



# GENDER

EVALUATION OF GENDER MAINSTREAMING IN UNDP

# EQUALITY



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# FOREWORD

This report presents the findings of an independent Evaluation of Gender Mainstreaming in UNDP, undertaken in 2005. The main purpose was to take stock of UNDP's efforts to develop and implement gender mainstreaming policies; and to assess the overall performance of UNDP in gender mainstreaming and the promotion of gender equality in the last ten years. The evaluation is primarily forward-looking, responding to corporate concerns to increase the effectiveness of the organization's gender mainstreaming policies and strategies.

Action by governments, the United Nations and civil society in the last 30 years has produced international normative frameworks; acknowledgement that women's rights are human rights and broad acceptance that gender equality is a critical and indispensable component of human development. However, poverty, wars, health pandemics such as HIV and AIDS and the impact of rapid globalisation continue to pose even greater challenges for women. In many parts of the world, the deficits presently outweigh the gains; progress in some areas is being eroded.

In many ways, the findings of this evaluation mirror these trends. The evaluation concludes that in the last ten years UNDP has put in place a number of policies and strategies to mainstream gender. However, a lot still remains to be done: UNDP has not effectively and successfully engendered its development programmes. While there are many committed individuals and some "islands of success," the organization lacks a systematic approach to gender mainstreaming. UNDP has not adopted clearly defined goals, nor dedicated the resources necessary to set and achieve them. There is a lack of systemic approaches, leadership and commitment at the highest levels and of capacity at all levels.

The implications of the evaluation are that UNDP should reconsider its approach, if gender mainstreaming is to produce tangible and lasting results. The organization not only needs to establish a new and stronger institutional structure, but also to demonstrate leadership; articulate a vision; set goals, benchmarks and performance standards at the highest levels; and allocate core administrative and programme resources.

This report is a result of many people's dedication and contributions. We are deeply indebted to all the people who worked tirelessly under a very tight timeline to complete this evaluation. First and foremost, the Evaluation

Office is grateful to the evaluation team, which was led by Dr Nafis Sadik, former UNFPA Executive Director and currently Special Advisor to the Secretary-General and Special Envoy for HIV/AIDS in Asia. Team members were: Ayse Ayata, Michael Bamberger, Marcia Greenberg, Kalyani Menon, Annet Lingen, Ruth Pearson, and Fatou Sarr. Ruth Pearson and Marcia Greenberg worked on the first drafts and Annet Lingen authored the final draft. We are very grateful to all of them, especially Annet who put in many hours of shaping and refining the text to bring it to its current state, and to Alex Marshall, editor of this report.

The international team was joined by a team of national experts: Rozetta Aitmatova (Kyrgyzstan), Rania El Azem (Morocco), Imam Bibars (Egypt), Ondina Castillo (El Salvador), Marie Djuidjeu (Cameroon), Samra Filipovic-Hadziabdic (Bosnia-Herzegovina & Kyrgyzstan), Diana Urioste Fernández (Bolivia), Bernadette Kayriangwa (Rwanda), Darshini Mahadevia (India), Rama Samb (Senegal), Annie Serrano (Philippines), Svetlana Shakirova (Kazakhstan), Elizabeth Dzokai Shongwe (Swaziland), Barbara Watson (South Africa).

The team also had at its disposal two excellent researchers, Clara Alemann and Marianne Gimon, who were guided by the task manager of the evaluation, Fadzai Gwaradzimba, Evaluation Advisor in the Evaluation Office. Mahahoua Toure and Maritza Ascencios provided administrative support and Anish Pradhan provided technical support with the publication process.

The evaluation also benefited from the advice of an advisory panel of four senior experts drawn from the academia and the public arena. We are deeply indebted to Feride Acar, Professor of Political Science and Chairperson of CEDAW, Turkey, Leite Bjorg, former Head of Evaluation Department, NORAD and presently Norway's Ambassador to

Uganda, Mary Chinery Hesse, Vice Chairperson of The National Development Planning Commission of Ghana and former Deputy Director General of the International Labour Organization (ILO) and Keith Griffin, Economics Professor Emeritus, University of California, Riverdale.

Last but not least, I am very grateful to all UNDP colleagues at headquarters and country offices, members of the Executive Board and programme country officials who supported this evaluation and fielded many questions from the team. Without their interest and involvement, the evaluation would not have been possible. I would like to single out for special thanks all the Resident Representatives and the staff of the countries visited by the team, the Director of Bureau for Policy Development (BDP) and the Executive Director of UNIFEM and other colleagues in headquarters units who provided vital feedback to the team and the Evaluation Office.

I hope that the recommendations of this evaluation to provide leadership and strengthen the institutional arrangements and capacity to engender UNDP's programmes will find resonance with UNDP's senior management and staff. Coinciding as it does with renewed vigour to push the UN Reform agenda and the Millennium Development Goals (MDGs) and, no less important, the 60th anniversary of the UN, I hope that this evaluation will find a broader audience beyond UNDP and its Executive Board. I also sincerely hope that the evaluation has provided a basis for deepening the positive lessons, overcoming institutional obstacles and setting clear benchmarks for tracking progress in the future.



Saraswathi Menon  
Director  
UNDP Evaluation Office

# EXECUTIVE SUMMARY

## RATIONALE

At its second regular session, September 2002, the Executive Board recommended that the Evaluation Office undertake a global evaluation of gender mainstreaming in UNDP. The present report provides the findings of this evaluation, carried out between December 2004 and June 2005.

## OBJECTIVES AND METHODS

The terms of reference were to assess the overall performance of UNDP in gender mainstreaming and promoting gender equality, and to take stock of what UNDP has done to install gender mainstreaming policies and ensure their implementation in the past ten years. The evaluation used the definition of gender mainstreaming (ECOSOC 1997/2) adopted corporately by UNDP:

...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of all policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

The evaluation accordingly addressed itself to the whole range of UNDP's work and assessed gender mainstreaming within the organization from the perspective that this implies. UNDP should:

- (1) Ensure that gender analysis is an integral part of all its activities;
- (2) Make support for gender equality a key element of policy dialogue with partners;
- (3) Develop strategies to ensure its capacity for gender mainstreaming.

The evaluation was primarily a forward-looking exercise, emphasising learning from past experience to ensure that in future, the engendering of UNDP development activities is visible and explicit and contributes towards gender-equitable development. It examined gender mainstreaming

in policies and programmes; capacity and resources for gender mainstreaming within the organization; the extent of implementation in the field; knowledge generation and dissemination at headquarters; and strategies, policies and leadership at the corporate level.

The evaluation used a variety of approaches and data sources, including a preliminary review of UNDP internal documents; visits to 14 countries; interviews and focus groups in the field and at headquarters and an electronic survey of country offices.

Because UNDP's gender mainstreaming policies do not have clear objectives, targets and timeframes, it was not possible to assess the effects and impact of gender mainstreaming on projects and programmes at the country level. Instead, the evaluation assessed the extent to which attention is accorded to gender relations.

## FINDINGS

### POLICIES AND PRIORITIES 1996-2005

The history of gender mainstreaming policies in UNDP is one of good starts and lost momentum, intermittent declarations and mixed signals. In 1996, the Administrator renewed UNDP's commitment to gender equality, and earmarked significant resources and staff positions. However, the directives put no tracking mechanisms in place and apparently, the policy was not properly or evenly implemented. The system of gender focal points in country offices, and an inter-active electronic research and learning network initiated during this period still exist.

In 1998, UNDP made the advancement of women one of its five focus areas; but in the 2000-2003 Business Plan "gender equality" became a cross-cutting issue. In 2001, the Administrator reaffirmed that gender equality remained a core commitment of UNDP and appointed the Director of UNIFEM as UNDP champion on gender and special advisor to the Administrator, in her personal capacity. The Administrator underlined that "...this does not mean that UNDP is abdicating its responsibility to mainstream gender." However, the global gender programme budget 2000-2004 was a fifth of the earlier budget.

In 2002, a gender equality policy note described effective entry points for advancing gender equality. However,

UNDP did not emphasize gender mainstreaming or the promotion of gender equality as priorities in its change management process. The Gender Unit was placed in the poverty practice area, suggesting that gender mainstreaming did not apply to all UNDP's work. The new Multi-Year Funding Framework (MYFF) for 2004-2007 restored the position, with promoting gender equality as a driver of development effectiveness. The Executive Board adopted a new corporate gender strategy and action plan in 2005.

### UNDP INSTITUTIONAL STRUCTURE

UNDP management has created ambiguity and decreased visibility, in the way it has moved gender mainstreaming structures around, and has allocated insufficient staff and financial resources. Under the Bureau of Development Policy set up in 2000, the Gender Unit provided guidance on gender policy and programmes, and on advancing gender as a cross-cutting theme. In 2002, UNDP put gender within the poverty practice area. The Gender Unit now reports directly to the Director of the BDP, implying that its remit covers all the practice areas.

UNDP's six regional gender advisors are very active but have little authority or control over follow-up. Gender focal points (GFPs) have no clear job description, are often junior-level staff and have other responsibilities.

### GUIDANCE AND CAPACITY-BUILDING

The Gender Unit and BDP practice areas provide guidance; there is an internet forum and country-based knowledge management networks, Guidance is also available in person from a variety of sources. However, staff have no incentive to use these resources or take opportunities for training. One of the most disappointing aspects of UNDP's gender mainstreaming has been its limited attempts to build understanding among the staff. UNDP offers no centralised training, though there has been some quite effective training at the regional and country level. Many countries now have national gender experts, but they are often overlooked and under-utilized.

### MONITORING AND REPORTING

The recent gender mapping exercise and the gender driver questions in the MYFF mark a noteworthy improvement in UNDP's efforts to improve monitoring

and reporting on gender. However, effective monitoring requires that information be read, digested and used, with some implications for those reporting. By this standard, UNDP remains ineffective, both globally and at the country level.

## FINANCIAL RESOURCES

Much of the information about UNDP resource allocation to gender is missing, incomplete or inconsistent. There is no accurate and reliable way to estimate the exact expenditures on programmes, which pay attention to gender mainstreaming. UNDP needs a more systematic definition and review of expenditure on gender-related activities.

The Gender Unit is seriously understaffed and under-resourced. Funds for gender-related activities are included in some of the thematic trust funds, but these are not sufficient.

## HUMAN RESOURCE POLICIES

Commitment to gender balance is part of the organization's commitment to gender equality and indicates sincerity to its partners, but it is not gender mainstreaming. Resident Coordinators, Resident Representatives and their deputies are not held accountable for gender mainstreaming. UNDP has invested resources, promoted policies and monitored progress towards gender equality within the organization. Despite some improvement, women still constitute only 26 percent of Resident Representatives and roughly 33 percent of senior management. The findings suggest that UNDP should make more effort to understand the reasons for failure to hire and retain women professionals, and see them move to the top. The Gender and Diversity Scorecard is an innovative and useful tool, but there is no system of monitoring its information and it does not seem to influence recruitment decisions.

## GENDER MAINSTREAMING IN PRACTICE AREAS

There are commendable efforts to mainstream gender in most of UNDP's practice areas, but there is no clear strategy, and staff do not seem to know how to apply a gender mainstreaming perspective. While there have been some isolated efforts to address broader gender issues, the tendency is to seek small, women-focused activities.

UNDP has not met the standards expected of a leader in development practice and promoter of international norms. Critical factors for consideration are:

- (1) Does BDP guidance material incorporate gender?
- (2) Does thinking and expertise at global level enrich practice in the field?
- (3) Do key policy documents reflect gender-based roles and the needs of women? Does monitoring of the Millennium Development Goals raise gender issues, other than in MDG 3?
- (4) Does practice in the field reflect understanding of gender?
- (5) Are offices making efforts to root out gender bias?
- (6) Does research and programming respond to the gender implications of emerging issues?

Ideally, gender mainstreaming would include: understanding a development problem through a recognition of socially-prescribed gender roles; recognizing ways in which gender discrimination impedes progress, and developing techniques to break down gendered roles or barriers.

### Poverty Reduction

The evaluation found that attention to gender tends to emphasize women-focused rather than gender activities, and that UNDP has missed many opportunities to approach poverty reduction in a strategic way.

Most policy documents and guidelines do not explain the links between gender inequality and poverty. Nor do they make clear how UNDP should modify analyses and policies such as PRSPs from a gender perspective. The Gender Unit and the Human Development Report Office, separately or together, have done most of UNDP's analytical work relating to gender and poverty reduction. There are some positive initiatives from the regional bureaux and some interesting work in the field, but in most countries, the focus of "gender" work is on women. The result is that programmes and projects:

- (1) assume that micro-credit and training will raise women's incomes, help them meet their practical responsibilities, and improve bargaining power and status;
- (2) support national anti-poverty programmes, especially family health and children's schooling; and
- (3) support social services, particularly health and education.

At country level, gender mainstreaming is most evident during PRSP formulation, work on indicators for MDGs, and the preparation of national Human Development Reports; but most country offices have little expertise on gender and macroeconomics. Most countries have missed the opportunity for dialogue that gender-sensitive budgeting provides by confining it to the gender programme rather than mainstreaming it in poverty or governance.

### **Democratic Governance**

UNDP has a comparative advantage in governance, since few donors are involved. The practice area and country programmes are working with and on behalf of women, and some country programmes apply a gender perspective. Often, however, the approach remains focused on women's participation, rather than recognizing gender-related impediments and addressing gender inequality. The challenge is to gather and use data to recognise the underlying issues, and to build policies and programmes accordingly.

Most programmes focus on women running for political office or support for Ministries for Women, but there are several examples of more strategic approaches, mainstreaming gender in national plans (India) or constitutions (Swaziland), or adopting a governance approach to gender-based violence (El Salvador).

### **Energy and Environment**

Headquarters provides some good approaches and strategies for gender mainstreaming in several sectors, and there are some instances of good practice in country programmes. There is broad awareness that including women in programmes is necessary. There seem once more to be missed opportunities in this practice area. There is no evidence that gender issues are addressed at the policy level.

### **HIV/AIDS**

Relations between men and women are central to prevention, protection and care, yet the evaluation did not find an explicit gender mainstreaming strategy for the HIV/AIDS practice area. The evaluation found some excellent programmes and good support from BDP, such as a global programme involving some 30-country offices. The strength and emphasis of the AIDS programme directed from New York did not seem to be matched by work at the country level.

### **Conflict Prevention and Recovery**

UNDP usually has a presence in countries afflicted by natural disasters and it is often the first agency present during or after a conflict; donors are happy

for UNDP to coordinate their programmes. This is a major comparative advantage. UNDP could play a leading role in shaping an informed gender-mainstreamed approach to post-crisis development strategy. New guidelines are in preparation.

## **PROMOTING GENDER EQUALITY**

### **Advocacy and Partnerships**

In some countries, staff feel they lack the competence to promote gender equality. In others, UNDP has taken advantage of its opportunities as appropriate, either supporting women's groups, or working quietly with government.

### **UN Gender Thematic Groups (GTGs) at Country Level**

GTGs, key partnerships among UN agencies, have great promise. UNDP should support them and promote their establishment or revival. A number of UNDP country offices participate in GTGs, with some success. A new resource guide for gender theme groups should be helpful, but GTGs are likely to succeed only where there is either leadership or incentives.

### **UNIFEM and UNDP**

The evaluation's findings regarding UNIFEM are limited to what UNIFEM has done and can do to support UNDP's work. UNDP has its own mandate, and must take responsibility for mainstreaming gender into all its activities. The whole point of "mainstreaming" is that working with and for women and working to achieve gender equality, is not a separate activity by a women-focused institution. The expectation is that all development work should purposefully take account of gender differences, and promote gender equality.

Successive General Assembly resolutions and Executive Board decisions have expanded UNIFEM's role. Seeking for rationalization and economies, UNDP's leadership took the position that gender mainstreaming machineries and resources were expendable if they were already covered by UNIFEM. Such decisions may have sent negative signals to UNDP staff, undermined the Gender Unit and encouraged the perception that UNIFEM can deliver gender mainstreaming for UNDP. At the same time, there has been competition between UNDP and UNIFEM for limited resources, which has limited collaboration for action. Though most country offices reported "effective or very effective" cooperation between the two organizations, outcomes have depended largely on personalities.

## LESSONS LEARNED

Overall, the evaluation concludes that UNDP lacks both the capacity and the institutional framework for a systematic and effective gender mainstreaming approach. Key shortcomings are:

- (1) Gender mainstreaming has not been visible and explicit;
- (2) There is no corporate strategic plan for putting the gender mainstreaming policy into effect;
- (3) Steps have been too simplistic and mechanistic;
- (4) UNDP has not acted on previous assessments identifying similar shortcomings, and has given mixed signals about its commitment and expectations.

While several initiatives have shown results, these “islands of success” depend on individual interest and efforts rather than a systematic approach. Successes have been based on:

- (1) Strong commitment from management;
- (2) A clear and proactive strategy and policy for gender mainstreaming;
- (3) Qualified senior expertise to advise on gender mainstreaming within the country programme;
- (4) Awareness of gender mainstreaming as a collective organizational responsibility;
- (5) Systematic training in the gender mainstreaming concept, tools and issues and,
- (6) Dedicated financial resources.

Other lessons learned fall into six categories: (1) leadership, (2) accountability and incentives, (3) understanding gender mainstreaming, (4) collection of information and sharing experiences, (5) financial commitments, and (6) institutional mechanisms.

### LEADERSHIP

The accomplishments of some very committed individuals were constrained by absence of leadership at a higher level. Top management should clarify what gender mainstreaming means for UNDP, and introduce mechanisms to institutionalize policy.

### ACCOUNTABILITY AND INCENTIVES

It is not clear where accountability for implementing gender mainstreaming lies within UNDP. Since gender mainstreaming is a cross-cutting issue, the responsibility should lie with each individual, and then with heads of offices and bureaux. Top management

should take ultimate responsibility and ensure accountability of individuals and units. There should be accountability at the highest levels, for example, annual reporting to the Executive Board, and gender mainstreaming should be included in annual competence assessments for senior management. Accountability should be accompanied by rewards and incentives.

### BUILDING UNDERSTANDING AND CAPACITY FOR GENDER MAINSTREAMING

Differing interpretations of “gender mainstreaming” create confusion and impede progress. UNDP should define how the organization understands gender mainstreaming and proposes to implement it. Building capacity calls for more specialized staff, and for training, that addresses specific requirements in specific job functions and geographical situations. Enhanced capacity at country level will allow UNDP to take a bigger part in donor coordination and establish stronger partnerships with civil society. The Gender Unit at headquarters is understaffed and its location – first within the poverty practice area and, recently, under the Director of BDP – does not help it influence the organization.

### KNOWLEDGE MANAGEMENT, DISSEMINATION AND SHARING OF EXPERIENCES ON GENDER MAINSTREAMING

UNDP has missed many opportunities for learning, and there is little institutional memory or exchange of information. Gender analysis should be integrated into all monitoring processes and evaluations. The GenderNet is potentially very useful, but it seems to be primarily used to ask and answer practical questions rather than to share experiences. A facilitator will improve its usefulness.

### FINANCIAL COMMITMENTS

Resources are needed for training and building capacity and for joint programming on gender equality. After a careful review of resource needs, UNDP should provide reliable and adequate funding and staffing for gender mainstreaming. Financial resources should be earmarked and traceable.

### PARTNERSHIPS AND ACTIVE PROMOTION OF GENDER EQUALITY

UNDP staff tend to miss opportunities to promote gender equality because they are not clear what it means or how to do it. They are also unclear about

how UNIFEM and UNDP share responsibility with other UN agencies for promoting gender equality.

UNDP should continue to work in collaboration with UNIFEM, but UNIFEM's role is to be the watchdog, advocate and innovator; it has neither the scale nor the capacity to take on UNDP's gender mainstreaming responsibilities.

At the country level, with few exceptions, the resident coordinator system is not fully utilized to strengthen UN partnerships around gender. United Nations reform, the UNDAF and MDGs offer opportunities for greater cooperation.

## INSTITUTIONAL MECHANISMS

In the last five years, gender mainstreaming has become less visible in UNDP's organizational structure. In its new position under the Director of BDP, it still remains hidden from public view. UNDP needs a top-level unit, to:

- (1) provide visibility within and outside the organization;
- (2) send the message that UNDP takes gender mainstreaming seriously;
- (3) permit the development of cross-sectoral gender mainstreaming strategies, including human resource policy and corporate strategy;
- (4) ensure accountability of individuals and units;
- (5) monitor accomplishments; and
- (6) facilitate the exchange of experience in UNDP.

## RECOMMENDATIONS

Recommendations arising from this evaluation are:

- 1) Provide proactive leadership by senior management and reaffirm UNDP's commitment to gender mainstreaming**
  - a) The Administrator should reiterate UNDP's commitment to gender mainstreaming and reaffirm that gender has priority. The commitment should be matched with adequate resources.
  - b) UNDP senior management at bureaux and all headquarters units and country offices should make explicit gender mainstreaming commitments.
  - c) The Resident Coordinator should exercise leadership on gender mainstreaming in the UN country team.

