR&GE programme are assessed here, and recommendations made for these, for the next period, within the context of setting the scene for institutional gender mainstreaming. The focus should be on *achievable goals*.

A. Gender Action Planning

- Gender Action Planning as a strategy has been partly implemented and some External Offices report successes in relation to raised awareness and capacity on gender equality in staff and partners, increased support to projects promoting women's rights and equality, and improvements in male/female staff ratios. Some EOs are keen to draw up GAPs, others show little interest. Few partner organizations have GAPs. The ID GAP is partly implemented, and needs revisiting. **In summary, the strategy of drawing up GAPs has shown an acceptable rate of success, and there are notable successes reported by individual External Offices.**
- In almost all cases however, in NPA and partners, apart from the International Department head Office GAP, no extra financial resources were available to implement the GAPs, and no extra human resources were allocated to them. This affects the sustainability of the GAPs.
- A weakness of the GAP strategy has been in monitoring and evaluation of the results, which in turn makes them hard to communicate effectively. This means that it is difficult to measure their success in terms of efficient use of resources, and in terms of effectiveness of impact for the programme.
- One of the implications has been that programme successes have not been widely communicated in NPA, nor available for institutional learning on gender equality.
- The Review also looked at 'non-GAP' strategies, ie actions outside the GAP framework, and found a wide range of initiatives being taken on gender equality, in the Development and Mine Action programmes. However it did not seem to be the case that gender equality was routinely and systematically planned for where there was no specific GAP. Reporting against achievements on gender equality are not required in regular internal reporting mechanisms.

Recommendations

13. Gender Action Planning, where it is under way, is made more systematic, with clear objectives, timelines, indicators, achievable goals and defined allocated resources. Good models of existing GAPs (there are several) to be analyzed for their approach and communicated to EOs revisiting their GAPs, or proposing to draw up new ones.

14. EO managers ensure that the GAP process becomes routinely part of the overall country/region or departmental planning processes, and informs the overall strategic plans, dovetailing with them.

15. GAPs are not a compulsory strategy, but where a programme chooses not to have a GAP as such, gender equality is built into the office systems and procedures and programme plans and monitored. Evidence of integration of gender equality into all phases of programme planning (the programme cycle) is required for approval of projects, and partner selection uses gender equality capacity/willingness as a criterion.

14. Capacity-building on gender-aware planning and design, monitoring and evaluation is carried out systematically to back up the programme work.

15. Managed systems for reporting and communication of successful work on gender equality are set up to raise its profile, to be achieved initially by integration into existing reporting formats, for example the Quarterly Reports.

16. A simple initial plan for institutional learning on gender equality is drawn up, which could include staff exchanges, reporting formats for ‘lessons learned’, specific time allocations at regular NPA staff meetings.

B. Training and capacity building

To help create an enabling environment, managers and staff need the skills and understanding on gender equality that is *appropriate to the work they do*. The Review found there is some uncertainty amongst staff about what gender equality means, and disagreement about ways of going about attaining it. Building competence on gender equality is a continuous process, but is most successful when tailored to the specific needs and working realities of individuals and groups. NPA should aim for its entire staff to have a shared understanding of gender equality and gender mainstreaming

- One of the ‘planned results’ of the WR&GE Programme was that “key” personnel and partners were trained to use the GEA (Gender and Empowerment) tool. The Review also looked at training and capacity-building more widely than this, as it is an essential feature of gender equality work and gender mainstreaming. Other tools are in use too, notably the TIA (Task Impact Assessment) used by the Mine Action unit as a means of setting priorities for demining, and assessing the social and economic impacts of demining activities.

- Most interviewees had been to gender training of some kind, and most of the respondents were satisfied with the outcome of the training, and had been able to use the skills acquired. Approximately two-thirds of the respondents said that gender training had improved gender awareness within the organization, while nearly half of the respondents reported improved gender analysis. Similar results were reported for partners. However, there was no evidence of systematic training needs analysis or tailoring training to particular contexts, nor of follow-up evaluation of the results of training. However, several respondents reported that the GEA training they received was particularly successful, and had attended more than one session.
- The Gender Empowerment Assessment Manual (GEA) is often referred to as a very useful tool in the gender work. However, some respondents stated that gender training is too time-consuming, and not always relevant to their work. Others felt that the gender manuals and other tools are too complex and 'academic'.
- Some of the respondents have suggested using the Women Can Do It Programme (WCDI) in combination with other programme areas to build capacity on gender equality. This could be both effective for the individual external offices that are responsible for WCDI Programme and for NPA in general. A more direct and systematic connection between the WCDI Programme and the other programme areas could lead to a positive synergy in the gender mainstreaming work.
- The Task Impact Assessment (TIA) Manual applied by the Mine Action Units is a newly developed tool, still being tested. Some informants felt it was being used too widely too soon, and it needs to be kept simple and practical. At present, the TIA does not in itself disaggregate by gender, nor give sufficiently clear guidance for gender-aware assessment. It would require gender-aware practitioners to adapt it and apply it effectively, which is rarely the case amongst mine action staff who use it. Reports filed in connection with the TIA however, show that women as well as men are consulted, and sometimes in separate groups. Questions related to disaggregation of data, identifying men's and women's needs and interests, and recording impacts differentiated by gender could be inserted into these reporting formats.
- The UN has published in draft "United Nations Gender Guidelines for Mine Action Programmes (UN Mine Action Service)". "The UN Gender Guidelines for Mine Action" aim to assist UN mines action policy-makers and field personnel to incorporate gender perspectives into all relevant UN mine action initiatives and operations.

