Council of Europe

Evaluation of Gender Mainstreaming in Cooperation

Directorate of Internal Oversight

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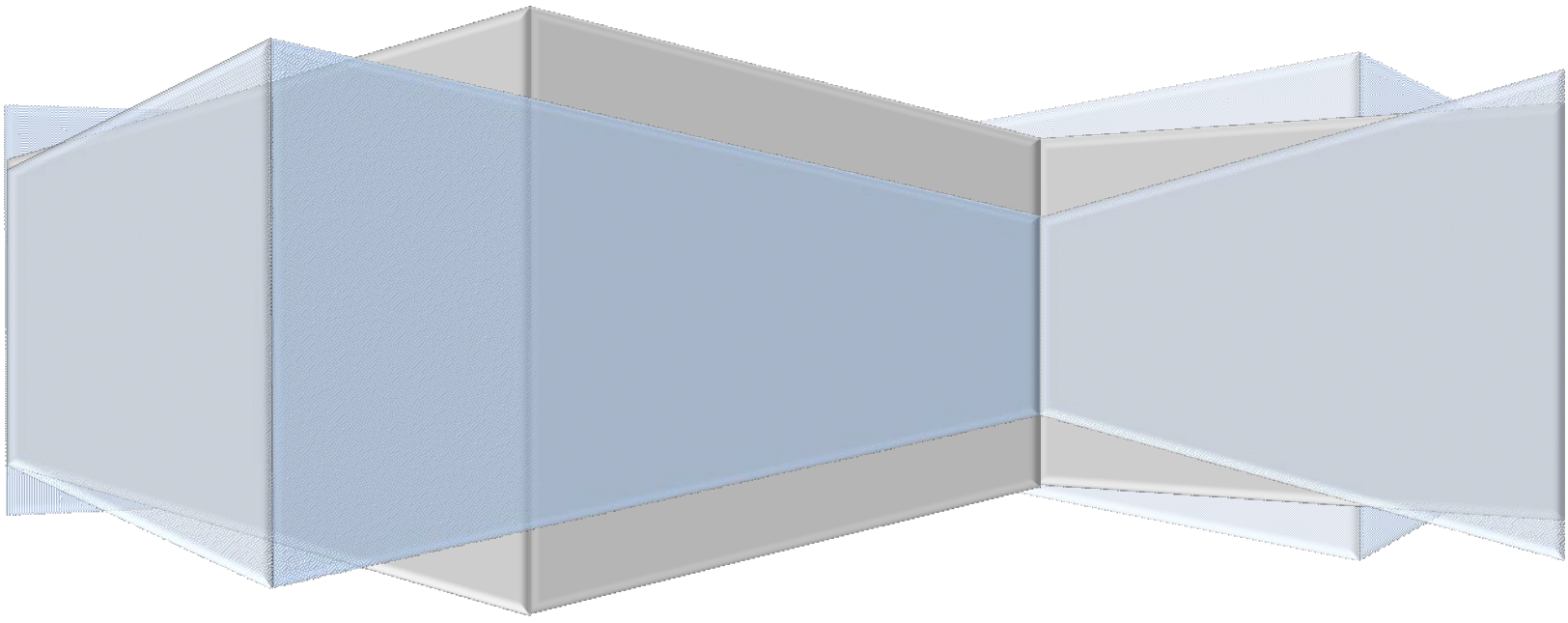

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List of Acronyms

BiH	Bosnia and Herzegovina
CDEG	Steering Committee for Equality between Women and Men
CIDA	Canadian International Development Agency
CoE	Council of Europe
DC	Directorate of Communication
DGI	Directorate General of Human Rights and the Rule of Law
DGII	Directorate General for Democracy
DHR	Directorate of Human Resources
DIO	Directorate of Internal Oversight
ECHR	European Convention on Human Rights
ERD/CEAD	External Resources Database/Council of Europe Activities Database
EU	European Union
GEC	Gender Equality Commission
GMT	Gender Mainstreaming Team
LAP	Leadership Academy Programme
LGBT	Lesbian Gay Bisexual and Transgender
MAE	Major Administrative Entity
NGO	Non-Governmental Organization
ODGP	Office of the Directorate General for Programmes
OHCHR	(United Nations) Office of the High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PACE	Parliamentary Assembly of the Council of Europe

PCDK	Promotion of Cultural Diversity in Kosovo* (Project)
PMM	Project Management Methodology
RESC	Revised European Social Charter
ROMED	Project: Democratic Governance and Roma Community Participation through Mediation
SIDA	Swedish International Development Agency
USAID	United States Agency for International Development
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organization
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
US	United States

* Any references to Kosovo in this text, whether to the territory, institutions or population, shall be understood in full compliance with United Nations Security Council Resolution 1244 and without prejudice to the status of Kosovo.

Executive Summary

The Directorate of Internal Oversight (DIO) included in its work programme for 2014 an evaluation of gender mainstreaming in cooperation interventions with a view to support the Council of Europe's implementation of its Gender Equality Strategy 2014-2017.

The evaluation set out to answer the following main evaluation questions:

1. To what extent has gender been mainstreamed in cooperation interventions and which factors have promoted or hindered gender mainstreaming?
2. What results has the mainstreaming of gender achieved and which approaches have been particularly effective or ineffective?

The evaluation team used a combination of different data collection methods to answer the evaluation questions. These include a document review, a survey among Council of Europe staff involved in cooperation, semi-structured interviews with staff and partners, as well as case studies of a sample of cooperation projects.

The evaluation found that some good work in terms of gender mainstreaming has been done in a number of cooperation interventions of the Council of Europe and has had positive effects. Firstly, gender mainstreaming in cooperation interventions may contribute to gender equality by leading to the following results:

- The disadvantaged gender may become enabled to play a more active role in their field of work and thereby participates more in decision-making processes within society;
- Beneficiaries and partners may promote gender equality in their field of work and the society they live in; and
- The disadvantaged gender may directly benefit from the results of the intervention.

Positive effects have been found with respect to almost all gender mainstreaming techniques with the exception of gender-balanced communication, the effectiveness of which could not be evidenced. Those techniques with a direct positive impact on the disadvantaged gender at society level such as gender-sensitive project objectives, gender budgeting, a gender impact assessment and gender disaggregated data are the most powerful measures to promote gender equality through a cooperation intervention. Secondly, gender mainstreaming in cooperation interventions may have positive effects on the processes of an intervention, on an intervention's effectiveness and on society in general.

Given the positive effects that gender mainstreaming can have on gender equality and cooperation interventions in general, this strategy should be promoted by the Council of Europe. However, currently it is not yet institutionalized in the organization. Application of gender mainstreaming in cooperation by project managers has not been systematic and techniques that require a good understanding of gender concepts and analysis have been used less frequently than simpler but less effective techniques.

In most cases gender mainstreaming in cooperation interventions has been the result of the personal commitment of individual staff members who apply it to their own work or support peers or

subordinates in doing so. With the exception of the senior management level, there are no systematic measures in place for holding Council of Europe staff involved in cooperation accountable for gender mainstreaming in their area of work.

While the Council of Europe has committed to gender mainstreaming in cooperation interventions, it does not currently have institutional mechanisms to systematically promote it. Specific measures have been taken to support gender mainstreaming in standard setting and monitoring activities within the framework of the transversal Gender Equality Programme but these have had very little effects on cooperation.

The evaluation confirmed that staff members are more likely to mainstream gender in cooperation if they consider it relevant for their work and/or have undergone some gender training. However, many Council of Europe staff members involved in cooperation work are not familiar with gender mainstreaming concepts and techniques and the lack of training and tools has been identified by staff as the most important obstacle to gender mainstreaming in cooperation. Currently the Council of Europe does not provide sufficient support to staff in the form of guidance materials and training on gender mainstreaming in cooperation although the future project management methodology (PMM) is expected to take this element into account.

The Council of Europe would be able to benefit more from the positive effects of gender mainstreaming for its cooperation interventions if it established the structures, mechanisms and tools required to promote this strategy at an institutional level.

This evaluation makes a number of recommendations to various entities within the Council of Europe Secretariat aiming at establishing an administrative setup that systematically promotes gender mainstreaming in cooperation through the development of dedicated structures, clear roles and responsibilities, capacity building of staff and an accountability and reporting system.

1. Introduction

1.1 Purpose and Scope of the Evaluation

In its 1183rd meeting on 6 November 2013, the Council of Europe's Committee of Ministers adopted the Gender Equality Strategy 2014-2017, which aims at promoting gender equality in the Council of Europe member states. Gender mainstreaming in the development and implementation of cooperation programmes, projects and activities is among the measures envisioned to implement the strategy. In order to support the Organization in implementing the strategy, the Directorate of Internal Oversight (DIO) included in its work programme for 2014 an evaluation of gender mainstreaming in cooperation interventions with a view to drawing lessons for future projects.

The evaluation set out to answer the following main evaluation questions:

3. To what extent has gender been mainstreamed in cooperation interventions and which factors have promoted or hindered gender mainstreaming?
4. What results has the mainstreaming of gender achieved and which approaches have been particularly effective or ineffective?

The scope of the evaluation includes cooperation interventions that are implemented by any entity within the Council of Europe and that are funded through Joint Programmes, Voluntary Contributions or Ordinary Budget. In order to provide timely information, the evaluation looked at planned, ongoing and completed interventions, of which the completion date is January 2012 or later.

It should be noted that many of the interventions that fall within the scope of this evaluation have been designed and/or implemented prior to the adoption of the Gender Equality Strategy 2014-2017. However, gender mainstreaming has been a recognized strategy for promoting gender equality through cooperation interventions in the international community for many years (see section 1.2 below) and it is therefore expected by many donors that it is also applied by the Council of Europe. This evaluation intends to identify good practices of mainstreaming gender in cooperation projects of the Council of Europe in order to generate lessons learnt for future interventions.

1.2 Concept of Gender Mainstreaming

Gender mainstreaming first came up as a concept in 1985 at the United Nations Third World Conference on Women in Nairobi. A decade later, in 1995, the Platform for Action adopted at the Fourth World Conference on Women in Beijing explicitly called upon governments and other actors to promote gender mainstreaming.

Gender mainstreaming is based on the recognition that men and women have different needs and living conditions, including unequal degrees of access to and control over power, money, human rights, justice, resources, benefits and decision-making opportunities. Mainstreaming gender means ensuring equal opportunities and non-discrimination practices in all policy development and implementation. If gender is mainstreamed, all actions should be planned, implemented, monitored, reported on, and evaluated with a gender perspective in mind.

The Council of Europe defines the concepts of gender, gender mainstreaming and gender equality as follows:

- **Gender** refers to "the socially constructed roles, behaviours, activities and attributes that a given society considers appropriate for women and men".[1]
- **Gender mainstreaming** is defined as "the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making".[2]
- **Gender equality** means "an equal visibility, empowerment, responsibility and participation of both sexes in all spheres of public and private life. Gender equality is the opposite of gender inequality, not of gender difference".[3]

According to the Gender Equality Strategy 2014-2017, achieving gender equality is central to the protection of human rights, the functioning of democracy, respect for the rule of law and economic growth and competitiveness.

Government and international development actors often use a combination of two strategies in order to promote gender equality: (i) they carry out specific interventions that aim at promoting gender equality and (ii) they mainstream gender within all other interventions they carry out, meaning that everything they do also promotes gender equality among other objectives. For the purpose of this evaluation, the following definitions related to cooperation apply:

- A gender **equality intervention** is an intervention with the primary aim of promoting gender equality (e.g. an intervention for combatting violence against women in a certain country).
- A **gender mainstreamed intervention** is an intervention which mainly aims at objectives other than gender equality but which promotes gender equality in addition to these other objectives (e.g. an intervention that aims at reforming the justice system of a country promotes the provision of child care facilities in courts so that women with child care responsibilities can deal with court cases).

The two categories of intervention are not mutually exclusive. Gender equality interventions can at the same time be gender mainstreamed interventions (e.g. if they ensure a gender-balanced participation in activities). If gender mainstreaming is fully institutionalized in an organization, all interventions should actually be gender mainstreamed interventions. However, gender mainstreamed interventions are not necessarily gender equality interventions as their primary aim is often not gender equality.

This evaluation is concerned with gender mainstreamed interventions.

[1] Council of Europe (2011), "Convention on preventing and combating violence against women and domestic violence".
[2] Directorate General of Human Rights of the Council of Europe (2004), "Gender mainstreaming – Conceptual framework, methodology and presentation of good practices - Final activity report of the Group of Specialists on Mainstreaming (EG-S-MS), EG-S-MS (98) 2 rev.
[3] Idem.

1.3 Evaluation Methodology

The evaluation team used the following methods to answer the evaluation questions:

Document review: The evaluation team collected and reviewed documentation, including Council of Europe internal and external documentation related to gender mainstreaming as well as relevant project documentation such as strategies (e.g. action plans), descriptions of actions, logical frameworks and reports of Joint Programmes and Voluntary Contributions. The document review included a systematic analysis of project logframes and strategic documents.

Online survey: The evaluation team conducted an online survey among Council of Europe staff involved in cooperation interventions in Strasbourg and field offices in order to determine their perception about the extent of gender mainstreaming in cooperation interventions. In total 217 persons were contacted (132 persons or 61% female and 85 persons or 39% male). The overall response rate was 38%.

Semi-structured interviews in Strasbourg: The evaluation team conducted semi-structured interviews with Council of Europe staff in Strasbourg involved in technical cooperation activities. The purpose was to validate the survey results, identify good practices and effects of gender mainstreaming, and obtain explanations with regard to factors that facilitate or hinder gender mainstreaming. Interviewees were identified through a purposive sampling methodology that targeted staff which is/was mainstreaming gender. Information sources used for the sampling include a preliminary analysis of the survey data and input from the reference group.

Case studies: A sample of cooperation interventions was studied in depth in the form of case studies in order to assess in particular the effects of gender mainstreaming. A purposeful sampling methodology was used for the selection of these case studies with a view to identify good examples of gender mainstreaming. The selected sample is provided inTable 1 below.

The human rights project and the education project were dropped from the case study sample during the evaluation process since it has not been possible to gather strong evidence for a significant level of gender mainstreaming in these interventions.

The evaluation team undertook field missions to the countries, in which these interventions are taking/have taken place in order to carry out semi-structured interviews with the Council of Europe staff present in the country, as well as representatives from the government, civil society, and partner organizations.

Further details regarding the methodology applied for this evaluation including sampling and limitations are available in Annex 10. The questionnaire used for the online survey is available in Annex 11. The interview guides used for semi-structured interviews with Council of Europe staff and partners are available in Annex 12 and Annex 13.

Table 1: Case Study Sample

Location	Areas of Work	Interventions	DGs
Kyiv/Ukraine	Children's Rights	Strengthening and Protecting Children's Rights in Ukraine	DGII
	Media	Integration of European standards in the Ukrainian Media Environment (2013/DG I/VC/2922)	DGI
	Human Rights	Strengthening the lawyers' capacity for domestic application of the European Convention on Human Rights (ECHR) and of the Revised European Social Charter (RESC) (2013/DG I/JP/2849)	DGI
Pristina/Kosovo*	Cultural Diversity	EU/CoE support to the Promotion of Cultural Diversity - Phase 2 (2012/DG II/JP/2787)	DGII
Sarajevo/Bosnia and Herzegovina	Prison	Harmonisation of BiH sanctions policies and practices with European Standards (2013/DG I/JP/2848) Efficient Prison Management in Bosnia and Herzegovina (2009/DGHL/JP/2118)	DGI
	Education	Regional Support for Inclusive Education (2013/DG II/JP/2851)	DGII
	Elections/ Democracy	Strengthening Accountability of Women and Young Political Leaders in Bosnia and Herzegovina - Phase II (2013/DG II/VC/3046) Schools of Political Studies	DGII DPP

2. Findings

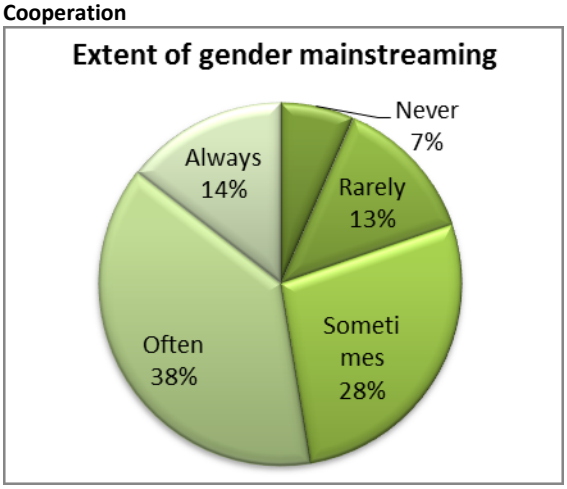
2.1 Gender Mainstreaming in Cooperation

The following provides an overview of the extent to which gender has been mainstreamed in cooperation interventions and the different gender mainstreaming techniques used. It is based on a survey among staff involved in cooperation, semi-structured interviews as well as an analysis of the Council of Europe's strategic planning documents and project logframes. As mentioned earlier, it should be noted that the Gender Equality Strategy with the formal request to mainstream gender in cooperation covers the period 2014 to 2017, while many of the interventions assessed by this evaluation are of an earlier date.

2.1.1 Staff Perceptions

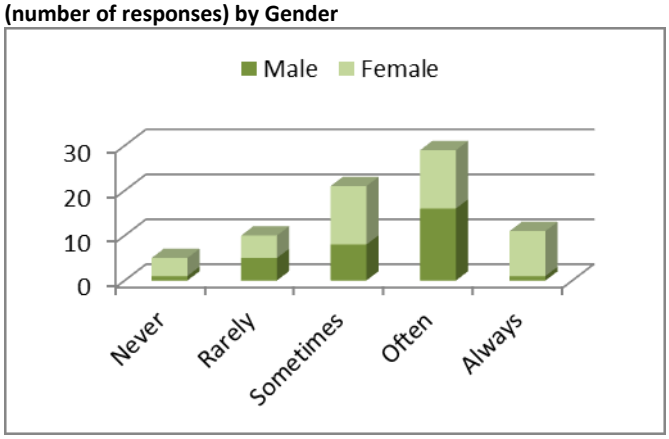
The evaluation team carried out a survey among staff involved in cooperation interventions to assess the extent to which they mainstream gender into their work. 82 persons completed the questionnaire, of which 49 (60%) were female and 33 (40%) were male. This represents a response rate of 38%.

Figure 1: Extent of Gender Mainstreaming in Cooperation



Source: Staff survey.

Figure 2: Extent of Gender Mainstreaming in Cooperation (number of responses) by Gender



Source: Staff survey

As Figure 1 shows, more than half of the staff who responded, namely 52%, perceive gender to be mainstreamed often or always in the projects, in which they are involved. Only 20% feel that they never or rarely mainstream gender. The perceived extent to which gender is mainstreamed is surprisingly high. It can be explained through various limitations of the survey methodology. Firstly, staff filled in the questionnaire on a voluntary basis, and persons interested in gender mainstreaming are more likely to complete the survey than those not interested in the subject matter. Secondly, the survey measures staff members' *perceptions* of mainstreaming gender. Staff members who use a couple of gender mainstreaming techniques may feel they systematically take the gender perspective into account although they might not use other, more powerful gender mainstreaming measures.

Figure 2 offers a gender disaggregated view of the data. The overall perceived prevalence of gender mainstreaming is about the same among male and female staff. However, the number and percentage of women who "always" and "never" mainstream gender is higher than the number and percentage of men.

2.1.2 Project Documentation

The following sections analyze the extent to which gender has been mainstreamed in project documentation, in particular strategic planning documents and project logframes.

Strategic Documents

The evaluation team reviewed strategic programming and resource mobilization tools with the purpose of identifying elements of gender mainstreaming. The two large, overarching facilities, the Eastern Partnership Facility and the South Programme, consider gender equality (as well as the rights of the child and, in the case of the Eastern Partnership Facility, the rights of minorities) as a crosscutting or transversal issue, on which the interventions are expected to have a positive influence. However, they are leaving open by which means this is expected to happen.

Ten of the eleven action plans and other documents describing the cooperation between the Council of Europe and member states/neighbourhood cooperation countries contain at least one intervention/cooperation priority that promotes gender equality through either gender mainstreaming elements or a specific gender equality focus. This means that gender issues are considered in most of the country strategies.

However, out of a total of 242 projects/activities/cooperation priorities described in these country strategies, only 17 (7%) contain visible gender mainstreaming elements, while an additional nine (4%) specifically promote gender equality. The overall prevalence of visible gender mainstreaming therefore remains limited.

Logical Frameworks

The evaluation team assessed to what extent elements of gender mainstreaming are visible in project documentation. Since gender should be mainstreamed already during the design phase of an intervention, logical frameworks including related activities have been used as the basis for the analysis. The scope of the analysis included interventions with a completion date in 2012 or later. Further details regarding the methodology used for the logframe analysis is available in Annex 10.

The analysis found gender mainstreaming elements in six out of 76 logframes (8%) of Joint Programmes. Five of these are regional programmes. Out of 171 Voluntary Contribution logframes, ten (6%) promote gender equality, while 15 (9%) contain evidence for gender mainstreaming. Gender mainstreaming is thus equally prevalent in Joint Programmes and Voluntary Contributions but gender equality projects are exclusively financed through Voluntary Contributions. Donors of Voluntary Contributions, in which gender mainstreaming is visible, include Germany, Italy, Finland, SIDA and USAID.

Finding 1: While about half of the survey respondents perceive gender to be mainstreamed in cooperation interventions, gender mainstreaming is only visible in very few logical frameworks and strategic documents that guide cooperation interventions.

2.1.3 Methods and Techniques of Gender Mainstreaming

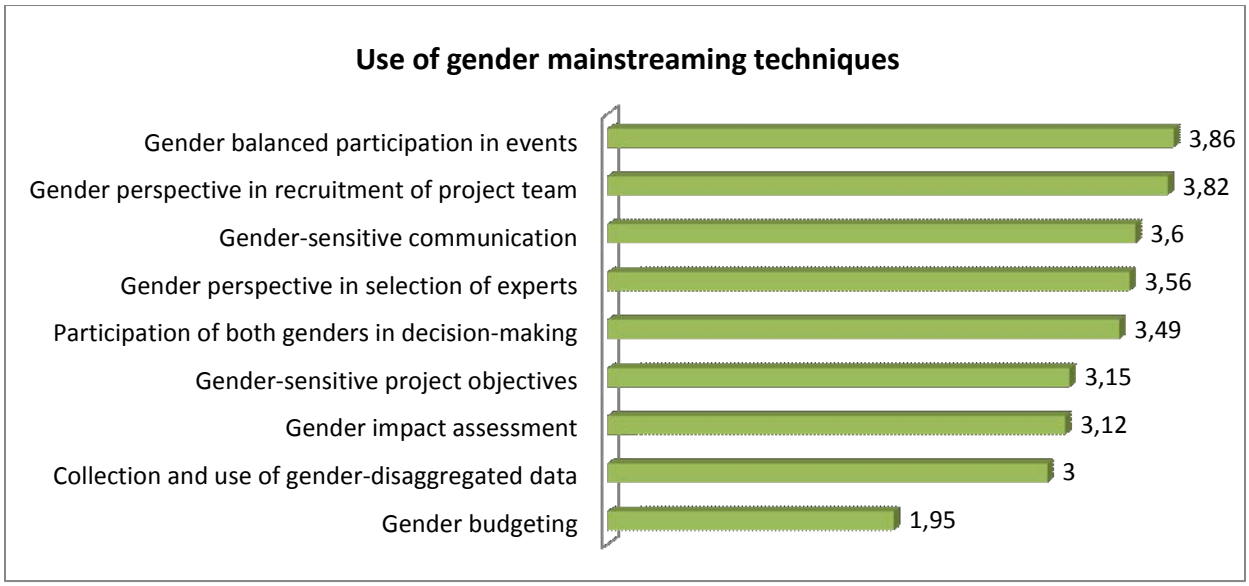
The following section describes the different methods used for gender mainstreaming, their prevalence (survey statistics), examples of how they have been used (survey examples, interviews, case studies), difficulties faced and how they were overcome.