- 2) Establish accountability and incentives for gender mainstreaming**

- a) Results competence assessments of all management staff should include gender mainstreaming.
- b) UNDP should produce a plan for adjusting results competence assessments. Positive work should be rewarded.
- c) UNDP should additionally recognise exceptional work.
- d) UNDP should closely monitor its gender balance targets and promote a culture of gender equality.

- 3) Retain gender mainstreaming programmatic strategy as well as gender-focused programmes**

- a) UNDP should revitalise gender mainstreaming, as a means to gender equality. Gender should remain a "driver" or cross-cutting issue. UNDP should set and monitor specific organization-wide and country-specific targets in each practice area for different levels. Policy and programme design should incorporate gender analysis.
- b) UNDP should use targeted initiatives to promote women's empowerment and gender equality.

- 4) Strengthen the institutional framework for gender mainstreaming at headquarters**

- a) UNDP should establish a corporate Gender Development Office at the highest level, within the Administrator's or Associate Administrator's Office. Its work should continue at least until gender mainstreaming has demonstrable results and is fully internalized in the organization.
- b) UNDP should provide technical gender specialists for every practice area. BDP should ensure close working relations with the Gender Development Office.
- c) Regional bureaux should strengthen their gender expertise by recruiting regional gender experts and upgrading the skills of existing staff.

- 5) Strengthen gender expertise in country offices**

- a) UNDP should place senior gender development specialists in all UNDP country offices.
- b) UNDP should strengthen the gender focal point (GFP) system. Gender focal points, should preferably be senior staff with gender expertise, with clear job descriptions and performance indicators.

**6) Strengthen gender mainstreaming capacities of all UNDP staff**

- a) New staff should have some gender expertise. Competence assessments of Resident Representatives and Resident Co-ordinators should include knowledge of gender.
- b) UNDP should strengthen capacity of staff. Training must be targeted, systematic and continuous.
- c) UNDP should take a systematic approach to knowledge management, learning from country offices' knowledge and experience.

**7) Make adequate financial resources available for gender mainstreaming**

- a) UNDP should allocate core resources for gender mainstreaming and scale up fund-raising efforts for specific programmes.
- b) The evaluation recommends a special corporate gender budget exercise to determine what financial resources UNDP needs for gender mainstreaming.
- c) UNDP should review the ATLAS accounting system and upgrade as necessary.
- d) UNDP should use gender as a criterion for allocating TRAC 2 resources to country offices

**8) Define and clarify the relationship between UNDP and UNIFEM and strengthen coordination and collaboration**

UNDP should appoint a small working group to clarify the relationship and define cooperation with UNIFEM, reporting by June 2006.

**9) Strengthen advocacy and partnerships**

- a) UNDP should strengthen UN system partnerships and networks at country level for advocacy and joint programmes on gender equality. UNDP Resident Representatives should provide leadership and promote advocacy. Gender thematic groups should be established, encouraged or revived as necessary. UNDP should promote inter-agency joint financing and develop common strategies.
- b) UNDP should establish and strengthen networks with external partners, and make use of local gender expertise and capacity.

**10) The Executive Board should promote accountability for gender mainstreaming within UNDP**

- a) As part of the approval of country programmes and budgets, the Executive Board should closely monitor the extent and quality of attention to gender mainstreaming in programmes and administrative budgets and take appropriate action as necessary.
- b) Finally, the Executive Board should monitor the follow-up to this evaluation. UNDP should review progress towards gender mainstreaming by 2008, and report to the Board.



# LIST OF ACRONYMS

<b>BDP</b>	Bureau of Development Policy
<b>BiH</b>	Bosnia and Herzegovina
<b>BPfA</b>	Beijing Platform for Action
<b>BCPR</b>	Bureau for Crisis Prevention and Recovery
<b>CBO</b>	Community Based Organization
<b>CCF</b>	Country Cooperation Framework
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women
<b>CIDA</b>	Canadian International Development Agency
<b>CO</b>	Country Office
<b>CSW</b>	Commission on the Status of Women
<b>DGD</b>	Decentralized Governance for Development
<b>DDR</b>	Disarmament, Demobilization and Reintegration
<b>DG</b>	Democratic Governance
<b>E&amp;E</b>	Energy & Environment
<b>EB</b>	Executive Board
<b>ECOSOC</b>	United Nations Economic and Social Council
<b>EO</b>	Evaluation Office
<b>EU</b>	European Union
<b>GA</b>	General Assembly
<b>GCF</b>	Global Cooperation Framework
<b>GDI</b>	Gender Development Index
<b>GDPU</b>	Gender and Development Policy Unit
<b>GDR</b>	Gender in Development Report
<b>GEM</b>	Gender Empowerment Measure
<b>GFPs</b>	Gender Focal Points
<b>GIDP</b>	Gender in Development Programme
<b>GM</b>	Gender mainstreaming
<b>GNP</b>	Gross National Product
<b>GSB</b>	Gender sensitive budgeting
<b>GU</b>	Gender Unit
<b>HARPAS</b>	HIV/AIDS Regional Programme in the Arab States
<b>HDR</b>	Human Development Report
<b>HDRO</b>	Human Development Report Office
<b>HQ</b>	Headquarters
<b>IAWGE</b>	Inter-Agency Committee on Women and Gender Equality
<b>ICTD</b>	Information Communication Technology for Development
<b>IDPs</b>	Internally Displaced Persons
<b>ILO</b>	International Labour Organization

<b>JICA</b>	Japan International Cooperation Agency
<b>JPO</b>	Junior Professional Officer
<b>KMN</b>	Knowledge Management Networks
<b>LCB</b>	Learning, Consultation Briefing
<b>MDGs</b>	Millennium Development Goals
<b>MYFF</b>	Multi-Year Funding Framework
<b>NGO</b>	Non governmental organization
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>RBAP</b>	Regional Bureau for Asia Pacific
<b>RBEC</b>	Regional Bureau for Eastern Europe and the CIS
<b>RBx</b>	Regional Bureaux
<b>ROAR</b>	Results Oriented Annual Report
<b>RC</b>	Resident Coordinator
<b>RR</b>	Resident Representative
<b>SIDA</b>	Swedish International Development Agency
<b>SSA</b>	Sub-Saharan Africa
<b>SURFs</b>	Sub-Regional Resource Facilities
<b>TOR</b>	Terms of Reference
<b>TRAC</b>	Target for Resource Assignment from the Core
<b>TTF</b>	Thematic Trust Fund
<b>UN</b>	United Nations
<b>UNCT</b>	United Nations Country Team
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDG</b>	United Nations Development Group
<b>UNEP</b>	United Nations Environment Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNGASS</b>	United Nations General Assembly Special Session
<b>UNICEF</b>	United Nations Fund for Children
<b>UNIFEM</b>	United Nations Development Fund for Women
<b>UNV</b>	United Nations Volunteer
<b>USAID</b>	United States Agency for International Development
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization
<b>WID</b>	Women in Development

# INTRODUCTION



## 1.1 RATIONALE AND OBJECTIVES

For some years, the Executive Board of the United Nations Development Programme has expressed concern about uneven progress in UNDP towards mainstreaming gender in the organization and its programmes. At its September session of 2002, the Board recommended that the Evaluation Office (EO) undertake a global evaluation of gender mainstreaming in UNDP.

The Board's interest coincided with UNDP's need to gauge the effectiveness of its approach and the results of its efforts towards gender mainstreaming to advance gender equality. These have been mixed: for example, while the UNDP Results Oriented Annual Report (ROAR) for the years 2000 and 2001 showed signs of increased gender activities, analysis of a 10 percent sample of the 2001 ROAR found fewer progress statements for the goal "advancement in the status of women and gender equality" than for any other goal, and financial allocations for gender amounting to a mere 1 percent of UNDP's resources.<sup>1</sup>

This report presents the findings of the independent evaluation commissioned by the UNDP Evaluation Office in September 2004. The evaluation was undertaken between December 2004 and June 2005 by a multidisciplinary team of independent consultants.

The evaluation assessed the overall performance of UNDP in gender mainstreaming and promoting gender equality over the past decade, as a means to understand what has and what has not worked, and to guide UNDP in strengthening its strategies and approach in the future. The evaluation is primarily forward-looking, emphasising lessons from past experience to inform future action. Terms of Reference are attached as Annex IV.

The evaluation addressed the following specific questions:

- (1) What results has UNDP achieved in mainstreaming gender?
- (2) How effectively has UNDP used partnerships to promote gender equality?
- (3) To what extent has gender mainstreaming been institutionalized in the organization?
- (4) How effective are the approaches used by UNDP in promoting gender equality?

1 UNDP Gender Equality Practice Note 2002

The focus of the evaluation was first to take stock of what UNDP has accomplished to date to put in place gender-mainstreaming policies and ensure their implementation. Recognizing, however, the number of studies already undertaken, it deliberately emphasized learning from experience.

The second element was to suggest practical next steps for UNDP to ensure that greater progress is made in gender mainstreaming; that is, to ensure that gendering UNDP's mainstream development activities is visible and explicit, and contributes towards gender-equitable human development. The thrust of this report is therefore to identify what actions are needed to ensure that UNDP moves expeditiously toward effective gender mainstreaming that contributes to improved human development – that is, development that both enhances gender equality and removes gender-related impediments to social, economic, and environmentally sound development.

## 1.2 CONCEPTS AND METHODOLOGY

### 1.2.1 WHAT IS GENDER MAINSTREAMING?

At an early stage of the evaluation it became clear that many UNDP staff define and interpret the term “gender mainstreaming” differently and that there is a significant degree of confusion within UNDP about how to go about it. To ensure that readers of this report understand gender mainstreaming in the same way as the evaluators, this section provides the working definition of “gender mainstreaming” that was used for the purposes of the evaluation.

Following the Fourth World Conference on Women (Beijing, 1995), development agencies agreed to adopt “gender mainstreaming” as a new strategy for ensuring the incorporation of gender perspectives in all areas and sectors, and at all levels, to promote gender equality. The strategy would go beyond focusing on women in isolation, to look at both women and men as actors in and beneficiaries of development – and how their rights are defined *relative to each other*.

The objective is clear, but there are problems with each of the two words in practice. There is a widespread tendency in UNDP and elsewhere to conflate “gender” with women. For some “gender” is merely another way to say “women.” In programme design, this would mean adding an activity for women to a project and in the evaluation stage counting the

number of women who have benefited. Some UNDP staff equate “gender mainstreaming for human development” with gender equality in the organization's management of human resources.

Many in UNDP, and among its partners, *do* recognise that gender is about gender relations and about analyzing gender roles and responsibilities, which are determined by social and cultural factors and which are therefore changeable. It is readily accepted that development assistance, whether relating to household nutrition or to natural resource management, must be grounded in social analyses that include an understanding of gender-based roles.

The more contested dimension relates to the political dimensions of gender analysis. Challenging discrimination, exclusion, oppression or subordination are all political acts. Gender relations are also a concern for development because they are relations of inequality and injustice – and accepted definitions of sustainable human development encompass respect for human rights and justice.

Gender mainstreaming puts in context the continuing subordination of women as a gender; but it is often necessary to address men's gender roles and identities to make an impact on women's subordination, as for example in preventing the spread of HIV/AIDS or violence against women.

The word “mainstreaming” is equally problematic. In the first place, like “gender,” “mainstreaming” does not translate easily into most other languages. Furthermore, the term mainstreaming is nowadays used in relation to so many different development themes (for example, environment, HIV/AIDS, ownership, governance) that the term is perhaps losing its original meaning.

There is also a tendency in UNDP to confuse gender mainstreaming for human development with gender equality in the organization's human resources management. In this respect, it is important to make a clear distinction between the strategy of gender mainstreaming and its goal, which is to support gender equality in UNDP's work. Effective gender mainstreaming should result in improved human development that is development, which both enhances gender equality and removes gender-related impediments. This goal is not always made explicit, with the danger that gender mainstreaming becomes a technical approach without clear direction and targets.

Technically, UNDP's understanding of gender mainstreaming is guided by the ECOSOC definition of gender mainstreaming which the organization has adopted:

*"...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of all policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."*<sup>2</sup>

The evaluation team therefore addressed the task of understanding the implications of gender mainstreaming across the range of activities and responsibilities of UNDP, including corporate and institutional policy, contribution towards shaping development policy at a national and international level and the implementation of development programmes and projects in regions and countries.

The following three points summarize the team's understanding of what gender mainstreaming implies across the core functions of UNDP:

- (1) Ensuring that gender analysis is an integral part of all activities undertaken by UNDP, including but not limited to: country assessments, baseline research, and programme/project design, programme/project implementation, and all monitoring and evaluation. This must be consistent with the ECOSOC definition, ensuring that UNDP activities do not have negative impacts on gender equality, and that women and men benefit equally.
- (2) Making support for gender equality a key element of all policy dialogue with partners, including governments, other donors and civil society organizations. Taking due cognizance of United Nations commitments to gender equality, partner governments' own commitments to gender equality (for example CEDAW and the Beijing Platform for Action) and local perspectives and priorities regarding gender equality.
- (3) Developing and implementing institutional strategies to ensure that UNDP develops and maintains appropriate capacity to achieve gender mainstreaming, including policies, expertise, human resource policies, and sufficient resources for effective implementation.

Gender mainstreaming strategy complements rather than precludes targeted, women-focused interventions, providing the strategic framework in which they operate.

## 1.2.2 SCOPE AND APPROACH

The terms of reference stated that the evaluation should assess the overall performance of the UNDP in gender mainstreaming and promoting gender equality. The evaluation covered the following areas:

- (1) The extent to which UNDP has mainstreamed gender to promote gender equality in policies and programming;
- (2) UNDP's capacity for gender mainstreaming;
- (3) Leadership and management of the gender mainstreaming process;
- (4) Advocacy and partnerships;
- (5) Monitoring and reporting; and
- (6) Financial and human resources.

In light of time and resource constraints, the evaluation could be neither a full audit nor a detailed description of everything done by UNDP's various levels and units over the last ten years. The focus has been on assessing the main achievements and shortcomings in order to arrive at policy and organizational recommendations.

The approach was to examine UNDP actions in the field to implement gender mainstreaming; at headquarters to generate and disseminate knowledge; and at the corporate level, to define policies and give leadership.

## 1.2.3 METHODS

Data sources included:

- 1. Desk Review of Documents:** Before the team began work, the Evaluation Office assembled a wide range of internal UNDP documents for review. These included policy documents; practice notes; the report of the recent Gender Mapping exercises, responses to the 2004 Multi Year Funding Framework (MYFF), country-level United Nations Development Frameworks (UNDAFs) and Country Cooperation Frameworks (CCFs), and programme reports and evaluations.
- 2. Country Studies:** After a pilot visit to Trinidad and Tobago in September 2004 to test the design of the evaluation, the team undertook missions of four to seven days each to 14 countries between January and May 2005.

2 Agreed Conclusions 1997/2

- Countries visited were: Bolivia, Bosnia and Herzegovina, Cameroon, Egypt, El Salvador, India, Kazakhstan, Kyrgyzstan, Morocco, the Philippines, Rwanda, Senegal, South Africa and Swaziland. UNDP's Evaluation Office selected them in consultation with appropriate departments in UNDP. The selection criteria included geographical distribution across regions; countries that had been in the 1997 evaluation; countries of varied size, population and political settings; post-conflict countries, and countries using innovative approaches towards gender mainstreaming.

- For every country study, a national consultant took part in the mission. In most cases, the consultant prepared a background report and set up interviews and focus groups with UNDP staff and other stakeholders. These included bilateral and multilateral donors; government bodies; community based organizations; women's organizations, and academics. The country offices and the Evaluation Office identified key documents for review, including documentation relating to past and current UNDP development programmes. Each study produced a country report as an input for the main report.

3. **An electronic survey:** The Evaluation Office circulated a survey developed by the evaluation team to all 166-country offices, to which 98 responded. A summary of the findings can be found in Annex I.

4. **Semi-structured interviews with key informants:** At UNDP headquarters in New York and in the countries visited, members of the team, interviewed:

- (1) UNDP staff at headquarters and at the regional centres in Bratislava, Dakar and South Africa;
- (2) UNDP staff of country offices including Resident Representatives; Deputy Resident Representatives; Assistant Resident Representatives; programme staff, and gender focal points (GFPs);
- (3) UNIFEM staff at headquarters and in the field;
- (4) Representatives of other UN agencies, including the Division for the Advancement of Women (DAW); UNICEF and UNFPA, both in New York and in the countries visited;
- (5) Government and civil society representatives;
- (6) Executive Board members in New York.

A list of persons interviewed can be found in Annex III.

A principle of the research approach was to triangulate findings from a variety of data-collecting tools and respondents. The team came together in New York at the end of January 2005 to discuss the design of the evaluation. The team members shared their country reports and other interview notes, and met again in May 2005 to discuss findings and determine conclusions and recommendations. The Evaluation Office commissioned a panel of four senior experts (see Annex VI) to provide advice and feedback on design, and methodology, and on the draft report. The Advisory Panel met in February 2005 to review the inception report and in May to review the first draft report. The final draft was also shared with the Advisory Panel.

#### 1.2.4 LIMITATIONS

The main limitation encountered in the conduct of the evaluation is that UNDP's gender mainstreaming policies do not have clear objectives, targets and timeframes, making it difficult to quantify progress.

Another limitation of the study was its brief duration. It was not possible to assess the impact of gender mainstreaming at the level of country programmes and projects. Instead, the focus has been on assessing the extent to which policies and programmes pay attention to gender relations, and the extent of effective institutional measures at country level to mainstream gender in UNDP's work.

### 1.3 ORGANIZATION OF THE REPORT

Chapter 2 gives an overview of the global and institutional context in which UNDP gender mainstreaming policies and strategies have evolved. Chapter 3 presents the findings of the evaluation. It first discusses and analyzes policies, strategies and institutional structure for gender mainstreaming in UNDP, and deals with monitoring, reporting and financial resources. Chapter 3 also presents the findings on how UNDP has integrated gender in its practice areas and illustrates how gender mainstreaming has been implemented at country level. In its last section, chapter 3 addresses UNDP's advocacy and partnerships, including its relationship with UNIFEM. Chapters 4 and 5 offer lessons learned and recommendations.



The purpose of this section is to provide an overview of the global and institutional contexts in which the evaluation assessed UNDP's gender mainstreaming efforts.

## 2.1 GLOBAL CONTEXT

It has been a decade since the Fourth World Conference on Women in Beijing, the Beijing Platform for Action, and the commitment and dynamism that immediately followed. Since then there has been significant progress. There is greater awareness of gender equality issues among governments and the public at large. Recognition is increasing of the negative effects on women of major global political and economic changes, including globalization, market liberalization, and use of new technologies, migration and conflicts. Noting this trend, the UN Secretary-General's 2005 Report states:

*“There have clearly been some notable gains for women [since 1995]: increased visibility in elected assemblies<sup>3</sup> and state institutions; some closing of gender gaps in primary, and to a lesser extent secondary, school enrolment; a larger female presence in the labour market and in labour flows that cross international borders; and lower fertility rates... One of the remarkable achievements was in bringing issues of sexual and reproductive health and rights, violence against women, and inequality of power in gender relations to the centre of global and national debates.”<sup>4</sup>*

The same report however, also notes that public attitudes towards the advancement of women and gender equality have not changed at the same pace as policies, institutions and legal frameworks, or at the same pace in all regions.<sup>5</sup>

3 According to the Inter-Parliamentary Union data, in 2004, women constituted 15.5 percent of parliamentarians worldwide, an increase of 12.7 percent over 1999 figures. Women hold more offices in national parliaments, from Rwanda (48.8 percent) where the 50-50 target is almost within reach, to El Salvador, the Philippines and Pakistan where women's participation is on the rise. (Secretary-general's Report: 2005, p.63 & 67 para. 330 and 334).

4 Review of the implementation of the Beijing Platform for Action and the outcome documents of the special session of the General Assembly entitled *Women 2000: gender equality, development and peace for the twenty-first century. Report of the Secretary-general*. E/CN.6/2005/2 [cited as SG 2005, p. xix

5 SG 2005, p 20- 21, paragraph 77 & 81.

After ten years, advocates for women's rights and gender equality not only confront new challenges but also have suffered some backlash and a number of setbacks. The Secretary-General's 2005 report sums it up:

*"... Some radical attacks on human rights and women's rights agendas have resulted from the resurgence of religious identities that include assertion of "traditional" gender roles and systems of authority... The global political environment in which economic justice and gender justice have to be negotiated has been less favourable in recent years. Human rights and women's agendas, and the entire multilateral framework in which the gains of the 1990s were made, have been weakened by the current global crisis occasioned by terrorism, militarism, war and unilateralism."*<sup>6</sup>

In such an environment, gender – which does not always have sufficient priority – has been pushed even further behind issues of global security and defence. Armed conflicts and human insecurity; poverty and growing inequalities in and between states; globalization and its effects, and HIV/AIDS have all contributed to this trend. Investments in "defence" and "security" typically undermine efforts to invest in human welfare.