Recommendations

19. Gender training tools are simple and practical, and appropriate to the context. The GEA and the TIA are already in use, and there is a wide range of tools which have been developed by other organizations. A practical 'toolkit' for gender mainstreaming selected from existing materials would be very useful to NPA, and could be developed within the Information and Communications department.

20. Gender training is conducted on a continuous basis for Managers and Staff, in response to clear and well-assessed training needs. It is tailored to the requirements of the participants

and relevant to their immediate concerns and their specific areas of work. Training for partners is conducted according to assessed needs.

21. The Women Can Do It Programme is considered for ways it could contribute to capacity-building and gender mainstreaming within the international programme.

22. The Task Impact Assessment (TIA) method includes guidance to practitioners to disaggregate information by gender, to identify gender-differentiated roles and needs in target communities, and to set gender-sensitive indicators for the impact of demining activities.

23. “The UN Gender Guidelines for Mine Action” is part of NPA’s gender toolkit and well-communicated to all relevant staff.

C. Specific Programme Areas: Violence against Women, HIV/AIDS, Women’s Role in conflict

- Violence against women is central to a number of programmes, but not to NPAs lobbying and advocacy in any general sense. With the new definition of violence against women as a programme area, this work will expand and be well-supported. There are a number of promising initiatives already up and running, and on the table in this programme area. It is important that partner selection for this programme, and planning, is within a gender equality framework – which examines the implication of gendered power relations and addresses them through working on women’s empowerment, and men’s awareness and action to stop violence against women. Specific recommendations for the future of this programme are not made in this Report, as it no longer falls with the WR&GE plans. However, as violence against women and gender equality are so intimately interlinked, it is hard to imagine work on gender equality which does not address violence against women. It will be important to ensure that the developing programme on VAW informs and is informed by continuing work on gender equality.
- In those countries which HIV/AIDS is a programme focus, reports indicate that gender equality is to a large degree built into the analysis and practice. There are interesting initiatives in Angola, where an internal programme focusing on male staff in the organization has been started, with the help of a South African gender training NGO. An HIV/AIDS workplace policy for NPA Angola was introduced in August 2004. Work with partners has reportedly been less successful. In the post-conflict, heavily-mined, and high HIV/AIDS prevalence setting of Angola, the interface of gender equality and HIV/AIDS is critical. Violence against women is always at a premium level in post-conflict societies, which will greatly impact upon the spread of HIV/AIDS.
- While a significant number of respondents reported that the condition and role of women in conflict was an important issue in their programmes, few reported on specific activities or strategies to address it. The Report to NORAD against the 2003 Frame Agreement of the WER&GE Programme outlines NPA’s central advocacy work on Resolution 1325 on Women and Peacebuilding.

Recommendations

22. As the new programme on VAW develops, NPA ensures that analysis and results inform other programme areas, such as Mine Action, land and resources, HIV/AIDS, and is incorporated into gender equality analysis.

23. Southern Africa, in particular Angola and Mozambique, are ‘pilots’ or ‘learning laboratories’ for the integration of HIV/AIDS and gender equality work, including violence against women, from which NPA as an organisation will learn.

24. Programme research on women’s role in conflict and post-conflict is carried out to establish the level of priority NPA will give to this area of work. Advocacy on the issue to be based on solid programme experience.

Section 3 Recommendations

This section looks specifically at the reformulation of the objectives for the remaining funding period of the WR&GE Programme. The programme needs to be focused on a few clear and achievable results by the end of 2006.

1. The overall objective to be rephrased to refer explicitly to contributing to mainstreaming gender equality in NPA, to improving programme quality, including working with partners on gender equality, and to identifying specific areas of achievement in the next two years.

2. The ‘Planned Results’ to be reformulated to focus on the quality of planning for gender equality, whether through specific GAPS, or gender equality integration in NPAs planning systems. The planned results to be worked out by NPA in consultation with EOs, timetabled and specified within the programme timeframe.

3. A capacity-building strategy, based on training needs assessment, to be designed and timetabled, with agreed achievements by the end of the programme timeframe. This has a strong focus on training for gender planning, which includes partner assessment and appraisal.

4. A further element to be introduced to design a clear, timetabled and realistic proposal for gender mainstreaming for NPA, which includes discussion and joint planning with the Finance & Administration, the domestic Department and the Communications Departments. This would be informed by the recommendations for the creation of an ‘enabling environment’, outlined in this Report.