Survey respondents were asked to what extent (on a scale of 1 for never to 5 for always) they perceive gender to be mainstreamed in the cooperation interventions in which they are involved. Figure 3 below provides a summary of the survey results. Further details about the perceived extent of usage of each gender mainstreaming technique are available in Annex 8.

Overall, the survey has shown that the various gender mainstreaming techniques are not used systematically, and some are applied to a lesser extent than others. Some techniques, such as ensuring gender-balanced participation in programme activities and employing a gender perspective in the recruitment of the project team and selection of experts seem to be used more frequently according to

survey results. These are techniques that require only a very small degree of familiarity with gender mainstreaming concepts. Other techniques, which are potentially more powerful, such as a gender impact assessment, gender-sensitive project objectives and the collection and usage of gender-disaggregated data are applied to a smaller degree. Especially the concept of gender budgeting is little known among staff and hardly practiced. These latter gender mainstreaming measures can be expected to have a more direct effect on gender equality since they ensure that the intervention itself makes a direct contribution to this objective. Further information regarding potential effects of gender mainstreaming is available in section 2.2 below.

Figure 3: Extent of use of gender mainstreaming techniques on a scale of 1 (never) to 5 (always)



Source: Staff Survey

The detailed findings for each technique are provided in the following sub-chapters.

Gender-Balanced Participation in Events

The most employed gender-mainstreaming technique seems to be to ensure a gender-balanced participation in project activities. Two thirds of respondents stated that gender-balanced participation is often or always ensured and only 12% reported that this is rarely or never done. These findings do not mean that the participants of events often or always build a gender-balanced group but that efforts are systematically undertaken in this regard.

When asked for examples about application of the technique, respondents stated that they use gender as one of the selection criteria for participants of events with a view to promote balanced participation. An important factor in this regard may be the choice of venue and meeting time. An explicit request for gender balance may be included in invitation letters and calls for applications. Interviewees mentioned that they, as Council of Europe staff, remind and encourage cooperation partners, whenever possible, to ensure gender balance in the participating group. However, many respondents also stated that it was not always possible to ensure a balanced group because for some activities, member states nominate

only one candidate, so that the composition of the entire group can only be assessed after the fact. In addition, if the requested participant is a holder of a specific position, it is not possible to replace her/him with a different participant instead. Another obstacle is that since some work areas are heavily male-dominated (for example the prison sector) and some other work areas are female-dominated (for example the education field), even if all representatives of the under-represented gender are participating in activities, the group will still have a gender-unbalanced composition. Thus, while attention is systematically paid to ensure gender-balanced participation, external factors might prevent these efforts from being successful.

Good Practice Example for Gender-Balanced Participation - PCDK Project in Kosovo*

The Promotion of Cultural Diversity in Kosovo (PCDK) Project works with all levels of Kosovar* society in order to establish a sustainable framework for the management of cultural and natural heritage. In the project, the gender dimension is just one element of a range of diversity criteria that are mainstreamed such as age, ability, race, class and rural/urban settings. The PCDK Project is as inclusive as possible since all human beings have the right to experience cultural heritage.*

The Project mainstreams gender mostly through aiming at a gender balance in various aspects of its work. Firstly, the project team is gender-balanced and so is the expert pool used by the project. Furthermore, when selecting partner organizations, PCDK involves NGOs with female staff, NGOs that use a gender-sensitive approach, and in some cases women organizations.

Secondly, the PCDK Project aims at reaching a gender balance when involving local stakeholders in project implementation and decision-making. It is not entirely clear whether this objective is achieved when events or activities are organized.

Thirdly, the PCDK Project pays attention to gender balance among final beneficiaries whenever it organizes activities for (elements of) the community or public. Project activities are quite diverse and include events such as meetings at community level, training of teachers, activities with children, and so-called hajde tours (bus tours organized for people to jointly visit places of cultural heritage). The project team does not always specifically request gender-balanced participation but there seems to be a common understanding with partner NGOs that a gender balance should be respected. Participation statistics are collected and reported in the annual progress report in a gender-disaggregated way.

In addition to monitoring and encouraging or insisting on gender-balance, the PCDK Project also tries to provide the required conditions for a meaningful participation of women at all levels of the project implementation. This is done through methods such as specifically encouraging women's or girls' participation and contributions as well as gender-disaggregated consultation processes.

Finally, the project specifically works towards challenging gender stereotypes. When traditional food is prepared at events, for example, the project team makes sure that men serve the food together with women. Furthermore, men are hired for baking bread, which is traditionally a woman's job.

Gender mainstreaming by the PCDK Project has to some degree contributed to the empowerment of women and girls and has enhanced their access to and enjoyment of cultural heritage. It has helped to ensure that all groups within society benefit from the project. Furthermore, it has increased the effectiveness of the project in preserving intangible cultural heritage such as rites, traditions and customs, as these differ between men and women.

The full case study of the PCDK Project in Kosovo is available in Annex 3.*

Gender-Balanced Project Team

Similar to the technique of a gender-balanced participation, the concept of a gender-balanced project team was, in general, overwhelmingly present. Based on survey results, 70% of respondents stated that a gender perspective is taken into account during recruitment often or always.

Again, as in case of gender-balanced participation in events, this does not mean that in all these cases a gender-balanced team is actually put into place but rather that, if it is not put into place, it happens for other reasons than lack of awareness (for example, lack of qualified applications from the underrepresented gender).

Gender-Sensitive Communication and Publications

The survey showed a quite high level of awareness on the necessity of gender-sensitive communication since 53% of respondents reported that this was done often or always. Another third of respondents reported that it is done sometimes. Only 15% of respondents stated that the communication of the interventions they are involved in is never or rarely gender-sensitive.

When it comes to examples, respondents stated that the publications use a gender neutral language (for example chairperson instead of chairman or -woman) or employ the form he/she. Further, it was indicated that with regard to some interventions reference is made in all publications that "all project proceedings apply equally to men and women." One colleague pointed out that more attention is paid to gender sensitive language when English language is used and that this technique could be further advanced when using local languages.

Colleagues working on Roma issues specified that the publications are also gender sensitive in terms of content, i.e. that they systematically focus on issues faced by Roma women.

Gender-Balanced Selection of Experts

Further, the survey found that the concept of a gender-balanced selection of experts is widely known and accepted. Only 1% of respondents indicated that this was not done and 10% that this was rarely done. It seems that when a gender balance in the team of experts is not achieved it is less due to the lack of awareness among Council of Europe staff but more due to external constraints, such as lack of qualified applications and unavailability of experts for the requested time periods.

When providing examples of how a gender-balanced selection of experts happens, respondents stated that Council of Europe gender-balance policy is referred to in calls for tenders and that gender-balanced selection of experts is included in the objectives of relevant project staff. In addition, if a project exists of several components, then a gender-balance in the selection of experts is aimed for among the different components. It appears that systematic efforts are made in this regard and that this is possible due to the fact that the choice regarding the selection of experts often lies with the Council of Europe. However, survey respondents also stated that, despite their efforts, a gender balance is often difficult to achieve, because the competence level of the expert is the first selection criterion, and some areas of expertise are heavily male-dominated (for example prison reform and local democracy), while other areas are female-dominated (for example education and children's rights).

Gender-Balanced Decision Making

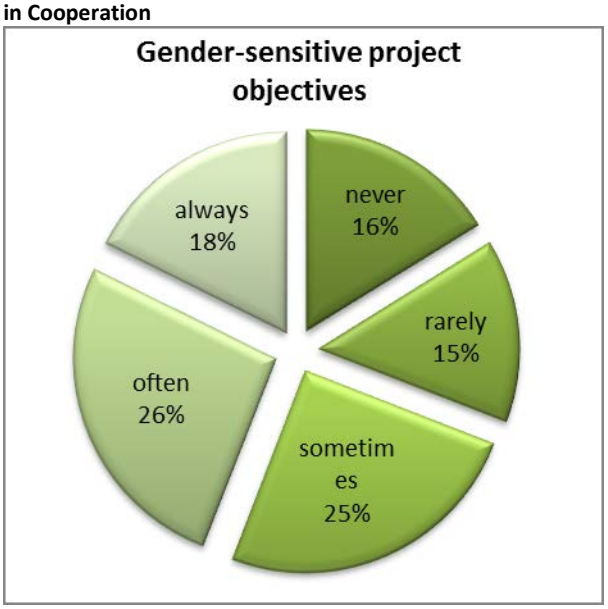
In order to assess whether the efforts on the gender-balanced participation also consider the importance of going beyond just "pro-forma" participation and "quotas", the survey item "Efforts are made to ensure that both genders participate in decision-making processes related to the intervention in a meaningful way." was included. On this item, the overall rating was a bit lower than the one for gender-balanced participation. One fourth of respondents indicated that gender-balanced participation in decision-making processes is never or rarely pursued. This is due to the fact that this technique is more difficult than just ensuring equal participation and requires more creativity and resourcefulness from the staff involved.

Examples provided also show that the only way that gender-balanced decision making is promoted is the effort to include both genders in the project team and in decision-making bodies, such as steering committees, working groups, panels etc. However, no examples were given of how it is ensured that both genders have a voice in those meetings and that their input is valued and considered. The colleagues working on Roma issues mentioned that women are particularly active in their programme on mediation. Women also substantially influence the agenda of conferences, but it appears that this happens within women network conferences.

Gender-Sensitive Project Objectives

The prevalence of gender-sensitive project objectives is not yet systematic. As illustrated by Figure 4, less than half of the survey respondents estimated that their project objectives were always or often gender-sensitive, while almost one third mentioned they were never or rarely so. This feedback is similar to the one given on impact assessment (described below), possibly because these two techniques of gender mainstreaming are conceptually connected. If no impact is assessed on the different genders, it is less likely that objectives of a project will be formulated in a gender-sensitive manner.

Figure 4: Extent of Gender-Sensitive Project Objectives used in Cooperation



Source: Staff Survey

When asked for examples of application, some respondents stated that the gender dimension was not relevant to their project at all (for example, in case of legislative assistance), so that the intervention does not feature gender-sensitive objectives. It is not clear whether such statements are due to a low level of awareness on the issue or stem from the fact that an analysis of the project objectives has been undertaken and led to the conclusion that there is no need to include a gender perspective in the objectives.

Other respondents cited examples showing that the objectives of their projects include a gender angle, such as:

- Local democracy: legal assistance and capacity-building projects include a gender perspective, for example through the appraisal of legislation and recommendations to governments to incorporate gender issues, special sessions on gender in leadership academy trainings, and the incorporation of gender issues into human resource management and other toolkits for local authorities;
- Elections support: When assistance is provided to voters and election candidates, special attention is given to first-time voters and to women in the process; in awareness raising programmes on elections in schools, special efforts are made to include girls in the courses;
- Prison reform: a project focused on vulnerable groups, including female prisoners;
- Education: a project focused on human rights education, including educating children on women's rights.

First Good Practice Example for Project Objectives Serving the Needs of the Disadvantaged Gender - Prison Project in Bosnia and Herzegovina
Internationally, the prison sector is a male-dominated field. In Bosnia and Herzegovina like in many other countries, prison staff is predominantly male although the number of women among employees is increasing. The percentage of women among prisoners is even lower than that of prison staff with about 1-2% female inmates in Republika Srpska and 2-3% in the Federation of Bosnia and Herzegovina. Since women represent such a small fraction of the inmates, the prison system as such is designed for a male population. Female prisoners have specific needs that male prisoners do not have or do not have to such a degree. Female prisoners have mental health, hygiene and reproductive health needs that are different from those of men and need to be addressed by prison management. *The Joint Programme Efficient Prison Management in Bosnia and Herzegovina implemented in 2009/2010 produced a document, which included treatment guidelines for female prisoners that highlighted their specific needs. After these guidelines were published, a new building for women was built in one of the two prisons with women sections. Rooms were designed in consultation with female prisoners, including rooms that can accommodate children.* *The manager of this project in Sarajevo has been a woman. This was a conscious choice made by the head of office to break typical gender stereotypes. The project manager pays attention to gender balance when using female experts and inviting participants to working groups. It seems that the percentage of women among working group participants is high in comparison with the general prison sector although females are still underrepresented in such working groups. Female contribution to the working groups was beneficial for the project since women were better able to understand the needs of female prisoners. Furthermore, with their capacity built and their knowledge on international standards upgraded, a few young women who participated in these working groups were able to make successful careers in the prison sector of Bosnia and Herzegovina.* *The full case study of the prison project in Bosnia and Herzegovina is available in Annex 4.*
Second Good Practice Example for Project Objectives Serving the Needs of the Disadvantaged Gender – Media Project in Ukraine
Based on a UN report monitoring the implementation of Beijing +20 in Ukraine, discrimination, stereotypes and limited access of women to expression of their opinions through the media is one of the main problems of achieving gender equality in Ukraine. Statistics from the Institute of Mass Information show that women are underrepresented in Ukrainian media. Based on a year-long monitoring of the five national Ukrainian newspapers with the largest circulation, the representation of men is 68% compared

with only 32% women. The more 'modern' internet media (four media outlets assessed) had a more imbalanced male/female ratio of 78% men compared to 22% women. Figures get even worse in specific sub-categories. In August 2014, for example, only 13% of experts in internet materials were women, 11% of heroes represented in magazines were female, and 19% of photos in online media and magazines portrayed women.

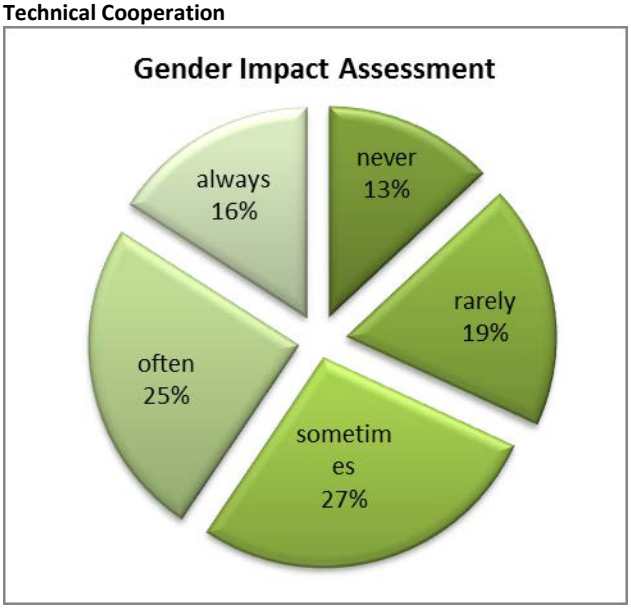
In addition to underrepresentation, women also suffer from a negative portrayal, even among female journalists (who account for an estimated 60% of Ukrainian journalists). An interviewee mentioned that women journalists from the national newspaper wrote that it would be the role of men to control women. The UN report confirms that national and local media promote the perpetuation and dissemination of gender stereotypes in society and that most of the journalists are not acquainted with the notion of gender well enough, and cannot present information on gender issues and gender policy in a professional and interesting manner.

The Council of Europe's project Integration of European standards in the Ukrainian media environment has a project component that aims at developing and promoting a code of good practice for journalists on qualitative gender aspects of media content (including stereotyping and dignity). This code will complement the overall journalist ethical code, which the Council of Europe had developed in an earlier project and in which the standard of equitable portrayal is one of 18 provisions. The Council of Europe intends to develop a distance learning or online course for journalists that disseminates the values and standards of the code of conduct that will be developed.

The full case study of the media project in Ukraine is available in Annex 5.

Gender Impact Assessment

Figure 5: Extent of Gender Impact Assessment used in Technical Cooperation



Source: Staff Survey

The concept of gender impact assessment was less familiar to survey respondents. As Figure 5 illustrates, less than half of the respondents reported that impact is assessed for both genders often or always and almost one third reported that this is done never or rarely.

A gender impact assessment should be done when an intervention is designed to understand what impact the intervention is expected to have on both sexes. It involves understanding the different gender issues, roles and needs in the programmatic area of the intervention in order to consciously design the intervention in a way that it helps to promote gender equality.

When analysing the examples of gender impact assessment provided by survey respondents, it must be mentioned that almost half of the provided examples had to be discarded as they demonstrated a lack of understanding of the concept of gender impact assessment .

The remaining survey respondents mentioned specific examples such as:

- Local governance: Impact assessments for the purpose of including gender issues in capacity building tools and benchmarking;
- Prison reform: assessment of project's impact on different populations (i.e. population of female prisoners);
- Education: general impact assessment on target group with regard to all demographic characteristics, including gender, for example analyzing how a school policy would affect girls;
- Social cohesion: impact assessment done due to project's focus on diversity;
- Roma: impact assessment due to specific role of women; and
- Media: impact assessment due to high presence of stereotypes.

Overall, the responses reflect well the richness and complexity of the impact assessment technique, and, at the same time, highlight the necessity for a more systematic approach and clear expectations.

Gender-Disaggregated Data

Over one third of respondents reported that they never or rarely collect and/or use gender-disaggregated data. On the other hand, another third of respondents reported to use those sometimes and another third often or always. This shows that there is large variance on the employment of this technique and that standardisation of practice would appear helpful in this regard.

When it comes to specific examples of the collection and use of gender-disaggregated data, survey respondents reported that gender disaggregated data is collected for participants of activities and is often included in reports. This can be seen as the most basic application of this technique. Among the fields where gender-disaggregated data is systematically collected, the following areas were explicitly mentioned by survey respondents: youth, children, LGBT, education, social cohesion, elections and political participation, good governance, Roma, prevention of domestic violence and sexual violence against children, justice, prison reform and non-medical use of prescription drugs.

It is not sufficient to collect gender-disaggregated data but these data should be used for further analysis of differences between the genders and of potential impacts of the programme on each of them. In the field of violence against children, for example, it is important to analyse data in a gender-disaggregated way in order to understand the different forms of violence girls and boys suffer from and who the perpetrator of this violence is (father or mother) in order to address the problem through a targeted intervention. A less obvious but important example was also mentioned by a survey respondent who stated: "When analyzing/ assessing the project outputs we always consider gender as a variable of the surveys and try to understand if there is a significant difference between male and female judges on specific problem areas."

Good Practice Example for Gender-Disaggregated Data: Children's Rights Project in Ukraine
For the prevention of violence against children, the gender dimension plays an important role because perpetrators and root causes may differ between boys and girls. According to a study carried out by UNDP, girls suffer less from violence than boys, while women are more often victims of violence than men. Some families hit boys but not girls. Abused children often either become perpetuators (mostly

men) or victims (mostly women) of violence when they are adults. For boys, pornography is more of a threat, while girls suffer from harassment. At school, girls hit girls and boys hit boys more often than girls hit boys or boys hit girls. Traditionally, girls were less violent but there is currently a trend of increasing aggressiveness. Violence against children can also be gender-based violence, for example when 16 or 17-year old girls suffer from sexual abuse and exploitation.

The Council of Europe's project Strengthening and Protecting Children's Rights in Ukraine carried out an opinion poll on gender stereotypes and violence against children in order to provide information on the root causes of such violence. Data of the survey was disaggregated by gender to understand which type of violence girls and boys suffer from and who is the perpetrator: father or mother, brother(s) or sister(s). The survey used gender-sensitive language.

The project manager ensures that other persons who contribute to project activities pay attention to gender. When selecting experts for the project, he assesses whether candidates have previous work experience on gender. Furthermore, when a conference was organized for future teachers at a university, it was done in cooperation with the Department for Gender Studies. Many of the topics discussed therefore included gender aspects, such as the analysis of the different behaviours of boys and girls.

Gender is also mainstreamed with regard to gender-balanced participation in project activities. While children's rights is a female-dominated field, the project manager makes sure that 30% of persons participating in activities, including specialists, are male. When events are organized for children, a 50/50 ratio is ensured.

Finally, the project organized a violence quest for children, in which children could learn about violence against children and their rights. During the quest, teams were gender-balanced and their behaviour was monitored to ensure that teams were not segregated and that there was no superiority of boys over girls. The quest was designed in a way that succeeding in it did not require physical capabilities such as the ability to run long distances.

The full case study of the Children's Rights Project in Ukraine is available in Annex 7.

Gender Budgeting

Gender budgeting refers to an approach, in which a budget is assessed with a view to understand what proportion of it is spent on women's and men's needs and priorities. The budget is then restructured in a way that it promotes gender equality.

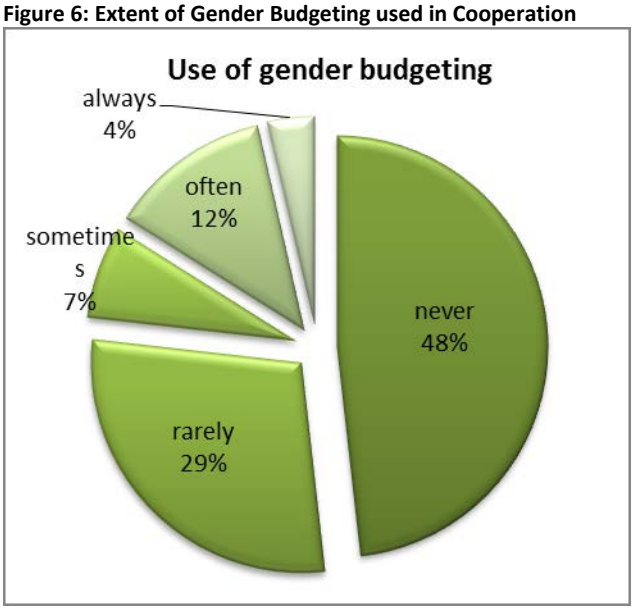
In the area of gender budgeting, the staff survey identified the largest gap. First of all, the related survey question had a lower response rate than other items (56 respondents versus 67.75 on average for other techniques). This could be a sign of a low familiarity with the concept, which was confirmed by semi-structured interviews. This led to respondents leaving the item blank, even though the survey developers provided a short definition for the concept. What is more is that the item received a very low overall rating. As Figure 6 shows, nearly half of all respondents indicated that gender budgeting was never done and almost another third that it was done rarely. Thus, the survey shows that there is much room for improvement in the learning about and practicing of this technique.

As in the case of the generally low response rate to this item, also the number of examples provided was much lower than for other techniques. Moreover, almost half of the respondents who provided qualitative input for this item stated that gender budgeting is not done, is not known, is not applicable or that they would like to find out more about the method. This input supports the quantitative feedback and strengthens the conclusion that further development of this area would be required.

Nevertheless, some respondents have indicated good practice examples in the field of gender budgeting, such as:

- Local democracy: the Council of Europe encourages cooperation partners to introduce gender budgeting during programmes dealing with local finances;
- Education: guidelines for schools include the condition of introducing gender budgeting before obtaining grants from the Council of Europe;
- Roma: part of ordinary budget has been specifically allocated to activities related to Roma women;
- Indirect gender budgeting, by hiring a gender-balanced group of experts (this is actually another gender mainstreaming technique as described above).

Figure 6: Extent of Gender Budgeting used in Cooperation



Source: Staff Survey

The feedback shows that the provided examples, except Roma, consider gender budgeting as a topic vis-a-vis cooperation partners or experts, but not necessarily the target group of the project itself. This supports the necessity to further explain this concept and to provide staff with the required tools and concepts in order to introduce gender budgeting directly into their technical cooperation work.

Finding 2: The different gender mainstreaming techniques have been applied to varying extents. Techniques that require only a very small degree of familiarity with gender mainstreaming concepts (e.g. gender balanced participation in events) are used more frequently than more sophisticated measures (e.g. gender impact analysis and gender budgeting).

2.2 Effects of Gender Mainstreaming

This section describes effects of gender mainstreaming in cooperation that were identified through the case studies and semi-structured interviews with staff members in Strasbourg. While some interviewees did not observe any effects of gender mainstreaming, a number of positive and negative effects were nevertheless identified in the framework of this evaluation. These are presented below.

