



Irish Aid

An Roinn Gnóthaí Eachtracha agus Trádála
Department of Foreign Affairs and Trade

Annual Monitoring Report on Gender Equality – 2010

Report from Irish Aid's Gender Network



Women of Chimundi village, Malawi, Irish Aid supports Concern's agricultural livelihoods programme, 2009

Summary

- During 2010, the global economic downturn along with continuing food insecurity served to aggravate already existing inequalities, including gender inequality. Within Irish Aid, a review of the organisational gender equality policy highlighted key areas of progress such as strengthened human resource capacity and increased international policy engagement on gender equality. Key challenges identified include the need to continue to build internal capacity and coherence with other Irish Aid priorities as well as to strengthen reporting on gender equality.
- The first objective of Irish Aid's gender equality policy is to advance equal rights for men and women. Addressing gender-based violence is a key element of advancing this objective and was an important focus during 2010 in a number of Irish Aid programme countries and with civil society and multi-lateral partners. Programmes included support to direct service provision, capacity building of police and judiciary and community awareness building. Expenditure in 2010 on GBV programmes was approximately €3.6 million.
- Eliminating gender inequalities in access to, control of and benefit from resources and services is a second objective. A key part of meeting this objective is to ensure equitable access to education and health services. During 2010, Irish Aid supported maternal and reproductive health programmes in a number of programme countries including Ethiopia and Tanzania as well as Sierra Leone. €25.4 million was spent on education programming in Lesotho, Mozambique, Uganda and Zambia all of which are making progress in achieving gender parity in enrolment rates in both secondary and primary schools. As part of the hunger agenda, addressing maternal and infant under-nutrition has become an increasing priority both in international advocacy and in our programmes in Malawi, Tanzania, Ethiopia, Zambia and Mozambique.
- Increasing women's access to agricultural resources and services is another key part of Irish Aid's work to address hunger. The Report (Nov 2010) from Ireland's Hunger Envoy notes that increased investment in agriculture in developing countries has had limited impact on small holder farmers, especially women. Mainstreaming gender equality across Irish Aid agriculture programming remains a continuing challenge.
- Irish Aid utilised a range of strategies during 2010 in order to make progress on gender equality objectives. Supporting the capacity development of national gender machineries has been key but challenging. We have also worked directly with line ministries on gender equality such as agriculture and education ministries. Civil Society Organisations were key partners during 2010 working to combat GBV and supporting women's political and economic empowerment. We have contributed to policy dialogue both internationally, mainly through the OECD DAC Gender Net and nationally, where we are active in donor and government co-ordination mechanisms and played leadership roles in both Timor Leste and Tanzania during 2010.

- Since 2007 Ireland has advocated for the formation of a single UN gender entity and in 2010 the UN-General Assembly approved the establishment of a single entity - UN Women.
- The Human Rights Unit and the Conflict Resolution Unit also worked on gender equality issues in 2010 in particular on gender-based violence. Work continued during 2010 on the development of Ireland's National Action Plan on UN - SCR 1325.
- Priorities for 2011/2012 include building internal capacity and coherence in particular between gender & hunger and gender & MfDR; finalising and implementing Ireland's National Action Plan on UN Security Council Resolution 1325; co-chairing the OECD DAC Gendernet; and continuing to support the development of CSPs in programme countries. Other key events will be mainstreaming gender in our engagement with the Higher Level Forum on Aid Effectiveness and the 2011 Commission on the Status of Women which will focus on rural women.

Box 1- Ireland contributed to some key gender equality results in 2010...

- In 2010, Irish Aid contributed €1.8 million to Ethiopia's Health MDG Fund which includes support to reproductive health initiatives. Ethiopia's Ministry of Health statistics in 2010 show an increase in Contraceptive Acceptance Rates from 53% in 2008 to 62% in 2010.
- In Uganda, during 2010 Irish Aid supported preparations for the 2011 Elections by providing training and capacity building support to aspiring women candidates. The numbers of women in parliament has increased significantly over the last decade from about 7% in 2001 to over 30% following the 2011 elections.
- Irish Aid contributed €25.5 million to the education sectors in Zambia, Lesotho, Uganda and Mozambique in 2010. The gender parity in all countries has improved and continues to improve for secondary education. In all four countries Ireland has placed a strong focus on achieving gender parity.
- In Sierra Leone, Irish Aid supported the International Rescue Committee to run sexual response units known as Rainbo Centres. 1,900 clients received psycho-social, medical and legal services at these centres in 2010.
- Irish Aid provided over €6 million to the Tanzanian government's Health Basket Fund to strengthen health systems. This has contributed improvements in maternal health care. Maternal mortality (deaths per 100,000 live births) has declined from 578 in 2005 to 454 in 2010.
- Irish Aid partner Christian Aid supports the work of the Afghan Women's Network. During 2008/2009 AWN working in partnership with other CSOs achieved positive changes in 72 articles of proposed Shiite law revisions which would have, inter alia, severely restricted women's freedom of movement and property rights.
- Support was also provided to the International Rescue Committee's project delivering emergency obstetric and neonatal care in the Kenema District of Sierra Leone. As a result of this programme the % of estimated births in Kenema district which took place in the NGO-supported health facilities increased from 25% in December 2009 to 54% in November 2010.
- In Tanzania, Irish Aid has supported Women in Law and Development in Africa to build the capacity of "gender desks" in police stations across the country. 26% of all police stations now have functioning "gender desks", staff have received capacity building on how to attend to GBV cases including record keeping and making referrals to hospitals, social welfare and the courts.
- As co-chairs of the UN System Wide coherence process from 2007, Ireland actively contributed to the process leading up to the establishment of UN-Women in 2010.