Review of Norwegian Peoples' Aid Programme 2004: Women's Rights and Gender Equality

Terms of Reference

1. Background

1.1 Institutional Policy Context

Norwegian People's Aid (NPA) has during the last decade increased its awareness on the gender perspective in its development co-operation and emergency assistance, through its commitment since 1993 to fight against violence against women, by the program "Women - hidden victims of war" and the campaign "Say no to violence against women". NPA has also been involved in the national and international processes before, during and after the UN World Conference on Women in Beijing, in 1995 as well as the UN General Assembly, "Beijing + 5", in 2000.

NPA acknowledges that struggling for women's rights is a question of fulfilling basic human rights. NPA also acknowledges that the process of struggling for equality between men and women is a long and difficult one. It is a process of raising awareness and challenging dominant power structures with the aim of opening up alternative perspectives and changes in the power relations, at the institutional as well as the individual level between men and women.

NPA's "Strategy for Women, Gender Equality and Development" (valid from 1998) presents the institutional policy context for NPA's commitment to gender equality in its international work, and its strategic priorities:

- to secure a gender perspective in the NPA organisation
- to secure a gender perspective in NPA's central programme areas
- to combat violence against women.

NPA's overall objective is: to contribute to women's empowerment, freedom, equal rights and opportunities for men and women, equal access to and control over resources and equal participation in decision-making.

1.2 Current Status of the Programme

The programme under review is the "Women's Rights and Gender Equality Programme", initiated in 2002 and funded by NORAD. The original project was planned for 3 years, with the last year being 2004. A proposal is currently on the table to extend the programme until 2006. The period under review is 2002-2004.

A survey of the process of institutionalising gender policy within NPA was made in 1998/99, in order to be able to identify short term objectives and priorities to take forward in action plans. A report of the survey in 2000 summarised the findings of the assessment and recommendations for action were made. Based on these findings and recommendations NPA had made a Gender Action Plan for the International Department at HO/Oslo, and was in the process of making local action plans for its external offices at the start of the programme under review. Basic training in gender planning and gender assessment had been conducted for the staff of International Department, but just a few external offices.

1.3 Objectives and Planned results of the Programme

Objectives of the Programme:

Long-Term: The NPA's organisation and its international programmes are thoroughly gender sensitive and contributes to enhance women's rights and gender equality in all activities.

Immediate: Women's rights and gender equality, with an emphasis on combating violence against women, are values and objectives shared by all NPA staff and an increased number of partners, and they have a suitable organisational structure, competence and tools to strive for these objectives in all activities

Planned Results:

- Gender action plans in place in all NPA offices and are being implemented.
- Gender action plans in place in 1/3 of the partner organisations and are being implemented.
- Key NPA personnel and partners are trained to use the tool Gender and Empowerment Assessment manual.
- Networks are established to secure the gender perspective in NPA's and partners' work.
- The gender perspective is included in NPA's and partners' strategies against HIV/AIDS.
- The work against violence against women is a core issue for NPA in lobbying and advocacy work and programmes.
- Women's role strengthened in areas of war and conflict is a core issue for NPA in lobbying and advocacy work and programmes.

1.4 Programme Stakeholders

The key stakeholders in this programme are NPA staff at head office and external offices, as well as members of partner organisations.

Norad as the funding organisation is also a stakeholder, as are the women and men who are the end beneficiaries of the program.

2 Purpose and objectives of the Review

2.1 Overall Purpose

The purpose of the Review is to assess the achievements of the programme in relation to its immediate objectives and planned results, and to make recommendations to NPA for increasing programme effectiveness in the next period.

2.2 Specific Objectives

- To assess the effectiveness of the strategy of gender action planning (adoption and implementation) in NPA's Head Office, NPA external offices and selected partner organisations for delivering on the programme objectives
- To assess the effectiveness of the training and networking strategy for capacity-building of staff and partners
- To assess the degree to which gender equality perspectives and goals are integrated in NPA and partners' strategies against HIV/AIDS
- To assess the degree to which the work against VAW is a core issue for NPA in both lobbying and advocacy and programme delivery
- To assess whether and how the strengthening of women's roles in war and conflict has been made central in NPA's lobbying and advocacy work as well as programme delivery

3. Scope and Focus of the Review

The Review will focus on the NORAD-funded project "Women's Rights and Gender Equality", which includes International Department and Personnel Section of the Administrative Department at the NPA Head Office in Oslo and all NPA's External Offices. However, a special focus will be put on the implementation of the Action Plan for the International Department and the ~~P~~ersonnel ~~S~~ection of the Administrative Department in the Head Office, the External Offices in Mozambique and Western Balkan , and selected relevant partner organisations in these areas of operation.