Continuing wars and intra-state conflicts which target civilian populations pose new and greater threats to women. Not only are women victims in conflict and post-conflict environments, but gender discrimination pushes them to the margins in building new governments and economies.

Compounding these trends are, first, poverty and the ever-widening inequality gap between and in countries, and the devastating impact of HIV/AIDS. Current trends show that HIV/AIDS threatens to slow or stop economic growth in the most seriously affected countries, and damage or destroy the social fabric, removing many of the women and men with the skills and talents necessary for development.

These impacts on women include the demands of taking care of sick parents, husbands or children and acting as sole breadwinners. Women cannot sustain even modest advances in the labour market while

such needs pull girls out of school. Girls and women in the poorest countries are the most vulnerable to infection. HIV/AIDS not only takes gender-specific tolls on physical health, lifestyles and opportunities, but also illustrates as never before how the power and resources of gendered relations undermine efforts for the protection and progress of humankind.

Second, globalisation has increased inequalities in most developing countries. The global flow of goods and labour has generated employment for women in some countries in Central America and South and South-east Asia: but these changes can involve gender-based discrimination, health risks, and negative impacts on families and communities. Free trade without labour and environmental protection has impacts both on women and on gender relations. Globalisation has also increased the trend to informal employment, leaving new generations of women workers at the mercy of unregulated international production chains. Environmental deterioration and disaster affect women and men differently, although differentiated knowledge and power over natural resources is often ignored.

The astonishing advances in information technologies are launching revolutionary change for some but leaving many others behind. While there are many small projects seeking to provide girls and women with access to IT, they are pushing against a powerful trend, which gives substantially greater opportunities to men.

Women are increasingly feeling the impacts of gender discrimination in the workforce. They are frequently the last hired and the first fired; and they are often subject to sexual harassment when they cannot afford to walk away from limited job opportunities. One of the worst manifestations of denying women's rights is the ever-growing level of trafficking in women and girls, often in and from the poorest countries in the world. Women are being treated as commodities for sale. They are duped or forced into sex work in or outside their regions. Western Europe and North America, parts of Asia and Central and Eastern Europe are the worst affected.

Despite new challenges, there is some progress in international norms and principles, which have the potential to reduce gender inequality. These include principles of inclusion and participation;

human rights; sustainable human development, and good governance.

There is an ever-broadening acceptance of women's empowerment and gender equality as international norms, as indicated by countries' ratification and reporting on CEDAW, and acceptance of the Beijing Platform for Action reaffirmed in 2000 and 2005. This progress is tempered by the continuing application of reservations by many countries.

In the UN system, UNDP and UNIFEM were among the early voices and support for gender mainstreaming, but most international development partners and donors are now equally committed to gender mainstreaming. There have also been significant improvements in concerted regional and international actions for women's rights and gender equality. The Millennium Development Declaration of 2000 and the resultant Millennium Development Goals (MDGs) and targets, which capture a decade of UN conventions and international norms, place gender equality (Goal 3) at the centre of their concerns. The World Summit in September 2005 further enhanced the significance of women's empowerment and gender equality for ending poverty. The Rome statute of the International Criminal Court (ICC), which treats rape as a war crime is a positive development in combating sexual violence against women in conflict situations.

In sum, there have been major advances globally by governments and non-governmental organizations to recognise and address gender inequities. The responses have varied, however, even as a majority of nations have taken steps to integrate gender into their development agendas.

## 2.2 UNDP CONTEXT

The second context in which to assess gender mainstreaming in UNDP is that of the organization itself. UNDP's position and opportunities stem from its mandate and strategic role in the UN's family of multilateral development institutions. Partners regard it as impartial – often comparing it more favourably to bilateral donors – and as fully committed to respecting international treaties and norms. Many stakeholders consider UNDP as a legitimizing partner, supporting internationally accepted values and norms. UNDP's mandate for advancing gender equality derives its legitimacy from CEDAW, the

### BOX 1: IMPORTANT POLICY DECISIONS ON GENDER MAINSTREAMING IN UNDP

- 1987: First Gender in Development Division created
- 1992: Gender in Development Division converted into the Programme in Development Programme in the Bureau for Development Policy to promote gender equality and the empowerment of women in UNDP, provide guidance on gender policy, and advance gender as a cross-cutting theme;
- 1994: Gender Balance in Management Policy (1995-1997)
- 1996: Administrator initiates "Direct Line 11": 10 percent of global programming and 20 percent of regional programming to gender mainstreaming and the advancement of women;
- 1998: Gender Balance in Management Policy Phase 2 (1998-2001)
- 2000: Gender becomes a strategic goal in UNDP's Strategic Results Framework (SRF) and a cross-cutting issue in the six practice areas;
- 2001: UNIFEM Executive Director designated champion of gender equality in UNDP "in her personal capacity" (Administrator's Memo, 16 August 2001)
- 2003: Gender Balance in Management Policy (2003-2006)
- 2004: Gender equality becomes a driver of development effectiveness as well as a service line in the strategic goal of achieving the MDGs and reducing human poverty (MYFF 2004-2007);
- 2004: UNIFEM Executive Director designated Special Advisor to the Administrator on gender
- 2004: UNDP institutes Gender and Diversity Scorecard to measure and monitor the effectiveness of UNDP's gender balance in personnel policy;
- On 23 June, 2005 the Executive Board adopts the UNDP Corporate Gender Strategy and Action Plan prepared by the Gender Unit, while also urging UNDP to "further expand its work on gender mainstreaming, including through the increase of financial and human resources to support the implementation of the action plan."

Source: UNDP Policy Documents

Beijing Platform for Action and the Millennium Development Goals. Civil society stakeholders often view UNDP as a reliable "honest broker." Governments see it as trustworthy and respect its advice.

UNDP has particular leadership responsibilities, which entail the obligation as well as the opportunity to promote gender equality. It chairs the UN Development Group and in that capacity has responsibility for supporting countries to achieve the

Millennium Development Goals. In addition, UNDP hosts the Resident Co-ordinator system at the country level. UNDP has demonstrated intellectual leadership through the Human Development Report and its work on democratic governance.

Over the past decade, UNDP has been undergoing many changes, sometimes under severe budget constraints, which have influenced the context for gender mainstreaming. UNDP's Business Plan 2000-2003 re-oriented UNDP's approach towards a "knowledge-based" organization, giving more priority to advocacy and upstream policy advice. It also narrowed UNDP's focus from six thematic areas to five practice areas, and dropped gender equality, which became a crosscutting theme and later a "driver" (See Multi-Year Funding Frameworks 2000-2003 and 2004-2007).

Throughout the decade, there was constant reorganization, including the reprofiling of the country offices and HQ units. In 1999, UNDP also adopted a results-based management approach, leading to changes in the design of programme management and monitoring systems such as MYFF reports and the ATLAS accounting system. There was also greater attention to strengthening of cooperation and coordination in the UN system, which had particular implications for UNDP as the lead coordinating agency.

Lastly, there is a history of policy development on gender mainstreaming and of undertaking reviews

and evaluations of aspects of gender mainstreaming at UNDP.<sup>7</sup> Box 1 (see previous page) gives an overview of the most important policy decisions on gender mainstreaming in the past decade. Recently UNDP's Gender Unit completed an internal review of progress and challenges, resulting in the report *Transforming the Mainstream*, and a June 2004 Management response.<sup>8</sup> In November 2004, for review in January 2005, UNDP put forward a proposed UNDP corporate gender strategy and action plan<sup>9</sup> that "rests on three major dimensions: (a) *Develop capacities* – both in-country and in-house – to integrate gender concerns in all practice areas and in global, regional and country programmes; (b) *Provide gender responsive policy advisory services* that promote gender equality and women's empowerment; and (c) *Support specific interventions that benefit women* and scale up and expand innovative models such as those developed and tested by UNIFEM." This means that policy and strategy development has been going on during the course of this evaluation, and its findings and recommendations should be considered in this light.

7 *Building Capacity for Gender Mainstreaming: UNDP's Experience*, Johanna Schalkwyk, Dec. 1998; *Gender Mainstreaming in UNDP's Country Programmes*, A. Mondesire, 1998; *Assessment of Gender Mainstreaming in Sub-Saharan Africa: A Review of UNDP Supported Activities*, UNDP, 2000; *MDGs through a Gender Lens*, Kalyani Menon-Son, 2003.

8 *Transforming the Mainstream*, UNDP 2004, and DP/2004/31, Executive Board of the UNDP and UNFPA, Annual session 2004, Item 20 of the provisional agenda, "Gender in UNDP."

9 DP/2005/7, Executive Board of the UNDP and UNFPA, First regular session 2005, Item 4 of the provisional agenda, "Gender in UNDP."

# MAIN FINDINGS

# 3

The findings of the evaluation are in four sections: UNDP's policies on gender mainstreaming; the institutional arrangements for gender mainstreaming in UNDP; integration of gender in UNDP practice areas and programmes; and UNDP's advocacy and partnerships, including its relationship with UNIFEM.

## 3.1 POLICIES AND PRIORITIES 1995-2005

The story of gender mainstreaming policies in UNDP is one of good starts and lost momentum – or what one might call “policy evaporation.” It is also one of intermittent declarations and mixed signals.

After the Fourth World Conference on Women in Beijing, 1995, and the adoption of the Beijing Platform for Action there was a shift in thinking and approach resulting in changes in policies and structures in many development institutions. The term “gender mainstreaming” came into widespread use at that time, with the purpose of

*“...highlight[ing] a major lesson derived from the slow progress in achieving real change in the position of women despite the efforts of over two decades – that significant change cannot be achieved by adding marginal programmes for women. Rather, what are required are changes in mainstream policies and resource allocations to reflect the interests and views of women as well as men.” [Schalkwyk, 1998. p.14]*

In November 1996, the UNDP Administrator issued a memorandum to all Resident Representatives and Resident Co-ordinators restating UNDP's commitment to gender equality and noting “Gender equality is an intrinsic dimension of equitable and sustainable human development.” To put resources behind the required initiatives, the Administrator initiated “Direct Line 11.” From budget line 1.3, ten percent of global programme resources were already allocated to gender mainstreaming and the advancement of women. It was expected that a significant proportion of allocations to other thematic areas, especially to poverty, would also reflect gender concerns, so that at least 20 percent of the global budget would promote the advancement of women. Each regional bureau also agreed to allocate 20 percent of its regional programme resources to gender mainstreaming and the advancement of women, and country offices were encouraged to do the same. However, no tracking mechanisms were put

in place, and apparently, the policy was not properly or evenly implemented. When members of the Evaluation Team mentioned Direct Line 11 in interviews, UNDP staff were frequently confused about what it was, and whether it still existed.

The Direct Line 11 memorandum also stated commitments to strengthen capacities, including appointing gender in development advisors on a pilot basis; training gender focal points in all country offices; training key government and NGO staff, and establishing an interactive electronic research and learning network. Most of these initiatives were undertaken and the electronic network still exists. A global gender programme of \$7.7 million was established for 1996–2000, to be managed by the Bureau for Policy and Programme Support/Gender in Development Programme.

Soon afterwards, UNDP, along with other agencies, adopted the 1997 UN ECOSOC definition of “gender mainstreaming.” It also made gender a “cross-cutting issue” in the spirit of the post Beijing gender mainstreaming mandate.

Further mainstreaming of gender in UNDP can be seen with the introduction in 1998 of the concept of “sustainable human-centred development” which set the framework for its policy and programmes. “The advancement of women” was one of five focus areas essential for achieving sustainable human development, along with poverty eradication, sustainable livelihoods, environmental protection and sound governance.” [Schalkwyk, p. 9].

However, these initiatives coincided with major restructuring in UNDP, in response to pressure to cut costs and increase efficiencies. The 2000–2003 Business Plan dropped gender as an area of focus, and it became a crosscutting issue in the practice areas.

The Administrator’s interview with the UNDP’s *CHOICES* Magazine (Nov. 1999), and *The Way Forward: The Administrator’s Business Plan, 2000–2003* explain the rationale for these corporate changes. In the interview, he notes that the primary focus is on governance, with three references to the importance of environmental sustainability as a cross-cutting issue, but no mention at all of gender equality.

The business plan focused on six issues: (1) UNDP’s role “upstream”, meaning on policy support and dialogue, (2) partnerships, by which to focus what

UNDP does, rather than being spread out doing a little of everything, (3) earning and maintaining the trust of donors and counterparts, (4) decentralization, (5) investing in the capacity of UNDP staff and (6) management/efficiency. The document twice used gender mainstreaming as an example of redundancy, with the resulting message that UNDP did not have to worry about it, but could leave it to UNIFEM. The Administrator noted:<sup>10</sup>

*“UNDP must have substantive policy capacity in the thematic areas where demand is greatest. Where it is not feasible to build this policy expertise in-house, we intend to provide the support through partnerships. Partnerships in the United Nations system will be particularly important for sharing knowledge, developing synergies, building upon respective comparative advantages, and avoiding duplication of efforts. Ongoing discussions between the United Nations Development Fund for Women (UNIFEM) and UNDP point to the potential of this approach... we will be rigorous in identifying partners in all areas where there is duplication, where others clearly have a comparative advantage or where it is not feasible to build in-house expertise. The discussions we have already begun with UNIFEM are an example of this.” [para. 95]*

UNDP staff might have misinterpreted these changes to mean that the implementation of the gender mainstreaming mandate was no longer a priority. The budget allocated to the Global Gender Programme 2000–2004 was US\$1.5 million, compared to the earlier budget of US\$7.7 million.

Nonetheless, it should be noted that the UNDP Administrator’s interoffice memorandum of 16 August 2001 to all Resident Co-ordinators “reaffirms that gender equality remains a core commitment of UNDP.” The memorandum informed RCs of several steps taken at headquarters to operationalise the commitment, such as the establishment of a gender programme team (the tasks and location were not described); the development of a gender trust fund, and the development of programme linkages with UNIFEM. These would pilot experimental work and good practices that UNDP would scale up and replicate.

In the same memorandum, the Administrator appointed the Director of UNIFEM, Noeleen Heyzer,

10 It is noteworthy that the memo does not reference similar discussions on poverty alleviation with the World Bank, on natural resource management with UNEP, or on employment with the ILO.

as UNDP champion on Gender "...in her personal capacity in the same way that regional bureau heads are championing in our other priority areas." (UNDP Interoffice Memorandum, 16 August 2001, p.2). Although there were no details as to how this relationship would be operationalised, the Administrator underlined that "...this does not mean that UNDP is abdicating its responsibility to mainstream gender." (UNDP Interoffice Memorandum, 16 August, 2005, p.2)

In 2002, the Bureau of Development Policy (BDP) issued a Gender Equality Policy Note, describing effective entry points for advancing gender equality; the relationship between gender and the six practice areas; resources for gender mainstreaming; and the responsibility of senior management and all staff members. However, the messages in this note were probably diluted by failure to emphasize gender mainstreaming and the promotion of gender equality as a priority for UNDP in its change management process. Although policy statements said that gender mainstreaming applied to all UNDP work, the location of the Gender Unit in the poverty practice area suggested differently (see § 3.2). The suggestion that gender is a poverty issue undermined efforts to ensure the mainstreaming of gender across all practice areas.

The Multi-Year Funding Framework (MYFF) restored the idea of gender in all UNDP work for 2004-2007, which establishes promoting gender equality as a "driver" of development effectiveness cutting across all service lines. With four questions relating to the gender driver for reporting purposes, the MYFF re-establishes gender as relevant for all UNDP programmes.

*As part of its holistic approach to issues of societal inequality, UNDP will continue to promote national efforts to promote gender equality across all sectors. Specific actions will be taken to infuse the gender perspective into all strategic goals. UNDP views gender mainstreaming as the systematic integration of gender equality objectives into policies, programme formulations, advocacy, monitoring and evaluation, and the establishment of good practices. The commitment to mainstream gender does not, of course, replace the need for targeted, gender-specific initiatives and affirmative actions, which will continue. (para. 58)*

In addition, gender mainstreaming becomes a service line (1.6) in the strategic goal of achieving the

## BOX 2: THE UNDP WEBSITE: HAS GENDER MAINSTREAMING BEEN VISIBLE AND ACCESSIBLE?

Until recently, the construction of the UNDP website reaffirmed the notion that gender is only a responsibility – a sub-heading – of the poverty practice area. Gender virtually disappeared from the UNDP website when it was redesigned at the time of restructuring to reflect the shift in focus. The content on gender, which was earlier accessible through a prominent GDP link on the navigation toolbar, was relegated to a link under the text on poverty – which included the statement that UNDP was "committed to gender equality and the empowerment of women."

Currently the governance practice area has a button for "gender and governance" and a sub-link for "women's political participation and good governance." The poverty reduction practice area still has "gender and poverty reduction," but the selected resources are old (1998 to 2002). The energy and environment, crisis prevention and recovery and HIV/AIDS sites do not feature discussions of gender.

There is a site, [www.undp.org/gender](http://www.undp.org/gender) that the Gender Unit has been working to redesign and strengthen. Yet the visible links are found only through the poverty and governance practice areas.

Entering "gender" in the search option links to the gender website leads to a series of resources and web pages – some up to date and some quite old. The website of the previous GDP unit <http://sdnp.undp.org/gender/policies> still exists, though it is not easily found and has not been updated since January 2000.

If gender is a cross-cutting driver of importance to all, it is neither explicit nor easy for external visitors to the UNDP website.

Millennium Development Goals (MDGs) and reducing poverty.

Triggered perhaps by a 2004 ECOSOC Resolution<sup>11</sup> re-affirming the importance of gender mainstreaming, UNDP's Executive Board pressed its expectation that UNDP take the gender mainstreaming mandate more seriously, and asked for a corporate gender strategy and action plan. On June 23, 2005 the Executive Board adopted the draft plan submitted by the Gender Unit, urging UNDP to "further expand its work on gender mainstreaming, including through the increase of financial and human resources to support the implementation of the

11 Source: 2004/4 Review of ECOSOC agreed conclusions 1997/2 on mainstreaming gender perspective into all policies and programmes in the United Nations system, 27th plenary meeting, 7 July 2004

action plan” and requesting that the Administrator “develop the gender action plan through 2007, including the results matrix, and taking into account the findings of the multi-year funding framework ... as well as the findings of the ongoing independent evaluation ...” ( UNDP/UNFPA Executive Board, 23 June 2005)

## 3.2 UNDP'S INSTITUTIONAL STRUCTURE FOR GENDER MAINSTREAMING

### 3.2.1 THE GENDER UNIT AT HEADQUARTERS

In moving around the implementation structures for gender, mainstreaming UNDP's management has created ambiguity and decreased visibility. Management has also allocated insufficient staff and financial resources.

UNDP's efforts to integrate attention to women and gender equality go back several decades. UNDP established its first Women in Development Unit after the first UN Conference on Women in Mexico City in 1975. In 1987, following the Third United Nations Conference on Women, Nairobi, 1985, UNDP set up the Gender in Development Division, converted in 1992 into the Gender in Development Programme (GIDP) in the Social Development and Poverty Elimination Division (SEPED – the former name of the Poverty Group) The GIDP's mandate was to advise, support, and facilitate UNDP gender equality policy, dialogue and practice, and promote the empowerment of women.

The restructuring of UNDP in 2000 led to the creation of a Bureau of Development Policy (BDP) comprising six practice areas: poverty; governance; energy and environment; HIV/AIDS (since 2001); information and communications technology, and crisis prevention and recovery. The Gender Unit was located in the Bureau for Development Policy under the Poverty Group, and provided guidance on gender policy and programmes, advancing gender as a crosscutting theme in poverty, sustainable livelihoods and environment and governance programmes.

Locating gender in the poverty practice area seems to have been the critical shift. While highlighting the importance of gender for addressing poverty, the

decision suggested at the same time that gender was not a mainstream issue for other practice areas. Since 2004, the Gender Unit reports directly to the Director of the BDP, implying that its remit covers all practice areas.<sup>12</sup>

In early 2005, the Gender Unit had only five staff members: a senior advisor, a junior programme officer, a programme officer for the Japan WID fund, a programme manager responsible for managing the Gender Trust fund to which the Netherlands allocated funds in 2005, and a part-time secretary.

### 3.2.2 GENDER ADVISORS AND FOCAL POINTS AT REGIONAL AND COUNTRY LEVEL

UNDP has a gender advisor in each of the six regional service centres, previously known as SURFs (sub-regional resource facilities).<sup>13</sup> The gender advisors are very active in providing advice on request to country offices, organizing training, distributing communiqués to country offices and producing manuals and handbooks. But since the regional offices do not have authority over the country office, the advisors cannot monitor project implementation or impacts. They have to cover an enormous number of countries (23 in the case of the regional service

#### BOX 3: EXAMPLE OF FULL-FLEDGED GENDER UNIT AT COUNTRY LEVEL – EL SALVADOR

The El Salvador country office is an example of an office with substantial gender capacity and demonstrates the potential of how to increase capacity at country level. It now has a dedicated Gender Unit, consisting of two full time professionals with clearly defined functions and responsibilities and corresponding TOR's, although their contractual status is not at the same level than that of other programme officers. Two young women interns, funded by a Spanish university, support the work of the Unit. This is an advance on 1997, when there was a single Gender Focal Point whose main contractual responsibility (80 percent) was with the inter-agency team, leaving only 20 percent of her time for work on gender mainstreaming.