2.2.1 Positive Effects

Contribution to Gender Equality

Gender mainstreaming contributed to gender equality through various mechanisms. Figure 7 below provides a theory of change that illustrates some typical pathways. The following paragraphs describe the effects in more detail and provide some specific examples and evidence from Council of Europe interventions.

The disadvantaged gender becomes enabled to play a more active role in their field of work and thereby participates more in decision-making processes within society. This effect can be the result of (i) paying attention to a gender balance among the team members managing the intervention, the experts used by the intervention and by selecting partner organizations based on the criterion that they do the same, as well as (ii) designing the intervention's activities, consultation processes and capacity building measures in a way that ensures a meaningful participation by and benefit for both genders and in particular the disadvantaged one. These measures can lead to the described effects at society level by facilitating the participation of members of the disadvantaged gender in decision-making processes related to the intervention, by empowering them and building their capacity, and by enabling them to establish personal networks and better relate to the project team. Examples of such effects achieved by Council of Europe interventions are the following:

- More women obtained leadership positions after attending training provided by the North South Center;
- Young women participating in Council of Europe working groups were able to make career in the male-dominated prison sector in Bosnia and Herzegovina;
- Female students and alumnae of the Sarajevo School of Political Studies gained self-confidence by speaking in front of large groups of women and female women group coordinators were elected in municipal elections as a result of the network they created during the project activities;
- 124 women who attended workshops organized by the Sarajevo School of Political Studies were among the 507 women elected in the municipal elections of 2012 in Bosnia and Herzegovina;
- Old women gained self-esteem when being consulted by the PCDK Project in Junik, Kosovo*;
- Roma women became empowered when being trained as mediators by the ROMED project: they gained greater status in their families, became more independent, started earning their own salaries, and were better able to influence the education and upbringing of their children. Some of them went back to school to become nurses or doctors and some got elected in local elections;
- A workshop for journalists in Ukraine that included a specific session on female journalism, changed women's perceptions about their ability to report from conflict zones.

Beneficiaries and partners promote gender equality in their field of work and the society they live in, thus representing a multiplier effect of an intervention's gender mainstreaming efforts. This effect can be the result of a promotion of the importance and benefits of gender equality and gender mainstreaming when dealing with beneficiaries and partners and fighting gender stereotypes through acting in a gender a-typical way (or encouraging others to do so). Furthermore, the intervention's beneficiaries may understand that the disadvantaged gender is capable of meaningfully contributing to their field of work if the project team and expert pool of an intervention are gender balanced and partner organizations are selected based on these criteria as well. Examples of any such effects achieved by Council of Europe interventions are the following:

- A member of the Central Election Commission in Bosnia and Herzegovina became more aware of gender issues through meetings and trainings organized by the Council of Europe and other international organizations and promoted gender mainstreaming in her organization;
- Women who attended workshops organized in Bosnia and Herzegovina started to pay attention to the gender balance on candidate lists of parties during elections;
- Partner organizations working with the North South Center developed internal gender mainstreaming practices;
- In the area of good governance, Turkish authorities requested Leadership Academy Programme (LAP) courses for women (and most of these women decided to run for mayors' offices after the training), while in Ukraine mayors who attended a gender session of LAP started considering gender issues in their work;
- Three female participants of the 8th Africa-Europe Youth Training Course organized by the North South Centre in Cape Verde founded the Voice of Women Initiative, which provides an online platform for women around the world to share their unedited stories and issues;
- The Election Law of Bosnia and Herzegovina was amended in 2013 to increase the quota for the underrepresented gender in legislative and executive authorities to 40%. The Sarajevo School of Political Studies contributed to this initiative through lobbying with political parties;
- An alumna of the Sarajevo School of Political Studies who has been made aware of gender issues in politics has played a crucial role in the establishment of the Women's Caucus in the Federation of Bosnia and Herzegovina, which brings together women across party lines to promote gender equality;
- Many national experts in South East Europe learned about dealing with gender equality issues as a result of the revision of textbooks in cooperation with the Council of Europe.

Good Practice Example for Increasing Women's Political Participation - School of Political Studies/Elections Project in Bosnia and Herzegovina

As a result of patriarchal tendencies in Bosnian society, women have traditionally been disadvantaged in many aspects of public life in Bosnia Herzegovina. After the collapse of the communist system when free multiparty elections were introduced, the political participation, influence and power of Bosnian women have been marginal.

While providing democratic leadership training for young politicians, the Sarajevo School of Political Studies promotes the participation of women in political life through awareness-raising and capacity building measures. The school strives for a gender balance among its students and trainers and integrates gender equality into its curriculum. While during the first years only very few female candidates applied for admission to the School, currently 52% of students are female.

A specific USAID-funded project was launched in 2011 with the objective of increasing the political engagement of women as voters and electoral candidates. The project organizes workshops for women of different ages and from all ethnical, social, cultural and educational backgrounds all over Bosnia and Herzegovina with a specific focus on rural areas. The events aim to counter the phenomenon of family voting and encourage women to vote for competent female candidates and/or scrutinize candidates' election programmes in terms of their coverage of women's concerns. Moreover, the seminars mobilize women to stand for local elections. The workshops have been held by female students and alumnae of the Sarajevo School of Political Studies, as well as partner civil society organizations that had been trained by the project.

The efforts of the School of Political Studies have increased the political participation of women at local level. Of 507 women who were elected in the municipal elections of 2012, 124 women or 24.46% had participated in the project. In general, the focus on gender equality of the School has contributed to an improved awareness of gender issues among involved stakeholders at all levels starting from the women participating in the workshops and also including political actors at central government level. A female graduate of the Sarajevo School of Political Studies has played a crucial role in the establishment of the Women's Caucus in the Federation of Bosnia and Herzegovina in 2013, which brings together parliamentarian women across party-lines who promote gender equality through advancing women's policy issues. By organizing a series of sessions for representatives of the most important political parties on the need for greater participation of women in political life, the School also contributed to the success of an initiative to increase the quota in legislative and executive authorities for the underrepresented gender to 40%.
The full case study of the Sarajevo School of Political Studies is available in Annex 6.

The disadvantaged gender directly benefits from the results of the intervention. This is the case when the objectives of the intervention are developed in line with the needs and priorities of the disadvantaged gender. The different needs and priorities, levels of participation etc. of both genders may become visible if the intervention collects and uses gender-disaggregated data for needs assessments, planning and budgeting, as well as monitoring and evaluation. Furthermore, this effect can be achieved if the intervention designs activities, consultation processes and capacity building measures in a way that ensures a meaningful participation by and benefit for the disadvantaged gender. Examples illustrating that the disadvantaged gender directly benefited from Council of Europe interventions as a result of gender mainstreaming are the following:

- As a result of gender mainstreaming in the PCDK Project, women and girls in Kosovo* were able to enjoy cultural heritage. Through gender disaggregated community consultations in Junik, the project was able to capture the different priorities of both genders;
- Treatment guidelines for various vulnerable groups of prisoners as part of a project in Bosnia and Herzegovina helped prison management better understand and address the specific needs of female prisoners;
- Gender mainstreaming in health projects ensured that women benefited from the health system as much as men do: for example gender-specific treatment of female drug addicts was promoted in Egypt in the framework of the Mediterranean cooperation of the Pompidou Group because research found that women often get addicted because of previous sexual abuse and therefore cannot be effectively treated in a common setting with men as they may feel threatened and go back to abusive behaviours more easily.

Another expected positive effect of gender mainstreaming relates to the development of a positive image of the disadvantaged gender by the public. An intervention can contribute to this through its written and oral communication tools. Not surprisingly this evaluation found no evidence for this effect because the evaluation methodology used does not explicitly aim at identifying effects of gender mainstreaming at society level.

Finding 3: Gender mainstreaming in cooperation interventions contributed to gender equality through the following effects:
(i) The disadvantaged gender became enabled to play a more active role in their field of work and thereby participated more in decision-making processes within society;
(ii) Beneficiaries and partners promoted gender equality in their field of work and the society they live in; and
(iii) The disadvantaged gender directly benefited from the results of the intervention.

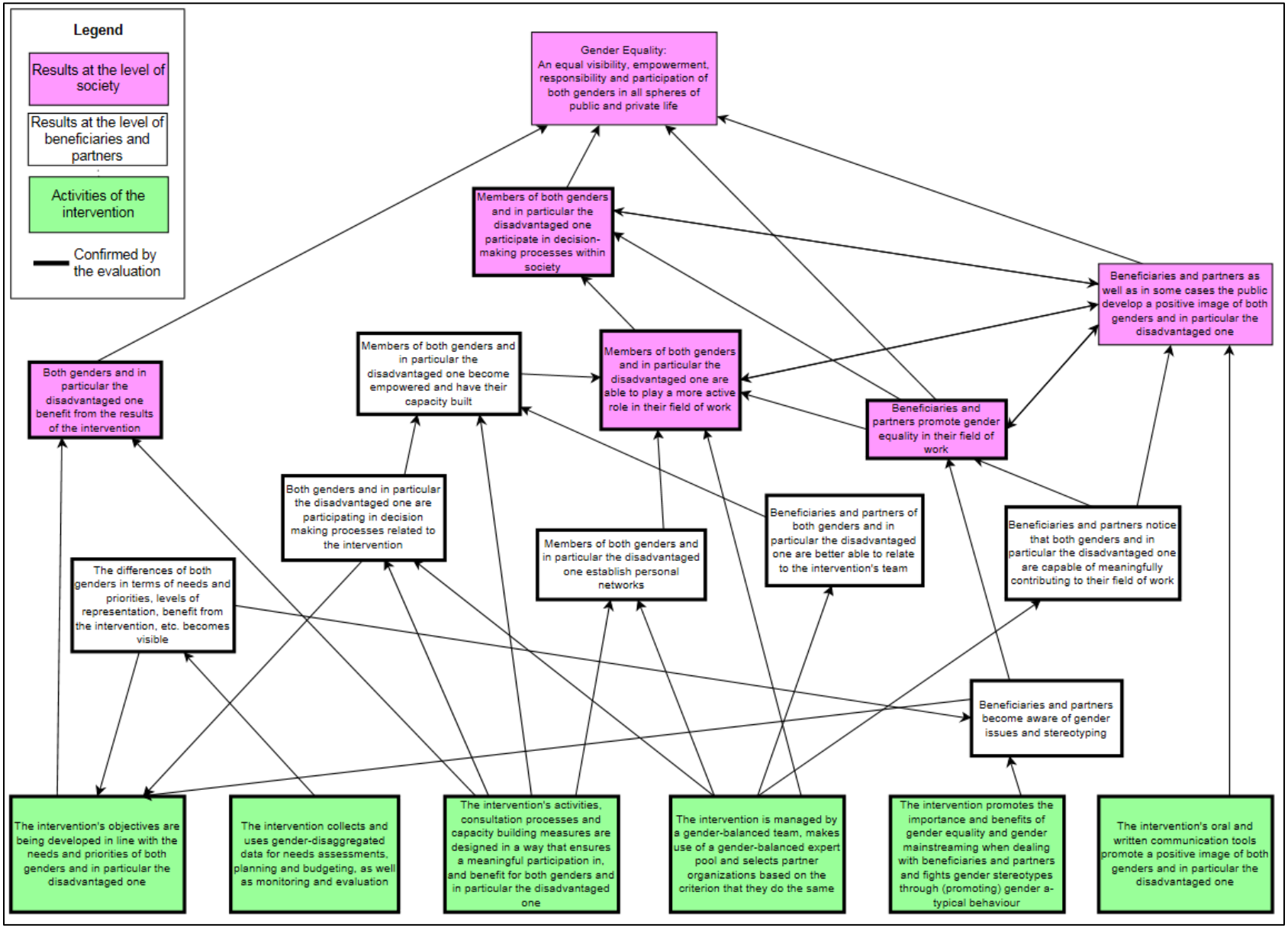
Based on the above analysis regarding the effectiveness of gender mainstreaming, it can be estimated that some techniques have a more direct effect on gender equality at society level than others. Gender-sensitive objectives, gender budgeting, a gender impact assessment and gender disaggregated data seem to be powerful tools for promoting gender equality. If an intervention is designed in a way that its objectives (and the way its budget is spent) make a direct contribution to gender equality, the disadvantaged gender has an immediate benefit from the intervention (e.g. all women in a society benefit from a project that has among its objectives the reduction of sexism in the media). Such project objectives should be defined following a gender impact assessment based on gender disaggregated data, which make gender differences visible. The study on gender-specific treatment of drug addicts mentioned above is a good example for an analysis of the gender issues in a programmatic area where the gender dimension is not immediately obvious.

Furthermore, the promotion of gender equality and gender mainstreaming when dealing with partners can be considered a quite effective technique since it is expected to have multiplier effects when these partners become gender sensitive themselves and promote gender equality in their own work. This technique does, however, require quite some tact in order not to result in push-back effects. Section 5 below provides some useful lessons learnt in this regard.

Other gender mainstreaming techniques such as a gender-balanced project team and expert pool as well as ensuring a gender-balanced and meaningful participation of both genders in events can also be considered effective measures but they mostly impact on members of the disadvantaged gender among partners and direct beneficiaries of the intervention. Effects at societal level are less directly visible.

Finding 4: Positive effects have been found with respect to almost all gender mainstreaming techniques with the exception of gender-balanced communication, the effectiveness of which could not be evidenced. Those techniques with a direct positive impact on the disadvantaged gender at society level such as gender-sensitive project objectives, gender budgeting, a gender impact assessment and gender disaggregated data are the most powerful measures to promote gender equality through a cooperation intervention.

Figure 7: Gender Mainstreaming Theory of Change



Other Positive Effects

Gender mainstreaming does not only have positive effects in terms of gender equality but also for the intervention as such as well as for society in general. These include the following aspects:

The processes related to an intervention may improve as a result of a gender-balance among staff and partners/beneficiaries. Interviewees mentioned the benefits of seeing matters from different perspectives and having complementary skills at the intervention's disposal. Other positive effects according to interviewees include a generally better quality of work, an increased level of creativity and new ideas, a better work and learning environment as well as human relationships, better solutions to problems, an improved ability to communicate with the audience and collaborate with partners and beneficiaries, increased efficiency and more conscious working methods. Finally, the image of a project (and the Council of Europe) among partners and stakeholders may improve if it is seen as gender responsive.

Gender mainstreaming can increase the effectiveness of a project. The PCDK Project in Kosovo*, for example, is able to preserve intangible cultural heritage such as rites, traditions and customs that differ between men and women because of the involvement of both genders in the project. Furthermore, an interviewee mentioned a multiplier effect in that women participating in activities related to cultural heritage management are more likely to pass on to their children what they learn than men do. Another area in which the effectiveness of a project is said to improve as a result of gender mainstreaming relates to reconciliation efforts. In this context the involvement of women is important because they are more forgiving and concerned about the future than the men who were directly involved in the fighting. Furthermore, the ROMED project worked specifically with female Roma mediators in order to improve effectiveness in particular in the areas of health and education. Finally, an education project that aims at the development of a democratic school culture in pilot schools in Turkey that gave a voice to children of both genders was observed to have resulted in a better management of the class room and academic results.

Gender mainstreaming may have general positive effects for society. This evaluation found one concrete example of this effect. An interviewee mentioned that as a result of more women being elected into local government in Bosnia and Herzegovina (an outcome of the gender mainstreaming efforts of the Sarajevo School of Political Studies), there has been a stronger focus on social issues. According to that interviewee, a social center in Sokolac got more employees after women were elected into the Municipal Council. Other benefits for society that were mentioned by interviewees are of a general nature and do not have a direct link to interventions of the Council of Europe. These include a society's ability to use the potential of men and women to a maximum, which is expected to reduce issues of corruption and other developmental problems and improve the economic and human rights situation in the country. A decrease of gender stereotyping allows members of society to follow a personal development path in accordance with their talents and interest rather than cultural and traditional expectations. Fighting gender stereotyping may also have explicit benefits for men such as an increase in their life expectancy. According to a gender expert in Ukraine, the fact that boys are being told not to cry reduces men's ability to relieve pain which negatively affects their life expectancy. The

difference in life expectancy between men and women in Ukraine is 12 years according to that interviewee.

Finding 5: Gender mainstreaming in cooperation interventions may have positive effects on the processes of an intervention, on an intervention's effectiveness and on society in general.

2.2.2 Negative Effects

A few negative effects of gender mainstreaming were mentioned by survey participants and interviewees as follows:

Gender mainstreaming may lead to a decrease of the quality of work if gender is considered a more important criterion for the selection of staff, experts and participants than professional competencies. Examples that were quoted in this regard relate to selection of women as well as men for their gender rather than qualification.

Aggressive gender mainstreaming may lead to resistance and "fatigue" if the rationale behind it is not sufficiently explained. This factor was mentioned with reference to partners and stakeholders as well as colleagues in the Council of Europe who consider gender mainstreaming as an additional burden for their work.

Gender mainstreaming might divert the attention from more important issues related to the intervention. This may be the case if resources are spent to a disproportionate amount on the needs of the disadvantaged gender although the issues addressed by the intervention are actually less of a concern to members of this gender.

Gender mainstreaming may lead to men feeling discriminated against. This may be a result of the wide-spread perception that gender mainstreaming is about women since in many programmatic areas women are the disadvantaged or underrepresented gender.

If gender mainstreaming is practiced by a number of international organizations, this might represent a burden for representatives of the disadvantaged gender. A survey respondent stated, for example, that "we do our best to involve women but we see that the few existing women mayors are targeted by all international development projects".

Based on the review of relevant literature and interviews with gender experts, the evaluation team estimates that some of these perceived negative effects may be the result of a lack of understanding of the correct application of gender mainstreaming techniques.

Finding 6: Some staff perceives gender mainstreaming to have also negative effects but sometimes these might be avoided by an appropriate application of gender mainstreaming techniques.

2.3 Organizational Arrangements for Gender Mainstreaming

2.3.1 The Council of Europe's Setup for Gender Mainstreaming

The Normative Basis

The Council of Europe has adopted the concept of gender mainstreaming following the Beijing Platform for Action of 1995.[4] In 1998, a Group of Specialists on Gender Mainstreaming under the patronage of the Steering Committee for Equality between Women and Men (CDEG) produced a report, which defines the term gender mainstreaming for the Council of Europe and describes a conceptual framework and methodology together with good practices.[5] The Committee of Ministers called upon member states and the Council of Europe's steering committees to make use of this report.[6]

After several years, during which some work has been done mostly by Steering Committees in a limited number of specific areas such as education, health, media and social protection, the Committee of Ministers adopted the Madrid Declaration for making gender equality a reality in 2009. The Madrid Declaration was followed by the Baku Action Plan 2010, in which the Ministers participating in the 7th Council of Europe Conference of Ministers responsible for Equality between Women and Men called for the promotion of the "use of the gender mainstreaming strategy in all programmes and activities within the Council of Europe".[7] In November 2013, the Committee of Ministers adopted the Gender Equality Strategy 2014-2017, which defines gender mainstreaming in all policies and measures of the Council of Europe as one of its strategic objectives. The Strategy contains a specific reference to co-operation programmes, projects and activities in this regard.

In summary it can be said that the Council of Europe has committed to mainstreaming gender in cooperation interventions only in 2010 although the organization had adopted the concept of gender mainstreaming for its intergovernmental work when it first emerged in the 1990s.

Finding 7: The Council of Europe has committed to gender mainstreaming in cooperation interventions.

The Institutional Structures

In 2012, the Secretary General launched a transversal Gender Equality Programme to improve the effectiveness and visibility of the Council of Europe's activities aiming to promote gender equality in the organisation itself as well as in its member states. The architecture established to implement the Programme consists of the following elements: (i) a Gender Equality Commission (GEC)[8] as a

[4] Directorate General of Human Rights of the Council of Europe (2005).
[5] Directorate General of Human Rights of the Council of Europe (2004a).
[6] Committee of Ministers of the Council of Europe (1998a).
[7] 7th Council of Europe Conference of Ministers responsible for Equality between Women and Men (2010), "Action plan: Taking up the challenge of the achievement of de jure and de facto gender equality", MEG 7 (2010) 2 Action Plan.
[8] The GEC is the successor of the Steering Committee for Equality between Women and Men.

subordinate body to the European Committee for Social Cohesion, Human Dignity and Equality, (ii) a network of national focal points on gender equality in member states, (iii) Gender Equality Rapporteurs within the Council of Europe's steering committees, as well as (v) a Gender-Mainstreaming Team (GMT) composed of middle managers from the Major Administrative Entities of the Council of Europe Secretariat.[9] The Equality Division within the Directorate of Human Dignity and Equality of DGII provides support to the Transversal Programme on Gender Equality and serves the institutional bodies of the Programme – the GEC and the national focal points.[10] Among the objectives of the Programme is to "[m]ainstream gender equality at the level of policy and practice, both in the member states and within the Council of Europe, by incorporating gender perspectives in all areas of work"[11]. The evaluation team reads this definition as inclusive of cooperation interventions.

The GEC provides advice, guidance and support to other Council of Europe bodies and to member states to help ensure the mainstreaming of gender equality. The evaluation team reads the mandate of the GEC to include cooperation, while the Equality Division does not interpret it this way.[12] The evaluation team notes that the GEC supports the implementation of the five objectives of the Council of Europe Gender Equality Strategy 2014-2017, which cover cooperation in addition to standard setting and monitoring activities. Furthermore, it "advises on gender equality issues within the Secretariat of the Organisation", which is involved in standard setting, monitoring and cooperation activities. In practice the GEC focuses on intergovernmental work.

Among the structures within the Council of Europe Secretariat, the Gender Equality Rapporteurs in the steering committees is the mechanism with the clearest written mandate for gender mainstreaming.[13] As described below, they are specifically supported in their role through trainings, a guidance manual, and regular exchanges with the GEC. The gender mainstreaming efforts of the Gender Equality Rapporteurs can, however, only have a positive impact on cooperation interventions if these are designed in consultation with an intergovernmental steering committee.

The GMT is composed of middle managers from the MAEs but few of them are involved in cooperation activities. The GMT meets semi-annually and members view the meetings as an opportunity for exchanging information. The GMT does not have a mandate for mainstreaming gender in cooperation.

[9] Until the end of 2013, the architecture also included a Thematic Coordinator on Equality and Trafficking in the Committee of Ministers.

[10] Secretary General of the Council of Europe (2012), "Memorandum: Gender Equality mainstreaming in CoE activities – setting-up an inter secretariat team", 15 May 2012.

[11] Secretary General of the Council of Europe (2012), "Memorandum: Gender Equality mainstreaming in CoE activities – setting-up an inter secretariat team", 15 May 2012.

[12] Among the GEC's responsibilities is to "advise on the development of standards, co-operation and monitoring activities within its field of competence" (Directorate of Programme, Finance and Linguistic Services (2014), "Gender Equality Commission (DECS-GEC)", Terms of Reference). The evaluation team understands that "co-operation" may refer to technical co-operation, while the Equality Division states that it refers to co-operation with the member states.

[13] Gender Equality Division (2012), "A vital asset in the Council of Europe Transversal Programme on Gender Equality – Gender Equality Rapporteurs", GEC (2012)12rev.

The Gender Equality Unit within the Equality Division supports the Transversal Programme on Gender Equality. It is staffed with two administrators as well as two support staff and benefits from the support of the Head of the Equality Division. It is tasked with "support[ing] MAEs, as required, in integrating a gender equality perspective into their activities"[14]. The Unit makes tools on gender mainstreaming available that benefit the whole Transversal Programme on Gender Equality. It does not, however, proactively promote gender mainstreaming in cooperation, for example by instigating an incorporation of a gender dimension into the newly developed project management methodology. The Gender Equality Unit considers the promotion of gender mainstreaming in cooperation to be the responsibility of the MAEs co-ordinating and implementing cooperation.