3.1 Key Review Questions

- To what extent have the planned results been achieved? What are the gaps?
- What unplanned results have there been?
- Have the results – planned and unplanned - contributed to attaining the objectives of the project?
- Has programme management (human resources allocation, design and implementation of action plans, management of activities) been effective in achieving the programme objectives?
- What obstacles – actual and perceived – have influenced achievement of the planned results?
- What factors (personal, institutional, cultural, social, political, methodological, etc) have facilitated the achievement of objectives and results?
- How could the programme be enhanced to achieve its objectives more effectively?

~~(I think you should also ask people to think about the questions they want answered – these above are very general – as well as more specific things you want the review to look into)~~

3.2 Policy Issues

The Review will examine the policy environment ~~(Note: I mean the institutional policy context, which includes explicit policies and ways of working which help or hinder the realisation of the programme goals)~~ in NPA, at the level of head office and in the external offices and countries where they are located in relation to the effectiveness of programme planning and management.

3.3 Criteria and Indicators

~~S~~(specific qualitative and quantitative indicators, relevant to the particular area under examination, to be developed in the course of the evaluation and in consultation with stakeholders. General review indicators however should include! ~~I'll do some work on this later today—but it is also a task for the review itself, by the consultants in consultation with you and with the other stakeholders—good when it is participatory~~) But some standard general ones are:

-
- Relevance – how relevant are the programme objectives to the interests of the beneficiaries (i.e. women's rights and gender equality in this case)
- Effectiveness/attribution – how much are the results due to the project activities? What other influences have there been?
- Efficiency – an assessment of the results of the programme in relation to the resources (human and financial and time)
- Sustainability – will the benefits of the programme continue after the specific funding/programme period has ended
- Capacity – has the programme built capacity sufficiently to carry out its objectives
- Impact —~~we are not looking in~~ this review ~~will not examine on~~ impact on end beneficiaries, but insofar as NPA staff and partners are beneficiaries, ~~we are looking at~~ the programme's impact on them will be assessed)

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4. The Review Process

4.1 Commissioning Manager for the review

☐ The Commissioning Manager at NPA HO will have the main responsibility for planning and facilitating the work of the Review Team, organize briefing and debriefings, making the logistical arrangements, and for the team to consult with when issues that need to be solved occur during the review process.

~~Final TORs to be agreed by all stakeholders and signed off by Commissioning Manager and agreed with Review Team before commencement of review process~~

4.2 Briefings

- Briefing of the Review Team will be set up with key NPA staff and the NPA Commissioning Manager in Oslo at the beginning of the Review.
- Debriefings of field visits by the Review Team members are to take place with Commissioning Manager and other relevant stakeholders.

4.3 Literature Review

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- Key documents will be identified by the Commissioning Manager and be provided to the Review Team in good time before any field visits, with indication as to the priorities in relevance and importance of the documents.

4.4 ~~T~~ Visit to NPA Head Office in Oslo

- Visit to the NPA Head Office by the team will be conducted before the field visits.

4.5 Involvement of all external offices of NPA

- All regional and country offices will be involved in the review. Methods for this will be decided by the review team.

4.6 Field Visit

- NPA's external offices and some partner organisations in Mozambique and Western Balkan will be visited ~~2 Southern Africa and 2 East Asia, Balkans, Latin America?? I think two areas will be possible—and if its regional then one can look at the regional management/policy issues and the country level ones. So look at the regional level and maybe one country. I haven't had the time to think more deeply about criteria, but I think given the constraints, we have to think about things like accessibility, which is ease of logistics and transport as well as cost and safety of travel, availability of staff, accessibility of partners, language (so local materials can be looked at—eg have the offices translated any gender materials into another language?), as well as the issues related to where there is good practice, where there is willingness but struggling to make it work, and where nothing is being done. The visits will be carried out by one consultant in one country, and arranged by NPA Head Office in consultation with the external office.~~ The consultant who will visit Mozambique will proceed to South Africa and present some findings at the NPA Southern Africa regional meeting there and interview NPA staff from Zimbabwe and South Africa.
- The external offices will have the responsibility of making the logistical arrangements for the Review Team in their area of operation.

4.7 Report

- A draft of the Report will be submitted from the Review Team by the team leader in electronic format ~~2~~ to NPA to disseminate to relevant stakeholders, and final version to be prepared after the receipt of comments, to the timetable described in point 7.
- The report will be presented and discussed by the Review Team in a meeting for management representatives and other relevant staff at NPA HO/Oslo
- The draft report will be reviewed by selected stakeholders. Their feedback should be considered before the Review Team draws up the final report.

~~to be decided—to whom will it go? In what format? On the Web? When to NORAD ...etc~~

5. Methods

In addition to literature review, methods are to be established. ~~Also to be decided once the scope and scale of this is clearer.~~

A range of appropriate methods may be used, according to context and availability of respondents, such as:

- Questionnaires ~~can be used~~ to gather quantitative data on action plans, reporting against those plans, and any other monitoring systems in place for the plans
- ~~etc, and could be sent across the whole programme;~~
- ~~Semi-structured i~~Interviews with NPA staff ~~are likely to be based on a semi-structured basis, with a pre designed schedule of questions but room for flexibility~~
-
- Small workshop formats could be used in external offices to involve all staff
- For partners, ~~maybe~~ a combination of individual interviews and small focus groups discussions may be used, as well as direct observation and review of partner's literature

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6. Review Team

The Review Team will comprise tTwo external consultant reviewers: Suzanne Williams as the team leader and Marit Sørvald as the team member.