Source: Country Study El Salvador, 2005

- 12 It proved to be confusing and difficult for the team to sort out the various locations of the Gender Unit over time and the changes from core/sub practice area to driver. This might also have been confusing for UNDP staff.
- 13 According to the Gender Unit, there is one gender advisor each located in the following regional centres: Colombo, Bratislava, Beirut, Dakar, Johannesburg and EL Salvador.

centre in South Africa), which limits their ability to provide advice or follow-up.

At the country level (and in departments at Headquarters) UNDP has adopted a system of gender focal points. Their role tends to be ambiguous and ill defined. They are variously expected to be sources of expertise; contact persons for headquarters; collectors of gender and women-related information, and internal advocates.

In country offices and at headquarters, the gender focal points often lack a clear job description, and colleagues do not have a clear sense of their role. All too often, they are junior staff, mainly on soft temporary money, and have the gender portfolio added to their other responsibilities. One complained that her head of section, while proclaiming the importance of gender mainstreaming in the office, was at the same time warning her “not to spend too much time on gender.” In one country the gender focal point was a United Nations volunteer; in another a programme assistant with no gender experience, training or terms of reference, who also had responsibility for poverty reduction projects. In another case, although the GFP had some years of experience and gender training, she had no terms of reference, and as programme assistant in the governance programme, she was not involved in gender mainstreaming in other areas. In one country where there is a highly articulated gender mainstreaming strategy, there was only a single gender focal point with no clear terms of reference, and gender mainstreaming just one of her many tasks done outside office hours. An inter-agency study of the system brought out these issues very strongly (Gender Focal Point Inter-Agency Study, 2001). It can be inferred, in fact, that the low status of gender focal points is an indication of the low level of importance that has to date been given to gender in general within UNDP.

Even where the GFP is well qualified, one person is not enough to make a critical mass and cannot of course be expert in all practice areas. The GFP system carries with it the risk of giving the impression that gender mainstreaming is sufficiently dealt with by that one person, and other units and staff are absolved of responsibility. Gender mainstreaming should be the responsibility of all.

However, upgrading the gender focal point system can bring success. In the India country, office some

years ago, the presence of two gender focal points – one a senior female Assistant Resident Representative serving as programme GFP, and the other a senior male Deputy Resident Representative as management GFP – ensured that gender mainstreaming was taken seriously. Kyrgyzstan has a greater capacity to mainstream gender because there is both a gender focal point and a gender coordinator. In Senegal, the decision of the Deputy Resident Representative to serve as gender focal point ensures that all staff know that she expects them to take account of gender.

### 3.3 GUIDANCE AND CAPACITY-BUILDING

Whether UNDP staff mainstream attention to gender in their work depends not only on a clear message that it is expected, but also on their capacity to do it. While UNDP provides resources for the purpose, it is not at all clear that staff find them or make effective use of them. Information and expertise generated at headquarters does not necessarily reach the field. Most critically, without a level of understanding regarding gender and development, UNDP staff lack the impetus to seek information and the capacity to use it.

#### 3.3.1 GUIDANCE

The Gender Unit has issued several documents providing guidance on gender mainstreaming, such as the *Guidance Note on Gender Mainstreaming* (2000), and the *Gender Equality Practice Note* (2002) a mixture of policy and guidance.

The BDP has generated documents and toolkits regarding gender in the various practice areas. These can be quite valuable as they move from the general to the specifics of UNDP programming (for more on the practice areas, see below). Some examples are: *Mainstreaming Gender in Water Management*; *Gender & Energy for Sustainable Development: A Toolkit and Resource Guide*; *Gender & Budget: Cutting Edge Pack*, and *Gender Approaches in Conflict and Post-Conflict Situations*. However, interviews during the country studies indicate that UNDP staff made only limited use of these resources.

Another initiative with wide-ranging reach was the *Gender Thematic Guidance Note*, co-authored by the Gender Unit and the Human Development Report

Office 2002-03. This document draws on the conceptual frameworks of human development and gender outlined in global human development reports, UNDP's strategy and policy papers, and global commitments regarding gender equality.

In 2004, the Gender Unit produced *Transforming the Mainstream – Gender in UNDP*. The report discusses why women's empowerment and gender mainstreaming matter to development, how to do gender mainstreaming, and where the shortfalls and challenges lie.

Advice on gender mainstreaming is available to UNDP staff from a variety of sources: the BDP Gender Unit; BDP sectoral practice areas or regional bureaux; gender advisors in the regional service centres; UNDP's Gender Net; gender experts from UNIFEM, other UN agencies or a UN country team; country-based experts participating in knowledge management networks, and national experts.

There has been interactive, peer-oriented exchange of information through the intra-UNDP electronic Gender Net. First launched in 1996, the Gender Unit re-launched it in August 2001 despite resistance on the basis that gender was not a core practice and not eligible for support of this kind. Starting with approximately 400 subscribers, there are now 725. The network functioned without a facilitator at first for lack of financial resources, but in 2005, BDP funded a full time facilitator, outposted in Trinidad and Tobago to save costs.

UNDP staff who take an interest in gender mainstreaming and gender equality typically refer to the Gender Net: at the country level, staff interested in gender frequently mentioned it, and country studies in Anglophone Africa indicated that it is an important resource. The electronic survey administered under this evaluation also corroborated the finding that the Gender Net has been useful for countries without adequate, accessible support from regional centres.

There are some limitations, however, to what the Gender Net can do. First, there are few references in the country studies to systematic participation and utilisation. All UNDP staff are deluged with information, and most have little time to read large volumes of email. Many use the Gender Net only when they themselves have recognised an issue and seek guidance. Someone with the experience or knowledge to answer may not be available at the time

a question is posed. Second, country studies suggest that the Gender Net is not universally known or understood. Most of the discussion and referenced documentation is in English, which makes it less useful to francophone countries. The regional bureau for Latin America and the Caribbean has established a gender network in Spanish. Finally, the Gender Net tends to engage staff who are already interested in gender, but does not reach out to the rest.

Several discussions on policy issues, MDGs and tools have been undertaken on the Gender Net. However, for many country office staff the Gender Net has been more an information network and help-desk for consultancies and practical solutions than a venue for discussing matters of essential importance. For example, "Do you know of anyone that is a specialist on gender and environmental issues?" rather than "To what extent does energy policy raise gender issues?" or "How may we deal with a Ministry reluctant to acknowledge the gender impacts of its resources allocations?"

While the Gender Net is a global source of information, in India UNDP has a new country-focused mechanism, which will extend beyond UNDP to academics and NGOs and government partners. Gender is one of seven themes: however, it is not clear how a UNDP staff member will be able to keep up with the networks in-country and the Gender Net at the same time. Nor does there seem to be any systematic way to integrate gender in the other networks.

At the regional level, gender advisors in the regional service centres can provide guidance, though country studies for this report show that their expertise is not being used as systematically and extensively as it could be. The use of regional office resources is optional and not all country offices lacking gender expertise request assistance. At the same time, some regional gender experts are so much in demand that they cannot always respond.

The expectations from gender experts and gender focal points are higher all the time – as they should be – yet advisors cannot be expert in all sectors. More specialized expertise is required as work on gender equality shifts from the general to the specific, from women-focused activities to recognizing how gender affects mainstreaming programming, and how gender-based roles and decision-making power may affect programmes. It is also important to understand

the cultural, religious and historical impediments to gender equality, and to know how different approaches may be appropriate in different contexts. Experts should also have the skills to translate findings into practical policy and programme recommendations.

In country offices, many of the gender focal points lack gender expertise themselves and cannot advise their colleagues on the subject. A survey among GFPs revealed a universal demand for more training across the board: some comments were “absence of expertise on gender”; “no human resource committed to gender issues”; “office’s workload distracting from gender mainstreaming”; and “more training needed on gender analysis in general.”

Local expertise is often overlooked. The number of gender experts has increased significantly since 1995, including in many countries where UNDP works. Some are academics, some are women’s rights advocates, and others are development professionals with gender expertise. Local gender experts have the added advantages of understanding gender equality challenges and opportunities in the local context. From West Africa to South Asia, such expertise is too often overlooked and under-utilized, though the country studies show that some offices do already use national experts frequently, including those in Bolivia, Egypt and Swaziland.

Overall, a broad mix of resources is available, but their use is uneven. Generally, people tended to use paths previously trodden. If they had had productive contact with a gender advisor in a regional office, this is where they would call first. If they had not been users of electronic resources, they would not start using them solely because they cover gender issues. As there is little systematic reference to available resources, nor clear time allocated for programme staff to keep themselves updated, nor incentives to do so, some of the resources remain “virtual” and do not deliver actual learning. This is an area where systematic approaches to gender mainstreaming in country offices could encourage more use of technical capacity and resources, both human and electronic.

Just as UNDP development professionals and their partners recognise the need to gauge and then build absorptive capacity at the national or local level, there is a need to gauge the absorptive capacity of UNDP staff for gender mainstreaming. Written guidance and electronic networks can only be used by staff who

understand the fundamentals of gender analyses and gender-based barriers to development. Hence, the need to consider capacities and to review what has been done to give staff systematic training.

### 3.3.2 CAPACITY-BUILDING

Policies and mandates are without effect if UNDP staff do not understand gender and the goal of achieving gender equality, or lack the skills to incorporate it into their work.

One of the most disappointing aspects of UNDP’s gender mainstreaming has been its limited effort to build understanding through focused learning experiences: academic-style short-term training courses; adult learning through mentoring, or undertaking evaluations from which lessons are learned.

The country studies indicate that there is insufficient capacity in UNDP in country offices or at the regional level to design and implement effective gender mainstreaming. The studies reveal uneven practice across countries and practice areas, echoing the comment of one survey respondent: “The shift to treating gender through mainstreaming has diluted gender presence in country programmes. To mainstream gender in programmes requires a great deal of technical expertise that is not always present in the staff.”

The electronic survey confirms that training on gender mainstreaming has been limited (Annex I). Among 78 responses, most reported that programme staff had received only gender sensitization training and some ten percent reported that programme staff had received no gender training. About 20 percent reported more specialized gender training, for example in relation to human rights and to MDGs. Comments included: “Lack of training of staff”; “Lack of understanding of concepts and tools”; “Need for highly qualified specialists in the area, and at the highest level to command necessary respect and to be able to persuade the rest of the staff and UN heads of agencies.”

Capacity building on gender mainstreaming was high on the agenda of the GIDP from 1998-2000. UNDP piloted an innovative methodology – regional workshops designed to provide gender focal points with the basic skills and tools to develop a gender mainstreaming strategy, and to engage country office

staff in discussions on mainstreaming. The workshops particularly targeted country office gender focal points, some UNV gender specialists UNDP regional bureau staff UNIFEM country and regional staff, and some country representatives of other UN agencies and national counterparts. They did not reach the “rank-and-file” UNDP development professionals. The initiative produced a detailed manual with conceptual frameworks, designs of training sessions, presentations, readings and links to reference materials.<sup>14</sup>

The GIDP closed in 2000 and the Gender Unit handed over its training activities to the newly created Learning Resource Centre, with the aim not only of cutting costs but also of mainstreaming gender training. The LRC’s Virtual Training Academy includes an on-line gender training module that draws on the manual to some extent. It is an innovative attempt to deliver in a cost-effective way a minimum level of training to a large number of staff across the organization: but the attempt has failed. The gender module is marginalized in the overall curriculum; it is optional, competing with other units on specific practice areas, and there are no penalties for dropping out midway, as there are for other courses. Less than 50 percent of the staff who signed on for it in 2003 actually completed the course.

Because of reorganization and funding cuts, UNDP has offered no centrally organised training in gender mainstreaming since 2001, despite largely positive evaluations of the earlier training, and recommendations that it should continue. The one-week introductory courses for new staff do include a session on gender, but usually this is a one-hour presentation by the BDP senior gender advisor.

A proposal from the Learning Resource Centre for UNDP gender sensitivity training and certification to reach 5000 staff between May 2004 and December 2005 came to nothing. An e-learning course is to be rolled out at the end of 2005, with resources from the Gender Thematic Trust Fund provided through a grant from the Netherlands.

A number of the country studies, including South Africa, Cameroon and Senegal, established that there has been some sporadic training at the regional and

country level, and some has been quite effective. A very common complaint is that gender training programmes are too general and do not train for mainstreaming gender in different practice areas: yet UNDP country office staff in Bosnia and Herzegovina indicate that all their gender mainstreaming activities were the result of effective training. In Swaziland, staff have been trained in a socio-economic and gender analysis tool, which they now use for programme and project planning. In India, gender training has sensitized many to what gender is all about; generated commitment to gender issues related to human resources in the office, and served as the basis for the formation of a team working on gender issues. Participants in the gender training expressed the need for additional training, for example on how gender relates to their work. Those who did not participate wish for some opportunity to learn. In the Philippines, the country office hosted a regional learning consultation briefing of gender focal points and their government counterparts, which became the basis for a regional gender project. At the end of the project a needs assessment training was conducted, using the technical expertise of UNIFEM. The project led to important advances in gender mainstreaming in governance and conflict prevention projects.

This evaluation notes several concerns, however. Short briefings in a week-long course, or training sessions of a day or two, may raise awareness of gender and how it relates to sustainable human development; but they do not build a solid understanding of how gender figures in sectoral programming, nor enable UNDP staff to internalize the approach and integrate it in their work. If UNDP staff are to promote gender mainstreaming and gender equality with partners – particularly government partners – they need a much more sophisticated and in-depth understanding of *why* gender equality is important, and *how* gender mainstreaming is done.

While training and courses are certainly necessary, there is also a need for more practical, on-the-job learning about gender mainstreaming. This can be accomplished while achieving other objectives, such as mid-term evaluations of existing programmes for gender impacts, or collection of lessons learned.

### 3.4 MONITORING AND REPORTING

Monitoring and reporting has been spotty, and insufficient for determining UNDP’s performance in gender mainstreaming or for sharing experiences.

14 The manual is available on line, but little used. Many of the staff trained in the methodology have moved on, and are no longer GFPs.

At country level, monitoring and reporting in general is often weak. Country programmes have no targets or benchmarks in gender. Two initiatives launched in 2004 (see below) will help to change this.

In the process of ensuring that gender would cut across all practice areas while at the same time reducing costs, UNDP changed “gender” from a programme with its own budget line to one of six crosscutting drivers. With the loss of gender as a separate practice area with a separate budget, it became difficult for UNDP to identify programming and funding dedicated to gender mainstreaming. One of the drawbacks of a mainstreaming-only approach, without targets and monitoring indicators, has been that gender activities have become invisible, because they are not separate and calculable.

The main monitoring system in UNDP has been Results-Oriented Annual Reports (ROARs), an internal assessment at country level. Recent reports provided some insight in UNDP’s performance in gender mainstreaming, mainly about gender-specific programmes.

Two new centrally managed initiatives request information on gender mainstreaming. One, the gender mapping exercise, is a one-time operation. The other, reporting on the Multi-Year Funding Framework (MYFF), seeks to improve reporting over time and across the board.

The gender mapping exercise asked all “service line” units to report gender-focused work relating to policy advice; funding; advocacy; knowledge codification; reporting on Millennium Development Goals; partnerships; major challenges and constraints, and planned activities. It may have been one of the first to monitor gender mainstreaming performance, and to give guidelines as to what information was required. Although it was a one-time exercise, it was a move in the right direction, insofar as it signalled that UNDP expected units to be undertaking such work, monitoring it and reporting it.

In the first round, the quality and specificity of information varied, and some of the information focused only on participation of women. Yet the exercise has shown that positive things are happening, and it has provided information which could be used for decisions about future programming. The Governance Unit reported that they began with a discussion of gender on their governance network, in an effort to detect gaps in knowledge and issues around each area of intervention. The Regional Bureau for Asia- Pacific

#### BOX 4: ROARS 2000 AND 2001 RESULTS ON GENDER

The results-oriented annual reports (ROARs) for 2000 and 2001 show signs of increasing activity on gender in UNDP, both in the number of countries reporting and in the scope of activities. Ninety programme countries (representing about 60 percent of all country programmes) reported gender-specific programmes in 2001, compared with 75 in 2000. Eighty-nine programme countries reported on gender across other goals, an increase of 25 percent in comparison with 2000, and 51 (or 57 percent) reported on joint UNDP/UNIFEM initiatives, a marked increase from the previous year. Specific interventions related to women’s empowerment feature more prominently – both numerically and substantively – in the ROAR for 2001.

The ROAR 2001 also contains some dispiriting findings, chief among them the suggestion that financial allocations for gender amount to a mere 1 percent of UNDP’s resources. However, the coding of projects and programmes and the recording of their expenditure does not allow meaningful conclusions to be drawn about the organisation’s commitment to gender equality. Programmes in which gender is mainstreamed, or in which gender is not the primary focus, are not counted as gender expenditure, but are classified according to their main sector of intervention. Only stand-alone women’s projects are recorded as spending on gender. The 1 percent figure may well underestimate the share of UNDP’s resources devoted to the goal of gender equality.

Nonetheless, there is considerable scope for improving UNDP’s gender response. An in-depth analysis of a sample (10 percent) of the 2001 ROAR reports found significantly fewer progress statements for the gender goal than for the other goals. Furthermore, what was reported for gender tended to be less specific than what was reported for the other goals.

Source: UNDP Results-oriented Annual Report (ROAR) 2001

(RBAP) reported that they conducted gender mapping for all 25 country offices to “see what they are doing and what could be done” in preparation for a regional Resident Representatives’ meeting. However, the exercise is not part of a general monitoring and evaluation system and there is a possibility that outputs will be used mainly by those who are already working on gender mainstreaming.<sup>15</sup>

15 For monitoring to be effective it requires that collected information (1) be knowledgeably read and digested, (2) have some ramifications for those reporting (such as enabling them to gain access to funding for gender equality programming if they demonstrate a commitment to gender in their mainstream programming), and (3) be used to *learn* about what is or is not working, as a basis for further discussion, research, technical support or sharing of lessons learned.

The second initiative is reporting on the Multi-Year Funding Framework, which incorporates attention to gender as a crosscutting driver. In the 2004-2007 MYFF, UNDP replaced gender as a goal with a framework in which “promoting gender equality” is one of six “drivers of development effectiveness” which UNDP is committed to mainstream. While this shift has underscored the importance of gendering the mainstream, it apparently dropped the emphasis on gender equality as the goal of gender mainstreaming. It also tended to place “gender mainstreaming” among ostensibly equal crosscutting mechanisms: developing national capacities; enhancing national ownership; advocating and fostering an enabling environment; seeking South-South solutions, and forging partnerships for results. As one Resident Representative stated during an interview, “The day they decided to demote gender from a programme to a driver was the beginning of the end. It was a colossal mistake!”

Yet the shift did highlight the need to ensure that gender is incorporated into all sector work, whether it is macroeconomic policy advice, decentralization, natural resource management or HIV/AIDS prevention. Moreover, there are four questions on the gender driver and on developing national capacities, compared with two questions for the other sectors.<sup>16</sup>

The introduction of the MYFF has made tracking UNDP planning and activities much more transparent. The task now is to use this and other tools to institutionalize gender mainstreaming by making it comprehensible, workable, visible, accountable and monitorable.

The quality of monitoring depends on the information collected at field level. This is an essential component of gender mainstreaming: paying attention to gender-differentiated impacts, learning about gender roles and power, and in the course of programme implementation identifying strategic opportunities to promote gender equality at the household, community or national level. Yet the evaluation found that two-thirds of the countries visited had no institutional memory, and that progress reports hardly mentioned gender. Where evaluations of completed programmes made some reference to “gender” the focus tended to be more on women than on an analysis of gender roles and impacts. Lessons learned and successes are often

not shared with immediate colleagues or more broadly in the organization.

While monitoring at the global level is an important means of holding people and units accountable, it is critical for a nuanced understanding by countries, regions and the international community of how gender roles may impede development.

### 3.5 FINANCIAL RESOURCES FOR GENDER MAINSTREAMING

The evaluation tried to track funding and to capture expenditures on staff, practices and programme activities related to gender mainstreaming. As Annex II indicates, this is a herculean task. While the evaluation devoted substantial time and resources to the effort, it has not been possible to make any firm estimates of UNDP resources allocated to gender, for the following reasons:

- (1) Much of the information is missing, incomplete or inconsistent;
- (2) No information is available at the central level on gender allocations through country programmes. (This is critical, at least for some regions, because these expenditures are likely to be greater than allocations from BDP and the regional bureaux); and
- (3) While it is relatively easy to identify and quantify expenditures on programmes specifically targeted to “women” or “gender”, it is currently impossible to estimate the exact expenditures on programmes which pay some or full attention to gender mainstreaming. This would require first, an assessment of all programmes on the extent to which they mainstream gender, and second an estimation of the proportion of total programme expenditures targeted to women or gender mainstreaming. UNDP does not currently have the means to do this.