The Council of Europe does not have a focal point system in place for the promotion of gender mainstreaming in cooperation. Gender focal points are staff members in different directorates/divisions who promote gender mainstreaming within their directorate/division and who are supported through capacity building and an exchange of information in a community of practice. A focal point system is considered an efficient means to build the capacity for gender mainstreaming within an organization.

Finding 8: While the setup to support gender mainstreaming in standard setting and monitoring exists, the structures of the Transversal Programme on Gender Equality are not currently promoting gender mainstreaming in cooperation.

Project Management Methodology

It can be expected that an important factor influencing the degree of gender mainstreaming in cooperation interventions relates to the extent to which relevant guidance is incorporated into the project management methodology of the organization. The Project Management Methodology developed in 2001 does not contain any reference to gender mainstreaming. A manual that was prepared for guiding the preparation of the Ukraine Action Plan 2011-2014 does not prescribe gender mainstreaming either. On the other hand, a quality checklist for Voluntary Contribution project proposals includes the criterion that "the project take[s] into account gender, civil society and youth mainstreaming (where relevant and applicable)". There is, however, no explicit request to report on gender mainstreaming results of Voluntary Contributions on the part of the Council of Europe, unless this is specifically required by the respective donor.[15] The application form for Joint Programmes that was designed by the European Union identifies the "promotion of gender equality and equal opportunities" as a "particular added value element" of interventions. Consistent with that, the guidelines for final narrative reports request a description on how the intervention has mainstreamed cross-cutting issues including gender.

At the time of this evaluation, the Council's project management methodology is being reviewed by an external consultancy. The mainstreaming of gender was identified as one of the requirements that the

[14] Secretary General of the Council of Europe (2012).

[15] The template for narrative interim or final reports on Voluntary Contributions does not request project managers to report on the way, in which gender had been mainstreamed in the intervention.

updated methodology is expected to meet. In parallel, the Neighbouring Regions Division of ODGP has been working on draft guidelines on gender mainstreaming in interventions that concern their geographical area.

Finding 9: The project management methodology and guidelines that are currently being used for cooperation interventions do not systematically integrate gender mainstreaming. However, future project management methodology is expected to take this element into account.

Capacity Building

In June 2014, the Equality Division issued a guidance manual on gender mainstreaming in intergovernmental committees for Gender Equality Rapporteurs, which could be used by any interested staff member to understand basic gender concepts. Furthermore, a number of tools that are relevant for specific policy areas of the Council of Europe have been developed. These include a toolkit for mainstreaming gender in the media and a report measuring progress regarding gender mainstreaming in education that provides a collection of good practices on gender mainstreaming and gender stereotypes in education. The Division also published links to gender mainstreaming resources developed by other international organizations on its intranet pages.

Currently, there is, however, no specific guidance material that covers gender mainstreaming in cooperation interventions of the Council of Europe.

A total of 11 training sessions on gender mainstreaming were organized in 2012 and 2013. The almost 70 participants included Gender Equality Rapporteurs and members of the GMT.

However, the Council of Europe does not currently offer any training on gender mainstreaming in its catalogue of internal trainings for other staff involved in cooperation who are not part of the GMT. Nevertheless, if individual MAEs consider gender mainstreaming to be important, there is the possibility to request courses for their staff. This happened for example for members of the PACE Secretariat following a decision of the Secretary General of the Assembly. Furthermore, senior managers have received awareness raising sessions upon their own request.

Discussions are currently ongoing in the Directorate of Human Resources to expand gender mainstreaming training courses to additional categories of staff.

Finding 10: The Council of Europe does not currently provide sufficient support to staff in the form of guidance materials and training on gender mainstreaming in cooperation.

Accountability

Gender mainstreaming has been introduced as a specific objective into the performance appraisals of all senior managers in 2012 (into one of them already in 2011). However, it is not clear to what extent managers are actually held accountable for their efforts and achievements in this regard. According to guidance provided by the Directorate of Human Resources on the appraisal system, the objectives given to senior managers should be cascaded down to their respective staff members. While this is said to

have happened in some areas of work with regard to the gender objective, semi-structured interviews with staff members involved in cooperation show that this is not the case in many others.

Finding 11: With the exception of the senior management level, there are no systematic measures in place for holding Council of Europe staff involved in cooperation accountable for gender mainstreaming in their area of work.

2.3.2 Good Practices in Other Organizations

Table 2 below summarizes an assessment of the Council of Europe's gender mainstreaming setup against standards used by the United Nations Office of Internal Oversight Services to assess the gender mainstreaming architecture of 19 UN Secretariat entities in a thematic evaluation[16] for benchmarking purposes. The assessment relates to a general architecture for promoting gender mainstreaming at an institutional level. It is not specific but applicable to cooperation.

The table confirms the findings of section 2.3.1. It shows that the Council is well positioned at the policy level but needs to make improvements in practically all other areas if it intends to promote systematic gender mainstreaming in cooperation.

Table 2: Gender Mainstreaming Arrangements Assessed against International Standards

Standard	Council of Europe	UN Entities*
Policy		
Policy or strategy in place	**Yes:** No strategy on how to mainstream gender but Gender Equality Strategy 2014-17 includes gender mainstreaming as a strategic objective	12/19
Structure		
Organization-level gender unit/specialist	**Partially: Gender** Equality Unit in DGII exists but does not feel responsible for gender mainstreaming in cooperation	12/19
Organization-level non-gender specialist focal point	**Not applicable** since specialized gender unit available (see above)	8/19
Gender unit or adviser in each field location (where applicable)	**No:** no gender units or focal points in field offices	6/?
Gender focal points in each division	**No:** Gender Mainstreaming Team members in some divisions but without mandate for mainstreaming gender in cooperation	13/19
Advice and assistance from gender focal points/gender unit given to staff	**Partially: Gender** Equality Unit gives advice upon request, Gender Mainstreaming Team members do not have an explicit mandate for mainstreaming gender in their divisions	17/19
Tools		

[16] United Nations Office of Internal Oversight Services (2010), "Thematic evaluation of gender mainstreaming in the United Nations Secretariat".

Standard	Council of Europe	UN Entities*
Central guidelines for implementation	**No:** Not available	11/19
Guidelines tailored to areas of work, regions and/or countries	**Partially:** Guidelines for Gender Equality Rapporteurs in Steering Committees, no guidelines for cooperation interventions	10/19
Resources		
Allocated funding	**Partially:** Equality Division has an annual budget of more than €1.867 million (including €1.159 million for staff and €708 000 for non-staff costs) in 2014, which is partially used for promoting gender equality (in addition to anti-discrimination and the rights of persons with disabilities); at decentralized level there is no clear budget allocation to the promotion of gender equality	7/19
Mechanism tracking devoted human resources	**No:** The Council does not have any mechanisms in place to track human resources devoted to the promotion of gender equality	7/19
Mechanism tracking devoted financial resources	**No:** The Council does not have any mechanisms in place to track financial resources devoted to the promotion of gender equality	3/19

Standard	Council of Europe	UN Entities*
Capacity development		
Training for gender focal points	**Partially:** Training for Gender Equality Rapporteurs but not for Gender Mainstreaming Team members	8/19
Training for staff	**No:** Unless specifically requested, currently not available for staff members who are not involved in the Transversal Programme on Gender Equality	11/19
Compulsory training	**No:** Not available for staff	0/19
Accountability		
Clear lines of accountability	**No:** There is no clear responsibility for gender mainstreaming in cooperation established	9/19
Documentation related to performance appraisals of focal points	**No:** Performance appraisals of GMT members do not systematically include gender mainstreaming in their objectives	14/19
Documentation related to performance appraisals of staff	**Partially:** Performance appraisals of heads of MAEs include gender mainstreaming in their objectives but this is not the case for all staff	4/19
Recruitment documentation	**No:** No request for gender awareness as part of competencies of newly recruited staff	14/19
Monitoring and reporting		
Gender audit or evaluation conducted within the last five years	**Yes:** Evaluation is currently ongoing	10/19

Standard	Council of Europe	UN Entities*
Collection of sex-disaggregated data	**Partially:** CM recommendations to member states but nothing at central level on cooperation in the Council	14/19
Gender-sensitive indicators	**No:** Sporadically by individual staff members but not at an institutional level	13/19
Dissemination of best practices, suggestions and examples	**Yes:** Exchange within the GMT and some documents available online, in particular in the areas of education and media	8/19

*This column indicates how many of the UN entities have been assessed positively against the standard in comparison with the total number of UN entities evaluated.

The paragraphs below provide a summary of selected good practices in gender mainstreaming from other organizations with mandates similar to the Council of Europe, namely the OSCE, the OHCHR, UNESCO and the European Commission. These were identified based on a review of relevant documentation. The list is not complete but was compiled with the aim of presenting some specific examples of practices that illustrate and sometimes go beyond the standards listed in Table 2 and might be useful for the Council of Europe to adopt. These good practices are applicable to the promotion of gender mainstreaming in cooperation at an institutional level.

Structures and Procedures

- In UNESCO, the Division for Gender Equality is the central division responsible for promoting, facilitating and monitoring the implementation of the Priority Gender Equality and ensuring that it is incorporated into all phases of the programming cycle. The Division was first located in the Bureau for Strategic Planning and was then moved to the Executive Office of the Director-General. It established a help-desk function to support sectors in integrating a gender perspective into their work planning.
- In UNESCO, the network of Gender Focal Points in headquarters and field offices includes more than 100 staff members who were selected upon application based on their commitment for gender equality and their understanding of the subject matter. The role of these focal points is to support the colleagues in their division/office in mainstreaming gender throughout their work. In the OSCE some missions establish internal gender working groups under the leadership of their respective gender focal point that develop and monitor gender mainstreaming strategies.
- In the OSCE, heads of missions, institutions or departments hold regular meetings with their staff in order to review gender mainstreaming efforts in their area of work.
- In the OSCE the Project Coordinating Cell ensures that gender assessments are being made when new interventions are developed and existing ones are evaluated so that projects contain a gender perspective whenever applicable.

Capacity Building

- In the OSCE, the induction course for new staff members includes a module that is specifically tailored towards each staff category and explains the overall goal of gender equality, the reason why it is important for the OSCE to mainstream gender and what techniques staff can use to do this. Staff

involved in technical cooperation initiatives is also taught a specific module on how to integrate a gender perspective into the project cycle.

- UNESCO has a training programme on gender equality that is mandatory for all permanent staff members (but has taken a long time to implement) and an e-learning programme. Since 2012, Gender Equality Clinics help staff to mainstream gender into their planning documents, while Brown Bag Lunches facilitate informal exchanges among Gender Focal Points or learning on recent developments for interested staff.
- In the OSCE, gender sensitivity is among the competencies requested in job descriptions when management positions are being filled. During recruitment processes of the OHCHR, candidates are interviewed regarding their sensitivity to gender issues as well as knowledge of gender concepts, methodologies and international standards.
- The European Commission issued a toolkit that provides an analysis of gender issues in the various sectors of its development work that can be used as a basis for gender assessments.
- In the OHCHR, targeted tools such as theme-specific checklists and guidance notes are provided to support staff members' gender mainstreaming efforts.

Accountability

- In the OSCE, a gender equality scoreboard provides an overview of measures to promote a gender-sensitive working culture that are comparable across services and facilitate the assessment of managers' efforts in this regard as part of their performance appraisal.

Monitoring and Reporting

- In the OHCHR, organizational entities report on gender mainstreaming activities and regularly carry out lessons learned exercises in this regard.
- In the OHCHR, performance indicators are used to measure progress regarding gender mainstreaming in the office and are integrated into the organization's monitoring framework.
- The OSCE's Press and Public Information Section highlights any relevant events or developments regarding the organization's efforts to promote gender equality.

Resources

- In UNESCO, each chapter in the Programme and Budget starts with a special box that explains how each programme intends to contribute to gender equality. Each chapter also specifies what percentage of the budget is spent on the priority gender equality.

While the Council of Europe can learn good practices in promoting gender mainstreaming in cooperation from other organizations, other organizations can learn and are actually also learning from the Council of Europe when it comes to mechanisms for mainstreaming gender in standard setting and monitoring activities. The OSCE is, for example, learning from the Council of Europe in terms of structures (national focal points and Gender Equality Rapporteurs) and collection of data. Furthermore, an advisory opinion for the next European Union strategy on gender equality suggests the appointment of Gender Equality Rapporteurs in the Commissioners' offices and throughout the structures of the European Commission.

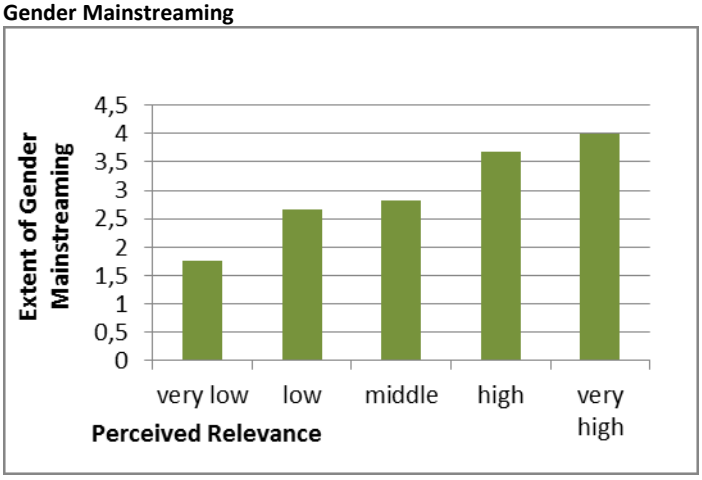
Finding 12: A lot of good practices exist that help promote gender mainstreaming in cooperation. The Council of Europe can learn from other organizations in this regard (like they can learn from practices applied by the Council of Europe).

2.4 Factors Influencing the Level of Gender Mainstreaming

2.4.1 Triggers and Reasons

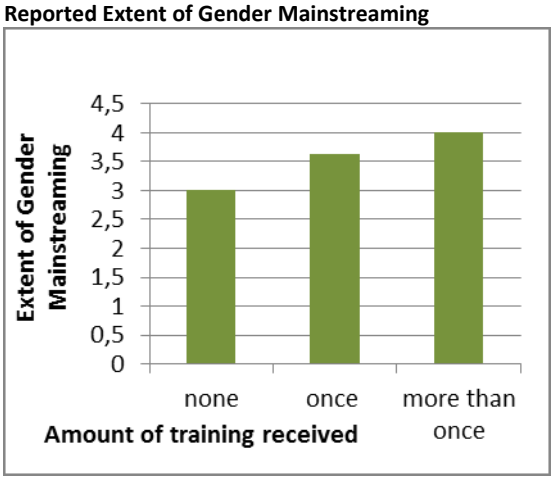
The evaluation has assessed whether the extent of gender mainstreaming in cooperation is related to the respondent's perception of its relevance to his/her area of work. Here, the survey showed that the higher the perception of relevance, the higher the extent of gender mainstreaming will be, as illustrated in Figure 8.

Figure 8: Impact of Perceived Relevance on Reported Extent of Gender Mainstreaming



Source: Staff Survey

Figure 9: Impact of Received Gender Training on Reported Extent of Gender Mainstreaming



Source: Staff Survey

Another factor that was positively correlated with the reported extent of gender mainstreaming in cooperation was the amount of gender training received by the respondents. The more training the respondents had, the higher was the reported extent of gender mainstreaming in cooperation (see Figure 9). In this context it did not play a role whether the training had been provided by the Council of Europe or by another organisation or entity.

Having seen that perceived relevance and training are positively correlated with increased gender mainstreaming efforts, the evaluation team also analyzed the relationship between gender training and perceived relevance of the issue. Coherently, the survey results confirm that persons who have taken more training perceive gender mainstreaming to be more relevant. Another feature positively correlated with the perception of relevance is the personal interest that the respondents report to have for the issue of gender equality. The higher this interest, the higher is the perceived relevance of gender.

These data from the survey were further validated through semi-structured interviews, where respondents stated that they mainstream gender in cooperation because they feel personally committed to promoting gender equality and because they have had previous experience and training in

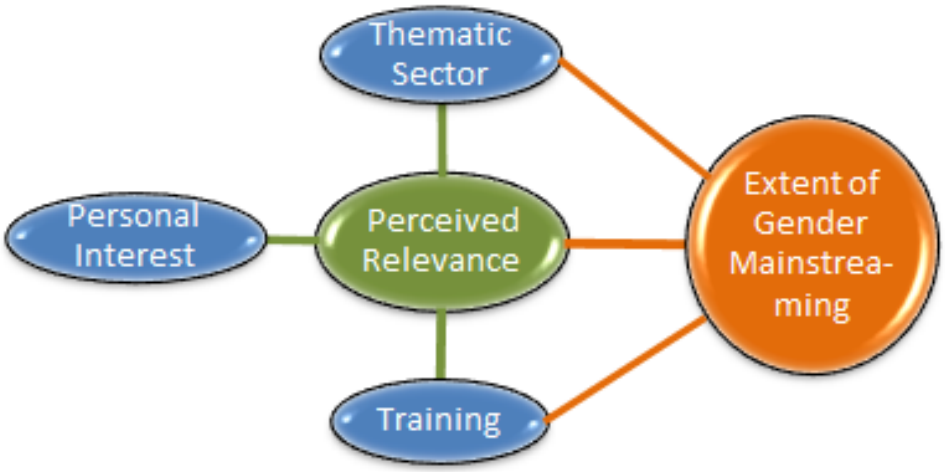
this area. Respondents mentioned that it has become "a natural instinct" for them and that their previous work has shown to them how gender is relevant in their field and how gender mainstreaming can benefit a programme.

The survey also showed that the extent of gender mainstreaming in cooperation varies depending on the directorate in which the respondent works. It has been found that the reported extent of gender mainstreaming in cooperation is significantly higher among respondents who work in DGII than among respondents who work in DGI and ODGP[17]. This finding may be explained by the fact that in certain thematic areas the relevance of gender is easier to establish and the awareness of the necessity to mainstream gender is higher. Many of these areas are under the mandate of DGII as for example the areas of youth work and anti-discrimination. Nevertheless, good examples of gender mainstreaming in cooperation can also be found in DGI such as the work of the Pompidou Group, or projects that served as case studies for this evaluation in the prison and media sectors.

Several factors did not show any significant effect on the extent of gender mainstreaming in cooperation, such as the gender of the respondents, their location in the headquarters or the field and the number of years they have worked for the Council of Europe.

Therefore, the found relationships between gender mainstreaming in cooperation and other factors can be illustrated graphically as displayed in Figure 10 below.

Figure 10: Factors Influencing the Extent of Gender Mainstreaming



Source: Staff Survey

Finding 13: Staff members are more likely to mainstream gender if they consider it relevant for their work and/or have undergone some gender training. Staff members who are interested in the subject matter are more likely to perceive gender mainstreaming as relevant for their work than those who are not.

[17] No comparisons have been made with other entities as these were represented only by few respondents.

Some respondents of the semi-structured interviews also stated that gender mainstreaming is done because their superiors and colleagues are sensitive to the issue and raise it constantly to keep the focus on it. Furthermore, some staff mentioned that they see gender equality as a value and priority of the Council of Europe.

The semi-structured interviews also shed some light on the external triggers and reasons for gender mainstreaming. For example, the influence of the donor has proven to be a very significant factor for introducing the issue of gender into programming. Respondents mentioned that especially the Canadian International Development Agency (CIDA) but also the Scandinavian countries and Switzerland pay much attention to and insist on the incorporation of gender issues, which served in some cases as a trigger.

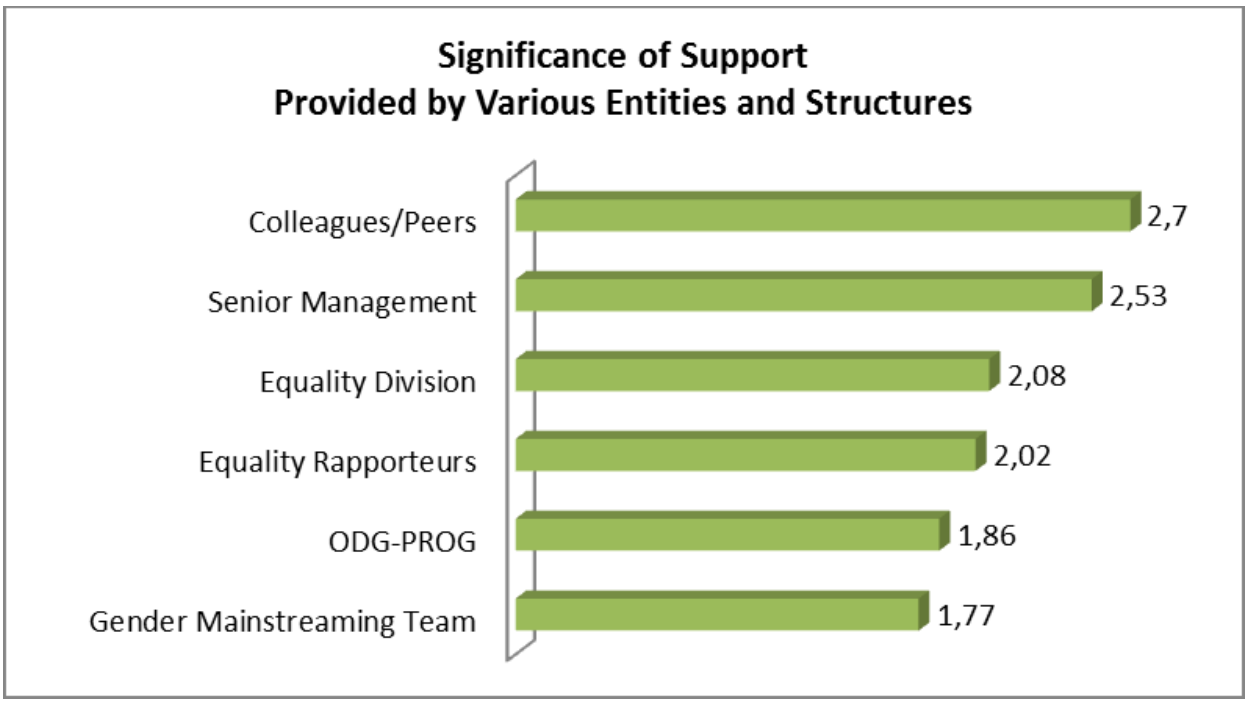
Another reason for mainstreaming gender that was identified by interviewees was the interest of cooperation partners in the issue. This was stated especially in the area of local governance and work with youth. Sometimes governments specifically request gender mainstreaming since they have identified the issue of gender equality as a priority area. This might come as a result of their own analysis or specific requests from institutions such as the European Union, which make improvements in gender equality a precondition to providing (continued) support. There also seems to be a high level of awareness on the part of the civil society, as interviews mentioned that local and international NGOs, with whom they work are particularly active on this issue.

2.4.2 Facilitating Factors

The factors facilitating gender mainstreaming in cooperation have been identified through a survey, interviews with persons involved in technical cooperation and analysis of case studies.

Survey respondents were asked to rate the significance of support provided by different structures and entities on a scale from 1 to 4, with 1 equaling “not significant at all” and 4 equaling “very significant”. The overall rating of support of suggested entities has been indicated at 2.15 which roughly corresponds to “somewhat significant” and reflects a quite low level of overall support. A breakdown of ratings for each structure is displayed in Figure 11 below. The breakdown of answers by entity can be consulted in Annex 9.

Figure 11: Significance of Support to Gender Mainstreaming Provided by Various Entities and Structures



Source: Staff Survey.

There were statistically significant differences between the entities in terms of the perceived level of support. Support provided by colleagues and peers as well as senior management was rated as most significant. This was confirmed by the qualitative interviews. The availability of internal structures set up to promote gender equality including gender mainstreaming in the Council was also listed among supporting factors in the qualitative interviews. However, the survey shows that these seem to play a less significant role in supporting staff on this issue. Especially, it has to be noted that the support of ODGP and the GMT has been rated as the lowest. These statistics can be explained by earlier findings that the GMT does not have a clear mandate for promoting gender mainstreaming in cooperation and that little attention was given to gender mainstreaming in project management guidelines as described in chapter 2.3.1. More generally, the data reconfirm the insufficient standardization of gender mainstreaming and its people-driven nature.