7. Time – frame and scope

The total time frame for the review is 62 days, shared by the team's members.

The review will be conducted during the period 01.10.-30.11.04 and a draft report submitted to NPA latest 15.12.04. Comments and questions by NPA staff and partners directly involved in the review will be submitted to the review team latest 15.01.05 and the final report will be submitted by the team leader to NPA latest 01.02.05.

ANNEX 2: NPA Staff Interviewed, November 2004

1. Head Office, Oslo

DU=Development Unit

MAU=Mine Action Unit

ID=International Department

Eva Bjøreng, Secreatry General, NPA

Nils A. Røhne, Head, ID

Laila Nicolaisen, Head, DU, ID

Per Norgaard, Head, MAU, ID

Bjørn Pettersen, Head, Information and Communication Department

Emil Jeremic, Adviser, MAU, ID

Geir Bjørsvik, Senior Adviser, Deputy Head, MAU, ID

Elin Enge, Adviser, DU, ID

Øystein Botillen, Adviser, DU, ID

Rannveig Lade, Adviser, DU, ID

Liv Bremer, Adviser, DU, ID

David Bergan, Adviser, DU, ID

Claudio Feo, Adviser, DU, ID

Marianne Øen, Senior Adviser, DU, ID

Helle Berggrav Hanssen, Adviser, DU, ID

Ole Geir Instefjord, Head, Personnel Section, Administrative Department

Maiken Sæther, Adviser, Personnel Section

Eva J. Haaland, Adviser, DU, ID

Harald Smedsrud, Adviser, DU/MAU, ID

Asgerd Vettejord, Adviser, DU, ID

Kristin Eskeland, Adviser, DU, ID

2. Western Balkans

NPA Regional Office Western Balkan, Belgrade:

1. Regional Representative, Fred Rasmussen
2. Regional Programme Manager, Democratisation and Media, Mads H. Almaas

3. Women Can Do It Programme Coordinator, Milica Panic
4. Deputy Regional Programme Manager, Ivana Kahrmann
5. Media Programme Coordinator, Ana Pribicevic Camernik
6. Roma and Integration Programme Coordinator, Zarko Komatina
7. Regional Finance Manager, Dragan Tepavac

Partners visited and interviewed, Serbia:

1. CESID (Centre for Free Elections and Democracy), Marko Blagojevic, Programme Director
2. NUNS, (Association for independent journalists), President; Tamara Skroza, and Secretary General, Svetlana Preradovic

Country Office, Sarajevo

1. Regional Coordinator, Mine Action, Paul Collinson
2. Programme Coordinator, Senada Kahrman
3. Finance Manager, Meliha, Hadziosmanovic
4. Assistant Programme Manager, Mine Action Team B&H, Damir Atikovic
5. Task Impact Assessment Officer, Selma Busuladzic
6. Operations Manager Mine Action Team, B&H, Per Breivik
7. Chief Technical Adviser, NPA Global Training Centre, Mine Dog Detection, Terje Groth Berntsen

Partners visited and interviewed, Bosnia:

1. Youth Club Under the Same Sun, Jablanica, Executive Director, Ozren Islamovic.
2. Why Not (Organisation for conscientious objection) Campaign Coordinator, Sanjin Buzo; Regional Administrator, Boris Brkan; Finance Responsible, Leo Basic; Coordinator, Peda Radojevic.
3. Roma Community Centre, Director, Dragoljub Ackovic and community and family members.

3. Southern Africa Regional and Mozambique

Staff interviewed at the Southern Africa Regional Meeting, Johannesburg:

1. Madidimalo C. Chaamano, South Africa Programme Manager
2. Aubrey Masoeu, Young Voices Coordinator, Southern Africa
3. Vitalis Chipunza, Programme Manager, Zimbabwe
4. Mabel Sekai Hwindingwe, Project Coordinator/Gender Adviser, Zimbabwe
5. Regina Zorannye, Administrator, Zimbabwe
6. Shingairai Chimuriwo, National Coordinator, Young Voices, Zimbabwe

Staff interviewed in Mozambique (Maputo, Beira, Chimoio and Gondola)

Maputo Regional Office:

1. Atle Karlsen, Regional Representative, Southern Africa
2. Sara Sekenes, Programme Manager, Mine Action
3. Geir Oye, Administrative Manager

Chimoio/Gondola Mine Action Programme:

1. Maxwell Gopani, Deputy Programme Manager
2. Joao Horacio, Deminer
3. Domingos Torres, Health Coordinator
4. Moses Dube, Dog Project Coordinator
5. Felix Batista, Field Operations Officer
6. Aires Nunes Marques, Base Manager
7. Jose Nihembe, Team Leader
8. Isabel Simbe, Section Chief
9. Rosa Elias Nobre, Field Nurse

10. Enrique Guitierrez, Base Manager
11. Hans Kampenhoy, Operations Manager
12. Laura Jordao Constantino, Human Resources Manager
13. Dona Suzette, Counsellor, HIV/AIDS

Development Programme:

1. Frank Phiri, Programme Manager (interviewed in Beira)

ANNEX 3: Tabulated Results of Questionnaires

Table 1: Questionnaire Respondents*

Item	External Offices	Head Office:
1.Questionnaires mailed	12	25
2.Questionnaires returned in relation to direct mailing	8 (66.6%)	17 (68%)

3. Total questionnaires returned*	19		17	
3. Gender of respondents	F	M	F	M
Level: Senior manager/ Programme Coordinator	9	11		2
Gender Adviser	2		1	
Other adviser		1	6	8
Group	4	4		
TOTAL RESPONDENTS	15	16	7	10

* In the case of the Regional External Offices (eg Southern Africa, Western Balkans) the questionnaires were filled out by staff in country offices as well as the regional office, and in some of the External Offices (eg. Western Balkans) several staff members submitted individually filled out questionnaires. In one External Office (Tanzania) 8 staff participated in filling out one questionnaire. Thus while 4 External Offices did not return questionnaires at all (North West Russia, Nairobi/Horn, Southeast Asia, Rwanda) the total number filled out exceeds the original mailing, and the total number of staff involved (48) exceeds the number of questionnaires returned. The number of male respondents exceeds the number of female respondents, there is a higher proportion of male senior managers amongst the respondents.

Table 2: Gender Action Plans (GAP): Summary of Status (19 EO Respondents, 17 IDHO Respondents)

Area of Enquiry	External Offices			ID Head Office		
	Yes	No	Unsure	Yes	No	Unsure
Staff reporting current active GAP	13	6		4	12	
GAP being implemented	10	3		3		
Participative process to develop GAP	10	2	1	2		2
Integration of GAP in regular planning process	7	6			3	
Gender equality 'added on' to existing jobs	11	1	1	3	1	
Leadership of GAP: Manager	10	3			1	
Gender Adviser	6	7		2		
Systems for monitoring of GAP	7	3	3	2		1
Specific budgeting/financial resources for implementing GAP	5	2	6	1		3
Systematic communication of GAP to staff	10	3		2	2	
GAP led to gender equality objectives in staff workplans	8	5				2
GAP had +ve Impact on gender awareness	12	1		3		
GAP had +ve Impact on gender equality in the office & staff	12	1		3		
GAP has +ve effect on gender analysis	9	2	2	2	1	
GAP led to gender equality objectives in programmes and projects	12	1	1	3		
All or some staff see relevance of GAP	12	1		3	1	
HO Support to develop GAP	10	1	2			
External support to develop GAP	7	6				
Satisfied with partner commitment to gender work?	5	2	6			
Reasons for not developing a GAP						
• Not prioritised	1					3
• No need - gender already included in planning/other procedures	1					5
• Lack of competence	1					
• Lack of capacity	2					
• Lack of HO follow-up						
• Don't know	1					2

Table 3: Summary of Non-GAP Responses to Gender Equality (EO Respondents 19, Head Office Respondents 17)

Area of Enquiry	External Offices			Head Office		
	yes	no	unsure	yes	no	unsure
Response to 1999 Gender Strategy:						
• Informal meeting to inform staff	8			5		1
• Gender planning seminar	9			5		
• Programme Research	2			3		
	2			2		

<ul style="list-style-type: none"> • New Partnerships • No specific response 	2			4		
Systematic attempt to integrate gender equality before 1999 strategy	6	3	3	8	6	3
Awareness of WR&GE project	5	10		6	10	
WR&GE objectives Relevant to programme	4		6	4	6	2
Systematic approaches to gender equality in programme & office procedures	10	5		11	6	

**TABLE 4. TRAINING AND NETWORKING TO ENHANCE SKILLS AND AWARENESS
(36 respondents)**

Respondents: Head Office – 17 respondents

Areas of Enquiry	Yes	No	Don't know	NA
• Has Gender Training been attended by NPA staff?	15	1	-	1
• Provided partners with Gender Training?	8	4	1	4
• Has the NORAD Programme led to more networking?	3	2	3	9
• If yes, does this networking include only your partners?	-	3	-	14
• Has networking enhanced gender skills in your office/programme over the past 2 years?	4	3	2	8

Respondents: External Offices – 19 respondents

Areas of Enquiry	Yes	No	Don't know	NA
• Has Gender Training been attended by NPA staff?	17	1	-	1
• Provided partners with Gender Training?	16	1	-	2
• Has the NORAD Programme led to more networking?	8	6	-	5
• If yes, does this networking include only your partners?	4	5	-	10
• Has networking enhanced gender skills in your office/programme over the past 2 years?	8	5	-	6