These difficulties indicate the need for a more systematic definition and review of expenditure on gender-related activities. It also calls into question the notion that achievements can be assessed by measuring either activities (the MYFF) or expenditure (ATLAS).

Even if financial reporting were improved, there would remain the question of how to estimate what proportion of programme budgets is allocated to gender mainstreaming. For example, the target of

16 Questions on the Six Drivers of Development Effectiveness [including revised inputs from BRSP, 05 Nov 04]

allocating 20 percent to gender (Direct line 11) was never monitored.

No conclusions can be drawn from the incomplete financial information available about the size and trends in expenditures on gender mainstreaming over the years. Reviewing financial resources for staffing, it seems that UNDP has reduced rather than increased its support for gender mainstreaming. The Gender Unit is seriously under-staffed considering that it has a global mandate. In early 2005 it had five staff members, three of whom (two professional and one assistant) are funded from the BDP budget. In 2000, the Unit had six staff and its own operational budget of US\$ 7.7 million in addition to the resource cost of staffing the office as well as managing the CIDA capacity-building programme and the specific Japan WID fund.

After 2001, to reduce costs and as part of UNDP's broader strategy to locate policy and technical advisors at regional level, three regional gender advisors went to SURFS (now regional service centres), while the posts of gender advisors at the country level were in most cases abolished. The programme of placing UNV gender experts to support the Resident Co-ordinators in 20 country offices also closed, when funding by a consortium of donors ended in 2001. Many of the UNVs integrated into the UN system and UNDP in different capacities.

Since the 2000 reorganization, the Gender Unit has relied on the global programme for its staffing costs, and has to raise all the funds needed for operational programmes. The Gender Unit had \$1.5 million over three years, 2001-03, from the Global Cooperation Framework that they could spend on gender mainstreaming; providing seed money for country offices, and specific global programmes to build knowledge, develop tools and support regional bureaux and regional service centres which do not have a gender advisor.

In addition, the Gender Unit manages the Japan WID fund earmarked for specific programmes for women's economic empowerment. Funds for gender-related activities are included in some of the thematic trust funds (particularly, but not exclusively, the governance and energy and environment trust funds).

The new accounting programme, ATLAS 2004, shows an expenditure of some \$8.4 million in 2004

for gender mainstreaming approved by BDP, of which \$3.1 million were core resources (see Annex II). As noted above, resources mobilized at the country level do not seem to be recorded, but in several countries, such as Egypt, they are very significant. However, lack of financial resources for gender mainstreaming was often mentioned in the country studies and the electronic survey as one of the major constraints on progress.

In 2001, UNDP established a gender thematic trust fund, with an indicative target of \$15 million to be raised from donors. Until the pledge by the Netherlands Government of €5 million for 2005, no resources were committed to the Fund.<sup>17</sup> This could have signalled to UNDP staff that the gender theme was of low importance compared to other trust funds.<sup>18</sup> However, some of the other trust funds have supported gender-related work, so it is difficult to discover the total allocations from this source.

The recent contribution to the gender thematic trust fund has enabled the Gender Unit to launch activities to support gender mainstreaming strategies in 45 countries (selected from about 60 countries in the process of preparing new UNDAFs). Some 70 percent of allocations have gone directly to country offices, who submitted a large number of proposals showing a great demand for resources, \$500,000 to the Learning Resources Centre, and the remainder to the regional bureaux. The rolling out of the long-overdue training programme would not have been possible without these funds. As there is no guarantee of renewal, there is no certainty that the process can be replicated for the 121 countries not included in this first round.

Trust funds with one-off contributions by a few donors are not a sufficient resource base for the range of strategic, managerial, monitoring and accounting activities required to effectively mainstream gender throughout UNDP. If UNDP wants to be effective in gender mainstreaming, it should make allocations from core resources sufficient for staffing, training and programmes, in addition to raising non-core

17 This figure is somewhat misleading as the Japanese Women in Development Trust Fund continued to provide significant levels of support, but for administrative reasons this was not reported under the Gender Thematic Trust Fund.

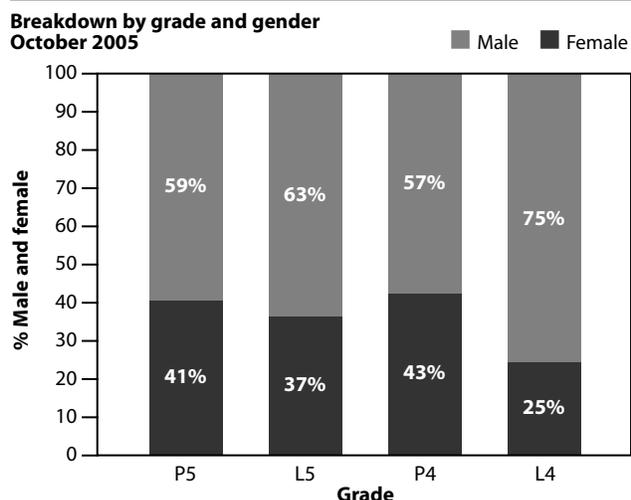
18 Admittedly, the Japanese WID Fund provided similar funds. In 1995, the Government of Japan established the JWID Fund to support UNDP's efforts to promote gender equality and the empowerment of women. Forty-one country-based, regional and global projects have been approved for funding.

funds. UNDP should not depend on others for doing its work nor rely on staff members dedicating time and efforts above and beyond normal working time.

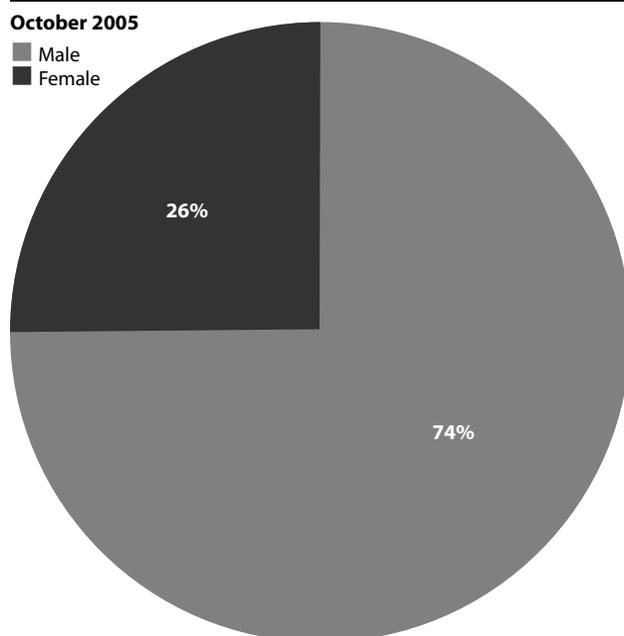
### 3.6 ATTENTION TO GENDER EQUALITY IN HUMAN RESOURCE POLICIES

Working towards a gender balance in human resources is part of UNDP's overall commitment to

**TABLE 1: UNDP PROFESSIONAL STAFF – MIDDLE MANAGEMENT (P5, P4 EQ)**



**TABLE 2: UNDP RESIDENT REPRESENTATIVES MALE/FEMALE RATIO**



gender equality and it is an important signifier to partners of UNDP's willingness to put its own house in order; but human resource policies are separate from gender mainstreaming UNDP's development activities. It is important to point this out because there is widespread confusion about it in UNDP. Some seem to believe that hiring and personnel policies constitute gender mainstreaming.

UNDP has invested resources, promoted policies and monitored progress with regard to gender equality in the organization. The numbers do show some improvement: see Table 1 and 2.

Since 1994, UNDP has developed a series of policies regarding gender equality in human resources. UNDP's gender balance in management policy 1995-1997 promoted a more balanced representation of women and men in management and decision-making positions. Phase II (1998-2001) reaffirmed commitment, set new targets and introduced measures to build a gender-sensitive and enabling work environment. The gender balance in management policy 2003-06 stated the goal of 50/50 gender balance by 2010. In August 2004, UNDP's Office of Human Resources launched the UNDP Gender and Diversity Scorecard, which tracks UNDP's progress in reaching the goal.<sup>19</sup>

This innovative tool is much valued at country offices and elsewhere. It is not clear, however, how information from the scorecard will be analyzed and used. While reporting from country offices suggests the need for further action, there is little evidence that this is influencing recruitment decisions. For instance, despite the low percentage of women at resident representative level, 26 percent, recent appointments have been predominantly men. Difficulties in hiring and retaining women professionals and seeing them move up to top ranks must be understood before they can be overcome in a *sustainable way*. UNDP must identify the impediments at global, country and regional levels and make systemic changes to overcome them. This means that UNDP human resources staff – in partnership with management – must analyze the numbers, understand the issues, and put in place systems that promote gender balance in UNDP, as part of promoting a culture of gender equality.

19 Brian Gleeson, Director, OHR UNDP, 17 November 2004

There are other issues as important as gender balance for recruiting, retaining and promoting women. One is UNDP's corporate work-life policy, which covers issues like working flexible hours, part-time work and telecommuting; another is the corporate policy on sexual harassment.

Some country studies showed that staff are aware of UNDP's work/life policy, but did not make use of the opportunities it offered. Several respondents in country offices indicated that the corporate environment is such that it is not possible for staff to work at home or to adopt flexible hours. For staff to use the options available the policy would have to be popularised and the culture in country offices would have to change.

Staff seem to be aware of the corporate policy on sexual harassment. However, procedures for reporting and handling cases of sexual harassment are often unclear to country office staff, perhaps because the corporate policy does not give clear guidelines. At the time of the evaluation, UNDP issued a policy on sexual harassment, workplace harassment and abuse of authority, based on a framework developed in 2003 by an inter-agency task force.<sup>20</sup>

The country studies produced a telling indicator. In countries where programmes gave greater attention to gender mainstreaming, a woman had been resident representative or deputy resident representative. Examples are Swaziland, Senegal, India, the Philippines, Kyrgyzstan and Morocco. Gender balance in UNDP is a matter of equity; but ensuring that women have leadership in the organization might also benefit gender mainstreaming and work towards gender equality in UNDP's programme.

Appropriate institutional and human resource policies to promote equality – of gender, ethnic background, age or class – in the organization are essential to the credibility and effectiveness of UNDP in promoting gender-equitable development policies. Several Resident Representatives stressed the importance of “walking the walk” as a way of indicating that UNDP takes the gender mainstreaming mandate seriously and of demonstrating to partners – in the donor community, government or civil society

– that UNDP's commitment to gender mainstreaming includes and is reflected in its internal structures and policies.

## 3.7 GENDER MAINSTREAMING IN PRACTICE AREAS

### 3.7.1 INTRODUCTION

This section discusses gender mainstreaming in UNDP's core business, its substantive programme work. The purpose of institutional policies and measures is to influence the substance of the programmes, which is the foundation and mechanism for promoting gender equality.

UNDP works on three levels:

- (1) Knowledge generation and management, much of it at headquarters, but increasingly at the country and regional level, through knowledge management networks;
- (2) Implementation through country regional or global programmes in partnership with governments and civil society; and
- (3) International leadership, consistent with international treaties and norms upheld by the agencies of the United Nations.

This section focuses on UNDP's five key practice areas: poverty reduction; governance; environment; HIV/AIDS, and conflict prevention and recovery. It should be stated from the outset that the conclusions reached are not the result of a detailed analysis of UNDP's project portfolio. The analysis draws mainly on the findings of the 14 country studies, the review of documents, and interviews with BDP Practice Groups.<sup>21</sup>

If gender mainstreaming were effective, the evaluation would expect to see UNDP take leadership on the understanding of gender in each of its practice areas on both the theoretical and practical levels. Certain factors are seen as critical. (See Box 5 below)

Ideally, gender mainstreaming would include: developing a fundamental understanding of a development problem through a recognition of men's

20 *Policy Framework on Sexual Harassment and Abuse of Authority*, UNDP 2004

21 There are gender equality focused programmes funded and managed by the Regional Bureaux. Simply for a lack of time and resources, the Evaluation team recognizes them but could not incorporate a well-grounded discussion of them in this report.

and women's socially-prescribed roles, recognizing ways in which gender discrimination impedes progress in achieving social and economic goals, and developing techniques by which to break down gendered roles or barriers in the course of technical programmes.

### 3.7.2 POVERTY REDUCTION

#### What we would expect

- (1) Collection of sex-disaggregated data.
- (2) Social impact and gender analysis prior to any field-based initiative.

#### BOX 5: EXPECTATIONS OF GENDER MAINSTREAMING IN PRACTICE AREAS

If UNDP takes leadership on the understanding of gender in each of its practice areas we would expect positive answers to the following questions:

- In the "think tanks" of BDP, do the guidelines and papers, such as practice notes, thematic trust fund criteria, or discussion papers, effectively incorporate gender considerations, helping the readers to understand or probe the ways in which gender relations may affect the objectives of programme design, implementation, or assessment?
- Does gender mainstreaming thinking and expertise at headquarters (in BDP, Regional Bureaux or the Human Development Report Office) effectively reach and enrich UNDP staff or partners in the field and do the experiences of the field feed back into policy development at headquarters?
- In the country office programmes, do key foundational documents such as the UN Development Assistance Framework or the Common Country Assessment include data and reflect analysis regarding gender-based roles and the needs of women? Do programmes propose policies or pilots intended to remove gender-related impediments or promote gender equality? Does monitoring of the Millennium Development Goals explicitly raise gender issues not only in MDG 3 on gender equality, but among them all?
- Beyond text in documents, does practice in the field reflect understanding of gender and incorporate gender into implementation and evaluation?
- Among all offices, is there an awareness that "business as usual" or standard practices may fail to address gender equality and, worse, may reinforce inequalities – and if so, are there efforts to change approaches in order to redress such biases?
- As the world changes and new issues emerge, do research and programme designs reflect consideration of gender-based issues and efforts to promote gender equality?

- (3) Gender considerations fully integrated into all MDG programmes and monitoring.
- (4) Macroeconomic analysis and policies re-oriented as a result of gender analysis, such as recognizing home-based work; informal sector contributions to GDP, or considering gender-differentials and impacts of free trade agreements.
- (5) Support for gender or feminist analyses at the national and regional levels, and including such analyses in poverty reduction strategy papers, country gender in development reports and poverty alleviation programmes.
- (6) Focus on gender inequality in households as a factor impeding food security and well-being.
- (7) Consideration of gender roles and power in the workforce, for example women migrant workers, women workers in maquiladoras, unemployed or under-employed women.
- (8) Consideration of the gender-differentiated impacts of privatization, and social service outlays on women
- (9) Recognition of gender relations as factors affecting the long-term impacts of women-targeted projects, such as micro-enterprise and savings.

#### What we have found

Poverty reduction is, in many ways, the core of the core of UNDPs work. From "sustainable human-centred development" to shared responsibilities for Poverty Reduction Strategy Papers (PRSPs), the primary objective of UNDP's work is to reduce poverty in a sustainable and equitable way. UNDP should therefore be on the cutting edge of mainstreaming gender in poverty reduction programming.

At the *policy level*, gender receives some attention in most poverty publications. Policy documents and guidelines usually mention the need for sex-disaggregated data, that gender equality is an integral part of pro-poor policies and that it is essential for reaching the Millennium Development Goals... However, with some exceptions, (such as a recent working paper *Reorienting development—towards engendered employment strategies*, February, 2005), publications do not explain how gender inequality is linked to poverty and how to modify analyses and policies from a gender perspective. For example, materials on the website relating to the MDGs do not mention gender analysis or targets as part of poverty reduction. While there is a "gender and poverty reduction" section on the website, the selected resources are somewhat out-dated (1998 to 2002). There are links from the poverty webpage to the GID website and Japan WID Fund pages, but this

sends the reader to general material and fails to address gender in the context of the latest and most critical poverty issues. The Human Development Reports have paid considerable attention to gender equality issues, and the 1995 HDR was dedicated to gender.

For several years, the Poverty Group (then called SEPED) and GIDP had a special team of four people who undertook important work on gender analysis of macroeconomics and human development. In 2000, the team was disbanded for lack of resources; but the Poverty Group and the Gender Unit have recently started work on the care economy and women's unpaid work, with research by Columbia University and the University of Political Science in Paris.

This initiative addresses a cutting-edge issue for the Millennium Development Goals; but in spite of recommendations of the Gender Advisory Committee on the MDGs, little attention was paid at first to gender and poverty beyond MDG-3. The Gender Unit (part of the Poverty Group till 2004) has taken the lead in gendering the MDGs, for example by supporting a review. A number of other colleagues in the Poverty Group have also been involved, and the Poverty Group has contributed funds to the MDG pilot projects.

Gender-sensitive budgeting (GSB) provides an opportunity for dialogue with government and other donors on the difference a gender perspective would make to economic policy and anti-poverty strategies. Yet it seems that GSB activities tend to be limited to the gender programme, rather than being mainstreamed in the broader poverty programme where they would have greater impacts.

UNDP has promoted the incorporation of gender issues or data in Poverty Reduction Strategy Papers, also in partnership with other donors, but the conceptualisation has not been modified to take gendered analysis into account. Many PRSPs ignore the synergies between productive and (unpaid) reproductive work. UNDP's concern with publicly provided "social" services has not been matched by consideration of the economic value of women's work and time in providing such services in the household.

Given the devastating effect of the AIDS pandemic on many of the human indicators mapped in the HDR, it is surprising that UNDP policy in this area

has not developed an inter-sectoral approach. Similarly, there is an assumption among policy makers that the opportunity cost of women's labour is zero, on the grounds that they have no possibility of getting a job. This ignores both the economic value of home-based reproductive work in releasing other labour into the labour market, and the increasing value of home-based production. In many countries in Sub-Saharan Africa and elsewhere, gender analysts have noted that consultation with women's groups has been perfunctory, and that the PRSP does not reflect knowledge of gender issues, or gender analysis approaches available to it – for instance sex-disaggregated data on labour force, population dynamics, income, and time utilization. The message from the poverty practice area is that attention to gender requires the collection of sex-disaggregated data and ensuring women's access to resources and women's rights; but this has yet to be translated into a gendered approach to macro-economic policy and strategy. In cooperation with the Gender Unit and the regional bureaux, the Poverty Group is working to develop a gender toolkit, for example for PRSPs.

The evaluation findings indicate that as yet, UNDP's inclusion of a gender perspective in the poverty reduction practice area at the policy level is uneven, although there have been some important initiatives. It seems that in recent years the Gender Unit and the Human Development Report Office have done most of the analytical work relating to gender and poverty reduction. There are also some positive initiatives from the regional bureaux, such as UNDP's Regional Bureau for the Asia Pacific's APGEN programme that focuses on engendering macroeconomic policy.

The picture at the *country level* is somewhat different. There is some interesting work in a few countries, for example El Salvador or India, but in most countries, the level of attention to gender is quite low and the emphasis of most "gender" work is on women as a target group. In Cameroon, UNDP has supported several projects specifically targeted at women, such as credit schemes and improving access to ICT for women entrepreneurs. However, the country office is now phasing out this type of project, primarily because it wants to use strategic entry points in the main programme to focus on advocacy and mainstreaming of gender concerns. In El Salvador, UNDP supports a network of women entrepreneurs. In Egypt and in India there are programmes on women's access to computer technology, including in

very traditional communities. In India UNDP has supported a wide range of projects focusing on women in economic activities. In many cases, gendering the mainstream of poverty reduction has meant paying attention to women's participation and women's employment. Only gendered analysis would reveal whether impacts for women have been positive.

While such approaches may touch the lives of women and remind partners of the importance of women's needs and contributions, they often leave open questions of impact and sustainability. This has translated in some countries' programmes and projects into:

- (1) an assumption that providing women with micro-credit and training will enable women to increase their incomes. This will make it easier for women to meet their practical gendered responsibilities, and improve their bargaining power and status in the household and the community;
- (2) a concentration on supporting national anti-poverty programmes, especially those offering poor, mainly female-headed, households income support for family health and children's school attendance; and
- (3) support for the provision of social services, particularly health and education.

Some programmes take a broader perspective. In India for example, UNDP has supported studies on gender and macroeconomic issues. UNDP has also used the Human Development Report process to build understanding of new methods of data collection and analysis, building on ten years of experience by UNIFEM, UNFPA, and an inter-agency technical team, at the state as well as national level. In the Philippines, UNDP has supported the development of harmonized gender and development guidelines (2004), which have been adopted by all donors and development partners as well as the government and civil society. The gender budget analysis initiatives in several countries in Asia-Pacific and Eastern Europe are efforts to influence macro-economic policy and align them with gender equality objectives. Such programmes demonstrate progress in gender mainstreaming, moving from project-level, women-focused activities to greater gender orientation. In Kazakhstan the UN country team has supported the production of gender analysis and supplementary reports to the Millennium Development Goals, and in several countries, UNDP has taken efforts to include gender concerns in the country HDRs.