1. Introduction

The OECD DAC Peer Review (2009) commended Ireland on its approach to mainstreaming but stressed the need to improve reporting, learning and impact measurement. This report has been drafted by Irish Aid's gender equality network drawing on annual reports received from programme countries as well as inputs from other HQ Sections and partner reports. The aim is not to provide a definitive account of all programming on gender equality during 2010 but instead to provide an overview of key highlights, results and learning during the year.

During 2010 and into 2011, the world continued to experience a convergence of global crises. The global economic downturn, rising food prices, social uprisings and violent repression in the Middle East and North Africa, and political unrest and violence in the Ivory Coast and Uganda. There were several major natural disasters including floods in Pakistan and the earthquake in Haiti. These multiple crises have aggravated pre-existing problems and inequalities and negated advances made towards poverty reduction and gender equality. In a number of Irish Aid programme countries, the operating environment for CSOs, including women's rights organisations, has become increasingly difficult.

The establishment of UN-Women in June 2010 was a landmark event which offers a unique opportunity to accelerate progress towards women's empowerment and gender equality. The challenges will be to ensure that UN-Women have a clear role, sufficient resources and the power to hold other agencies to account.

UNDP's Gender Inequality Index is designed to show the extent to which national human development achievements are hindered by gender inequality. It is a composite measure reflecting three dimensions - reproductive health, empowerment and labour market participation rates. The index for Irish Aid programme countries in 2010 indicates that Vietnam, South Africa and Lesotho have the highest equality ratings.

Box 2 -UNDP's Gender Inequality Index - 2010¹

		Overall score	Maternal mortality ratio (per 100,000 births, 2003-8)	Adolescent fertility rate (per 1000 women ages 15-19, 1990-2008)	Seats in parliament held by women (2008)	Population with at least secondary education (% age 25 or over)		Labour force participation rate	
						Women	Men	Women	Men
1	Vietnam (58th)	0.530	150	16.6	25.8	24.7	28.0	74.2	80.6
2	South Africa (82nd)	0.635	400	59.2	33.9	66.3	68.0	51.0	67.0
3	Lesotho (102nd)	0.685	960	73.5	25.8	24.3	20.3	71.9	78.7
4	Uganda (109th)	0.715	550	150	30.7	9.1	20.8	80.5	91.2
5	Mozambique (111th)	0.718	520	149.2	34.8	1.5	6	85.7	86.6
6	Zambia (124th)	0.752	830	141.8	15.2	25.7	44.2	60.4	78.7
7	Sierra Leone(125th)	0.756	2100	126.0	13.2	9.5	20.4	67.1	68.1
8	Malawi (126th)	0.758	1100	135.2	13	10.4	20.4	74.6	77.7
9	Tanzania	X	950	130.4	30.4	x	x	88.8	91.1
1	Ethiopia	X	720	104.4	21.4	x	x	80.8	91.1
1	Timor Leste	X	380	53.8	29.2	x	x	61.6	84.8

¹ Each of the indicators is scored between zero (when women and men fare equally) and one (when men or women fare poorly compared to the other in all dimensions). The data below is taken from the 2010 Human Development Report, but it should be noted that much of the data used is from 2008.

During 2010, a review of Irish Aid’s gender equality policy was conducted. Key areas of progress outlined in the review include: strengthened approaches to internal gender mainstreaming in Programme Countries including more gender advisors working at country level and strengthened gender analysis underpinning Country Strategy Papers; increased policy dialogue and engagement internationally on gender equality and increased attention and resources to the issue of GBV in Irish Aid and across DFA. Key challenges emerging from the review include the need to continue to build staff capacity and understanding of key gender concepts; the need to ensure coherence and build synergies with other Irish Aid priority areas such as hunger and aid effectiveness; and the need to strengthen reporting on gender equality (including financial reporting).²

2. Contribution to Policy Objectives in 2010

Irish Aid Gender Equality Policy Goal

To support the achievement of gender equality as an essential component of sustainable human development

2.1 Objective 1- to advance equal rights for men and women

While much of Irish Aid’s programming in gender equality contributes in some way to advancing equal rights for men and women, the key contribution to this objective is in the area of preventing and responding to gender-based violence. Programmes cover prevention, protection and care. Approximately €3.66 million was spent on GBV programming in 2010.

During 2010, Irish Aid supported partner government responses to GBV both nationally and locally in Uganda, South Africa, Sierra Leone, Zambia, Ethiopia and Timor Leste.