The qualitative interviews also identified other factors as facilitating gender mainstreaming in cooperation. These relate to the possibility of hiring consultants with relevant expertise, the availability of external resources on gender mainstreaming, the availability of relevant data that can be used to illustrate the importance of gender mainstreaming for colleagues, as well as awareness among partners about the importance of the issue.

Finding 14: Staff does not receive very significant support for their gender mainstreaming efforts in cooperation. Peers and senior management are more of a supporting factor than any entities and structures whose mandate it is to promote gender equality or to co-ordinate cooperation.

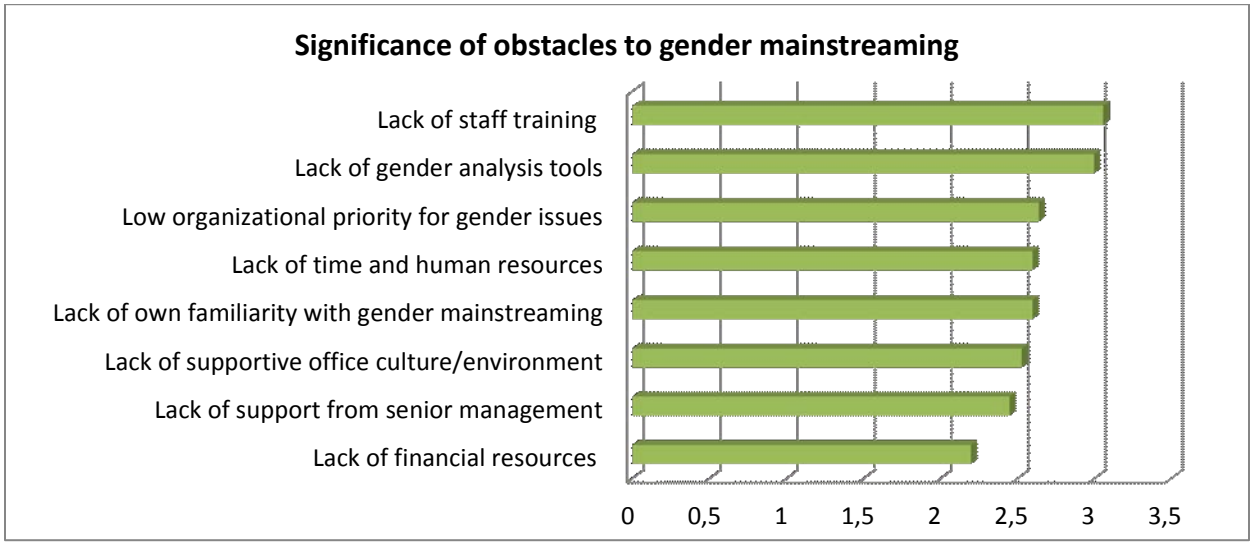
2.4.3 Obstacles

The obstacles hindering gender mainstreaming have been identified through a survey, interviews with persons involved in technical cooperation and analysis of case studies. Obstacles to gender mainstreaming can be grouped into two main categories: (i) those that are internal and (ii) those that are external to the Council of Europe.

Council of Europe Internal Obstacles

Survey respondents were asked to rate the significance of potential internal obstacles on a scale from 1 to 4, with 1 equaling "not significant at all" and 4 equaling "very significant". A summary of ratings is illustrated in Figure 12.

Figure 12: Significance of Obstacles to Gender Mainstreaming



Source: Staff Survey

As the chart illustrates, lack of training and lack of gender analysis tools are perceived to be the main obstacles to gender mainstreaming in cooperation. This is consistent with the data collected through qualitative interviews.

Following the lack of training and tools, other obstacles are also perceived as quite significant by survey respondents. They can all be grouped under the heading of organizational culture and awareness and were explained further through qualitative interviews. Based on the survey, the most important one among these obstacles is the low organizational priority of the issue of gender mainstreaming in cooperation. Some interviewees observed limited awareness about the relevance of gender mainstreaming in cooperation among Council of Europe staff. According to them, gender mainstreaming in cooperation is seen as a luxury issue but "you cannot build the house starting from the roof". The notion that gender mainstreaming in cooperation may not be given due importance or priority in the

Council could be further supported by the fact that the male/female staff ratio of the organization is not gender balanced at all levels.[18]

According to the survey, the next most important obstacle is a lack of time and human resources. Some interviewees described a mainstreaming fatigue among colleagues as they feel the work load is too high to pay attention to gender issues. The lack of own familiarity with gender mainstreaming supports the above mentioned finding that there are insufficient training and other resources available to help staff with their gender mainstreaming efforts.

The lack of a supportive office culture was rated as a somehow significant to significant obstacle among survey participants. In the qualitative interviews some staff stated that within their work environment colleagues are seen as being strange or trouble makers when paying too much attention to gender issues. Furthermore, according to some interviewees gender may be considered a women's issue and associated with feminism. The survey rating for the obstacle of a lack of support from senior management is similar to the one related to the office culture. While some interviewees noted that gender mainstreaming in cooperation was difficult with a male-dominated leadership, others described a tendency of women in leadership positions to work against the promotion of women and the prioritization of gender issues. The fact that senior management is seen as a "somewhat significant" to "significant" obstacle to as well as a "somewhat significant" to "significant" supporting factor (see section 2.4.2) for gender mainstreaming in cooperation can be seen as another indicator for the people-driven nature of gender mainstreaming in cooperation in the Council of Europe. Apparently there is no common understanding that it is a manager's role to promote gender mainstreaming in her/his area of work but it rather depends on each manager whether she/he decides to facilitate or hinder gender mainstreaming.

Finally, survey results show that the lack of financial resources is considered less of an obstacle than the items related to organizational culture and awareness that were described above. This may be so because, in fact, most gender mainstreaming techniques do not require any financial resources.

Finding 15: The most important internal obstacle to gender mainstreaming in cooperation relates to a lack of gender mainstreaming training and gender analysis tools available for staff.

Council of Europe External Obstacles

Obstacles to gender mainstreaming in cooperation that are external to the Council of Europe were not assessed through the survey but were brought up in qualitative interviews. An important factor in this regard is resistance from cooperation partners due to the (perceived) lack of appropriateness in the cultural context of the country. In some member states religious organizations hinder efforts related to

[18] The overall staff ratio is about two women to one man with female staff heavily dominating the B-grades (4 women for each man). Among the A-grades, the overall female/male ratio is almost 1. However, among grades A1-A3, there are 1.3 women per man, among grades A4-A5, there are 0.6 women per man and among the grades A6-A7 there are only 0.4 women per man, meaning that more than twice as many men than women are among the organization's senior management.

the improvement of gender equality and/or associate gender with LGBT issues. Some interviewees reported that working with female staff members or experts has made their work more difficult in some interventions because there were instances in which, for example, female trainers were not easily accepted by training participants from patriarchal societies with traditional gender roles and perceptions. Another practical issue raised relates to the difficulty of obtaining applications for participating in an event or offers for providing expert services from women (or men) in male-dominated (female-dominated) fields. In such cases specific measures are required to achieve a gender-balance. Finally, an obstacle to gender mainstreaming in cooperation concerns the fact that women have had fewer opportunities to develop their skills than men in some local contexts, which creates the risk of underperformance if project managers insist on hiring women for specific tasks.

3. Conclusions

The evaluation has drawn the following conclusions:

Conclusion 1: Gender has been mainstreamed in some cooperation interventions of the Council of Europe but the overall level of gender mainstreaming in cooperation is not satisfactory.

This conclusion is mainly based on findings 1 and 2. The evaluation found that some good work in terms of gender mainstreaming has been done in a number of cooperation interventions of the Council of Europe. However, this strategy is not used systematically. Based on the survey results, the perceived level of gender mainstreaming among staff involved in cooperation is rather high but this could not be substantiated by other data collection methods. Gender mainstreaming in cooperation is only visible in very few logical frameworks and strategy documents that guide cooperation interventions. Moreover, the different gender mainstreaming techniques have been applied to varying extents. Techniques that require a good understanding of gender concepts and analysis tools have been used less frequently than simpler but less effective techniques.

Conclusion 2: Where gender has been mainstreamed in cooperation, it has proven to be an effective strategy that contributed to increased gender equality and had positive effects on the concerned interventions themselves.

This conclusion is mainly based on findings 3, 4 and 5. The evaluation found that gender mainstreaming in cooperation interventions may contribute to gender equality. Positive effects have been found with respect to almost all gender mainstreaming techniques with the exception of gender-balanced communication, the effectiveness of which could not be evidenced. Those techniques with a direct positive impact on the disadvantaged gender at society level such as gender-sensitive project objectives, gender budgeting, a gender impact assessment and gender disaggregated data are the most powerful measures to promote gender equality through a cooperation intervention. All gender mainstreaming techniques combined had the following effects:

- The disadvantaged gender became enabled to play a more active role in their field of work and thereby participated more in decision-making processes within society;

- Beneficiaries and partners promoted gender equality in their field of work and the society they live in; and
- The disadvantaged gender directly benefited from the results of the intervention.

Moreover, positive effects of gender mainstreaming in cooperation on the processes of an intervention, on an intervention's effectiveness and on society in general were reported.

Given the positive effects that gender mainstreaming has on gender equality and cooperation interventions in general, this strategy should be promoted further by the Council of Europe.

Conclusion 3: Gender mainstreaming in cooperation is currently mostly the result of the personal commitment of individual staff members who consider it relevant for their work and have the required skills. At an organizational level, gender mainstreaming in cooperation is not yet sufficiently institutionalized: staff members do not receive sufficient guidance on gender mainstreaming in cooperation nor are they held accountable for applying this strategy to their work.

This conclusion is based on findings 2, 6, 7, 8, 9, 10, 11, 12, 13, 14, and 15. The evaluation found that in most cases gender mainstreaming in cooperation interventions has been the result of the personal commitment of individual staff members who apply it to their own work or support peers or subordinates in doing so. With the exception of the senior management level, there are no systematic measures in place for holding Council of Europe staff involved in cooperation accountable for gender mainstreaming in their area of work.

While the Council of Europe has committed to gender mainstreaming in cooperation interventions, it does not currently have institutional mechanisms in place to systematically promote it. Specific measures have been taken to support gender mainstreaming in standard setting and monitoring activities within the framework of the Transversal Programme on Gender Equality but these have had very little effects on cooperation.

The evaluation confirmed that staff members are more likely to mainstream gender in cooperation if they consider it relevant for their work and/or have undergone some gender training. However, many Council of Europe staff members involved in cooperation are not familiar with gender mainstreaming concepts and techniques and the lack of training and tools has been identified as the most important obstacle to gender mainstreaming by staff. Currently the Council of Europe does not provide sufficient support to staff in the form of guidance materials and training on gender mainstreaming in cooperation although additional training is planned and future project management methodology is expected to take this element into account.

With a view to better use the positive effects of gender mainstreaming for its cooperation interventions, the Council of Europe should establish the structures, mechanisms and tools required to promote this strategy at an institutional level. Specific recommendations in this regard are presented in the section below

4. Recommendations

Table 3 below presents a number of recommendations to various entities within the Council of Europe Secretariat that aim at establishing an administrative setup and procedures that systematically promote gender mainstreaming in cooperation.

Table 3: List of Recommendations

Entity Responsible	Recommendations
DSG (in cooperation with DHR)	1) Further clarify the responsibility of every staff member (and in particular those dealing with cooperation) to mainstream gender. In the objective setting for performance appraisals of heads of MAEs, expand standard objective 5 with the supplement: "In the objective setting process for all staff, include a contribution to gender equality among their objectives and/or gender sensitivity among their competencies."
ODGP	2a) Integrate gender mainstreaming in project management methodology. Provide guidance and standards in all relevant tools, templates, checklists and guidelines with the technical support of the Equality Division. Provide guidance on how to apply different gender mainstreaming tools in cooperation. 2b) Pay attention to the gender dimension when quality assuring the designing, planning and reporting of projects. Concerned ODGP staff members should receive gender training and be responsible for verifying that gender is taken into account when project proposals are developed and that gender mainstreaming efforts are reported on in project reporting as per the newly developed Project Management Handbook. 2c) Promote an exchange of information among field offices on good practices and potential challenges faced in gender mainstreaming. Include an item on gender mainstreaming in the agenda of semi-annual meetings of Heads of Field Offices.
DGII	3a) Co-operate with ODGP on the gender mainstreaming aspect of the newly developed project management methodology. 3b) Provide support to DHR to develop gender mainstreaming training in cooperation for relevant staff.
DGII/SG	4) Extend the membership of the GMT to include more staff involved in cooperation activities. SG to appoint some representatives from divisions strongly involved in technical cooperation activities to become members of the GMT.
DHR	5) Provide a mandatory training course on gender mainstreaming in cooperation to all staff involved in cooperation or alternatively integrate gender mainstreaming into general project management training for staff.

5. Lessons learnt

The evaluation exercise has revealed some lessons learnt on how gender mainstreaming in cooperation should be done in order to maximize its acceptance by project stakeholders and the benefits it has for the intervention.

First of all, participants of the evaluation indicated that the gender issue is often misconceived, and therefore, it is important to put the issues into the right perspective, which is the perspective of fairness.

In addition, gender mainstreaming in cooperation needs to be promoted along with the mainstreaming of other issues, such as promotion of children's rights, inclusion of persons of all ages, or inclusion of persons from minority groups. Moreover, gender mainstreaming needs to be promoted as serving the interest of the intervention and not as creating an additional burden for the project managers. There needs to be a clear demonstration of its added value.

Secondly, it is very important to conduct gender mainstreaming in cooperation in a diplomatic, respectful and culturally sensitive manner. Most importantly, before criticism is voiced on handling gender issues, there should be an established relationship of mutual trust between project stakeholders.

Thirdly, it has been mentioned that before gender issues can be mainstreamed, there needs to be some awareness raising to highlight problems. This can be done in various ways, for example through self-assessment questionnaires, competitions among teachers on developing the best lessons on gender issues, video-making contests among youth, and asking representatives of both sexes about their needs and expectations.

When implementing gender mainstreaming in cooperation, it is important to focus not only on developing guidelines and policies but also to ensure that these policies are implemented. Interviewees also noted that a certain level of flexibility and dynamics is necessary to act on the issue of gender mainstreaming. Furthermore, it has been noted that gender mainstreaming in cooperation has to be based on clear objectives and should use a bottom-up approach which explores the needs on the ground by asking under-represented groups what obstacles they face.

Finally, when asked about lessons to learn for the Council of Europe internally, interviewees mentioned that when promoting transversal issues, the following elements were crucial:

a) The transversal issue needs to be made a clear priority by senior management in order to trickle down to staff;
b) Units in charge of transversal issues need to approach mainstreaming with the view of how they can help their colleagues in other sectors by providing additional resources and by adding value to their work. If the transversal issue is perceived as additional burden on time, human and financial resources, colleagues are much less willing to accept it;
c) The communications and interactions with colleagues need to be characterised by a collegial, motivating and supportive atmosphere; those, who try to introduce transversal issues should be encouraged and not criticized. Apparently, colleagues had negative experiences when they were "punished for trying and making mistakes", while others, who never tried, were never criticised.

Annexes

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Annex 2: List of Persons Consulted

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Ms Nada Dajic	Head of Education Department, KPZ Banja Luka	Banja Luka, BiH
Ms Ana Radeta	Treatment Officer, Kula Prison	Eastern Sarajevo, BiH
Mr Gegić Misim	Principal, Foca School	Foca, BiH
Mr Ćatić Tufo Nusreta	Mother Tongue Teacher, Foca School	Foca, BiH
Mr Hodžić Hanka	Class Teacher	Foca, BiH
Mr Masleša Suad	Class Teacher	Foca, BiH
Mr/Ms Handžo Dževad	Parents' Council	Foca, BiH
Ms Adisa Begic	Federal Inspector for Executions of Criminal Sanctions, Federal Ministry of Justice	Sarajevo, BiH
Ms Elmaja Bavcic	Project Assistant, Council of Europe	Sarajevo, BiH
Ms Mary-Ann Hennessy	Head of Office, Council of Europe	Sarajevo, BiH
Ms Leila Hrustanovic	European Union	Sarajevo, BiH
Ms Dzenana Trbic	Open Society Institute	Sarajevo, BiH
Ms Andrea Soldo	Promente	Sarajevo, BiH
Ms Radmila Rangelov-Jusovic	Step-by Step	Sarajevo, BiH
Ms Sanja Kabil	UNICEF	Sarajevo, BiH
Ms Rada Kafedzic	Assistant Ombudswoman for Prisons	Sarajevo, BiH
Ms Samra Filipovic	Agency for Gender Equality	Sarajevo, BiH
Mr Adnan Kadribasic	Agency for Gender Equality	Sarajevo, BiH
Mr Esad Mavric	Project Manager, Council of Europe	Sarajevo, BiH

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Ms Zvjedzdana Dragovic	Director UIZ (Association of Election Officials)	Sarajevo, BiH
Ms Irena Hadziabdic	Member of Central Election Commission	Sarajevo, BiH
Ms Ubavka Gasevic	Head of ARKA NGO	Sarajevo, BiH
Ms Nina Brankovic	Inclusive education expert from London School of Economics	Sarajevo, BiH
Ms Edina Hrustic	Head of Damar NGO	Sarajevo, BiH
Mr Hidajet Jabandzic	Zenica Prison Director	Zenica, BiH
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Mr Emmanuel Baron	Project Manager, Council of Europe	Strasbourg, France
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Ms Caroline Martin	Project Manager, Council of Europe	Strasbourg, France
Mr Stanislas Frossard	Secretary of Enlarged Partial Agreement on Sport, Council of Europe	Strasbourg, France
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Mr Tigran Karapetyan	Project Manager, Council of Europe	Strasbourg, France
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Ms Lejla Dervisagic	Head of Media Cooperation Unit	Strasbourg, France
Ms Ana Ruso	Programme Officer, Council of Europe	Strasbourg, France
Ms Onur Andreotti	Media Division, Council of Europe	Strasbourg, France
Ms Anna Capello	Head of Confidence-Building Measures Division, Council of Europe	Strasbourg, France
Ms Leyla Zeinalova	Head of Joint Programme Support Unit, Council of Europe	Strasbourg, France
Mr Matthew Barr	Head of Division for Resource Mobilization and Donor Relations, Council of Europe	Strasbourg, France
Mr Michael Remmert	Head of Schools of Political Studies, Council of Europe	Strasbourg, France
Mr Igor Gaon	Director of School of Political Studies in Sarajevo	Strasbourg, France
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Ms Renée Moritz	Head of Performance and Well-Being Section, Council of Europe	Strasbourg, France
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Mr Hajrullah Mustafa	Director of Mitrovica Museum	Mitrovica, Kosovo*
Ms Hasime Tahiri	Director of Mundesia NGO	Mitrovica, Kosovo*
Mr Kenan Beqiri	National Democratic Institute	Mitrovica, Kosovo*
Ms Myrvete Hasani	Handikos NGO	Mitrovica, Kosovo*
Mr Shkumbin Hasani	Mundesia NGO	Mitrovica, Kosovo*
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Ms Emine Kelmendi	Ministry of Agriculture, Forestry and Rural Development	Pristina, Kosovo*
Ms Gaby Hagemueller	European Union	Pristina, Kosovo*
Mr Gazmend Bajri	Freelance media specialist	Pristina, Kosovo*
Ms Harmonije Radoniqi	Project Assistant, Council of Europe	Pristina, Kosovo*
Mr Isuf Zeneli	Ministry of Local Government Administration	Pristina, Kosovo*
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Mr Nexhip Menekshe	Roma Community NGO	Pristina, Kosovo*
Mr Tim Cartwright	Head of Office, Council of Europe	Pristina, Kosovo*
Mr Valon Xhabali	Ec Ma Ndryshe NGO	Pristina, Kosovo*
Mr Virtyt Morina	Member of working group Pejë/a	Pristina, Kosovo*
Mr Samir Zajmi	Human NGO	Pristina, Kosovo*
Ms Shukrane Begu	Museum of Vushtrii	Vushtrii, Kosovo*
Mr Miguel Carvalho da Silva	Director North-South Center, Council of Europe	Lisbon, Portugal
Ms Andreia Henriques	Project Manager, North South Center, Council of Europe	Lisbon, Portugal
Mr Sergiy Shturkhetskyy	National expert and member of the Journalist Ethics Commission	Kyiv, Ukraine
Prof Dr Valeriy Ivanov	Executive Director of the Academy of Ukrainian Press	Kyiv, Ukraine
Ms Olga Sedova	Project Manager, Council of Europe	Kyiv, Ukraine
Mr Vladimir Ristovski	Head of Office, Council of Europe	Kyiv, Ukraine
Mr Igor Gutsulyak	Project Manager, Council of Europe	Kyiv, Ukraine
Ms Tetiana Rizaieva	Project Assistand, Council of Europe	Kyiv, Ukraine
Ms Vjollca Aliu	Ministry for Culture, Youth and Sports	Kyiv, Ukraine
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Mr Vadym Krasnyk	Head of the Secretraiat of the Ukrainian National Bar Association	Kyiv, Ukraine
Ms Larysa Kobelyanska	Gender Advisor to the Minister of Social Policy	Kyiv, Ukraine
Mr Mykhaylo Koryukalov	Project short term expert	Kyiv, Ukraine
Ms Oksana Romaniuk	Executive Director, Institute of Mass Information	Kyiv, Ukraine
Ms Tetyana Rudenko	National Project Manager, Organization for Security and Co-operation in Europe	Kyiv, Ukraine
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Annex 3: Good Practice Example for Gender-Balanced Participation – PCDK Project in Kosovo*

Gender Issues in Kosovo and with regard to Cultural Heritage*

The perception of interviewees regarding the situation of women in Kosovo* is consistent with the findings of a country gender profile commissioned by Sweden. According to both, patriarchal customs and traditions are deeply rooted in Kosovar society. Women are equal before the law but nevertheless de facto underrepresented regarding political as well as in particular economic participation to the extent that "no country in Europe has so few women in the formal labour market"[19]. In traditional communities husbands may even force their wives to stay at home. However, according to interviewees, the situation is currently changing as a result of (i) women having had to assume new responsibilities during the war and (ii) a strong European influence on the country thereafter. In general, women seem to participate more in the NGO sector than in others.

With regard to cultural heritage, UNESCO identified the following gender issues at a global level based on research: "unequal value attributed to the roles of women and men in heritage protection and transmission (tangible and intangible); unequal opportunities for women to share their creativity with audiences; "glass ceiling" for women to reach senior management positions or to participate in decision-making processes; negative stereotypes and limitations on freedom of expression based on gender; and sex-specific challenges accessing technical and entrepreneurial training as well as financial resources".[20] According to one interviewee, it seems that women in Kosovo* have traditionally been very active and participation has always been important for them since "women in the past sacrificed family to participate in cultural activities like dancing". Intangible cultural heritage in particular is often related to women as it is about food, clothes and habits.

The PCDK Project

The Promotion of Cultural Diversity in Kosovo* (PCDK) Project is a Joint Programme of the Council of Europe and the European Union. The first phase was implemented between October 2009 and September 2012 with a budget of € 2.5 million. The second phase directly followed the first one and is planned to run until March 2015 with a budget of € 2.4 million. The overall objective of the project is to contribute to increased intercultural dialogue, social cohesion and economic development through an integrated and inclusive approach for long-term sustainability of cultural and natural heritage in Kosovo*.

The specific purpose of the second phase of the PCDK Project is to facilitate the development of viable heritage planning and management in a participatory way involving all governmental and civil society stakeholders. The project aims to achieve its objectives through developing capacity for managing

[19] Färnsveden U. and Qosaj – Mustafa A. and Farnsworth N. (2014), "Country Gender Profile – An Analysis of Gender Differences at all Levels in Kosovo".