In several of the countries visited by the team, UNDP has taken initiatives to incorporate gender issues in the PRSP process and emphasised that they should always have sex-disaggregated data.

The evaluation's findings in the poverty practice area are:

- (1) Where there is attention to gender at field level, it tends to emphasize women-focused activities rather than gender.
- (2) There have been many missed opportunities to approach poverty reduction in a strategic way. This is often because of the lack of expertise regarding gender analysis in relation to macro-economics. UNDP staff and partners cannot be persuasive and influence governments unless they can bring a rigorous gender analytical perspective to macro-economic anti-poverty strategies such as PRSPs.

### 3.7.3 DEMOCRATIC GOVERNANCE

#### What we would expect

- (1) Clear recognition of the gender dimensions of decision-making power.
- (2) Programmes focused on the loci of power, such as political parties, private sector lobbies and culturally based power groups; gender sensitivity training for law enforcement agencies, including police, lawyers and judges.
- (3) Focus on women's political empowerment, especially to encourage women's political participation at national and local levels; women elected; women's effectiveness in office, and women as an interest group – but involving men as well as women.
- (4) Promotion of laws, new legislation and law reform, including laws against sex-based discrimination, exclusion and gender-based violence.
- (5) Alliances formed with interests and organizations with similar concerns, such as human rights groups.
- (6) Support to gender mainstreaming in government ministries and local government, starting with key ministries; and effective ministries, departments or offices for women (not “women and children” or “women and family.”)
- (7) Analysis of gender impacts of governance processes such as decentralisation, privatisation and elections, and thoughtful approaches to removing negative impacts and promoting gender equality.

- (8) Promotion of gender budgeting to ensure transparency and accountability, and to foster gender-equitable processes and resource allocations.

### What we have found

UNDP is recognised as having a comparative advantage in this area over other development partners, because of its neutrality and a mandate that allows it to work on sensitive political issues. It is also more systematically involved in this area compared to other international development agencies. As stated in the *Decentralised Governance for Development Practice Note* (UNDP April 2004 p. 5):

*“In some countries, UNDP may be seen as a small player in terms of the magnitude of financial resources that it contributes to the total basket of funds provided by all donors in a given country. However, governments continue to rely on UNDP for support in recognition of its comparative strength in other aspects vis-à-vis donors. UNDP is considered an honest broker and a reliable partner. In such a highly political area as DGD, this perception about UNDP carries a lot of weight.”*

UNDP has emphasized DGD in recent years, as indicated in the 1999 interview with the Administrator. Such programmes require strong trust by and partnership with government, including the legal and justice systems, as well as with civil society. For example, the UNDP programme in social justice is one of the few areas in which Brazil requests technical assistance from UNDP, because the government recognises its limited experience and the usefulness of UNDP’s expertise.

Governance is particularly instructive regarding gender mainstreaming because both governance and gender analysis are all about power, access to resources, and decision-making. As the democratic governance practice area noted in its gender mapping:

*“Effective governance is central to the achievement of human development. Genuine democracy presupposes a genuine partnership between men and women in conducting the affairs of society. Nevertheless, indicators such as UNDP’s Gender Empowerment Measure (GEM) show gender equality is not a reality in most countries.”*

In the various service lines of UNDP’s democratic governance practice area, there are a number of clear

entry points for women’s advancement and gender equality, such as citizen participation; accountability of government; protecting human rights, and strengthening judicial capacity.

The governance area provides clear examples of different levels of “gender mainstreaming.” The simplest level is that of women’s participation – as voters, as candidates, or as participants developing local community plans. In this regard, both the governance practice area and country-level programmes frequently pay attention to “gender.” For example, women are certainly visible and explicit in documentation relating to the democratic governance thematic trust fund. Among the challenges cited, is that despite ratification of CEDAW by 160 countries, “Women are still under-represented at all levels of decision-making.” The document also notes that “The human rights perspective leads UNDP to focus in particular on issues of gender equality, equal access, representation, participation and transparency.”

In discussion of the parliamentary development service line, the document also explicitly refers to women. For example, it recognises activities “empowering women through initiatives that help them reach positions of political leadership and gain access to legislative deliberations” and in relation to elections, there is a focus on “civic and voter education programmes to expand democratic participation, particularly for women and other under-represented segments of society”. The practice area has produced handbooks, including *Parliament’s role in the budget with a gender focus*, and *Women’s political participation and good governance*. The Regional Office for Europe and the Commonwealth of Independent States has developed a manual for gender-sensitive legislation, which has been translated to almost all languages of the region.

Yet “Gender balanced participation in governance processes not only refers to the physical presence of men and women around the decision-making table, but also to the quality of participation, i.e. meaningful engagement which stems from a mutual respect for diverse opinions and standpoints.” (*Gender Mapping*, p. 310) Gender mainstreaming, recognizing the roles and differentials between women and men, should ensure that women’s participation is effective, that is, that voices are heard and that women’s input is respected, accepted and influential. There are some hints of awareness of this, such as a statement in the first paragraph of the executive summary of the

## BOX 6: SUPPORTING GENDER EQUALITY THROUGH NATIONAL MACHINERIES FOR WOMEN OR GENDER EQUALITY AND GOOD GOVERNANCE

More and more governments have established some kind of national machinery responsible for the needs of women and/or gender equality. This evaluation has found evidence of UNDP support and collaboration with such units in most of the countries studied.

UNDP support for such national machineries has played a critical role: Where there are strong gender expertise and a feminist movement, such as in the Philippines, UNDP's support lends legitimacy and encourages national and international recognition. In countries where there are no strong women's movements, no funding and no governmental unit it is likely that these national units would not have existed without the financial and political support of UNDP. This is true for many countries in the CIS and the Balkans.

Initially such collaboration may have focused on preparations for the Beijing conference 1995 or Beijing +5 in 2000. This experience has been a source of learning – such as that such units often lack capacity and expertise, are frequently without national funding (and dependent, therefore, on donors), and likely to be marginalized, rather than working with other ministries to mainstream gender across the government. There is a need to take stock, and then extend the thinking of the UNDP gender mainstreaming evaluation to considering how UNDP may support gender mainstreaming at the national level in more strategic ways.

Source: Country Studies Evaluation of Gender Mainstreaming on UNDP, 2005

*Decentralised Governance For Development Practice Note* that the “key to human development-friendly decentralized governance is to ensure that the voices and concerns of the poor, especially women, help guide its design, implementation and monitoring.” Similarly, the discussion of DGD, MDGs and human development goals states, “In both upstream and downstream initiatives...pro-poor targeting should be clearly established, to include **women** and other vulnerable groups and to give them spaces for genuine participation and **empowerment**.” (Bold in original, p. 10)

The governance practice area has given gender some visibility. On its web page, there is a button for “gender and governance”, and there are discussions of women's political participation and good governance. The group has produced a comprehensive toolkit to guide gender mainstreaming, which includes a

practice note, a guidance note and a primer (now being developed). It is not clear whether the toolkit is reaching many users in the country offices, and there is a need to pay attention to how it might be rolled out and utilized systematically.

The evaluation has found that the governance practice area and country programmes are visibly and explicitly working with women and on behalf of women, and in some cases apply a gender perspective in the governance theme, especially in some country programmes. Often, however, the approach remains focused on women, rather than recognizing gender-related impediments to governance objectives and addressing gender inequality. It is possible to note the tendency to focus on participation, rather than taking on the attitudes and practices that result in male civil servants with power, and women citizens at a disadvantage seeking the services to which they are entitled.

Gender-sensitive budgeting, now supported by UNDP and by UNIFEM in countries throughout the world, is one approach to introducing gender perspectives. Working with national parliaments such as Benin, Senegal and El Salvador has been a way to bring women's perspectives to the governance area, influencing priorities, policies and resource allocations. In India, the combined gender budgeting work of UNDP and UNIFEM has resulted in a commitment by the Minister of Finance, and in similar initiatives at the district and provincial level. Recently UNIFEM and UNV started a new initiative on gender budgets and valuing women's voluntary work, a two-year project to mainstream a gender perspective into local government expenditure programmes.

As noted below, UNDP is also paying increased attention to engendering legal frameworks, ranging from constitutions to criminal and civic codes. UNDP has supported initiatives expressly taking on gender considerations in legal systems:

- (1) In Swaziland, UNDP has included gender mainstreaming in its support for drafting a constitution, giving special attention to engendering the constitution and involving women's organizations in assessing the draft for gender sensitivity.
- (2) Also in Swaziland, the gender, human rights and law reform project aimed at the ratification of CEDAW; the reform of specific laws to be brought in line with CEDAW, and capacity building in the Attorney General's office.

- (3) In Kazakhstan, the human rights project mainstreamed gender and set targets for long-term gender equality impacts; promoted an ombudsman for women's affairs, and supported university courses on human development with a strong emphasis on gender.
- (4) In Bosnia and Herzegovina, a UNDP project facilitated implementation of a gender equality law, which could be replicated as a regional project to include neighbouring countries of the former Yugoslavia.
- (5) In the Philippines, UNDP collaborated with UNIFEM to work with the justice system, including work with the Supreme Court, training for trial judges and gender sensitization for the police.

In addition to programmes for gender mainstreaming in governance, there is also a need for programmes that specifically target the achievement of gender equality. To date, most programmes so labelled in the governance practice area focus on women running for political office and support for ministries for women or similar national machineries. Positive examples include Kyrgyzstan, where UNDP has supported women in political parties, and worked with men and women in the media to eliminate gender stereotypes and distortions. In Egypt, UNDP has supported the National Council for Women, and has supported a centre for the political empowerment of women to build a cadre of qualified women to run for political office. In many countries, UNDP has collaborated with the ministries and other government units for women or gender equality (see Box 6).

Such support is needed, and is to be commended. At the same time, however, the constraints of women's national machineries in many countries are well known and they tend to focus on and work primarily with women. There is a need to consider how UNDP may support gender mainstreaming at the national level in more strategic ways, for example by cooperating with ministries of planning and women's national machineries to mainstream gender concerns in government policies and plans.

Other examples of more strategic approaches have been found in Egypt, where UNDP has worked to mainstream gender in Egypt's five-year plan and supported the creation of an ombudsman for women's equality; and in India, where UNDP and UNIFEM together partnered with women's rights

advocates to ensure that gender is a central part of the tenth national five-year plan.

Another approach is to start with the question: In what ways, or in what areas, is stronger governance needed to ensure gender equality? This has been the case in El Salvador, where there is recognition that violence undermines the possibility for girls and women to be full, equal participants in society. Thus, a governance goal is not governance alone, but rather governance to achieve a society without violence. The programme includes training; workshops; education in schools; access to psychological services; a permanent anti-violence seminar for decision makers such as academics, professionals and journalists; analyses of the role of the media, the influence of drugs, and intra-family violence; a national policy and programme for security and civic harmony, and advice to the ministry of the interior. This UNDP governance programme has been carried out with the active involvement of UNIFEM. The example illustrates how gender mainstreaming may accomplish more than just parity of representation or participation.

The real challenge, however, is not simply to add to, or make marginal changes to the mainstream, but to gather and use data with which to recognise the underlying issues build policies which reflect that understanding, and design programmes to address them.

### 3.7.4 ENERGY AND ENVIRONMENT

#### What we would expect

- (1) Focus on women's needs relating to access to and use of natural resources.
- (2) Clear understanding of socially prescribed gender roles, in relation to the use and protection of resources.
- (3) Gender analyses of need and use of energy sources – and of impacts on time and resources.
- (4) Project design encouraging men and women to collaborate, on equal and respectful levels, in managing natural resources and protecting the environment.
- (5) Recognition that very few policies, including energy policies, turn out to be gender neutral, and analyzing gender impacts.
- (6) Efforts to avoid gender stereotyping in enlisting participation and support for national resource management.
- (7) Attention to gender roles in community-based initiatives.

- (8) Analysis of the differential impacts of environmental degradation and natural disasters on women and men and on gender relations.

### What we have found

The environmental practice area includes natural resource management, energy-related programmes, and work on poverty and the urban environment. The gender mainstreaming varies both among sub sectors and among regions. Gender is not visible on the website<sup>22</sup> or in most practice notes. This is a missed opportunity for UNDP to disseminate knowledge and communicate to the world about development practice in this area.

The practice area has produced some good toolkits. The water sub-group has produced *Mainstreaming gender in water management* (collaboration with the Gender and Water Alliance and the Community Water Initiative that includes “a strong gender mainstreaming approach” among criteria for grants. The Cap-NET<sup>23</sup> document explicitly references gender with the GWA’s involvement for training. The energy group has produced *Gender and Energy for Sustainable Development: A Toolkit and Resource Guide*. The Environment Trust Fund claims to give preference to applications demonstrating attention to gender. It was reported that case studies are being prepared. This evaluation, did not determine the extent to which the toolkits are used, either in mainstream training or at the country level for programme design, implementation or evaluation.

At the country level, some natural resource management projects have included women. Gender Empowerment Fund projects in the Philippines included gender concerns, and staff reported that biodiversity projects tended to be led by women because they were better informants and remembered things better. At the same time, the staff said they had difficulties with gender mainstreaming because they lacked expertise. There is very little if any gender mainstreaming in energy programmes and projects.

There are also environmental programmes where gender is completely ignored. In Kazakhstan, for example, there was no mention of gender in the environment. In Kyrgyzstan, many people said

that they had not mainstreamed gender in their environmental projects.

In this practice area, there is usually broad awareness that the achievement of natural resource management objectives requires the inclusion of women in programmes. Many programmes recognise that women’s practices must change in order to protect the resources they use, such as water and wood. Where gender-related projects in governance tend to focus on women’s participation as a matter of equity, environment projects tend to focus on gender roles, and for reasons of efficacy rather than equity.

However, a focus on efficacy can lead programmes to overlook broad issues of gender relations. The assumption that giving women leadership will empower them may ignore other aspects of gender relations in marriage or family. Thus, for example, a project solely engaging women may not ask whether men are also engaged, and share responsibility for protecting the environment. It may impose extra burdens for women on an already heavy daily calendar. Women participating in a project in Senegal reported that their husbands felt that their wives ought to use the unpaid time spent on conservation to take care of the family or generate income. If the project design had considered gender relations, it would also have involved and sensitized men.

In this practice area, gender analyses are critical for recognizing gender-based roles in consumption, knowledge and protection. Beyond that, there are opportunities to dispel gender stereotypes and promote gender equality – for example urban slum clearance projects in the Philippines that involve garbage recycling. Women are typically concerned about their immediate environment as an extension of their homes; so sanitation projects for example may be important opportunities for widening participation and developing new partnerships between women and men. Projects in South Africa addressed gender mainstreaming by ensuring gender balance in steering committees and staff and bringing gender equality into discussions. Gender was also one of the criteria for selecting NGOs and CBOs in a small grants environmental programme. In Egypt, three projects in environment, social recovery and slum upgrading all targeted widows or women in general, and promoted the participation of women in community-level decision-making. In Morocco, women were given equal participation in planning

22 There is no mention of gender on the first page, nor in discussions of environmental governance or Community Action 2015.  
23 Global Networking for Capacity Building in Integrated Water Resources Management

environmental projects where there had previously been no involvement at all. In India, the UNDP-supported preparation of the national biodiversity action plan is an example of an open, participatory intervention where gender issues were integrated from the start.

For this practice area, again, there seem to be missed opportunities. Reporting gives examples of targeting women at the local level, but provides no evidence that gender issues are addressed at the policy level. MDG-7, aimed at ensuring environmental sustainability, is a lost opportunity to address gender perspectives on sustainability, and contradictions arising from promoting women's participation for resource management and conservation, without considering how it would affect other demands on their time and their relations with men.

### 3.7.5 HIV/AIDS

#### What we would expect

- (1) A fundamental and explicit recognition that HIV/AIDS cannot be prevented without understanding and addressing the power differentials between men and women inherent in gender inequality.
- (2) Recognition of the gender impacts of HIV/AIDS for people living with HIV/AIDS.
- (3) UNDP leadership in partnerships with governments, ensuring that policy-makers and decision-makers understand the gravity and the gender dimensions of HIV/AIDS.
- (4) Focus on women's infection, and how gender inequality prevents protection.
- (5) Focusing on changing men's behaviour, and changing power differentials in sexual relations at home and at work. .
- (6) Linkages with poverty and governance programmes to address care-giving burdens, which fall disproportionately on women.
- (7) Making use of HIV/AIDS programming to promote gender equality.

#### What we have found

As noted above, this evaluation hoped to find that UNDP's gender mainstreaming was visible, innovative, strategic and collaborative. This practice area needs to meet all those criteria, both to achieve its HIV/AIDS objectives and to promote gender equality.

Stephen Lewis, the UN Special Envoy for HIV/AIDS in Africa, expressed his frustration at the slow

pace, bureaucratic inefficiencies and lack of recognition of gender issues across the whole UN system:

*"I want to remind you that it took until the Bangkok AIDS conference in 2004 – more than twenty years into the pandemic – before the definitive report from UNAIDS disaggregated the statistics and commented, extensively, upon the devastating vulnerability of women. The phrase 'AIDS has a woman's face' actually gained currency at the AIDS conference in Barcelona two years earlier, in 2002, and even then it was years late. Perhaps we should stop using it now as though it has a revelatory dimension. The women of Africa have always known whose face it is that is withered and aching from the virus..."*

*I want to remind you that when the Millennium Development Goals were launched, there was no goal on sexual and reproductive health. How was that possible? Everyone is now scrambling to find a way to make sexual and reproductive health fit comfortably into HIV/AIDS or women's empowerment or maternal mortality. But it surely should have had a category, a goal, of its own..."*

*... Despite the mantra of 'Women's Rights are Human Rights', intoned at the International Conference on Human Rights in Vienna in 1993; despite the pugnacious assertion of the rights of women advanced at the Cairo International conference in 1994; despite the Beijing Conference on women in 1995; despite the existence of the Convention on the Elimination of Discrimination against Women, now ratified by over 150 countries; we have only UNIFEM, the UN Development Fund for Women, with an annual core budget in the vicinity of \$20 million dollars, to represent the women of the world. There are several UNICEF offices in individual developing countries where the annual budget is greater than that of UNIFEM. More still, because UNIFEM is so marginalized, there's nobody to represent women adequately on the group of co-sponsors convened by UNAIDS ... So who, I ask, speaks for women at the heart of the pandemic? Well, UNFPA in part. And UNICEF, in part (a smaller part). And ostensibly UNDP (although from my observations in the field, 'ostensible' is the operative word)". (Speech at the University of Pennsylvania 26 April, 2005)*

As a health issue, HIV/AIDS is a major focus of UNFPA, UNICEF, WHO, and, of course, UNAIDS.

UNDP must address it in ways that complement the others' work and take account of UNDP's comparative advantages. UNDP policies concerning HIV/AIDS inevitably have to confront socially prescribed gender roles as well as women's participation: unequal relations between women and men are central to issues of prevention, protection and care. This practice area seems to have a particularly strong programmatic focus at headquarters, with a global programme in approximately 30 country offices.

HIV/AIDS is the newest practice area in UNDP. With regard to *visibility*, UNDP's focus on gender can be found in most descriptions and discussions of programmes – and in the “how to,” as well. Early on, the focus was on the impacts on women and gender inequality, as articulated in the August 2002 *Policy note on HIV/AIDS and poverty reduction strategies*, which was prepared through a consultative process that included the gender network. It clearly states that the “HIV/AIDS epidemic is deepening and spreading poverty, reversing human development, worsening gender inequalities...” and notes that “in Trinidad and Tobago HIV rates are five times higher for girls aged 15-19 than for boys, testament to the discriminatory impact of AIDS on young women.” Further, it states: “Of crucial importance is the fact that the brunt of the burden is borne by women in their multiple roles as caretakers, breadwinners and subsistence farmers. Poverty, gender and HIV/AIDS seem to be closely intertwined.”

More recent documents, including guidance notes and strategy papers, integrate attention to gender roles in their approaches. According to the service line notes in the gender mapping exercise, gender issues are addressed in all areas (leadership and capacity development; development planning implementation and HIV/AIDS responses; advocacy and communication). Interviews with BDP in New York and review of documentation identified a number of promising developments. This practice area explicitly states that UNDP's strategies look to the underlying causes of the epidemic, *including gender inequality and power relations*. Socially prescribed gender roles affect the impacts of HIV/AIDS, highlighting the need to work with both men and women on issues of care giving.

With regard to *innovation*, this practice area has launched three programmes seeking to address HIV/AIDS differently, but that also incorporate awareness of gender: leadership development

programmes, part of UNDP's leadership for results programme; community capacity enhancement initiatives, and the arts & media programme. Gender is integrated firstly by ensuring that 50 percent of the participants are women, and secondly by ensuring that guiding principles and results areas address the relationship between gender inequality, power relations and HIV/AIDS.