In 2010 in Timor Leste, support to the development of a referral network for victims of GBV in four districts showed good progress. Working in partnership with UNFPA, IA supported a coordinator who works in the Ministry of Social Services, and is helping develop standard operating procedures for the networks at the local level.

In South Africa, Irish Aid has been supporting the Limpopo Department of Health and Social Development to build internal capacity to respond to GBV since 2008. Progress has been slow in implementing the project due to limited capacity and competing priorities at local government level. During 2010, some progress has been made in addressing the bottleneck and by the end of the year a number of key agreements had been put in place.

Towards the end of 2010, Irish Aid Uganda began supporting a GBV programme being implemented in the Busoga region where GBV rates are among the highest in the country. This programme will be a partnership between local government, central government, civil society organisations and the private sector.

² The full review is available on both the Intranet and Irish Aid’s external website.

CSOs are key partners in working to combat GBV, in particular in fragile states such as Sierra Leone and Timor Leste. In Sierra Leone, support is provided to the International Rescue Committee to run sexual assault referral centres known as “Rainbo Centres”. **The total number of clients provided with free psycho-social care, medical and legal support services in 2010 reached a total of 1,990 individuals.** Support is also provided to the IRC’s innovative programming on engaging men in combating GBV in Sierra Leone and Liberia. As part of this programme, which Irish Aid has been supporting for a number of years, IRC published a learning brief in 2010 entitled “*Part of the Solution- Engaging Men as partners to prevent violence against women and girls*”.

In Tanzania, Irish Aid has supported Women in Law and Development in Africa to build the capacity of “gender desks” in police stations across the country. 26% of all police stations now have functioning “gender desks”, staff have received capacity building on how to attend to GBV cases including record keeping and making referrals to hospitals, social welfare and the courts.

Irish Aid’s MAPS partner Trocaire, working with local NGOs and churches, provided a range of GBV services across a number of countries. Services provided include legal aid and support, shelter provision, medical and psychosocial support (see Box 3 below for details).

Box 3- Overview of Services provided by GBV programmes in 2010 - Irish Aid partner Trocaire

Country	Service Provided	Numbers Accessed
Cambodia	Legal aid and or related support Shelter Cases tried in municipal court (successful)	210 victims of trafficking 272 cases of domestic violence 28 Rape survivors 145 survivors 60 cases (11 settled favourably)
Sierra Leone	Legal aid and referral	10 direct and 72 referral/mediation
Pakistan	Legal aid Shelter	288 (64 settled favourably) 62 survivors
DRC	Cases of sexual violence reported to partners Numbers brought through the legal process	324 cases 207 survivor, 58 clients

Apart from Irish Aid’s work on GBV, there are a number of other programming interventions using a rights based approach.

Irish Aid’s MAPS partner, Christian Aid has a number of partners in Afghanistan working on women’s empowerment with a particular focus on the right to education including women in prison. An example of how one Christian Aid partner in Afghanistan has had some success in promoting women’s human rights is set out in Box 4 below.

Box 4- Christian Aid's partner – Afghan's Women's Network – Influencing the Shiite personal law

AWN along with other CSOs achieved positive changes to 72 articles in favour of women in the Shiite law amendment in 2008/09, during the two year period of Shiite law revision (2007-09). AWN as a leading women's network played a lead role alongside the other CSOs and some international NGOs. These included changes in Shiite personal laws for example-

- Article 94: Women shall have completed 16 years old and men shall have completed 18 years old, (originally the article stated that children became women at 9 and men at 16 years)
- Article 123 Said: The original article state that women cannot go out without the permission of her husband. The revised article now states that women have the right to go out for legal purpose without the permission of her husband.
- Article 123 Section 4 said: which stated that a wife can't use her properties without the permission of her husband. The article has now been revised to state that a wife has the ownership of her property she can seize with out permission of her husband.
- And previously, according to the Shiite Law women could only travel with a chaperone (muharram), however this point has also been changed and now women are free to travel without a muharram.

2.2 Objective 2 – to eliminate gender inequalities in access to, control of and benefit from resources and services

Delivering on this objective involves strengthening access by women to basic services that support their well-being and quality of life such as equal access to health and education services as well as access to and control of resources such as land and capital.

Health and HIV

Addressing maternal and reproductive health is a key priority for Irish Aid. Support is provided to governments in programme countries to strengthen integrated basic health services including antenatal and post natal care. We work with professional training organisations to improve the quality of surgery including obstetric care and we support the strengthening of health systems by improving professional human resource recruitment, training and retention.

In 2010 in Ethiopia IA supported the “Protection of Basic Service Programme” and the MDG Health Fund both of which aim to improve access to health and education services at local level. In 2010, Irish Aid allocated €1.8 million to the Health MDG Fund and €7.8 million to the PBS programme. **Ethiopia Ministry of Health statistics from 2010 for Contraceptive Acceptance Rates³ indicate that there has been an increase from 53% in 2008 to 62% in 2010.**

In Sierra Leone, during 2010, IA supported the Government's plan to provide free health care services for pregnant and lactating women and children. Support was also provided to the International Rescue Committee's project delivering emergency obstetric and neonatal care in the Kenema District of Sierra Leone. **As a result of this programme the % of estimated**

³ Contraceptive Acceptance Rates is the number of new users who have begun using any method of contraception over the period in question. It's usually per 1000 women aged 14-49yrs. It indicates the rate of EXPANSION in use of contraception.

births in the Kenema district which took place in the NGO-supported health facilities increased from 25% in December 2009 to 54% in November 2010.