4.3 (a) What was the result of Gender Training? (36 respondents)

Areas of Enquiry	For NPA Offices			For Partners		
	Yes	No	NA	Yes	No	NA
• Improved Gender Awareness	22		14	12	1	23
• Improved Gender Analysis	15	5	16	7	4	25
• Improved Gender Planning	13	6	17	8	3	25
• Improved Gender Monitoring	13	7	16	6	4	26
• Improved Gender Reporting	13	7	16	5	6	25
• More Interest in Gender Work	17	3	16	9	2	25
• More money for Gender Work	7	11	18	3	8	25

• Results not evaluated	10	4	22	2	5	29
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4.3 (b) What was the result of Gender Training? (17 respondents)

Respondents : Head Office

Areas of Enquiry	For NPA Offices			For Partners		
	Yes	No	NA	Yes	No	NA
• Improved Gender Awareness	4		13	2		15
• Improved Gender Analysis	4		13	1		16
• Improved Gender Planning	2	1	14	1		16
• Improved Gender Monitoring	4	1	12	1		16
• Improved Gender Reporting	3		14	1		16
• More Interest in Gender Work	4	1	12	1		16
• More money for Gender Work	1	2	14	1		16
• Results not evaluated	5	1	11	1		16

4.3(c) What was the result of Gender Training? (19 respondents)

Repondents: External Offices

Areas of Enquiry	For NPA Offices			For Partners		
	Yes	No	NA	Yes	No	NA
• Improved Gender Awareness	18		1	10	1	8
• Improved Gender Analysis	11	5	3	6	4	9
• Improved Gender Planning	11	5	3	7	3	9
• Improved Gender Monitoring	9	6	4	5	4	10
• Improved Gender Reporting	10	7	2	4	6	9
• More Interest in Gender Work	13	2	4	8	2	9
• More money for Gender Work	6	9	4	2	8	9
• Results not evaluated	5	3	11	1	5	13

Number of Training Events participated in: (36 respondents)

Training Events	Resp.	Head Office	External Offices
1	5		
2	12		
3	5		

4	1		
5-6	3		
Many (at Office level)	1		
Other Gender Training	2		
Do not know	1		
No Answer	6		

TABLE 5: PURPOSE OF NETWORKING (36 RESPONDENTS)

Purpose of networking	Yes	No Answer	Don't know
Information exchange	12	17	1
Informal actions/meetings	3	19	1
Public Actions	2	19	1
Joint work	6	19	1
Campaigns	3	19	1
Advocacy/influencing	6	19	1
Fund Raising	1	19	1
Others	1	-	-

Comment: Most head Office respondents returned 'no answer'

If networking has not enhanced gender skills, what are the obstacles? (36 respondents)

Reasons why networking has not enhanced gender skills	No.
Too early to say	3
Limited time to engage	2
Lack of interest	5
Others	2
No Answer	24

TABLE 6: VIOLENCE AGAINST WOMEN WORK IN NPA's PROGRAMMES AND ADVOCACY (36 Respondents)

Areas of Enquiry	Yes	No	NA	Head Office			Ext.Offices		
				Yes	No	NA	Yes	No	NA
Is the management giving priority to making Violence against Women a core issue in NPA's programme and/or advocacy work?	17	13	8	8	4	7	9	9	1
Do you have any specific Violence against Women projects and/or activities?	12	17	6	6	4	6	6	13	
Is Violence against Women a serious issue in your country/region?	27	4	5	9	3	5	18	1	
Have issues related to violence against women been an integral part of your general programme planning?	9	16	11	3	5	9	6	11	2
If yes, in Implementation?	6	16	13	2	5	10	5	11	3
If yes, in Monitoring?	6	16	14	1	5	11	5	11	3
Do you think that violence against women is an issue relevant to your programme priorities?	26	5	5	10	2	5	16	3	
Do you think Violence against Women should be part of all Gender equality work?	27	5	4	10	3	4	17	2	

* NA refers to 'no answer'

How would you rate staff understanding in your office/programme of the issues related to ending violence against women?

Rating	Respondents
1	1
2	1
3	13
4	9
5	4
No Answer	5

TABLE 7a GENDER EQUALITY IN HIV/AIDS PROGRAMMING
Head Office – (17 Respondents)

Areas of Enquiry*	Yes	No	Don't know	No HIV/AIDS	NA**
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				Program	
• Is the management in your office/programme giving priority to making women's rights/gender equality central to HIV/AIDS Programming?	7	6		1	5
• Has Gender equality been integrated in HIV/AIDS Programme Planning	6	1	1	1	8
• In Programme Implementation	4	2	1	1	9
• In Programme Reporting	3	3	1	1	9
• Has Gender equality been discussed with your partners in HIV/AIDS Programming?	5	1	1	1	9
• If Yes, In Planning?	4	1	1	1	10
• If Yes, In Implementation?	3	2	1	1	10
• If Yes, In Monitoring?	1	2	1	1	12
• If Yes, In Reporting?	1	2	1	1	12
• If Yes, are you satisfied that partner organisations have made gender equality central to HIV/AIDS work?	3	1	1	1	11