For example, the leadership development programmes enable UNDP to promote women as leaders, focusing on women's empowerment and gender equality in the context of HIV/AIDS. Every attempt is made to ensure that 50 percent of participants are women leaders, and the sessions explore and respond to the gender dimensions of HIV/AIDS. In a number of cases, they have spun off women-focused programming, such as the Women's Leadership Coalition on HIV/AIDS in Ethiopia. The evaluation did not assess the project, but an internal report indicates that community capacity enhancement initiatives have been particularly innovative. They have become a mechanism for communities to address issues such as female genital mutilation, bride-sharing, early marriage, women's rights, polygamy and sexual violence.

UNDP's HIV/AIDS programming has been strategic in identifying particular obstacles to gender equality and AIDS, focusing for example on Arab states and on property rights.

UNDP's regional programme in the Arab states, under the auspices of the general secretariat of the League of Arab States, has issued a document entitled *The Cairo declaration of religious leaders in the Arab States in response to the HIV/AIDS epidemic*, which comes from a group of Muslim and Christian leaders. This document acknowledges key gender issues including gay sex, commercial sex workers, and harmful traditional practices, and states, “We advocate the rights of women to reduce their vulnerability to HIV/AIDS” (though what this means is not clarified). This initiative is a positive example of recognizing gendered roles and power, and seeking to change the behaviour of men by working with those who can influence them, rather than teaching women and exhorting them to protect themselves in situations where they lack any power at all.

UNDP has helped to formulate a model code of legal protection for people living with HIV/AIDS in sub-Saharan Africa, and intends to do the same in 18 Arab countries. Together with UNIFEM, UNDP is

supporting an initiative of the Global Coalition on Women and AIDS, to promote and protect women's property and inheritance rights.

Lastly, UNDP's work on HIV/AIDS and gender illustrates the possibilities for *partnerships and collaboration*. UNDP has collaborated with UNIFEM, UNFPA and UNICEF to translate and adapt UNIFEM's publication, *Turning the tide: CEDAW and the gender dimensions of the HIV/AIDS pandemic* for the Arab region. UNDP is an active member of the inter-agency task team on gender and HIV/AIDS, led by UNIFEM and UNFPA that produces advocacy material.

UNDP's Learning Institute and UNDP core staff offered sessions during the Beijing + 10 meetings on "How to engender our response to HIV/AIDS" and "Gender and HIV/AIDS: a mainstreaming approach".

The strength and emphasis of the HIV/AIDS programme directed from Headquarters does not seem to be matched by work at the country level. It was difficult to find evidence from other data sources, particularly the country studies, on the extent to which individual initiatives are being systematically mainstreamed. While some projects do address gender issues, others seem to give them little or no attention.

In some of the countries visited, there are one or more examples of promising programmes. For example, in Egypt UNDP funds a project aiming at raising awareness of both sexes on a range of issues including HIV/AIDS. In the Philippines, UNDP and UNIFEM are developing a gender and HIV/AIDS framework. In South Africa, UNDP supports a project, which specifically aims at including men in addressing AIDS. However, some of the larger HIV/AIDS programmes in this country are not really addressing the problem from a gender perspective. Some years ago, UNDP commissioned a study on gender responses to HIV/AIDS in Swaziland, emphasizing the specific needs of women; and UNDP in partnership with UNIFEM conducted a training of trainers' workshop on how to mainstream gender into HIV/AIDS programmes and activities.

### 3.7.6 CRISIS PREVENTION AND RECOVERY

#### What we would expect

- (1) Focusing on women as key actors for peace and security.
- (2) Support for programmes on women in the peace

process and ensuring that women are at the peace-negotiating table.

- (3) Promotion of Security Council Resolution 1325.
- (4) Purposeful efforts not to return promoters of violence (often male) to leadership, without at least strengthening advocates for peace (often female).
- (5) Support for programmes addressing the psychosocial impacts of conflict, including those responsible for violence, those prone to return to it, and day-to-day victims of violence including sexual violence.
- (6) Clear gender analyses before programmes are designed, in whatever area.
- (7) Purposeful use of community-based rebuilding and reconstruction programmes to encourage respect between men and women, and concomitant sharing of leadership and decision-making.
- (8) Monitoring of what happens to women in non-traditional roles after peace returns and analysis of how gains in gender equality are lost.

#### What we have found

Our research for this area included interviews with three representatives of the Bureau for Conflict Prevention and Recovery, and country studies in El Salvador, Bosnia, Rwanda, the Philippines and India. UNDP has a major comparative advantage in this area. Often it is the first agency to enter during conflict and post-conflict, and donors are willing to have UNDP coordinate their programmes. UNDP nearly always has some presence in countries hit by natural disasters. While humanitarian efforts must also take account of women's needs and promote gender equality, recovery operations by UNDP are crucial to gender equality: during periods of conflict or crisis, traditional gender roles are often challenged. Women work in non-traditional sectors and take additional responsibilities. Constitutions are often revised with important openings for gender equality.

This practice area is relatively new, and consequently does not yet have a defined gender strategy. To date, it has not been a leader on gender and conflict, though it has produced a CD-ROM about gender and conflict. Apparently, however, this is a priority area for current management and progress is being made in terms of resource material, working closely with UNIFEM and starting to build gender into operational activities. There are clearly major needs and opportunities to integrate gender, and given the newness of the area, it may prove possible to make progress as there are few ingrained traditions to overcome.

The intention is to review what has been done in the service lines of the practice area, look for entry points, and then develop a gender strategy and plan of action. It is recognised that many issues of recovery and reconstruction involve governance – and success will therefore require close cooperation with the governance practice area.

At the country level, the evaluation found some promising programmes. In Bosnia and Herzegovina, resettlement programmes have given priority to women-headed households and have integrated women into decision-making on local de-mining strategies. In Cambodia, gender mapping of villages has been a basis for community development programmes. In the Democratic Republic of Congo, UNDP did a joint review with UNIFEM.

In El Salvador, UNDP has been criticised for letting women down by not ensuring that women were included in the peace negotiations in the early 1990s. But because of the success of the El Salvador country office's efforts to improve understanding, gender mainstreaming, is now a central concern in the governance area. As noted above, there is a strong emphasis on creating a society without violence. While gender was initially viewed only on the level of domestic violence, it is now a central component of anti-violence programmes. There is also a programme to combat violence and juvenile delinquency, an interagency programme for the empowerment of young women, a permanent anti-violence seminar, and a national policy and programme for security and civic harmony, all of which recognise some gender dimensions.

In the Philippines, UNDP has worked to establish the foundations for peace and development programme. Former women combatants participate as peace and development advocates, there is stronger emphasis on women's rights in the new programme for reintegration of internally displaced people, and the concept of women's rights is integrated into the peace and development portfolio.

During the genocide in Rwanda, many of the men were killed or fled the country. Women survivors took a major role in maintaining the economy and running village life. The UNDP-supported recovery programme accordingly focussed on women, and many other countries have now visited Rwanda to learn from their experience. There has been an

important transition from seeing women as victims to recognizing women as major actors, and women now have a high degree of participation at all levels of political and administrative life. The legal system was completely overhauled to provide a high degree of equality for women and there is effective legislation on violence against women. Gains seem to have been maintained when men returned.

With regard to gender mainstreaming in recovery from natural disasters, there was a strong gender focus in El Salvador in post-earthquake reconstruction, rebuilding destroyed houses and focusing on female-headed households. Similarly, in the Indian state of Orissa, UNDP trained women to rebuild homes and benefit from new economic opportunities, and has prepared the way for new, collaborative relations between men and women. After the earthquake in the state of Gujarat, UNDP mainstreamed gender issues through partnership with women's organizations.

The evaluation had no information as to UNDP's assistance to the countries affected by the tsunami at the end of last year. While UNIFEM took the lead in coordinating women's responses in the aftermath of the disaster to ensure that women's perspectives and priorities are reflected in the relief and reconstruction effort, particularly in Indonesia, Sri Lanka and Somalia (See *Women's leadership and livelihoods in relief and reconstruction in tsunami-affected communities*, UNIFEM 2005, UNIFEM contribution for the OCHA Mid Term Review 15 March 2005) it is expected that UNDP will have a major role in the medium to long term, particularly around the cross-cutting practice areas discussed in this section.

### **3.7.7 OVERALL CONCLUSION ON INTEGRATING GENDER IN PRACTICE AREAS**

While there are commendable efforts to mainstream gender in UNDP's practice areas, the evaluation's findings suggest that UNDP has not fully succeeded. In most of the practice areas there is no clear strategy, and there seems to be a lack of knowledge and conceptual clarity among programme and project staff on how to apply a gender mainstreaming perspective. There is little evidence of a systematic inter-thematic dialogue on gendering practices. While there have been some isolated efforts to recognise and address current gender issues, there is a tendency to seek small, women-focused activities that

complement the mainstream, rather than engaging in gender analysis that influence UNDP's understanding of the issues and stimulate new approaches.

There have been shortfalls and missed opportunities in the extent and quality of gender mainstreaming. While credit is due to those who have been trying to mainstream gender in their work, UNDP as a leader in development practices and promoter of international norms cannot be said to have met the standards expected: that gender mainstreaming would be visible, innovative, strategic and collaborative.

### **3.8 PROMOTING GENDER EQUALITY: ADVOCACY AND PARTNERSHIPS**

#### **3.8.1 THE ADVOCACY MANDATE**

UNDP's gender mainstreaming mandate and strategy include actively promoting gender equality. The extent to which UNDP country offices take up this responsibility, and how visible it is, varies considerably from country to country.

UNDP has the opportunity to promote gender equality. In almost all countries, the UNDP country office has strong relations, based on trust and equal partnership, with the host country's government: Resident Representatives, in their capacity as Resident Coordinators, can represent and promote international norms supported by the United Nations. In addition, promoting gender equality should be integrated into the work of the Deputy and Assistant Resident Representatives, and into that of programme managers. As the circumstances and opportunities present themselves, all UNDP staff should promote gender mainstreaming with government or civil society partners and advocate for gender equality in the context of MDGs and National Human Development Reports. Some staff acknowledge that they hesitate to do this because they lack the necessary expertise in gender mainstreaming.

There is no uniformity in most governments in accepting that gender mainstreaming is necessary for development. Many ministries of environment, energy or telecommunications, for example, view their sector as gender-neutral. Drafters of legislation often take a similar view. UNDP needs to exercise care and creativity in such areas; but elsewhere UNDP has

been able to promote gender mainstreaming and equality for example in the Supreme Court of the Philippines, the Ministry of Finance in India, or in drafting Swaziland's constitution.

Support for women's national machineries, and assisting them to build infrastructure, capacity and universal standards offer direct opportunities for UNDP to advocate gender equality. In some countries UNDP supports government offices directly, and in others (such as Kazakhstan or Egypt) partners with the gender unit in helping for example to draft CEDAW reports, or working on gender budgeting initiatives. Through such partnerships, UNDP has been able to help national machineries integrate into both the international community and their own government structures.

The evaluation found that this dimension of UNDP's gender mainstreaming mandate varies considerably, depending on regional or host countries' social and cultural characteristics, and current political circumstances.

The strength of the women's movement in civil society is an extremely important factor. In some countries, such as Cameroon, UNDP finds it difficult to identify strong civil society partners. Where there is a well-developed women's movement, as in El Salvador, the country office can support the existing process. In other cases, such as Kazakhstan, partnership with government puts UNDP at a distance from civil society.

Where civil society is active, UNDP may represent the legitimacy of UN-based international standards; enhance the visibility of organizations and their issues; provide financial and technical support, and help women's organizations connect with regional or international networks.

Promotion of gender equality may not be very visible or vocal. In some cases, quiet advocacy may be more effective. Issues of national ownership arise when the impetus for gender equality appears to come from UNDP rather than from national advocates. India and Egypt offer examples where UNDP can be quietly supportive, but is not seen as spearheading the drive for gender equality. In other cases, however, UNDP is visible and vocal, for example in Swaziland in recent years. In all cases, however, UNDP represents the United Nations and internationally agreed norms, including women's rights and gender equality.

Lastly, UNDP should be leading the way with other donors. In some countries, UNDP has been seen as the gender advocacy champion. There have been some suggestions that UNDP's image and energy has somewhat faded since 1995, when it took a visible leadership position. But while some donors, such as Sida, are consistently gender sensitive, others vary depending on the country and the individuals leading the office, and this is the case with UNDP.

### 3.8.2 UN GENDER THEMATIC GROUPS AT COUNTRY LEVEL

There is strength in numbers and in collaboration, and the UN's gender thematic groups (GTGs) offer UN agencies the opportunity for partnerships and joint advocacy for gender equality. UNDP country offices participate in them wherever they exist. GTGs are often led by UNIFEM, otherwise by UNDP, UNFPA or UNICEF. The effectiveness of leadership depends on individual commitment, and the strength of gender expertise in the organizations. UNDP does not have to lead these groups, but should certainly support them, and promote their establishment or revival in countries where they do not function.

The mechanism offers great promise. Country informants referred to the GTG as a platform for sharing information and organizing events, rather than as a pool of technical resources or a mechanism for joint programming. It can build trust and collegiality among gender focal points, but does not necessarily result in sharing of gender training resources or awareness of common programmes. In one case, the group meets quite regularly, but has not shared information regarding gender experts or training. In Senegal, the group was eager to go beyond information exchange to working together on a gender equality project, but lacked resources. In some cases, the collaboration is modest but focused, such as planning events around International Women's Day.

An indication of the potential of GTGs is the number of success stories that have come out of them. In Kazakhstan, the GTG worked together to write a gender MDG report. In Bosnia-Herzegovina, they produced a report on single-headed households. In India, they worked together to ensure that the UNDAF includes gender equality as the "greatest common numerator." In the Philippines, the team wrote gender mainstreaming guidelines for the

country, which were then adopted by the government and other stakeholders.

Unfortunately, in a number of countries the groups have ceased to function, as in Swaziland since 2001, South Africa since 2000, and Rwanda. It seems there are efforts to revive the system: for example, an inter-agency group led by UNIFEM and including UNDP, UNICEF, UNFPA and DAW, released in January 2005 a new resource guide for gender theme groups at the country level that has yet to be rolled out and tested. The new manual should be helpful, but given the demands on people's time and the competing mechanism of knowledge management networks, the GTGs are likely to succeed only where there is either leadership or incentives.

The GTGs have the potential to strengthen overall UN country team performance on gender equality by mainstreaming gender into all key policies and programmes; enhance UN coordination by undertaking joint UN programmes on gender equality, and create a venue for regular sharing of information and experience. (Source: *Resource Guide for Gender Theme Groups*, UNIFEM 2005, p. 39-40). The groups should play a role in achieving greater efficiency in the UN system while promoting gender equality more effectively. UNDP country office responses to the electronic survey suggested GTGs improved the effectiveness of partnerships with other UN agencies. They are also an important mechanism for promoting gender equality with host governments and civil society.

### 3.8.3 UNIFEM AND UNDP: DIFFERENCES AND OVERLAP

An evaluation of gender mainstreaming in UNDP cannot and should not be an evaluation of UNIFEM. Accordingly, this report limits its findings to UNIFEM's past and future contributions to UNDP's gender mainstreaming mandate.

The evaluation looked at five points: (1) UNDP's mandate for gender mainstreaming; (2) UNIFEM's changed role and expanded approach; (3) UNDP's concurrent efforts to cut costs, and the resulting confusion among both UNIFEM and UNDP staff regarding their complementary roles and institutional relations; (4) the current state of cooperation, and (5) recommendations for a more effective joint effort.

UNDP has its own mandate, and must take responsibility for gendering the mainstream of all its operations. All staff must understand gender mainstreaming, all programmes must take account of gender implications, and all UNDP country offices must be ready to promote gender equality as appropriate and feasible in their relations with government and civil society partners. The whole point of “mainstreaming” is that working to achieve gender equality is not the separate activity of a women-focused institution. Rather, the expectation is that all social and economic development work should purposefully take account of gender differences and promote gender equality.

With the introduction of “gender mainstreaming” UNIFEM’s mandate expanded. In response, UNIFEM had to clarify its institutional role and reposition itself. Originally, during the United Nations Decade for Women 1976-84, UNIFEM played an “innovative and analytical role in relation to the UN over-all system of development cooperation.” In 1984, it became a “separate and identifiable unit in autonomous association with UNDP” expected to serve as “a catalyst to ensure the involvement of women in mainstream development, support innovative and experimental activities benefiting women in line with national and regional priorities and to support the overall UN system to enhance its performance and strengthen women’s empowerment.” It was made clear that UNIFEM resources and activities should be a **“supplement to and not a substitute for the mandated responsibilities of other UN development cooperation agencies, including the UNDP”** (A/RES/129 Annex 1 par. 9: emphasis added.)

Since that time, successive General Assembly resolutions and Executive Board decisions have expanded UNIFEM’s role, so that it is now expected to bridge and bring together the UN system and NGOs in arenas of policy dialogue and guidance; foster a multilateral dialogue on women’s empowerment; work on the implementation of CEDAW, and work on worldwide co-operation between governments and civil society organizations, especially women’s organizations.

In 2002, the General Assembly added to UNIFEM’s areas of work: HIV/AIDS; strengthening mechanisms to increase accountability for gender equality, such as gender-responsive budget analysis, and a focus on Africa. The General Assembly also encouraged UNIFEM to work with UNDG to “ensure that the

gender dimensions of all the international development goals are incorporated into the MDGs and the operational activities of the United Nations system.”

This evolution of UNIFEM’s mandate and expansion of UNIFEM’s role took place concurrently with UNDP’s adoption of its gender mainstreaming mandate. In search of rationalization and opportunities to pare down budgets, UNDP’s leadership took the position that gender mainstreaming machineries and resources were expendable if such work were, in a manner of speaking, “contracted out to UNIFEM.” This was most clearly articulated in the Administrator’s Business Plan (cited above in 3.1). Further, in 2000, UNIFEM’s Director was named the “Gender champion for UNDP.” In 2002, UNIFEM was explicitly encouraged to expand partnerships and actions with UNDP. (See *Organizational Assessment; UNIFEM Past, Present and Future* A60/62; E2005/10: pp.10-11.) In 2004 the UNIFEM Director was designated Special Advisor to the Administrator on gender. The UNIFEM Director has requested, but never received terms of reference for her role as champion and Special Advisor. She developed a strategy note and suggested a number of ways that the Administrator could communicate with staff in both organizations to clarify confusion regarding UNIFEM’s role *vis-à-vis* UNDP; but although these efforts were verbally well received, they were not acted upon. All of the above has led to confusion and the perception in some quarters of UNDP that UNIFEM can deliver the activities necessary for gender mainstreaming in UNDP.

UNDP failed to match its mainstreaming policy with adequate funding and technical resources; nor was UNIFEM funding increased in line with its expanded mandate. This has led to some competition between UNDP and UNIFEM for the limited funds available, and has marred what could have been a stronger collaboration.

The intention to join the two institutions and areas of competence has been expressed as recently as September 2004, when the Executive Board addressed the “partnership between UNDP and UNIFEM”.<sup>24</sup> The Board articulated three strategies: (1) “Merge UNDP regional centres and UNIFEM sub-regional offices to become regional hubs for expanded knowledge and action on gender equality”;

24 DP/2004/47, Second regular session 2004, Gender in UNDP.

(2) “Integrate the catalytic work of UNIFEM into UNDP programmes for effective results in gender mainstreaming”; and (3) “Ensure unity of leadership on gender equality”. This evaluation encourages all three strategies. The electronic survey found that 70 percent of the 76 country offices responding to this question reported cooperation between UNDP and UNIFEM to be effective or very effective.

There are many examples of good and positive collaboration between UNDP and UNIFEM, either in supporting UNDP’s capacity or in accompanying the ongoing process. For example, a gender focal point interviewed in one of the country studies gave great credit to UNIFEM expertise. He noted: “Gender was written as a priority but we did not know how to mainstream it. People thought feminism was mainstreaming. We had a mission from UNIFEM for about a week; we had basic training. A gender focal point was appointed. We established a Gender Theme Group and we decided on its TOR and there was a point for action.”

There are many examples of project and programme cooperation. For example, in Rwanda, there was cooperation on an ICT project for women, in Swaziland on a CEDAW project, in Morocco on a gender approach to revising the family code, and in India, the organizations worked together, to ensure that gender equality was central to the UNDAF and India’s new Five Year Plan.

But the country studies for this evaluation recorded a mixed experience. Many countries reported relations between UNDP and UNIFEM to be good, but others seemed to have little collaboration. But in all the countries, studied relations have sometimes been strained and confused. There remain a considerable amount of competition, turf wars, and struggles over resources and attribution. In some countries where there has been a successful and well established UNIFEM presence, there has been competition from UNDP as it seeks an independent role as gender champion or leader in gender mainstreaming, in line with its mandate. In many cases, the level of cooperation depends on personal relationships, which is inherent in many such institutional arrangements.