Irish Aid has supported the Tanzanian government’s Health Basket Fund to strengthen health systems, which has contributed to the improvement of maternal care. Maternal mortality (deaths per 100,000 live births) has declined from 578 in 2005 to 454 in 2010.

At UN level, Ireland hosted a side event on maternal mortality at the Commission on the Status of Women and highlighted maternal mortality in the national statement address at the 2010 United Nations General Assembly High Level Plenary Meeting on the MDGs.

Irish Aid works to reduce women’s vulnerability to HIV/AIDs. The close link between gender inequality and HIV is reflected in programming and budgeting at all levels. A programme with GAIN to provide nutritional support to pregnant and lactating mothers with HIV was commenced in Mozambique towards the end of 2010. Irish Aid also advocates for increased investment in microbicides internationally. During 2010, €1m was provided to the International Partnership for Microbicides.

Education

Gender equality is a key principle of our education programming. In 2010, €25.4 million was spent in direct support to the education sectors of four of Ireland’s programme countries. The following table highlights the progress made between 1999 and 2008. The figures for 2008 are the most recent available and were produced with the support of Irish Aid to the UNESCO-based Global Monitoring Report.

Indicator	Primary Gender parity Index		Secondary Gender parity index	
	1999	2008	1999	2008
Lesotho	1.13 ⁴	1.04	1.35	1.32
Mozambique	0.79	0.94	0.62	0.75
Uganda	-	1.03	0.66	0.85
Zambia	0.96	1.01	0.77	0.83

The table illustrates clear progress in Irish Aid funded education sectors on ensuring that boys and girls have a similar equal access to education services.

During 2010 Irish Aid allocated €13.8 million to the Education for All Fast Track Initiative which has now selected Gender Parity in education as a key selection criteria for future funding.

Nutrition

Evidence points to poor maternal care and child feeding practices being a major determinant of hunger and undernutrition. An underlying principle of Ireland’s efforts to address the root causes of hunger is the promotion of gender equality and women’s empowerment as part of our comprehensive approach to improving nutrition outcomes for poor people.

⁴ For every 100 boys enrolling in primary school in Lesotho, 113 girls are enrolled,

During 2010, nutrition became an increasing focus of our programme to alleviate hunger. Ireland and the United States co-hosted a high-profile event on Hunger at the United Nations Millennium Development Goals Summit in September 2010. The event included the launch of the '1000 Days' movement and a Road Map for Scaling Up Nutrition (SUN) to tackle maternal and infant undernutrition at the country level. The SUN Framework will support direct nutrition-specific interventions focusing on pregnant women and children aged less than two years but also broader multi-sectoral nutrition-sensitive approaches to development that acts to counter the determinants of under-nutrition, with gender equality at the heart of this effort.

Agriculture and livelihoods

Increasing women's access to agricultural resources and services is another key part of Ireland's work to address hunger. The Hunger Task Force Report prioritised increased smallholder agricultural productivity especially amongst female farmers. In 2010 an update report was published by the Hunger Envoy which notes increased investment in agriculture within developing countries but with limited impact on vulnerable smallholders especially women. The report reiterates the importance of focusing on small holder farmers and special needs of women "both in their capacity as farmers, non-farm income earners and frequently as household heads".

Irish Aid works to mainstream gender in its national policy dialogue on agriculture as well as in co-ordination with other donors. For example, as Chair of the agriculture sector working group in Tanzania, Irish Aid has lobbied to ensure gender is mainstreamed more effectively across the Agriculture Sector Development Plan. The monitoring and evaluation system for the plan now includes a number of gender responsive indicators.

NGOs are key partners in mainstreaming gender in support to livelihoods and agriculture programming. During 2010 a number of grants were awarded from the Civil Society Section to NGOs working on women's economic empowerment. For example the Irish NGO Bothar received a grant to implement a sustainable livelihoods and women's empowerment programme in Zambia. The project aims to empower poor and disadvantaged women-led farmer groups in Central Zambia.

2.3 Objective 3 - to support women's equal participation with men in political and economic decision-making

Irish Aid supports projects and programmes to increase women's representation in democratic processes and in decision-making positions as well as supporting the capacity development of women and women's organisations for advocacy and participation in public life and decision-making.

Ireland has been supporting the gender equality programme of the Inter-Parliamentary Union for a number of years which aims to strengthen the role of women in politics, supporting women in parliament or running for parliament and strengthening gender mainstreaming in parliaments.

During 2010, Irish Aid funded the Uganda Women's Network and the Women's Democracy Working Group to conduct training for aspiring female political candidates in the national and local government elections. Following the elections in February 2011, an evaluation was conducted which found that of the 2,500 women trained, 2,214 were nominated for the positions they were vying for and 1,546 of the trained women were successfully elected. **The**

number of women parliamentarians has increased significantly over the last decade from about 7% of women in Parliament in 2001 to over 30% following the 2011 elections.