[20] UNESCO (no date), "Strategy – Global Prority Gender Equality", available at http://www.unesco.org/new/en/culture/about-us/how-we-work/strategy/global-priority-gender-equality/.

heritage at ministerial level, raising awareness about cultural heritage among teachers and pupils as well as the general public, facilitating the development of regional strategies for managing heritage, and promoting collaboration and exchange between all stakeholders involved in cultural heritage management through the Heritage Community Network.

Gender Mainstreaming

The PCDK Project stands out among the cooperation interventions of the Council of Europe because it does not only work at government level but engages with all levels of Kosovar society. The gender dimension is just one element of a range of diversity criteria that are mainstreamed such as age, ability, race, class and rural/urban settings. Diversity is actually an important pillar of the project since the intervention aims at bringing together stakeholder groups from different backgrounds for improved social cohesion and reconciliation through cultural heritage. The project was designed in this way because the project manager has had previous training on gender and diversity issues and considered this approach to be beneficial for the project.

Several interviewees stated that it was important for the PCDK Project to be as inclusive as possible since all human beings had the right to experience cultural heritage. Therefore, the Project mainstreams gender mostly through aiming at a gender balance in various aspects of its work.

Firstly, the project team is gender-balanced. Furthermore, according to one interviewee, staff was recruited based on their values, which include the promotion of equal representation of both genders. The evaluation team observed that some project staff was not familiar with the terminology of “gender mainstreaming” but they were promoting a “gender balance” in their work.

Secondly, efforts are made to have a gender balance among experts. One interviewee mentioned that the expert pool had been extended in order to include female experts (in addition to experts from different age groups and countries of origin). The current expert ratio is 12 females to 13 males.

Thirdly, the PCDK Project aims at reaching a gender balance when involving local stakeholders in project implementation and decision-making. The Project is implemented with the help of numerous working groups such as an inter-ministerial working group, regional working groups, municipal working groups, sub-municipal working groups and an inter-municipal working group, not to mention a Project Steering Committee which decides on the strategic direction of the Project. Whether a gender balance is achieved in this regard is not entirely clear to the evaluation team. On the one hand, a list of project stakeholders that was shared with the evaluation team suggests that the gender ratio among working group members and other stakeholders is around four men for each woman. Interviewees noted that the Project’s influence on the composition of a working group is limited if members are appointed (which is for example the case regarding the Project Steering Committee) or to a certain degree self-selected (which is the case of the Heritage Community Network for example). On the other hand, the PCDK seems to be more in control of specific activities organized for stakeholders. One interviewee gave the example of a study visit group in which the Project insisted on gender-balance when the original composition included six men and only one woman. According to another interviewee, a retreat in Junik involved stakeholders from various working groups, in which a gender balance was achieved among

participants including from the regional working group, the sub-municipal working group and among teachers.

Fourthly, the PCDK Project pays attention to gender balance among final beneficiaries whenever it organizes activities for (elements of) the community or public. Project activities are quite diverse and include events such as meetings at community level, training of teachers, activities with children, and so-called hajde tours (bus tours organized for people to jointly visit places of cultural heritage). The project team does not always specifically request gender-balanced participation but based on interviews with partner NGOs there seems to be a common understanding that a gender balance should be respected. Participation statistics are collected and reported in the annual progress report in a gender-disaggregated way. Based on these data, a gender balance is often but not always achieved. Examples are training sessions for 161 persons from institutions and the Heritage Community Network (53% females and 47% males), the programme "Elderly to Children" which introduced intangible heritage practices to 1,650 children (54% females and 46% males), and the Tour de Culture, a bike tour involving 900 persons (30% females and 70% males).[21]

In addition to monitoring and encouraging or insisting on gender-balance, the PCDK Project also tries to provide the required conditions for a meaningful participation of women. An interviewee mentioned that women are put at ease during meetings in order to enable their contribution to the discussion. Another interviewee observed that the actual contribution of women to the work of the inter-ministerial working group had increased over time even though the female-male ratio of participants remained the same. As for community consultations, the Project works with different focus groups disaggregated by age, sex and other diversity criteria in order to obtain the views and input of all elements of the community. Furthermore, the PCDK Project specifically encourages women or girls to participate in activities if needed. One interviewee mentioned, for example, that traditionally it is not possible for women to go on a bus tour with men but that the Project was able to achieve this goal through building trust with the community. Another interviewee gave the example of a logo competition in schools, in which girls were particularly encouraged to participate, which increased their participation rate and resulted in two of three award-winning children being girls.

Another technique of gender mainstreaming used by the PCDK Project relates to the choice of partners to work with. When selecting partner organizations, PCDK involves NGOs with female staff, NGOs that use a gender-sensitive approach, and in some cases women organizations. Among the NGO representatives interviewed for this evaluation all were aware of gender issues and seemed to have competencies in gender mainstreaming.

Finally, the project specifically works towards challenging gender stereotypes. When traditional food is prepared at events, for example, the project team makes sure that men serve the food together with women. Furthermore, men are hired for baking bread, which is traditionally a woman's job.

[21] Council of Europe (2013), "European Union/Council of Europe Support to the Promotion of Cultural Diversity in Kosovo (PCDK) Phase II – Annual Progress Report – 1 October 2012 – 30 September 2013".

In summary, most interviewees felt that the project is very inclusive and encouraging towards women. However, one interviewee recommended that the PCDK do more for gender equality by empowering women more and further emphasizing their role in cultural heritage preservation.

Effects of Gender Mainstreaming

Gender mainstreaming by the PCDK Project had positive effects for women. First of all the focus on gender balance among Project beneficiaries enhanced ***women's and girls' access to and enjoyment of cultural heritage***. Furthermore, some project staff noted that women (like male participants) get self-recognition from participating in project activities. An example are old women who participated in a community consultation process in Junik and might have been consulted for the first time in their lives regarding their vision of their town's future. Another example would be the inter-ministerial working group in which, according to one interviewee, female members got empowered over time as described above.

Gender mainstreaming also had ***positive effects on the Project***. Interviewees observed that the contribution of women to the work of the Project increased the level of creativity. An interviewee gave examples on how women and girls initiated new activities such as camps for school children to discuss about elements of cultural heritage with an expert. Other interviewees noted that better interpersonal skills of women were an important contribution to a team's achievements. According to some interviewees women are particularly talented in cultural heritage protection because they are precise and careful. Furthermore, the inclusion of women in project activities often added a new perspective. One interviewee mentioned that the suggestions of women in the inter-ministerial working group had led to a change in the Project from focusing on separate components to a more holistic, integrated community approach.

Gender mainstreaming has helped the project team to ensure that ***all groups within communities benefit from the PCDK Project***. During the community consultation process in Junik, focus group participants discussed their vision about how they wish their town to be in twenty years. While men focused on an improvement of the infrastructure and young men were hoping for jobs and cultural activities, older women cared about the preservation of the handicrafts tradition and young girls wanted to see an improvement of the role of women and be integrated into the labour market. The project would not have been able to capture these different priorities if it had not organized focus groups disaggregated by gender, age and other criteria.

Most importantly, the inclusion of both genders in project activities has increased the PCDK Project's ***effectiveness in preserving intangible cultural heritage*** such as rites, traditions and customs. Many of these are passed on by females as for example face painting at weddings. Some rites also differ between men and women. An example given relates to Flag Day, a Roma celebration in Prizren, in which women and men follow different rituals. Old Balkan songs can be distinguished into epic songs for men and lyrical songs for women. Another example relates to wedding preparations, which are different for young men and women. By including men and women in the planning and implementation of project activities, the PCDK Project ensures that intangible heritage of both genders is preserved for future generations.

Furthermore, a few interviewees noted that involving women in activities related to cultural heritage management has a ***multiplier effect*** since they are more likely to pass on to their children what they learn than men do.

Finally, even for the underlying objective of the PCDK Project, which relates to ***improved social cohesion and reconciliation***, the involvement of women seems crucial. An interviewee observed that in conflict environments men usually fight, while women are more forgiving and looking ahead. Women's involvement in reconciliation activities therefore accelerates the process.

Conclusions

As part of its focus on overall diversity, the PCDK Project always pays attention to gender balance in all of its activities in order to allow women to benefit from cultural and natural heritage as much as men do. As a result of this gender mainstreaming technique, women benefited from the Project and the Project benefited from the participation of women. Most importantly, the Project became more effective in preserving cultural heritage.

Annex 4: Good Practice Example for Project Objectives Serving the Needs of the Disadvantaged Gender - Prison Projects in Bosnia and Herzegovina

The prison case study is based on a review of project documentation, survey responses of project staff and semi-structured interviews with project staff, government representatives and prison staff, as well as partners in Sarajevo.

Gender Issues in the Prison Sector

Internationally, the prison sector is a male-dominated field. In Bosnia and Herzegovina like in many other countries, prison staff are predominantly men although the number of women among employees is increasing. Most interviewees reported that an increase of female prison staff has had a very positive effect on the work atmosphere and contributed to a "normalization" of the prison environment. One interviewee mentioned that male prisoners for instance do not show anger to female staff and generally behave better towards them. Moreover, interviewees felt that women often have better social skills in dealing with prisoners and that for treating juvenile prisoners a "parent couple" consisting of one male guard and one female educator works well. From a legal perspective, female staff is indispensable in prisons because male prison staff is not allowed to work with female prisoners.

In Bosnia and Herzegovina, there are also positive developments regarding women in leadership positions in the prison sector. The first female deputy director took up her office in Orasje Prison recently. Female interviewees from the prison sector were proud of this development and praised the deputy's achievements. Female prison leadership may have positive effects specifically for women prisoners. One interviewee stated that when a woman became the head of a treatment unit, she understood women's needs better than men and as a result spent more time and efforts on female prisoners.

According to interviewees, the percentage of women among prisoners is even lower than that of prison staff with about 1-2% female inmates in Republika Srpska and 2-3% in the Federation of Bosnia and Herzegovina. Since women represent such a small fraction of the inmates, the prison system as such is designed for a male population. In line with recommendations of the European Committee for the Prevention of Torture, women are detained in separate sections of two men's prisons in Bosnia and Herzegovina: Tuzla Prison in the Federation and Kula-Prison of East Sarajevo in the Republika Srpska. This arrangement, however, creates specific disadvantages for these women: Firstly, the fact that the only prison for women per entity is often far away from their homes, makes family visits and the maintenance of family ties more difficult. Secondly, due to the small number of female inmates, prisons are often not able to provide these with suitable opportunities for professional education and schooling, work, as well as leisure activities.[22]

[22] Council of Europe (2010), "Joint Project between the European Union and the Council of Europe: "Efficient Prison Management in Bosnia and Herzegovina" - Proceedings of the Project".

In addition to these institutional issues, female prisoners also have specific needs that male prisoners do not have or do not have to such a degree. Firstly, female prisoners face a higher risk of depression and are more prone to suicide attempts than men. While male prisoners are seen as "tough guys" by society, female offenders are considered as a shame for their family. This often leads to stigmatization and further weakening of family ties. Furthermore, in many cases women have been victims of various types of abuse such as domestic violence before serving their sentence. Prisons should address these issues through measures such as the provision of mental health services and more flexible visiting arrangements for female inmates.[23] Secondly, women have specific hygiene and health needs that male prisoners do not have such as the requirement of regular gynaecological check-ups. Thirdly, when becoming imprisoned, women might be pregnant or have small children, for which special arrangements are necessary. Prisons for women should therefore have rooms suitable for children and address ante- and postnatal nutritional and health service needs.

Gender Mainstreaming in Prison Projects

The technical cooperation between the Council of Europe and the Government of Bosnia and Herzegovina in the penitentiary field began in 2001 with the establishment of an Action Plan for Prison Reform. Since 2003 the Council of Europe has been involved in cooperation in the form of four Joint Programmes (including one regional programme), two CIDA-funded projects and one US-funded project.

The manager of these projects in Sarajevo has been a woman. This was a conscious choice made by the head of office during the recruitment as he anticipated that a woman would be approached differently by project partners. It seems that the idea was to break typical gender stereotypes since "it was the first time to see a woman [in the prison sector] not typing". According to the female project manager, partners showed quite some "macho" tendencies at first but started to accept her more over the years. The project team is currently gender balanced after the recent recruitment of the second male team member.

The project manager's own awareness of the importance of gender mainstreaming was raised during her first project funded by CIDA. The Canadian donors always insisted on a gender component. When a training team was composed, for example, they asked for it to consist of two women and four men. Such efforts to promote women in the male-dominated prison field "stuck in the mind" of the project manager.

She pays attention to gender balance when inviting participants to working groups. Based on interviews it seems that the percentage of women among working group participants is high in comparison with the general prison sector although females are still underrepresented in such working groups. Participating women generally feel that they have an equal say and that their contributions are valued. A female interviewee stated that this is contrary to the general environment in the prison sector while another one said that she did not face any discrimination in her normal work either.

[23] Council of Europe (2010), "Joint Project between the European Union and the Council of Europe: "Efficient Prison Management in Bosnia and Herzegovina" - Proceedings of the Project".

In addition to promoting gender-balanced participation in working groups, the prison project team also uses female experts whenever available. Interviewees had positive memories of a young female Head of Probation Service from Croatia who contributed as an expert to a working group and whose approach was seen as different and refreshing. On the other hand one interviewee claimed that not all male experts employed by the projects were gender sensitive.

For the purpose of this evaluation, one prison project is of particular interest. The Joint Programme "Efficient Prison Management in Bosnia and Herzegovina" was implemented between February 2009 and December 2010 with an overall budget of € 788,376. It had among its expected results the development of targeted programmes for prisoners with special needs, including women in addition to others such as young offenders, drug addicts, and prisoners with infectious diseases. This project produced a document, which included treatment guidelines for female prisoners that highlighted the specific needs of women described in the section above among others. The project's focus on vulnerable prisoner groups was donor-driven.

Effects of Gender Mainstreaming

Positive effects of female participation in the working groups organized by the Council of Europe were reported by some interviewees. It seems that the participation in project activities has given women more confidence and visibility in their jobs. With their capacity built and their knowledge on international standards upgraded, ***a few young women were able to make successful careers*** in the prison sector.

Furthermore, ***female contribution to the working group was also beneficial for the project itself***. The working group which worked on guidelines for treatment of vulnerable groups, for example, benefited from the fact that women were better able to understand the needs of female prisoners. Female members drew the attention of the working group to women's special mental health needs and comparatively frequent suicide attempts as well as to the importance of suitable rooms for women prisoners to receive visitors such as their children and other family members.

Not all interviewees knew about the treatment guidelines for women prisoners. However, the only interviewed person who directly works with female prisoners considered the guidelines very useful. Not having had previous work experience in the prison field, she ***learned a lot about the specific needs of female prisoners*** from the guidelines when she took up her current position. According to her, the prison she works in had had the same programme for women and men when she arrived. This seems to have changed. After the guidelines were published, a new building for women was built and the architectural plans addressed the specific needs of women. This resulted in the construction of an appropriate sewerage system as well as special rooms that were designed in consultation with female prisoners, including rooms that can accommodate children.

Conclusions and Lessons

Through measures such as the employment of a female project manager and the strengthening of female participation in working groups as members and experts, the Council of Europe has made a contribution to the promotion of women in the prison sector of Bosnia and Herzegovina. As described

above, women's contribution to this field is not only beneficial for female prisoners but for the overall prison environment and therefore for all prisoners as well as prison staff.

Moreover, by developing a treatment programme for female prisoners, the Council of Europe was able to draw attention to the specific needs of women in prisons and therefore contributed to an improvement of their conditions of detention.

Annex 5: Good Practice Example for Gender-Sensitive Project Objectives - Media Project in Ukraine

The media case study is based on a review of project and other documentation, survey responses of programme staff as well as semi-structured interviews with project staff and partners in Kyiv.

Gender Issues in the Media Field in Ukraine

Based on a UN report monitoring the implementation of Beijing +20 in Ukraine, "[d]iscrimination, stereotypes and limited access of women to expression of their opinions through the media is one of the main problems of achieving gender equality in Ukraine".[24] The report further states that, while relevant Ukrainian legislation does not provide limitations for women or men, they do not include measures aimed at increasing women's ability to express their opinion in the media either.

Statistics from the Institute of Mass Information show that women are underrepresented in Ukrainian media. Based on a year-long monitoring of the five national Ukrainian newspapers with the largest circulation, the representation of men is 68% compared with only 32% women. The more 'modern' internet media (four media outlets assessed) had a more imbalanced male/female ratio of 78% men compared to 22% women.[25] Figures get even worse in specific sub-categories. In August 2014, for example, only 13% of experts in internet materials were women, 11% of heroes represented in magazines were female, and 19% of photos in online media and magazines portrayed women.[26]

In addition to underrepresentation, women also suffer from a negative portrayal, even among female journalists (who account for an estimated 60% of Ukrainian journalists). An interviewee mentioned that women journalists from the national newspaper wrote that it would be the role of men to control women. The UN report confirms that "national and local media, unfortunately, promote the perpetuation and dissemination of gender stereotypes in society [and that m]ost of the journalists are not acquainted with the notion of gender well enough, and cannot present information on gender issues and gender policy in a professional and interesting manner"[27]. Furthermore, the report mentions that the majority of claims received by an expert council on gender discrimination established in 2010 in the Ukrainian Ministry of Family, Youth and Sports relates to advertisement. Consistent with that, interviewees also mentioned that advertisements may be openly sexist in Ukraine.

[24] UN Commission on the Status of Women (2014), "Ukraine National Review - Implementation of the Beijing Declaration and Platform for Action (1995) and the outcomes of the twenty-third special session of the General Assembly (2000) in the context of the twentieth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action (2015)".

[25] Institute of Mass Media (2014), Powerpoint slides.

[26] Institute of Mass Media (2014), "Gender Balance Monitoring Report – August 2014", available at http://imi.org.ua/gender_monitoring/46188-zvit-z-monitoringu-gendernogo-balansu-serpen-2014-roku.html.

[27] UN Commission on the Status of Women (2014), "Ukraine National Review - Implementation of the Beijing Declaration and Platform for Action (1995) and the outcomes of the twenty-third special session of the General Assembly (2000) in the context of the twentieth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action (2015)".

An interviewee brought up an incident that is an example of how simple and seemingly harmless gender stereotypes combined with a lack of reflection can result in significant threats for women or in this case female journalists. During the demonstrations on Maidan, a news agency distributed bullet-proof helmets to journalists: black ones for men and red ones for women. Female journalists did not wear their helmets in order to avoid becoming a visible target.

Efforts are currently being made to fight against the gender issues in Ukrainian media. According to a memo of CIDA, gender equality considerations have played a role in Ukrainian mass media since gender equality has been put on the agenda in Ukraine. Among the achievements in this field are a concept for ensuring equal rights and opportunities for women and men within the framework of the state program up to 2016 and standards on non-gender-discriminative advertising that were approved by the advertising, marketing business and mass media community.

Gender Mainstreaming by the Council of Europe

The Council of Europe's project “Integration of European standards in the Ukrainian media environment with a budget of CAD 1 200 000 was planned to be implemented between April 2013 and September 2014 but is currently being extended at no costs to account for delays that occurred as a result of the ongoing crisis within the country. The project is funded by CIDA and aims at promoting freedom of expression and information in Ukraine via further aligning the legal framework for the media with international standards, and raising professional and ethical standards in journalism, capacity-building for the media and the relevant civil society groups, thus improving quality and availability of information for society.

The project is an example of how gender mainstreaming can be applied when a project is designed in order to ensure that its objectives serve the needs and priorities of the underprivileged gender. The third specific objective of the project related to the promotion of ethical standards in journalism through enhancing the media self-regulatory system in Ukraine explicitly promotes gender equality. Under this project component, it has been envisaged to work together with the Journalist Ethics Committee of Ukraine, which is a self-regulatory body for Ukrainian media, in order to develop and promote a code of good practice for journalists on qualitative gender aspects of media content (including stereotyping and dignity). This work builds on a manual on gender stereotypes in the media that had been produced by the OSCE at an earlier stage. It complements the overall journalist ethical code, which the Council of Europe had developed in an earlier project and in which the standard of equitable portrayal is one of 18 provisions. The current Council of Europe media project intends to develop a distance learning or online course for journalists that disseminates the values and standards of the code of conduct as well as the OSCE manual. The work on this project component has started but been delayed as a result of the conflict in Ukraine.

A lot of supporting factors for gender mainstreaming were present in this project: the project manager had previously been exposed to gender mainstreaming training, colleagues within the office with a relevant background provided impulses and resources for gender mainstreaming, senior management in Strasbourg and Kyiv offered support, and the Committee of Ministers made a recommendation for gender equality in the media that was operationalized through a handbook developed by the GEC.

However the gender equality focus in this project was originally brought up as a result of a donor request: CIDA, which is said to insist on gender mainstreaming in all of its projects, had specifically hired a consultant to assess each submitted project proposal in this regard. While this push factor has inspired the project team to design gender-sensitive objectives, gender mainstreaming was not supported by a gender analysis or gender impact assessment at the designing stage This is indicative of the lack of gender mainstreaming policies and tools available to the project team to fully integrate this approach as per donor request. This might also indicate that the level of gender mainstreaming that is perceived as sufficient in the Council of Europe differs from the one of CIDA. As the analysis provided in other parts of this evaluation shows, gender mainstreaming in the Council seldom leads to specific project components dedicated to gender equality but is often limited to less powerful techniques that are applied at activity level such as gender-balanced participation in events.

In this media project, gender equality elements were also mainstreamed at activity level. An example is a two-day seminar on the safety of journalists during coverage of the current crisis in Ukraine. One session was specifically dedicated to women journalists in areas of conflicts. A female journalist who covers international events around the world was giving specific advice to women including practical tips related to clothing (neither high heels nor nylons as these can catch fire easily).

Effects

When asked about the effects of gender mainstreaming done by this project, an interviewee mentioned that the session on women journalists in war areas had changed the perception of female participants in that they suddenly felt it would be possible for them to cover events in conflict areas. Furthermore, it was observed that the use of female experts increases the ***self-confidence of female participants*** as well.

It is much too early to assess the effects of the code of good practice for journalists on the representation and portrayal of women in Ukrainian media. It is hoped that it will increase the gender sensitivity of journalists who, as a result, will pay attention to the extent to and way in which women are represented in media. The overall expected long-term impact in terms of gender equality is that gender stereotyping will decrease and that the ***perception of women in the Ukrainian public will improve***.

In addition to this potential positive effect for gender equality, ***the quality of media coverage in general is expected to improve***. It is hoped that an increased gender sensitivity of journalists will lead to more objective and balanced reporting. Journalists should be able to perform better as a result of gender mainstreaming since they are expected to become more aware of different perspectives and therefore able to report a story from different angles. Gender mainstreaming is hoped to help media better address their audience for example through female experts explaining issues to female target groups.

Conclusions and Lessons

Given the gender issues in the Ukrainian media environment and their negative effects on women and the society as a whole, the code of good practice on gender-sensitive reporting for journalists seems quite relevant even at current times in which Ukrainian media are facing a lot of different developmental

challenges. The expected effects of the project component are hoped to contribute to the important objective of improving the public image of women.

Annex 6: Good Practice Example for Increasing Women's Political Participation - School of Political Studies/Elections Project in Bosnia and Herzegovina

This case study is based on a review of project and other documentation, survey responses of programme staff as well as semi-structured interviews with project staff in Strasbourg and Sarajevo, and representatives of the government and partner NGOs.