*NA = No Answer

TABLE 7b GENDER EQUALITY IN HIV/AIDS PROGRAMMING External Offices – (19 Respondents)

Areas of Enquiry	Yes	No	Don't know	No HIV/AIDS Program	NA*
• Is the management in your office/programme giving priority to making women's rights/gender equality central to HIV/AIDS Programming?	3	9		6	1
• Has Gender equality been integrated in HIV/AIDS Programme Planning	3	8		7	1
• In Programme Implementation	3	7		7	2
• In Programme Reporting	3	7		7	2
• Has Gender equality been discussed with your partners in HIV/AIDS Programming?	3	8		6	2
• If Yes, In Planning?	3	4		7	5
• If Yes, In Implementation?	3	4		7	5
• If Yes, In Monitoring?	3	4		7	5
• If Yes, In Reporting?	3	4		7	5
• If Yes, are you satisfied that partner organisations have made gender equality central to HIV/AIDS work?	2	4		6	7

*NA = No Answer

**Some of the respondents refer to more than one External Office when responding

TABLE 8: WOMEN'S ROLE IN CONFLICT IN NPA'S PROGRAMMES AND ADVOCACY (36 Respondents)

Area of Enquiry	Head Office			Ext. Offices		
	Yes	No	NA	Yes	No	NA
	s			s		

Do you work in a conflict or post-conflict area?	7	3	3	16	1	-
Do you have access to gender analysis of conflict and post-conflict in your area?	5	5	3	10	6	1
Have you researched women's role in conflict and post-conflict in your programme area?	2	7	4	6	10	1
Has your programme directly addressed women's role in conflict and post-conflict?	3	6	4	6	10	1
Is understanding women's role in conflict/ post-conflict an important issue for your programme?	3	4	6	11	4	2

Annex 4: Documents Consulted

NPA : Annual Reports 1995 - 2003

NPA : Administrative Handbook for Norwegian People's Aid, Oslo, 2002.

NPA : Management and Personnel Policy in the Labour Movement and Norwegian People's Aid, Oslo, 2000.

NPA : Action Plan, 2004.

NPA : NORAD Frame Agreement Plan, 2002, 2003.

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NPA : Solidarity Across Borders – Policy for International Activity in the 1990's, Oslo, March, 1993.

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NPA : Assistance to self-reliance – Action Plan 1995 – 1999, Oslo, 1995.

NPA : Program and Principles 1999 – 2003, Oslo, 1999.

NPA : Policy and Strategy for NPA's International Humanitarian Development Work 2003 – 2007, Oslo, 2003.

NPA : Human Rights in NPA Assistance, Oslo, 2001.

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TIA : Task Impact Assessment Manual,

NPA : Strategy for Women, Gender Equality and Development for the period 1998 - 2002, Oslo 1999.

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NPA : Women Can Do It – Folder. Oslo, 2001.

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Tawanda, Michael: Institutionalizing Gender Policy: A Report on the NPA Experience, Oslo, 2002.

Tawanda, Michael: Institutionalizing Gender Policy: Guidelines on Formulation of a Country/Regional Office Action Plan, November 2000

NPA South East Europe Documents :

NPA : NPA Mine Action Programme in Bosnia and Herzegovina – Strategic Review for 2004 – 2008, Sarajevo, 2003.

NPA Task Impact Assessment in Bosnia and Herzegovina (undated)

Project Descriptions – all NPA portfolio including Mine Action activities.

NPA : Strategy for NPA Democratisation and Media, Community Reconstruction – South East Europe, 2005-2007, Draft, Belgrade, 2004.

NPA : 1st Quarterly Report 2004, Belgrade, 2004.

NPA Southern Africa/Mozambique Documents

TIA field reports

TIA Phase, 1, Phase 2 and Phase 3 Documents

Report Socio-Economic Impact of Landmines, Doeroi – Inchope Administrative Post, Gondola District (04/2002)

NORAD Frame Agreement Reports for: Changara District Development, Women Networking, Competence Building, Chiuta District Development Project

Strategic Plans for South Africa, Mozambique Development Programme, Zimbabwe

Wilthor Consulting Services: Evaluation of the Gender Competence Building Programme. September – October 2000

GETNET: Proposal to NPA Angola to Design and Deliver Gender and HIV/AIDS Response Strategy on HIV/AIDS and Gender for NPA and its Partners. 9/02/2004

GETNET: NPA Angola. Gender and HIV/AIDS Response Programme, Report on Phase 1 (undated)

Doutchiski, Silvia Quiroga: Relatorio Final: Consultoria em HIV SIDA e Genero APN-Tete, Mocambique. Janeiro-Abril 2002

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