Supporting women's civil society organizations working on economic and political empowerment is another important component of meeting this objective. Support is provided to CSOs working on gender equality and women's empowerment in all of Irish Aid programme countries and also through HQ based grant mechanism.

One example of this work in Central America, supported through the Civil Society Fund, is a project entitled "*Central American Women Exercising their Political Rights*" which aims to strengthen the political participation of marginalized women so that public policies, services and legislation better reflect women's rights. The programme targets elected women councilors and local women's associations in Nicaragua, El Salvador, Honduras and Guatemala. The 2010 report shared a number of lessons learnt in the implementation of the programme to date which are set out in Box 5 below:

Box 5 – Lessons learnt from Irish Aid supported One-World project “Central American Women Exercising their Political Rights”

- The need for strong and concerted alliances with other social movements, but also an awareness of how far to negotiate and dilute the women's agenda, especially in times of conflict as in Honduras.
- If democratic space and dialogue with the State is closed down, you need to look for issues that resonate with the public, such as violence against women in the case of Nicaragua, to re-engage civil society and subsequently the state.
- The roles of women need to be reanalysed rigorously to take account of diversity (ethnicity, race, class, disability).
- Working from the micro-region up can revitalise the base (grassroots) as in the experience of Colectiva Feminista.
- It is important to take into account the inherent difficulties of working with municipal councils in designing programmes i.e., local governments being reactive rather than proactive, operational than strategic, which has particular implications for implementing gender equity policies; party interests put above community interests in resource assignation etc.
- There is a need to publicly express the positive results that women have gained from their engagement with municipal authorities and to create a positive culture around the issue, rather than emphasising the obstacles.
- The importance of being part of solid coalitions and alliances, which give moral and political support during times of crisis. For the feminists in Honduras, the support of the Alianza Feminista has been invaluable.
- International solidarity, be that from within the region or from Europe, remains crucial, not only in terms of lobbying internationally for the restitution of civil and political rights, but also to provide support to those affected.

Supporting women's role in economic decision-making is another important element of meeting this objective. The 2008 Hunger Task Force Report recommended the strengthening of farmers organisations particularly those which actively target poorer farmers and women as members. Irish Aid does provide support to a number of NGOs working on economic

empowerment which includes the issue of strengthening women's role in decision-making. For example, in Ethiopia, funding is provided to Farm Africa's "Rural Women's Development project", a small scale credit and savings project which supports women to organise themselves into village savings and lending groups and assets groups.

From HQ, support is provided to the international women's fund "Mama Cash" which has a strong focus on the theme of "voice" supporting women's decision-making and leadership. For example, through Mama Cash funding is provided to the Women's Fund of Tanzania which aims to build a strong women's movement in Tanzania through mobilising resources, making grants, building the capacities of organisations and individual activists and building alliances.

3. Partners and Strategies

3.1 Support to Partner Governments

In Uganda, South Africa, Zambia, Timor Leste and Ethiopia, Irish Aid has supported national women's machineries⁵ such as the Secretary of State for the promotion of equality (SEPI) in Timor Leste and the Ministry of Gender, Labour and Social Development in Uganda.

The review of the gender equality policy conducted in 2010 identifies the capacity development of national government structures on gender equality as a key challenge of our work stating "*in many contexts these ministries have floundered due to a lack of adequate funding, the allocation of unskilled staff, and little political support to affect change*".

As an alternative or complementary strategy Irish Aid has engaged with line ministries to build their own capacity to respond to gender equality. For example in Timor Leste, as well as supporting the capacity development of SEPI (through UNIFEM), we have supported the placement of gender advisors in a number of key ministries.

A very interesting initiative is under way within Uganda, the results of which should provide some useful learning across Irish Aid. During 2009, Irish Aid supported the Ministry of Finance, Planning and Economic Development to conduct a study entitled "*Effective gender mainstreaming: modelling the contributions of reduced gender inequality to GDP growth prospects in Uganda*". Following on from this initial support Irish Aid has developed a strategic partnership with the Ministry of Finance, Planning and Economic Development (MFPED) on gender, chronic poverty and vulnerability issues. The 'Gender and Equity Budget Initiative' is helping sector working groups to identify, plan and budget for gender and equity issues.

Apart from central government, local government in Ethiopia, Uganda, South Africa and Zambia were also supported during 2010 to strengthen approaches to gender equality.

⁵ A gender equality machinery is an institutional governmental and, in some cases, parliamentary structure set up to promote women's advancement and to ensure the full enjoyment by women of their human rights. The Platform for Action of the 4th World Conference on Women (Beijing, 1995) included "institutional mechanisms for the advancement of women" as one of its twelve areas of concern.

3.2 Support to Civil Society Organisations

During 2010, support to civil society organisations working on gender equality was provided from both head office and at programme country level as well as through multi-lateral organisations. At programme country level, funding was provided to civil society organisations working on gender equality, either bi-laterally or through pooled funding arrangements with other donors such as in South Africa. Many of these are NGOs working on GBV and women's rights programmes but there are also a number of CSO partners working on women's economic empowerment.