Political Participation of Women in Bosnia and Herzegovina

As a result of patriarchal tendencies in Bosnian society, women have traditionally been disadvantaged in many aspects of public life in Bosnia Herzegovina. After the collapse of the communist system when free multiparty elections were introduced, the political participation, influence and power of Bosnian women was marginal. Between 1990 and 1997, the level of female participation in the different levels of government ranged from a low of 1.9% among elected parliamentarians in the People's Assembly of the Republika Srpska in 1996 to a meagre high of 6.15% of seats in municipal elections of the Federation of Bosnia and Herzegovina in 1997.[28]

In 1998, as a result of a women groups' campaign supported by the OSCE and USAID, a quota requesting 30% of candidates of the underrepresented gender on every party list was introduced. In combination with closed electoral lists, this quota led to a significant increase of female representation at all legislative levels including 30% women participation in the House of Representatives of the Parliamentary Assembly of Bosnia and Herzegovina.[29]

Starting from 2000 an open-list system was applied to elections, which is overall more democratic but gives an advantage to well-known candidates and therefore (in the Bosnian context) usually men since they are promoted much more in electoral campaigns. As a result, female representation dropped again, for example to around 20% in the House of Representatives (17% in 2000, 21% in 2002). At municipality level, quotas were first applied during the elections of 2000 when women acquired 17.9% of seats. When mayors were directly elected for the first time in 2004, only one woman was elected.[30]

In the general elections of 2010, only 17.37% of the elected representatives were women.[31]

Council of Europe Interventions

The Council of Europe has aimed at promoting the political role of women through gender mainstreaming efforts as well as targeted interventions. The Sarajevo School of Political Studies has

[28] Borić, B. (2004), "Application of Quotas: Legal Reforms and Implementation in Bosnia and Herzegovina", paper presented at the International Institute for Democracy and Electoral Assistance (IDEA)/CEE Network for Gender Issues Conference 'The Implementation of Quotas: European Experiences' in Budapest, Hungary, 22–23 October 2004.
[29] Idem.
[30] Idem.
[31] Central Election Commission of Bosnia and Herzegovina (2012), "Election Indicators 2002-2012", Sarajevo.

been providing democratic leadership training for young politicians with short interruptions since 2003 in order to build a modern, democratic political culture in Bosnia and Herzegovina. The Sarajevo School is one of 20 schools in the Network of Schools of Political Studies. During the last meeting of the school directors, gender mainstreaming was one of the main topics discussed. Long before that meeting, gender has been of concern to the schools and based on their strategy, they are increasingly integrating specific issues that challenge societies, including gender equality, into their curricula. The schools intend to promote the participation of women in political life through awareness-raising and capacity building measures. Schools are requested to pay attention to gender balance when selecting the trainers of the youth. They admit 30 to 40 young leaders to their seminars each year, aiming at a gender balance among their students in addition to taking into consideration other criteria such as geographic distribution, affiliation with political parties, ethnicity and religion.

The project "Strengthening Accountability of Women and Young Political Leaders in Bosnia and Herzegovina" was launched as a 21 month program from September 2011 to June 2013. USAID funded the project through $500,000, while the Council of Europe contributed €135,000 as part of a larger €1.3 Million program to support the municipal elections of October 2012 in Bosnia and Herzegovina. The project consisted of two components, one of them related to the general activities of the School of Political Studies targeting young politicians. The other component aimed at increasing the political engagement of women as voters and electoral candidates through training 30 civil society organizations which then moderated public debates on gender equality issues in urban and rural areas. The project went into a second phase of 18 months that is planned to last from July 2013 to December 2014.

During phase two of the project, 172 workshops have been held for 14 750 women of different ages and with various ethnical, social, cultural and educational backgrounds in a total of 88 municipalities of Republika Srpska, the Federation of Bosnia and Herzegovina, and District Brcko.[32] The workshops have been held by female students and alumnae of the Sarajevo School of Political Studies, as well as the partner civil society organizations that were trained during the first phase of the project. The events aim at raising awareness among women about their political and civil rights. They intend to counter the phenomenon of family voting and encourage women to vote for competent female candidates and/or scrutinize candidates' election programmes in terms of their coverage of women's concerns. Moreover, the seminars mobilize women to stand for local elections.

During the workshops, the students and alumnae of the School of Political Studies conduct a socio-economic survey among the participants that collects data on aspects such as their family situation, income, and political interest. Furthermore, the school initiated the drafting of a document that will provide an analysis of the current situation of women's participation in Bosnian government institutions.

Effects of the Focus on Gender Issues

The most immediate result of the various activities described above was ***an increased participation of women in these activities***. According to an interviewee, during the first years only very few female

[32] The last data update was done on 31 October 2014.

candidates applied for admission to the Sarajevo School of Political Studies, while now 52% of students are female. Similarly, an interviewee observed that at the beginning, the workshops for women organized by the project were attended by a few participants only but that later more and more women came, who in some cases also brought their husbands.

The level of ***awareness of gender issues*** among participants seems to have increased as well. An interviewee reported that the women who attended the workshops (and also she as a coordinator) started to pay attention to the gender balance on party lists as a result of the project. Another effect of the workshops according to interviewees is that some female students and alumnae of the School of Political Studies who were shy when speaking in front of large groups at the beginning gained self-confidence through the process. For some of the coordinators, the workshops are a form of a political campaign where they can apply skills learned through their trainings. Two of the female coordinators interviewed for this evaluation got elected themselves after organizing some workshops. One of them had not been interested in political issues prior to her participation in the project.

More generally, the direct result of the workshops held during the first phase of the project is that ***several hundred female participants decided to become candidates at the municipal election*** of 2012 for the first time in their lives.[33] In general, the number of female candidates for Municipal Council and mayor elections increased slightly between 2008 and 2012 and so did the percentage of women among elected persons.[34] In total, 507 women were elected in the municipal elections of 2012,[35] of which 124 (24.46%) had participated in the project.[36] Furthermore, according to interviewees additional women who participated in the workshops also became elected as members of local community councils.

According to one interviewee, a positive impact of the election of more women into local government is a ***stronger focus on social issues***. She reported that a social center in Sokolac, which helped the needy, got more employees after women were elected into the Municipal Council.

On a higher political level there are also visible positive effects of gender mainstreaming. The Council of Europe has contributed to these although it should be mentioned that they are the result of the work of many different actors involved, including the OSCE, USAID, and UN WOMEN. A member of the Central Election Commission, for example, mentioned that she got ***more aware of gender issues*** through meetings and trainings organized by the Council of Europe and other international organizations. She has then promoted gender mainstreaming in her organization. It is noteworthy that the election

[33] Council of Europe (no date), "Program Description - Strengthening Accountability of Women and Young Political Leaders in Bosnia and Herzegovina (Phase II)", USAID Grant No.: AID-168-IO-13-00002.
[34] According to Central Election Commission of Bosnia and Herzegovina (2012), the number of female candidates for seats in municipal councils increased from 10,189 in 2008 to 10,694 in 2012, while the number of female candidates for mayor elections increased from 36 in 2008 to 40 in 2012. The percentage of mayors who are female increased from 2.85% in 2008 to 3.58% in 2012, while the percentage of Municipality Council members that are female increased from 14.9% to 16.19%.
[35] Central Election Commission of Bosnia and Herzegovina (2012).
[36] Council of Europe (no date), "Program Description - Strengthening Accountability of Women and Young Political Leaders in Bosnia and Herzegovina (Phase II)", USAID Grant No.: AID-168-IO-13-00002.

statistics provided by the Commission on its webpage are gender-disaggregated, which is not the case for the statistics provided by Wikipedia, for example.

Moreover, female graduates of the Sarajevo School of Political Studies, who have been made aware of gender issues in politics, have positively influenced the political environment. An alumna of the 2010 student generation of the School, for example, has played a crucial role in the ***establishment of the Women's Caucus*** in the Federation of Bosnia and Herzegovina in 2013. The Caucus brings together parliamentarian women across party-lines who promote gender equality through advancing women's policy issues, applying a gender lens to legislation, working towards an improved political participation of women, and empowering women in all sectors.

A recent achievement concerning the political participation of women in Bosnia and Herzegovina is an ***amendment of the Election Law*** in 2013, which raised the required quota for the underrepresented gender in legislative and executive authorities to 40%. This amendment was proposed by a female member of the Parliamentary Assembly who is also a member of the delegation of Bosnia and Herzegovina in the PACE. This parliamentarian has also been engaged as a lecturer in the Sarajevo School of Political Studies. According to two interviewees, the School contributed to the success of this initiative through the organization of a series of sessions for representatives of the most important political parties on the need for greater participation of women in political life.

Conclusions and Lessons

The Council of Europe contributed to an increase in the level of political participation, in particular at municipal and community level, of women in Bosnia and Herzegovina through a combination of gender mainstreaming and targeted interventions. Together with other international actors, it has also contributed to an improved awareness of gender issues among politicians, which allowed among other things for the amendment of the Election Law to increase the quota.

In this case study, however, a direct targeting of women has proven to be more effective than the introduction of quota. While it is always possible for political parties to undermine a quota system, political awareness raising and training of women seems to be a more sustainable approach.

A lesson to be learned from the project is the fact that it might be beneficial to include men in activities that target women. If men attend the workshops held for women in rural areas, they see what is happening and do not prevent their wives from coming. They can better understand women's ideas and support their wives.

Annex 7: Good Practice Example for Gender-Disaggregated Data: Children's Rights Project in Ukraine

This case study is based on a review of project and other documentation, survey responses of programme staff as well as semi-structured interviews with project staff and partners in Kyiv.

Gender Issues in the Protection of Children's Rights

According to interviewees, Ukrainian children, like children in most countries, suffer from gender stereotyping. This problem starts at an early age and has negative effects throughout a person's lives. Ukrainian children's gender identity develops when they are two to three years old. Boys and girls are told to behave like boys and girls. Girls are, for example, asked not to engage in risky behaviours and are not given the opportunity to take decisions on their own. They should be cute, clean and smiling, while boys should not. Such gender stereotyping deprives children of the possibility to develop their personality and skills freely and in accordance with their talents and interests. Gender stereotyping therefore leads to vertical and horizontal professional segregation and salary differences in adult life.

For the prevention of violence against children, the gender dimension also plays an important role because perpetrators and root causes may differ between boys and girls. According to a study carried out by UNDP, girls suffer less from violence than boys, while women are more often victims of violence than men. Some families hit boys but not girls. Abused children often either become perpetuators (mostly men) or victims (mostly women) of violence when they are adults. For boys, pornography is more of a threat, while girls suffer from harassment. At school, girls hit girls and boys hit boys more often than girls hit boys or boys hit girls. Traditionally, girls were less violent but there is currently a trend of increasing aggressiveness. Violence against children can also be gender-based violence, for example when 16 or 17-year old girls suffer from sexual abuse and exploitation.

Gender Mainstreaming in the Children's Rights Project

The project Strengthening and Protecting Children's Rights in Ukraine has a budget of €600,000 funded by the Government of Norway. The project was launched in August 2013 for a period of 24 months with the overall objective of promoting and protecting children's rights, developing child friendly services and systems as well as increasing awareness of violence, and in particular sexual violence, against children.

The project manager in Kyiv has been managing a gender project with UNDP before and is therefore aware of gender issues. According to him, there has not been any request from the donor (although the Norwegians are generally aware of gender issues) nor the Council of Europe hierarchy to mainstream gender in the project but it was rather a "natural reflex". An interviewee suggested that gender mainstreaming in a children's rights project in Ukraine was necessary to avoid being criticized for gender-blindness by NGOs and to be able to build partnerships with other organizations.

The project manager ensures that other persons who contribute to project activities also pay attention to gender. When selecting experts for the project, he assesses whether candidates have previous work experience on gender. The issue of gender also comes up in discussions on the performance of experts.

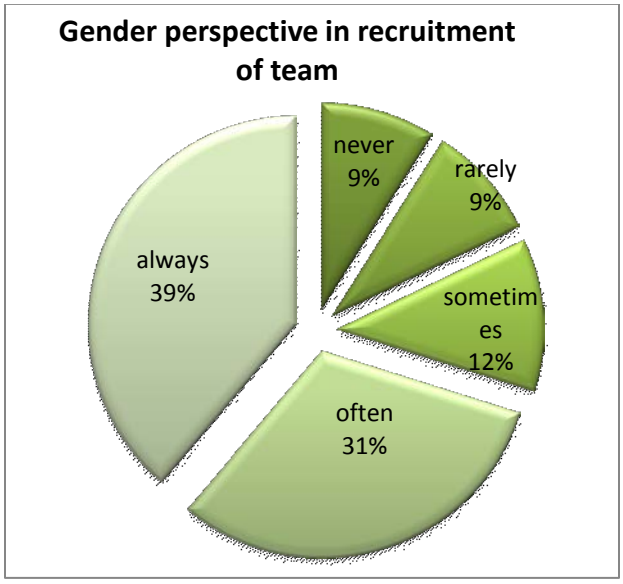
Furthermore, when a conference was organized for future teachers at a university, it was done in cooperation with the Department for Gender Studies. Many of the topics discussed therefore included gender aspects, such as the analysis of the different behaviours of boys and girls.

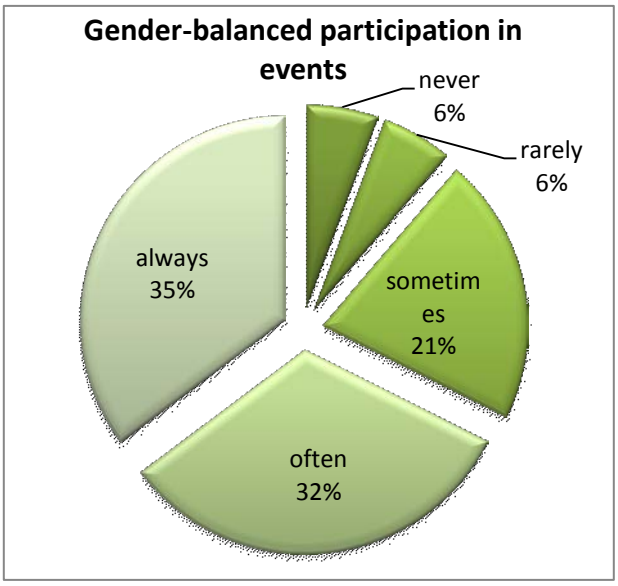
Gender is also mainstreamed with regard to gender-balanced participation in project activities. While children's rights is a female-dominated field, the project manager makes sure that 30% of persons participating in activities, including specialists, are male. When events are organized for children, a 50/50 ratio is ensured.

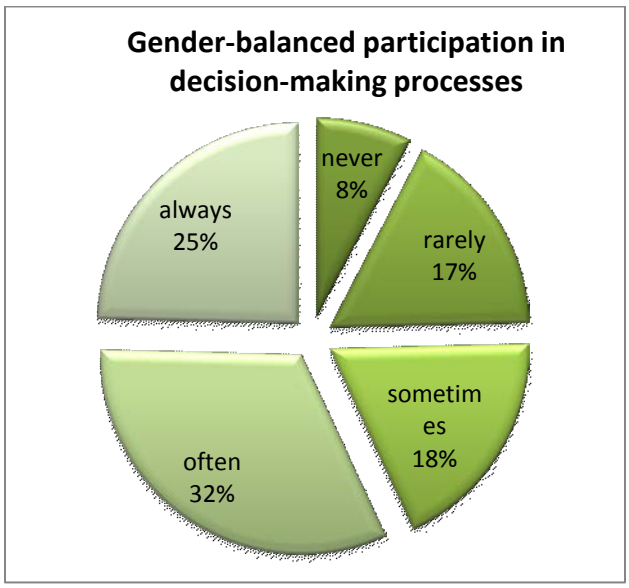
The project carried out an opinion poll on gender stereotypes and violence against children in order to provide information on the root causes of such violence. Data of the survey was disaggregated by gender to understand which type of violence girls and boys suffer from and who is the perpetrator: father or mother, brother(s) or sister(s). The survey used gender-sensitive language.

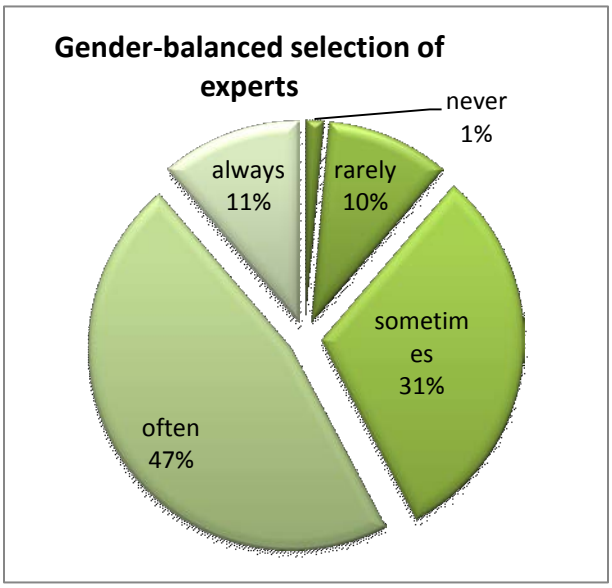
Finally, the project organized a violence quest for children, in which children could learn about violence against children and their rights. 54 children from different regions participated and the regions had been instructed to take gender (and diversity) into account during their selection process. During the quest, teams were gender-balanced and their behaviour was monitored to ensure that teams were not segregated and that there was no superiority of boys over girls. The quest was designed in a way that succeeding in it did not require physical capabilities such as the ability to run long distances. Wording in the quest was gender-sensitive (using he/she).

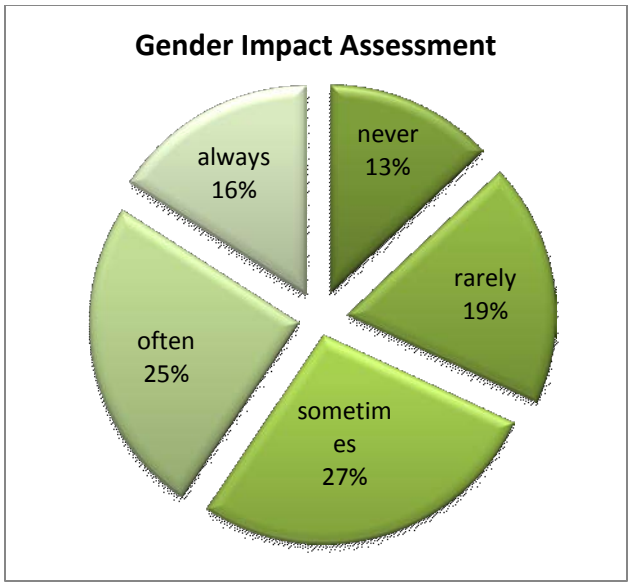
Annex 8: Breakdown of Survey Responses on Perceived Extent of Usage of Gender Mainstreaming Techniques in Cooperation

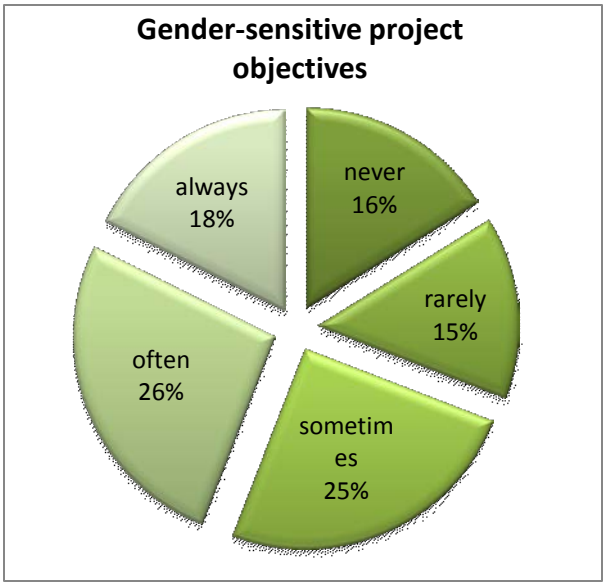


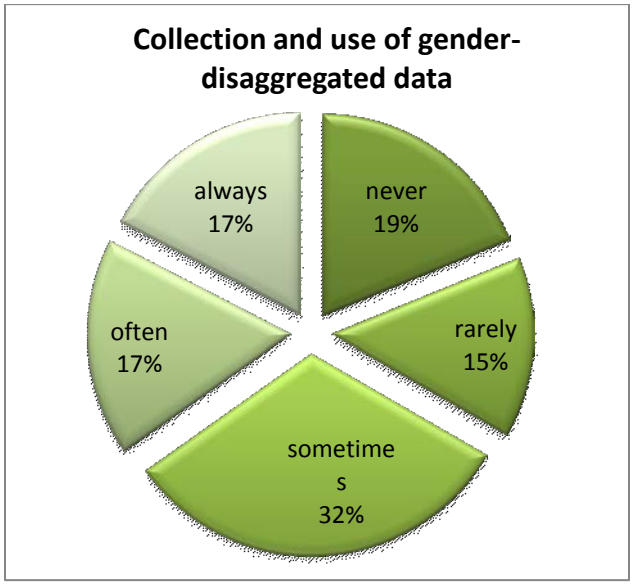


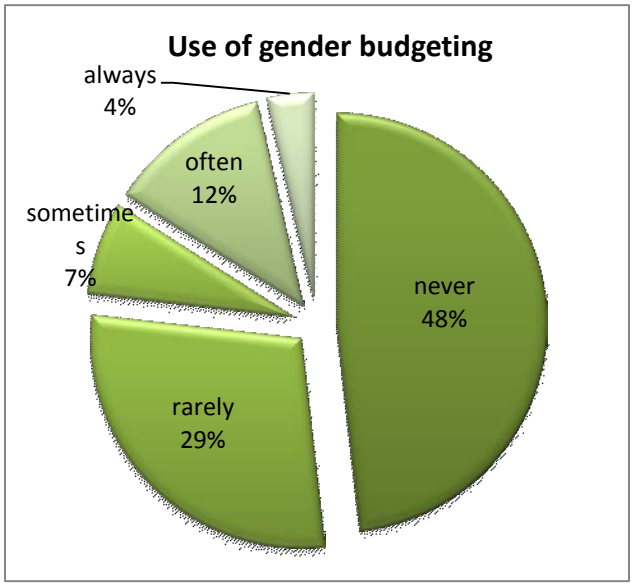


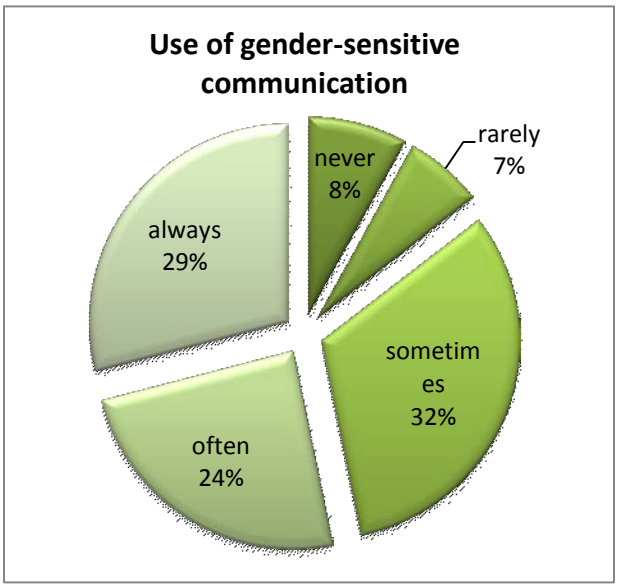



Gender Impact Assessment
always 16%
never 13%
rarely 19%
often 25%
sometim es 27%

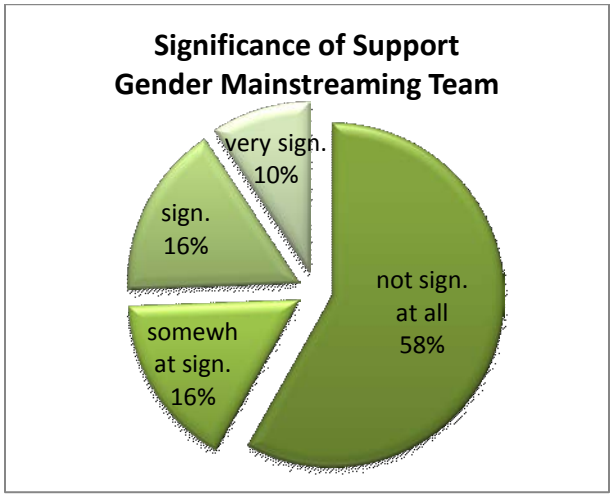

Gender-sensitive project objectives
always 18%
never 16%
rarely 15%
often 26%
sometim es 25%