At HQ level funding for gender equality initiatives was provided through a number of funding schemes within the civil society, emergency and recovery and development education sections. Support was provided for specific gender equality initiatives but also guidelines and application forms set out requirements in relation to gender mainstreaming.

However, a mid-term review of the multi-annual programme scheme (MAPS) carried out in 2010 found that funding was not being allocated to structures and systems to embed mainstreaming. The review recommends the need to link funding levels with organisational performance and results, including on gender equality. A full evaluation of the scheme is being undertaken in 2011.

There is a specific human rights strand within the Civil Society Fund which includes prevention of gender-based violence as a priority area of intervention. Of the 18 applications approved through the Civil Society Fund in 2010, 7 projects target women of having a strong gender equality focus.

There are a number of examples of how Irish Aid has supported partner capacity development on gender equality. The Emergency and Recovery Section has been supporting the Irish Red Cross since 2009 to mainstream a coherent and co-ordinated response to GBV across the International Federation of Red Cross and Red Crescent Societies. The project is enabling the Irish Red Cross to play a leadership role on gender mainstreaming and GBV across the movement. The appointment of a GBV co-ordinator for Haiti during 2010 can be seen as an indicator of the increasing recognition within the IFRC and its member national societies of the need to scale up prevention and responses to GBV.

Also from HQ, support is provided to a women's fund Mama Cash which supports small grass roots women's organisations across the developing world. In 2010, using Irish Aid funding, support was provided to 7 women's organisations in Kenya, Lesotho, Malawi, Tanzania and Uganda, working on sexual and reproductive health, advocacy and access to justice, skills building and leadership development training, human rights for women with disabilities and sex workers rights.

Faith based organisations and religious structures are also important partners in working to build an understanding of gender inequality and work to combat GBV. In Uganda, Irish Aid, through Trocaire is supporting the work of the Catholic Church and the Inter-religious Council of Uganda to prevent and respond to GBV.

The development education unit supports Banúlacht, a community development and advocacy organisation working on development education with women's groups across Ireland and in Tanzania. Funding is also provided to a number of community groups to explore a broad range of development issues including gender equality e.g., Ballyfermot Traveller's Action Project and An Cosan, an education and enterprise centre in Tallaght.

3.3 Support to Multilateral Organisations

Ireland played an active role in the final intergovernmental negotiations to establish UN-Women in July 2010 and in particular advocated that it should hold the UN system to account for delivery on international commitments on gender equality and women's empowerment; that it would be inclusive in its consultations with civil society organizations; and that UN-Women would form part of the Resident Coordinator (RC) system at country level and draw on the gender expertise across the system.

During 2010, core funding of €650,000 was provided to UN-Women as well as core funding to UNICEF (€8m) and UNFPA (€3m).

At EU level during 2010, the Council adopted an EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015) for the Commission and member states. Ireland inputted during the drafting the process.

The Multilateral Section which manages Irish Aid's contributions to the European Development Fund (EDF) provided substantial comments to improve the gender aspects of the EU annual action plans for Malawi and Sierra Leone during 2010. One example of close co-operation between the EU and Irish Aid on gender equality has been in Tanzania where Irish Aid has actively engaged with the EU and other member states in Tanzania in developing a strategy in 2010 to enhance the EU's engagement in the promotion of gender equality in Tanzania. The plan aims to strengthen co-ordination, high level policy engagement and lesson learning on gender equality in Tanzania.

3.4 Supporting Research and Knowledge Sharing

Supporting the capacity development of government and civil society partners to gather and analyse data and statistics as well as to conduct research on gender equality is critical to building an evidence base in-country and internationally.

Some examples of work in this area during 2010 include the following:

- **Tanzania, Timor-Leste and Uganda** - as part of the Demographic and Health Surveys undertaken in these countries Irish Aid has funded the additions of "modules" on gender-based violence.
- **Lesotho** – Irish Aid is currently supporting the Ministry of Health and Social Welfare Study on GBV and HIV. The study was undertaken in the second half of 2010 and the results will be published in 2011.
- **South Africa** – IA has supported the NGO 'Gender Links' to conduct research on the extent, effects and responses to GBV in Gauteng Province. The study revealed that 51% of partnered women have experienced emotional, sexual, economic or physical abuse. The study also revealed that there is no evidence to support any changes in levels of GBV over the past 10 years pointing to the limited effectiveness of responses and strategies to address GBV in the country.
- **From HQ** - Irish Aid has been supporting the Uganda based NGO 'Raising Voices' to conduct an impact of evaluation of work to build awareness and understanding of GBV and HIV. The baseline study was completed in 2009 and disseminated in 2010.

3.5 Policy Dialogue and Coordination

Inputting to national level policy dialogue and facilitating more effective coordination was a key strategy in 2010 to advance gender equality objectives. Irish Aid is active, to varying

extents in donor and government co-ordination mechanisms on gender equality, in almost all programme countries, playing leadership roles in Tanzania and Timor Leste during 2010.

At HQ, our membership of the Joint Consortium on Gender-based Violence provides opportunities for dialogue and engagement with CSOs. Irish Aid has been an active member of the Consortium since it was established in 2004. During 2010, the Joint Consortium continued to engage on the development of Ireland's National Action Plan in United Nations Security Council Resolution 1325. The Consortium also organised a learning day on the links between hunger, poverty and GBV and produced a learning brief following the event.

Ireland is an active member of the OECD DAC Gendernet and will take over the co-chair position in 2011. During 2010 the network focused on sharing learning and facilitating policy dialogue on the linkages between gender equality and aid effectiveness as well as women's economic empowerment.

4. Learning from Evaluations and Reviews

During 2010 Irish Aid evaluations were carried out of CSPs in Vietnam and Tanzania.

A joint Irish Aid/DFID evaluation in Tanzania concluded that cross-cutting issues, including gender equality, are often squeezed out in budget support dialogue processes. It was noted that both Irish Aid and DFID have played strong roles across a number of cross-cutting sectors. In particular Irish Aid has been engaged in a highly visible way on gender based violence and is widely regarded as a gender champion amongst other donors. The key challenges moving forward will be to achieve a more effective division of labour and engagement from other donors as Irish Aid and DFID are often the sole source of expertise on a particular cross-cutting issue.

The evaluation of Vietnam's Country Strategy Paper noted a number of specific gender programmes and interventions over the course of implementing the CSP but concluded that progress on mainstreaming was weaker. The evaluation recommended a stronger focus on mainstreaming in the new CSP.

In general, cross-cutting issues including gender equality have not featured strongly during mid-term review processes. However, as part of the mid-term review of the South Africa programme a review was conducted of the GBV programme. The review recommended a less ambitious programme which would be more focused in scope. *"The review cautioned that there needs to be a solid realisation that changes do not occur in the short to medium term, and recommended more realistic outcomes taking into account context, capacity and strategies"*

5. Linking with other Sections of DFA

During 2010, DCD worked closely with other sections of DFA on gender equality issues, in particular in relation to gender based violence.

The Conflict Resolution Unit led the development of Ireland's National Action Plan (NAP) on United Nations Security Council Resolution 1325. The NAP was informed by a cross-learning process between Timor Leste, Northern Ireland and Liberia on the key pillars of UNSCR 1325⁶ the findings of which were presented to the head of UN Women, Michelle Bachelet, on 25th October 2010 in the Irish Mission in New York. This event took place the day before the UN Security Council Open Debate to mark the 10th anniversary of UNSCR 1325. An overview of key messages is outlined in Box 6 below.

Towards the end of 2010, in order to support the development of the National Action Plan on UNSCR 1325, a consultative group was established on Women, Peace and Security including representatives from government departments, academia and civil society.

Box 6 - Some key messages from cross-learning process of Ireland/Northern Ireland, Timor Leste and Liberia on UNSCR 1325 – 2009/2010

Conference 1 – Belfast -July 2009 – Theme: Participation.

- Targets and quotas work. They should not be viewed as negative or promoting 'tokenistic' approaches, rather as key strategies to overcome the unequal basis from which women attempt to enter formal politics.
- Structures to support women's political participation once elected, such as Women's Caucuses are useful and support women in their roles.
- Communications from grass-roots to national level is essential to ensure a comprehensive and co-ordinated approach is taken to advancing women's leadership and participation.
- Engaging men in support of gender mainstreaming strategies and in support of women's candidacy works. One of the biggest challenges is to convince men of the importance of female involvement.

Conference 2 - Dili/Timor Leste- December 2009- Theme: Protection.

- Working with wide-ranging 'social guardians' such as churches to disseminate messages on GBV works.
- The interface between formal and traditional justice, and the implications of this for women who experience violence, must be more readily and appropriately addressed in the transition phase.
- The collection of quantitative and qualitative data is essential to enhance understanding of and response to violence against women.
- It is imperative that those charged with monitoring violence develop early warning signals or identifying patterns of conflict to include GBV in their strategies

Conference 3 – Monrovia/Liberia - April 2010. Theme: Gender perspectives,

- Institutional and legislative reforms: Timor Leste and Liberia noted the significance of legal reforms during the transition period, particularly overturning traditional

⁶ UNSCR 1325 was adopted in 2000 and is an important watershed marking global recognition of the unique and disproportionate impact of conflict on women and girls. More importantly, UNSCR 1325 highlights the critical role of women and girls in conflict prevention, peace negotiations, peace building and post-conflict reconstruction and governance and places these issues at the forefront of the UN Security Council's deliberations on peace and security

laws and drafting legislation that enabled women to own property, and dealt with issues such as rape and domestic violence.

- Women centres have played an important role in all three areas in ensuring that women have a space to collectively organise and have unity in voice.

The Human Rights Unit is an active member of the European Council Working Group on Violence Against Women which has been focusing on the implementation of the EU Guidelines on Violence Against Women.