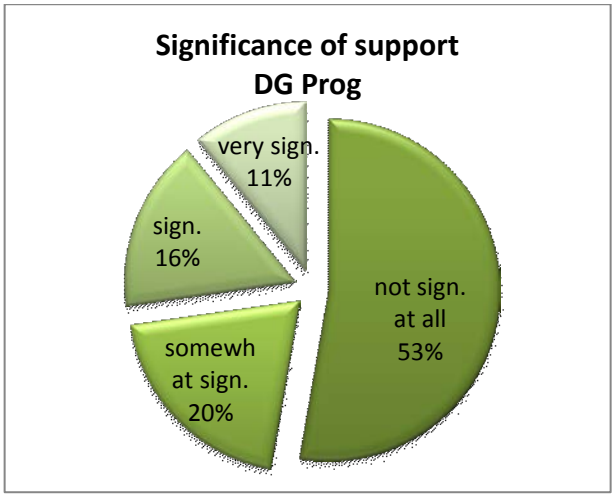

Collection and use of gender-disaggregated data
always 17%
never 19%
rarely 15%
often 17%
sometime s 32%

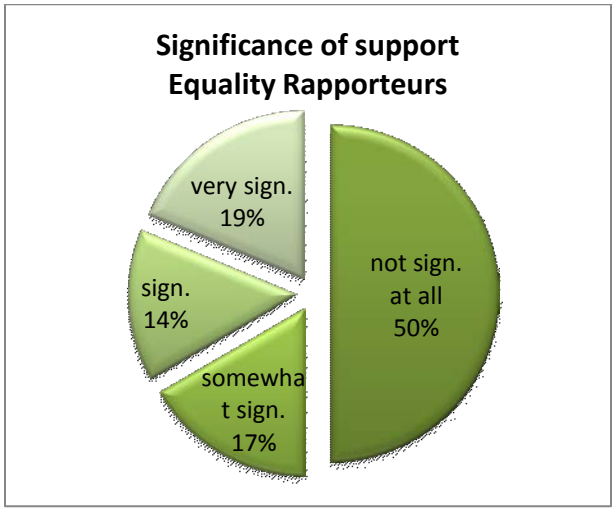

Use of gender budgeting
always 4%
often 12%
sometime s 7%
never 48%
rarely 29%

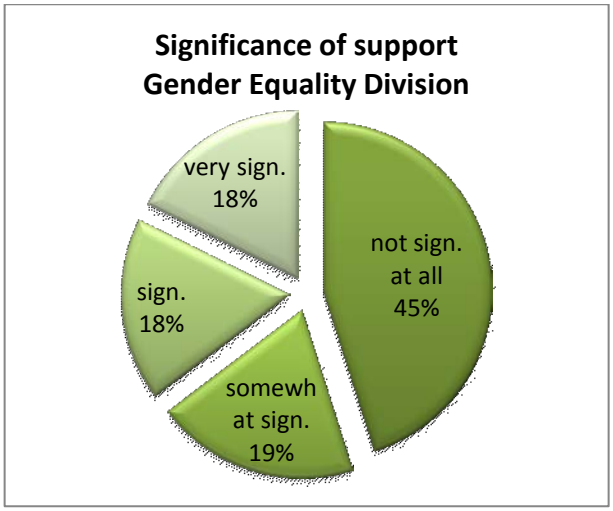

Use of gender-sensitive communication
never 8%
rarely 7%
always 29%
sometim es 32%
often 24%

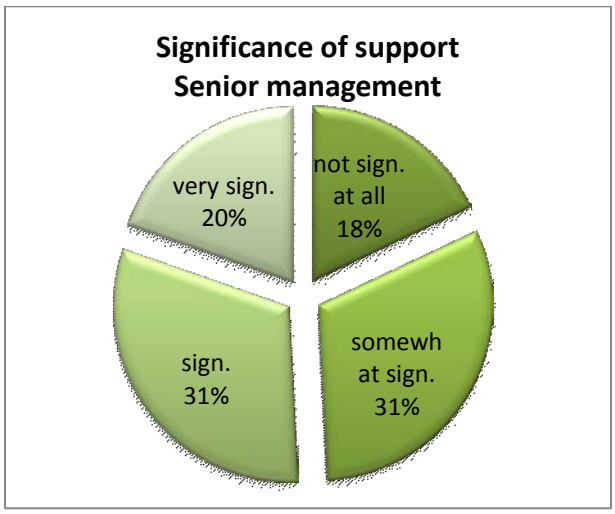
Annex 9: Breakdown of Survey Responses on Support to Mainstreaming Gender by Entity/Structure

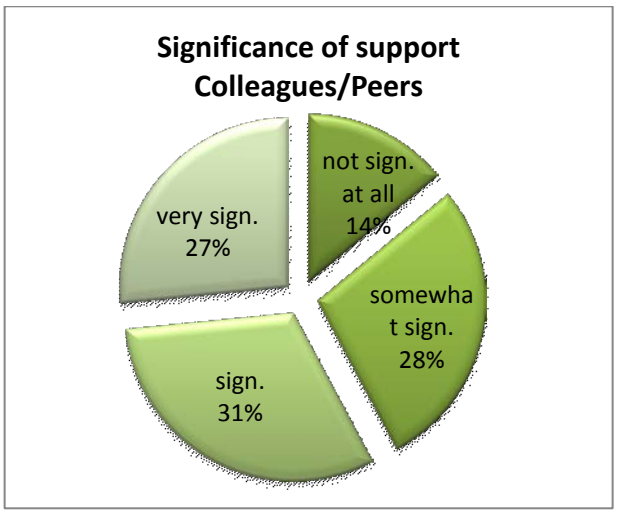












Annex 10: Methodology

Logframe Analysis

The evaluation team carried out the analysis of Joint Programme and Voluntary Contribution logframes by using the ERD/CEAD database. The scope of the analysis included logframes and related activities of draft, completed and ongoing programmes with visible logframes that have a completion date of January 1st, 2012 or later. The analysis was carried out in March/April 2014. The evaluation team searched for the following key words to identify interventions that contain gender mainstreaming elements:

- Gender
- Woman/en
- Girl
- Female

Interventions which contain the key word "gender" but refer to issues related to gender identity and the rights of lesbian, gay, bisexual, and transgender (LGBT) persons were excluded. Furthermore, a distinction was made between gender equality interventions and gender mainstreamed interventions[37].

The methodology used has a number of limitations, including the facts that the database is not updated and that not all logframes are visible. Furthermore, OB interventions and activities are not included in this analysis.

Survey

The survey conducted in the framework of this evaluation served two main purposes. Firstly, it was used to identify in a systematic way interventions and areas, in which gender has been mainstreamed. These interventions were studied in more detail through semi-structured interviews and/or case studies. Secondly, the survey provided quantitative statistics on the extent to which gender was mainstreamed in Council of Europe cooperation interventions.

The questionnaire was addressed to Council of Europe staff who are or have been involved in cooperation interventions that have a completion date in 2012 or later. The list of relevant staff was compiled to include contact persons of interventions mentioned in the logframes available in ERD/CEAD, project staff in field offices identified on the basis of organizational charts, and staff members that were recommended by colleagues who received the survey. In total 217 persons were contacted (60% female and 40% male).

Prior to dissemination, the questionnaire was tested by five project managers and amended based on their comments. These staff included two men and three women who represented the different pillars of the Council of Europe's work, different directorate generals as well as different locations (headquarters and field offices).

[37] For detailed explanation, please see Concept Note, chapter 3.

The questionnaire consisted of 19 questions. It was administered in the form of a Word document that was sent to the target population as an attachment to an individual email. This form of dissemination was selected in order to maximize the response rate and to know the respondents' identity, enabling the evaluation team to later contact relevant staff for semi-structured interviews.

The selected survey modalities introduced potential biases to the evaluation process. Firstly, despite of making significant efforts in this regard, the evaluation team does not have a guarantee that all relevant stakeholders were asked to complete the survey since no database exists that could provide a list of the staff involved in cooperation interventions.

Secondly, some survey questions measure the level of gender mainstreaming based on staff members' perceptions and therefore, must be interpreted bearing in mind a certain level of subjectivity in the responses. The issue was mitigated by asking respondents to provide examples and explanations (for example on how different methods of gender mainstreaming were applied) and thus making it less likely that an uninformed answer is given spontaneously.

Thirdly, staff filled in the questionnaire on a voluntary basis, and persons interested in gender mainstreaming are more likely to complete the survey than those not interested in the subject matter. Furthermore, since participation was not anonymous, staff might portray the situation of gender mainstreaming in their interventions in a positive way. For these reasons it can be expected that the actual level of gender mainstreaming in the Council of Europe cooperation interventions is lower than the survey results indicate.

Case Studies

A sample of cooperation interventions was studied in depth in the form of case studies in order to assess in particular the effects of gender mainstreaming. The evaluation team undertook field missions to the countries, in which these interventions are taking/have taken place in order to carry out semi-structured interviews with the Council of Europe staff present in the country, as well as representatives from the government, civil society, and partner organizations.

A purposeful sampling methodology was used for the selection of these case studies with a view to identify good examples of gender mainstreaming, so that effects of gender mainstreaming can be identified. The evaluation team carried out the sampling based on the following information sources:

a) The logframe analysis;
b) The analysis of strategic programming documents;
c) The analysis of project documentation (such as project reports and descriptions of action) of a sample of projects;
d) Information obtained through preliminary interviews that were carried out as part of the data collection for the concept note of the evaluation;
e) Stakeholder comments received in response to the concept note;
f) A preliminary analysis of the survey data; and
g) Input received from the reference group for the evaluation.

The sample was selected in a way that interventions cover the areas of expertise of the Directorate General of Human Rights and Rule of Law and the Directorate General of Democracy in a balanced way. The selected sample was the following:

Location	Areas of Work	Interventions	DGs
Kyiv/Ukraine	Children's Rights	Strengthening and Protecting Children's Rights in Ukraine	DGII
	Media	Integration of European standards in the Ukrainian Media Environment (2013/DG I/VC/2922)	DGI
	Human Rights	Strengthening the lawyers' capacity for domestic application of the European Convention on Human Rights (ECHR) and of the Revised European Social Charter (RESC) (2013/DG I/JP/2849)	DGI
Pristina/Kosovo*	Diversity	EU/CoE support to the Promotion of Cultural Diversity - Phase 2 (2012/DG II/JP/2787)	DGII
Sarajevo/Bosnia and Herzegovina	Prison	Harmonisation of BiH sanctions policies and practices with European Standards (2013/DG I/JP/2848) Efficient Prison Management in Bosnia and Herzegovina (2009/DGHL/JP/2118)	DGI
	Education	Regional Support for Inclusive Education (2013/DG II/JP/2851)	DGII
	Elections/ Democracy	Strengthening Accountability of Women and Young Political Leaders in Bosnia and Herzegovina - Phase II (2013/DG II/VC/3046) Schools of Political Studies	DGII DPP

The human rights project and the education project were dropped from the case study sample during the evaluation process since it has not been possible to gather strong evidence for a significant level of gender mainstreaming.

The evaluation team had also considered including some interventions of the South Programme in Rabat in the sample in order to allow for an analysis of gender mainstreaming in a strategy and the role of the Office of the Directorate General of Programmes in coordinating it. However, after consultations with a number of stakeholders this idea was dropped as gender mainstreaming effects are not expected to be visible in Rabat at this stage.

A challenge faced by the evaluation team during the data collection for the case studies relates to the fact that gender mainstreaming is not necessarily a very visible activity but rather an underlying approach towards planning and implementing a cooperation intervention. Therefore only close cooperation partners can reasonably be expected to notice gender mainstreaming activities and related effects. Therefore usually only a relatively small number of persons was interviewed for each case study. This threat to the rigor of the evaluation results was mitigated by triangulating the data obtained through interviews with other data sources such as documentation and survey data whenever possible.

Semi-Structured Interviews in Strasbourg

The evaluation team conducted semi-structured interviews with Council of Europe staff in Strasbourg involved in technical cooperation activities. The purpose was to validate the survey results, identify good practices and effects of gender mainstreaming, and obtain explanations with regard to factors that facilitate or hinder gender mainstreaming. Interviewees were identified through a purposive sampling methodology that targeted staff which is/was mainstreaming gender. Information sources used for the sampling include a preliminary analysis of the survey data, an analysis of project documentation and input from the reference group.

Annex 11: Questionnaire

GENDER MAINSTREAMING SURVEY

This survey is part of the **Gender Mainstreaming Evaluation** conducted by the Directorate of Internal Oversight in accordance with DIO work programme 2014[38]. It is designed to assess gender mainstreaming[39] in cooperation interventions of the Council of Europe (CoE) and addressed to staff members of CoE involved in cooperation activities. For further information regarding the Gender Mainstreaming Evaluation, please feel free to contact us.

INSTRUCTIONS: The questions should be answered in relation to the project/programmes you are/were involved in that have a completion date in 2012 or later. For each of the responses, select a box ☐, double-click the box and check ☒. To uncheck the box, repeat the same steps by double-clicking and un-checking the box.)

1. **Sex:**
   ☐ **M** ☐ **F** ☐ **Other** ☐ **I do not want to disclose it.**

2. **How interested are you in gender issues (please, check one only)?**
   Not at all **Very much**
   1 ☐ **2** ☐ **3** ☐ **4** ☐ **5** ☐

3. **How interested in gender issues is the CoE staff you know (please, check one only)?**
   Not at all **Very much**
   1 ☐ **2** ☐ **3** ☐ **4** ☐ **5** ☐

4. **How relevant is gender mainstreaming for your work, in your view (please, check one only)?**
   Not at all **Very much**
   1 ☐ **2** ☐ **3** ☐ **4** ☐ **5** ☐

5. **Do you manage (check all that apply):**
   ☐ Joint Progrqmmes
   ☐ Voluntary Contributions
   ☐ Ordinary Budget

6. **Under which Directorate(s) is/are the programme(s) you manage?**
   _____

7. **Under which pillar(s) is/are the programme(s) you manage (check all that apply)?**
   ☐ Human Rights
   ☐ Rule of Law
   ☐ Democracy
   ☐ Transversal programme
   If other, please specify:

8. **Do you work in Headquarters or in a Field Office?** ☐ **Headquarters** ☐ **Field Office**

9. **How many years have you worked for the Council of Europe?** ___ **years.**

[38] DIO work programme available at: https://wcd.coe.int/ViewDoc.jsp?id=2146625

[39] **Gender mainstreaming** is defined as the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making.

10. **Have you ever participated in any training sessions or other capacity building measures related to gender mainstreaming that were provided by the CoE or any other institution?** (i.g. gender awareness, gender mainstreaming, sexual harassment**)**

Training financed by CoE	**Training NOT financed by CoE**
☐ Never	☐ Never
☐ Once	☐ Once
☐ More than once	☐ More than once

11. **To what extent is/has gender (been) mainstreamed in the interventions you manage(d) (please, check <u>one</u> only)?**

Never	Rarely	Sometimes	Often	Always	Don't know
☐	☐	☐	☐	☐	☐

If never, please continue with Question 17.

12. **To what extent is gender mainstreamed in the interventions you manage? Please rate the occurrence of some specific activities or practices or methods for gender mainstreaming used in your interventions (please, check <u>one</u> box per row only) and cite examples:**

	Never	Rarely	Sometimes	Often	Always	Don't know
The recruitment of the project team (CoE staff and local staff) is/was done with gender perspective in mind.	☐	☐	☐	☐	☐	☐
When planning an intervention, its expected impact on women and men is assessed.	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						
The objectives of the interventions are in line with /have considered the specific needs of women and men, boys and girls.	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						
Data collected and used for the purpose of the project are disaggregated by gender.	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						
During the organization of any event (e.g. seminars, roundtables, workshops, etc.), efforts are made to achieve gender-balanced participation.	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						
Efforts are made to ensure that both genders participate in decision-making processes related to the intervention in a meaningful way.	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						

Efforts are made to ensure gender balance with regard to experts used by the interventions.	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						
The interventions' communication and publications are gender-sensitive (speeches, printed material, use of social media).	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						
A gender perspective is introduced to the budgetary process[40] of the intervention.	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						
Other:	☐	☐	☐	☐	☐	☐
If yes, please cite an example:						

13. Why was gender mainstreamed in interventions? Please rank the below reasons by their importance (from 1 to 6, with 1=most important and 6=least important).

__ Gender mainstreaming is an obligation in international development.
__ The CoE committed to gender mainstreaming.
__ The donors requested gender mainstreaming.
__ I and other staff in charge believe in gender mainstreaming.
__ Gender mainstreaming promotes gender equality.
__ Gender mainstreaming enables the CoE to enhance the quality of interventions.

14. Please, assess the significance of the following entities in supporting the mainstreaming of gender in your intervention and cite examples of support provided (please, check <u>one</u> box per row only):

	Significance of support to gender mainstreaming				
	Not significant at all	Somewhat significant	Significant	Very significant	Don't know
(Gender) Equality Division	☐	☐	☐	☐	☐
Please cite an example of support provided:					
Gender Equality Rapporteurs	☐	☐	☐	☐	☐
Please cite an example of support provided:					
Gender Mainstreaming Team (GMT)	☐	☐	☐	☐	☐
Please cite an example of support provided:					
ODG Prog	☐	☐	☐	☐	☐
Please cite an example of support provided:					
Senior management	☐	☐	☐	☐	☐

[40] In gender budgeting, expenditures are planned in a way that promotes gender equality.

Please cite an example of support provided:					
Colleagues/Peers	☐	☐	☐	☐	☐
Please cite an example of support provided:					
Other entity	☐	☐	☐	☐	☐
Please, indicate the entity:					

15. What, if any positive effects of gender mainstreaming have you observed?

16. What, if any negative effects of gender mainstreaming have you observed?

17. The following are some of the obstacles that may hinder the incorporation of gender analysis in planning, implementation and evaluation of an intervention. From your experience based on your interventions, please rate the significance of these obstacles in terms of their hindrance of gender mainstreaming (please, check one box per row only):

Obstacle	**Significance of hindrance of gender mainstreaming**				
	Not at all significant	Somewhat significant	Significant	Very significant	Don't know
Lack of supportive office culture/environment	☐	☐	☐	☐	☐
Lack of financial resources for gender mainstreaming	☐	☐	☐	☐	☐
Lack of staff training on gender mainstreaming	☐	☐	☐	☐	☐
Lack of own familiarity with gender mainstreaming	☐	☐	☐	☐	☐
Lack of time and human resources	☐	☐	☐	☐	☐
Lack of gender analysis tools	☐	☐	☐	☐	☐
Lack of support from senior management	☐	☐	☐	☐	☐
Low organizational priority for gender issues	☐	☐	☐	☐	☐
Other, Explain ……	☐	☐	☐	☐	☐

18. Please indicate a CoE programme which is a good example of gender mainstreaming:

19. Please, provide further comments, if any:

THANK YOU FOR FILLING IN THE GENDER MAINSTREAMING QUESTIONNAIRE

Annex 12: Interview Guide for Staff

Date:	
Name(s) and function(s) of interviewee(s):	
Location:	
Evaluation phase:	pilot/data collection
In-person/phone interview:	In-person
Interview by:	
In confidence/quotable:	

Introduction

- Thanks
- Self-introduction:
    - DIO entity in CoE Secretariat, independent from management;
    - Role is to assesses the relevance and effectiveness of the organization's interventions;
    - This is to improve the performance of the Council of Europe;
- Evaluation purpose:
    - Gender Mainstreaming Evaluation;
    - Look at how projects pay attention to gender issues/the different needs and priorities of women and men and what the effects of this are;
    - Purpose is to learn from this experience for the benefits of the Council;
    - Results of this evaluation will not have any implications on future resource allocation to the project;
- Quoting policy:
    - Grateful for open feedback;
    - No right or wrong answers;

- Purpose of interview is to obtain your opinion, not to test how much you know about the project or gender issues;
- Information provided will be treated confidentially and will not be quoted in a way that can be attributed to you, unless you authorize me to quote you by name

Questions

1. What is your **role** in the project?
    a. Since when?
    b. Which activities?
    c. What function?
2. Do you pay attention to **gender issues** in your project? How? If not, why not?
3. What factors have **helped** you?
4. What **obstacles** have you faced and how did you manage to overcome them?
5. What are **lessons** learned? What advice would you give others?
6. Have you noticed any **effects** of your efforts? On the project? On gender equality/the empowerment of women/the way in which women are perceived by partners/etc.?
7. In general, in what way does gender play a role in the **field of your work**?
8. What **measures should the Council take** to enable you to better mainstream gender?

Closure

Thank you again for your time, and for sharing your opinion with me. This is very valuable for the Council of Europe to continue improving its performance. Should you have questions, or remember some further information you might not have thought of today, you may reach me through the following contact details.

Annex 13: Interview Guide for Partners

Date:	
Name(s) and function(s) of interviewee(s):	
Location:	
Evaluation phase:	pilot/data collection
In-person/phone interview:	In-person
Interview by:	
In confidence/quotable:	

Introduction

- Thanks
- Self-introduction:
    - DIO entity in CoE Secretariat, independent from management;
    - Role is to assesses the relevance and effectiveness of the organization's interventions;
    - This is to improve the performance of the Council of Europe;
- Evaluation purpose:
    - Gender Mainstreaming Evaluation;
    - Look at how projects pay attention to gender issues/the different needs and priorities of women and men and what the effects of this are;
    - Purpose is to learn from this experience for the benefits of the Council;
    - Results of this evaluation will not have any implications on future resource allocation to the project;
- Quoting policy:
    - Grateful for open feedback;
    - No right or wrong answers;

- Purpose of interview is to obtain your opinion, not to test how much you know about the project or gender issues;
- Information provided will be treated confidentially and will not be quoted in a way that can be attributed to you, unless you authorize me to quote you by name

General Questions

1. Could you briefly describe the **situation and role** of women and men in **society**?
2. In what way does gender play a role in your **field of work**?

Project

1. What is your **role in the project**?
    d. Since when?
    e. Which activities?
    f. How frequently?
    g. What function?
2. What is your **general opinion** about the project – <u>in two sentences</u>?

Techniques of Gender Mainstreaming

1. Do you feel that the project **pays attention to gender issues**? How? Could you provide an example?
    a. Have you noticed whether the project makes efforts to **include women and men at an equal level** and if so how?
    b. Have you noticed whether the project makes efforts to ensure that **women and men equally participate in and contribute to events** organized by the project?
    c. In what way does the project serve the different **needs and priorities** of women and men? Do you feel that one gender is benefiting more?
    d. Do you feel that the project makes efforts to ensure that the **voices of women and men are equally heard**?
    e. Do you feel that women and men have an **equal say when decisions** regarding the project are taken?
    f. Have you noticed whether the project makes efforts to **work with female/male experts** in a field that is usually dominated by men/women?
    g. Have you noticed whether the project makes efforts to create **equal visibility** of women and men **through its written communication material and/or oral communication**?

2. Were there any instances in which the **project team has intervened** to ensure that gender issues are considered?

Effects of Gender Mainstreaming

1. Have you noticed any **effects** of the project's efforts to take gender issues into consideration?

2. What are in your experience/view the **benefits** of paying attention to gender issues? Are there any **disadvantages**?

3. Do you feel that it is **important** that the project pays attention to gender issues?

4. Has the project **changed your attitude** towards gender issues?

General Gender Mainstreaming Environment

1. How much importance is given to gender issues by **other actors/organizations you work with**?

Recommendations

1. What **advice** would you give others on how to incorporate gender aspects into their work/project?

2. What could the project **do better** to take gender issues into consideration?

Closure

Thank you again for your time, and for sharing your opinion with me. This is very valuable for the Council of Europe to continue improving its performance. Should you have questions, or remember some further information you might not have thought of today, you may reach me through the following contact details.