6. Internal Mainstreaming

During 2010 there was very limited capacity development, including training, on gender equality either at head quarters or programme country level. In early 2010, Bridge presented their review of the external environment during a seminar at head quarters level which include video-conferencing with a number of programme countries. A number of one-day training courses on Managing for Development Results were held at head-quarters level which now include a module on MfDR and gender equality. Gender equality is included in the induction of all new staff in the Emergency and Recovery Section.

Gender advisors at programme country level, with support from the HQ based gender advisors supported the mainstreaming of gender equality across all planning and review processes with a specific focus on strengthening the focus on gender equality results. The MTR Guidance Note was reviewed and now includes a stronger focus on the cross-cutting issues including gender equality. A new performance measurement framework for the Programme of Strategic Cooperation with the Higher Education Institute includes gender specific performance indicators. The HQ based gender advisor undertook programme support visits to Sierra Leone, Uganda and South Africa.

7. Expenditure on Gender Equality in 2010

The review of Irish Aid's Gender Equality Policy stated that funding on gender equality and women's empowerment is often under-reported due to some limitations in the current structures of the coding systems (which are being reviewed during 2011). Nonetheless we have some information which can provide us with an overview of trends in expenditure on gender equality.

Gender Equality Budget Line- Box 7

2005	2006	2007	2008	2009	2010
€500,000	€500,000	€750,00	€1.08m	€1.3m	€800,000

During 2010, a three year proposal for funding was presented and approved by the Programme Appraisal and Evaluation Group (PAEG) ⁷. This budget line (see box 7) is used to support networking, research, learning knowledge dissemination and capacity development on gender equality with a specific focus on GBV, gender and hunger and gender and aid effectiveness. Funding is provided to the Joint Consortium on Gender- based Violence, Raising Voices, Bridge/IDS University of Sussex and Mama Cash. ⁸

The application of the DAC sector code “Women’s Equality Organisations” (Box 8) shows an over-all rise in expenditure since 2003 but a decline since 2008. Expenditure on gender-based violence has also decline since its peak in 2008.

Gender Equality Expenditure (using DAC Sector Codes “Women’s Equality Organisations) - Box 8

2003	2004	2005	2006	2007	2008	2009	2010
€3.3	€1.6	€2.4	€3.4	€5.7	€7.3	€5.9	€5.1

Estimated expenditure on Gender-Based Violence Programming - Box 9

2007	2008	2009	2010
€3.7 m	€5.04m	€4.48m	€3.66m

Since 2007, Irish Aid has applied the OECD DAC Gender Equality Policy marker. We estimate that approximately 40% of total bi-lateral aid in 2009 has gender equality either as a principle or significant objective.

8. Conclusions and Priorities in 2011/2012

Progress was evident on meeting Irish Aid’s gender equality objectives in 2010 in particular in increasing gender equitable access to health and education services. Our gender equality work continues to have a strong focus on preventing and responding to gender-based violence combining both service provision with capacity building of government structures. Civil society partners continue to be key partners in meeting gender equality objectives especially in the areas of service provision in humanitarian and fragile states and in advocating for women’s rights. Ireland has played an important role in advocating on reform of UN structures on gender equality. During 2010, significant progress was made in this regard with the establishment of UN-Women

In line with the recommendations of the 2010 review of the gender equality policy, there are a number of key areas which will need to be prioritised during 2011/2012

- We will need to build internal capacity to make the linkages between our work on gender equality and the hunger agenda including both agriculture and nutrition. Some progress has been made in the drafting of guidelines on gender & agriculture and support being provided to the Institute of Development Studies gender & food

⁷ The Programme Appraisal and Evaluation Group appraises and evaluates proposals for expenditure and makes recommendations.

⁸ A 2 year agreement with the Inter Parliamentary Union for their work on gender equality was signed in May 2011.

security programme. Irish Aid has also lobbied for increased attention to food security in the work of the OECD DAC Gendernet.

- The finalisation of Ireland's National Action Plan in UNSCR on 1325 should provide an impetus to strengthen the focus on gender equality in our humanitarian and fragile states programming within the Irish Aid programme (as well as more broadly across DFA and Government)
- A number of new country strategy papers will be developed during 2011 and 2012 as well as mid-terms reviews due in Lesotho, Timor Leste and Sierra Leone. Gender advisors across the programme will need to continue to engage with these processes to ensure a strong gender equality results focus including the mainstreaming of gender equality across results framework and the development of gender specific and sex-disaggregated indicators.
- Key upcoming events in 2011/2012 will be the High Level Forum in Busan in November 2011. A key priority of our engagement with Busan will be centrality of results to the aid effectiveness agenda including 'hard to measure' results such as gender equality. Ireland has taken over as co-chair of the DAC Gendernet which should provide opportunities to highlight these priorities. The Commission on the Status of Women in 2012 will be important for Irish Aid to input and engage with. The theme will be "*The empowerment of rural women and their role in poverty and hunger eradication, development and current challenges*".
- Other priorities set out in the gender equality action plan include a training programme for HQ based staff and the revision of CSO funding guidelines to ensure coherence with gender equality objectives and the National Action Plan on UNSCR 1325.

Irish Aid Gender Network

July 2011