Lack of clarity regarding roles and positions can cause confusion and tension among stakeholders, for example, in Kazakhstan, where the Gender in Development Bureau of UNDP and UNIFEM’s

Regional Office are in the same building. UNIFEM has increasingly acquired a central position in the UN system as a contact point for NGOs in the country, partly because it is not clear who the gender focal point is in UNDP and partly because the GID Bureau is closely linked to the government, to the extent that some think it is part of government.

A positive example was found in Egypt, where the 2004 country office ROAR states:

*“The partnership with UNIFEM has been catalytic in consolidating and leveraging UNDP support to the efforts of the national women’s institutions promoting gender, equality, gender mainstreaming as well as targeting women-specific initiatives. The partnership also strengthened the presence of the UN behind the national agenda for the empowerment of women.”*

Although this is a self-assessment by UNDP, it represents an ideal collaboration, which can and should be both UNDP and UNIFEM should aim for across the board. But for this to happen, both agencies need appropriate resources, recognition and capacity. Both sides, and United Nations leadership, should understand that the two agencies need to use their resources and expertise for collaboration, not competition.

UNDP’s commitment is to mainstream gender in its core activities and UNIFEM is mandated to support action to this end, not provide a substitute for it. UNIFEM has been the innovator for knowledge creation across the range of issues directly related to women’s empowerment, particularly violence against women; peace and security; HIV/AIDS, and feminist economic policy including gender sensitive budgets, UNIFEM has been helped in this by its close connections with civil society, women’s organizations and feminist academics; and by its small size and unified structure, which often enable it to respond to emerging issues more quickly and in a more focused way than UNDP’s larger and more complex bureaucracy.

There has been considerable collaboration between UNDP and UNIFEM at the level of conceptual analysis and policy linkages. This is clearest in the development and application of gender-responsive budgets. The term refers to a range of interventions centred on the allocation, prioritisation and accountability of public expenditure, in the context of gender-sensitive analysis of economic strategies.

UNDP has distinct responsibilities. First, all its staff and partners must address gender relations in its development work. This is a task that UNDP cannot leave to UNIFEM to perform; it is fully a UNDP responsibility. It also requires a strong combination of sectoral specialization and gender expertise.

Second, UNDP collaborates with national and local governments in some 166 countries, where UNDP has the opportunity and the responsibility to promote gender equality. Yet UNDP can only do what governments agree to, which is sometimes quite limited. UNDP must use trust, legitimacy and good will to encourage its partners to understand why gender equality is essential.

Action to promote the advancement of women and gender equality differs according to the cultural context. UNIFEM can and should support women in civil society who press their own government and people for changes in norms and practices, while UNDP staff act as advocates rather than lobbyists. To be effective, UNDP staff should understand how gender relations and gender equality relate to government policies.

Third, the evaluation found that the designation of UNIFEM's Executive Director as champion and special advisor to the Administrator on gender has not worked out as originally intended, but has added to the confusion regarding roles and responsibilities.

Fourth, UNDP is a leader in data collection and analysis, for example the gender development index and the gender empowerment measure (now being revised). Using these tools, UNDP can build awareness of deficits, and of the linkages between gender equality and sustainable human development. Incorporating gender in Human Development Reports and encouraging gender-focused Human Development Reports will also help UNDP's advocacy work.

The UNDP Gender Unit rightly takes the lead on development policy and knowledge management. The current initiative on the measurement of unpaid work and its relevance to gender mainstreaming in the MDG process is a good example. Collaboration with UNIFEM is built into the process, and UNIFEM's previous contributions in this area should be fully acknowledged.

Given that UNDP is operational in all regions and some 166 countries, compared with UNIFEM's 12 country offices and 15 sub-regional offices, strategic cooperation is necessary, and both agencies should work in partnership in countries where both have a presence.

The UNIFEM/UNDP relationship is a complicated one, made more difficult by recent agreements on collaboration for gender mainstreaming. Success in advancing gender equality consistent with international agreement and norms requires a joint effort, UNIFEM as an entity with authority and resources, and UNDP taking full responsibility for promoting gender equality throughout its work.

There are a number of ways in which UNDP and UNIFEM could promote coordination and strengthen their collaboration. UNDP and UNIFEM should decide on a broad division of tasks and subjects according to each one's comparative advantage. For example, UNIFEM could take the lead in domestic violence and gender budgeting; UNDP could take the lead in poverty reduction and political participation. UNIFEM regional offices should retain their direct links with New York, but UNIFEM staff implementing country projects either should be under UNDP or should have a direct reporting link to UNDP. In addition, UNDP and UNIFEM should organize regular meetings to share information; link to and provide access to each other's websites; and work to bring their civil society and government counterparts together for mutual advantage.



# LESSONS LEARNED

# 4

Overall, the evaluation concludes that UNDP has not systematically and effectively implemented a gender mainstreaming approach. UNDP lacks the capacity and the proper institutional framework for rigorous gender mainstreaming. The key shortcomings are summarized below.

#### **Key shortcomings in UNDP's progress towards gender mainstreaming:**

- Gender mainstreaming has not been visible and explicit.
- Until recently UNDP had no corporate strategic plan on how to operationalise its gender mainstreaming policy; many country offices still lack gender mainstreaming strategy and action plans.
- Steps taken have been too simplistic and too mechanistic, reflecting a lack of understanding and capacity about gender mainstreaming.
- As an institution, UNDP has not acted on previous assessments identifying similar shortcomings and has given UNDP staff and partners mixed signals about its commitment to gender mainstreaming and what it expects of them.

Several initiatives have had some positive results, but these are scattered “islands of success”, which are probably not sustainable because they depend on individual interest and efforts rather than on a corporate approach backed by institutional systems and mechanisms. Success has been based on the convergence of the following elements:

- Strong commitment and leadership from management;
- A clear and proactive strategy and policy for gender mainstreaming;
- Qualified senior gender expertise to advise on gender mainstreaming in the country programme;
- Awareness of gender mainstreaming as a collective organizational responsibility;
- Systematic training on gender mainstreaming concepts, tools and thematic issues;
- Dedicated financial resources for gender mainstreaming.

Other lessons learned are grouped around six key issues: (1) leadership, (2) accountability and incentives, (3) understanding gender mainstreaming, (4) collection of information and sharing experiences, (5) financial commitments, and (6) institutional mechanisms.

## LEADERSHIP

The history of gender mainstreaming in UNDP and experience to date suggest that substantial progress towards gender mainstreaming depends on clear commitment from senior management, and pro-active leadership at all levels.

What UNDP has accomplished in gender mainstreaming has been the result of the work of some very committed individuals at headquarters and country offices. However, their efforts have been constrained by a perceived lack of a clear signal from the leadership that gender mainstreaming was to be taken seriously, and failure to support the establishment of systems.

Top management should reaffirm and clarify what gender mainstreaming means for UNDP and the nature of the commitment required to achieve it. In a vastly decentralised organization like UNDP, leadership exists at different levels and within units. More explicit and supportive leadership is therefore needed at all levels, including the Resident Representatives at country offices, and the heads of bureaux at headquarters.

Respondents at every level of this investigation felt that leadership was essential, as the following comments illustrate:

*"[C]ommitment of senior management to gender equality and women's empowerment agenda is crucial because it sends a clear message to all staff and especially to programme teams that women and GM are priorities and all need to be proactive about it..."*

*"The senior management is committed to mainstream gender. In this regard, the office has encouraged staff training, as well as providing opportunities for individual training (national and international). Appreciating the need for a critical mass of gender advocates, the management has been very supportive of the gender group and its activities."*

*"[T]he commitment of the management of the country office...is crucial because it sends a clear message to all staff and especially the programme team that women and gender mainstreaming are priorities and that all need to be proactive about it."*  
(Source: Survey of Country Offices).

The extent of gender mainstreaming in country offices has often depended on the leadership of Resident Representatives and their deputies.

Commitment and pro-active leadership is important, but it is not sufficient. It must be complemented by the institutionalization of gender mainstreaming. Without continuing institutionalized accountability, gender mainstreaming policy evaporates. While various accounting and reporting changes have recently been introduced to underpin the shift from gender as a service area to gender as a cross cutting driver, there are no consequences attached for those responsible, including top management.

## ACCOUNTABILITY AND INCENTIVES

It is not clear where in UNDP accountability for implementing gender mainstreaming lies. As a crosscutting issue, the responsibility for gender mainstreaming in the various programmes and activities should lie first with individuals, and then with heads of offices and bureaux. At a higher level, top management should take ultimate responsibility for the overall results and achievements and should ensure accountability of individuals and units.

To date, however there has been no accountability at the highest levels, for example annual reporting to the Executive Board, or at other levels. For example, gender mainstreaming is not included in results competence assessments for UNDP senior management. The evaluation concludes that successful gender mainstreaming calls for such a system. The shift that made "gender" one of many drivers has led to a feeling of "mainstreaming overload" which has leached out the meaning from the term "mainstreaming" itself. This is added to the "gender fatigue" which many people feel as the result of being required to mainstream "gender", but without either ownership or understanding of how it helps them do their jobs better, or how it will make a positive contribution to sustainable human development. The combined effect is to create resistance to a smooth and even rolling out of gender mainstreaming in UNDP.

Accountability usually involves penalties for failure to perform, but there should also be rewards and incentives for good performance. UNDP should reward the many staff members who pay attention to gender equality in their work; who pioneer new

approaches to gender mainstreaming; who identify innovative ways of promoting gender equality in mainstream programming and share their experience. UNDP must create an environment in which leadership on gender mainstreaming is encouraged and rewarded.

## **UNDERSTANDING OF AND CAPACITY FOR GENDER MAINSTREAMING**

Confusion among UNDP staff and partners inside and outside the United Nations system about what gender mainstreaming means is an obstacle to progress. Some view “gender mainstreaming” as another way to say, “creating women-focused activities”; others associate it with gender balance in UNDP’s personnel. Still others understand the importance of analyzing gender relations, but do not recognise the next critical step of addressing power disparities and promoting gender equality. UNDP can minimise the confusion by defining how gender mainstreaming is to be understood in the organization and how it is to be implemented.

One of the salient lessons of the evaluation is the need for more specialized staff and training in the country offices, to build UNDP’s capacity to understand what gender mainstreaming is, and particularly *how to do it*.

In some cases, staff have had basic gender awareness training, but training in-depth has been very limited. Basic training is important, but people also need to see how gender mainstreaming relates to their own work, thematic area or region. Training for new recruits and existing staff must be continuous and specially designed if necessary for different groups such as programme staff, gender focal points, and managers in country offices and at headquarters.

In addition to training, expertise at country level is crucial for mainstreaming gender in country programmes. Gender focal points often do not have sufficient expertise for the tasks they are expected to perform, such as advising their colleagues on how to operationalise gender mainstreaming; serving as a contact person for outside groups, or participating in the gender thematic group. Gender advisors at the regional level can play an important role, but their potential is not yet fully utilized. The Gender Unit at headquarters is understaffed and its location under the Director of BDP is not very effective in guiding

the organization to fulfil its broader mandate.

Enhanced capacity in gender mainstreaming will enhance the perception of UNDP as a serious partner with strong expertise, and give UNDP a bigger role at the country level, in donor coordination and partnering with civil society.

Enhanced capacity and higher-quality work might also help UNDP generate resources for gender equality programming. As one respondent noted: “Capacity has been upgraded in the last year. As a result, funding for gender concerns has improved” (*Source: Electronic Survey*).

## **KNOWLEDGE MANAGEMENT, DISSEMINATION AND SHARING OF EXPERIENCES ON GENDER MAINSTREAMING**

UNDP has missed many opportunities for learning. Most country studies showed that there is little institutional memory on gender mainstreaming. Exchange of information on good practices in and between country offices, regional bureaux and headquarters units is limited. Monitoring and evaluation at programme and country level do not yet provide much in-depth information on gender mainstreaming, except on programmes which focus specifically on gender, for example support to a Ministry of Women’s Affairs. Gender analysis should be integrated into all monitoring processes and evaluations, including mainstream processes as well as gender-specific ones such as the present evaluation. The recent introduction of questions on gender for the reporting on the MYFF is a good initiative, but its usefulness will depend on the information provided. The use of clear benchmarks and targets at programme and country level might help this process.

The Gender Net is a useful resource, but seems to be primarily used to ask and answer practical questions. With the funding of a facilitator, staff might use the network for sharing experience.

## **ALLOCATION OF FINANCIAL RESOURCES**

Since its restructuring in 2000, UNDP has reduced its allocation of core funds for training, human resources and global programmes on gender

mainstreaming. The 2005 training programme is completely financed by the recent Dutch one-year contribution to the Gender Thematic Trust Fund – so far the only contribution from any donor to the Fund since it was set up in 2001 (Japan has contributed to the Japan WID fund since 1995).

Without resources for training and building capacity, it is unlikely that UNDP will be able to advance and sustain its gender mainstreaming mandate. UNDP must provide reliable and adequate funding and staffing from core resources, and staff must be in a position to manage and mobilize funds for their operations. There should be complete information on resource allocation for gender mainstreaming at operational level. It is important that financial resources for gender mainstreaming are earmarked and traceable. Identifiable sources of funding will allow monitoring of expenditures, and give staff at all levels an incentive and the means to implement gender mainstreaming.

Resources are also needed for joint programming on gender equality, bringing together different UN agencies, and giving staff and their partners a basis for learning about gender in development programming. UNDP should make a careful review of what allocations of financial resources from the budget are necessary for gender mainstreaming in the organization, for example, through a gender-mainstreaming budget exercise (see recommendations).

## **PARTNERSHIPS AND ACTIVE PROMOTION OF GENDER EQUALITY**

The evaluation found that partnerships and advocacy vary from country to country, and that most often their success depends on the personalities and skills of individuals, and on the country and regional context. Partly because UNDP staff are uncertain about what gender mainstreaming means and how to do it, they tend to miss opportunities to promote gender equality with government or civil society partners. They are also uncertain about how they should divide responsibility with UNIFEM.

UNDP's approach to promoting gender equality tends to vary, often for good reason. Sometimes it is public and visible, sometimes behind the scenes; sometimes it is in partnership with the Ministry for

Women, or with civil society. There is no one way to approach advocacy, and success may depend on UNDP's decisions about strategy and tactics. The main issue is whether UNDP country offices (1) seek and recognise opportunities to promote gender equality, (2) build effective alliances with national partners and other donors, and (3) engage host governments and citizens in dialogue about gender equality as an essential element of sustainable human development.

Advocacy and partnerships call for many of the elements already noted, such as incentives and accountability for leadership, and a clearer understanding of gender mainstreaming.

There is also a need for clearer understanding about how UNIFEM and UNDP, along with other UN agencies, share responsibility for promoting gender equality – and need to work together, rather than in competition.

UNIFEM is an important resource and UNDP should continue its collaboration; but UNIFEM has neither the scale nor the capacity to take responsibility for UNDP's varied activities and operations. Despite pressure on the UN system to rationalize staffing and expenditure, gender mainstreaming must remain part of UNDP's overall efforts to promote human development and eradicate global poverty.

At the same time, there is no question that work on gender equality requires both mainstreaming by UNDP, and UNIFEM's advocacy and catalytic work on gender equality. Gender mainstreaming by UNDP will not be successful without UNIFEM's work with women's organizations, its encouragement of regional networks, trend monitoring, and experimentation with new approaches. Similarly, UNIFEM's work cannot succeed without the broader development contributions of UNDP. But UNIFEM cannot be responsible for gender mainstreaming at UNDP, because UNIFEM would then lose its focus as the women's fund; and UNDP staff in their turn would not feel the responsibility to mainstream gender and promote gender equality in their work.

At the country level, with a few exceptions, it appears that UNDP does not use the resident coordinator system as an opportunity to strengthen partnerships around gender in the UN system. UN reform, the UNDAF and the MDGs offer possibilities for greater cooperation on this front.

## INSTITUTIONAL MECHANISMS

After the series of administrative changes in recent years, gender mainstreaming has become less visible in UNDP's organizational structure. In spite of its recent relocation to a position which gives it an oversight of all practice areas under the Director of BDP, the Gender Unit still remains hidden from public view, both in UNDP and to the wider world.

Clearly defined institutional mechanisms are necessary for successful gender mainstreaming. Such institutional mechanisms must be at a level that wields authority, encompasses the whole organization and can take ultimate responsibility for gender mainstreaming. UNDP needs a unit at the top level to:

- (1) Provide visibility in and outside the organization;
- (2) Send the message that UNDP takes gender mainstreaming seriously;
- (3) Permit the development of cross-sectoral gender mainstreaming strategies, including human resources policy and corporate strategy;
- (4) Ensure that the annual budgetary exercise includes appropriate funding to fulfil the gender mainstreaming mandate;
- (5) Ensure the accountability of individuals and units;
- (6) Monitor gender mainstreaming accomplishments;
- (7) Facilitate the exchange of gender and development experience across regional bureaux, between headquarters and the field, and among county offices.

There is a further dimension – a lesson learned after a decade of gender mainstreaming and in a constantly changing world. UNDP must have the capability and overall responsibility to ensure that units and staff around the world are aware of and

equipped to deal with new issues of gender equality. As one respondent aptly noted:

*“We need to liken the need for gender equality expertise to the need for technical expertise in information technology. Twenty years ago a department might have had one computer for 20 people. When someone needed to use a computer, they would get up from their desk, go to the computer and do whatever task was necessary. At that time, there was typically only one technical person for the whole organization who could attend to any computer glitches. Now, in contrast, there is a computer on every desk; that is, computers have been mainstreamed. As everyone uses them, the need for technical support has increased rather than fallen. Also, as the technology and uses have become more sophisticated, we now need technical departments with different types of expertise. Lastly, because information technologies are changing all the time and are such an integral part of our work, successful and efficient organizations are doing long-range, strategic thinking about the path technology will take and what kinds of skills and policies they will need.”*  
(Source: Interview with an Executive Board member)

Gender analysis should not be the responsibility of one gender focal point in an office, but integrated into the thinking and work of everyone. There should be more, not fewer, gender specialists to turn to for guidance, because the application of gender mainstreaming is pervasive and complex. It is a tool with constantly evolving uses: UNDP needs a concerted effort not only to use it but also to learn how others are using it, and to prepare everyone in the organization to know and apply the most current thinking on the subject.



# RECOMMENDATIONS



Gender mainstreaming is a complex process involving changes in attitudes and mindsets. It requires long-term commitments, consistent efforts and resources. To be fully effective in this area, UNDP will need to address the gaps that the evaluation has identified and institutionalize gender mainstreaming, both within the organization and in its programmes.

#### **UNDP needs:**

- Pro-active leadership and clear commitment to gender mainstreaming with accountability and incentives
- Clear articulation of what UNDP's gender mainstreaming mandate means
- Enhanced capacities for gender mainstreaming, across the board
- Stable, core financial commitments for gender mainstreaming
- Strengthening partnerships and clarification of the relationship between UNDP and UNIFEM
- An institutional structure to ensure all of the above.

The evaluation makes the following recommendations.

#### **1) Senior management should provide proactive leadership and reaffirm UNDP's commitment to gender mainstreaming**

Leadership is crucial to strengthening and making effective progress with gender mainstreaming in the organization.

First, **the Administrator** should reiterate UNDP's commitment to gender mainstreaming and reaffirm that gender has priority. He should make a clear statement on UNDP's gender mainstreaming mandate and the centrality of gender to human development and the United Nations mandate. He should articulate a vision, and put forward a strategic plan with clear targets on how UNDP will accord renewed priority to gender and strengthen gender mainstreaming throughout the organization. The statement could introduce organizational targets, together with incentives and accountability (see below) and refer to the main action points in the new UNDP corporate gender strategy and action plan. The commitment should be matched with adequate resources and a time-bound plan for implementation. The Administrator should also clarify any confusion which has arisen from discussions about out-sourcing responsibility to UNIFEM.

Second, leadership at all **senior management levels** in the organization is necessary if gender mainstreaming is to succeed. All senior managers at headquarters should be required to make explicit gender mainstreaming commitments and set targets in their office and individual work plans annually. Regional bureau directors should use gender results as a criterion in exercising oversight over country offices. Resident Representatives have the opportunity to ensure that their offices set clear time-bound targets and mainstream gender in all practice areas, working closely with government and civil society. They should ensure that there is gender expertise in the office, and hold staff accountable for results.

Third, at the **Resident Coordinator level**, leadership on gender mainstreaming in the UN country team is required to strengthen cooperation on gender mainstreaming. A large number of Resident Coordinators presently come from UNDP. In addition, UNDP is in a way the custodian of the UN's role in strengthening countries' capacity to achieve MDGs. The Resident Coordinator has an important role in ensuring that MDG Goal 3 on gender equality is properly addressed in the UNDAF (United Nations Development Assistance Framework) and CCA (United Nations Common Country Assessment) as well as in national poverty reduction strategies such as PRSPs. The RC is also the convener of the gender theme group. In view of this, the evaluation strongly recommends that the RC assessment and human resources capacity-building measures assess and train for gender competencies and that UNDP's Office of Human Resources and UNDG cultivate and monitor compliance.

## **2) Establish accountability and incentives for gender mainstreaming**

UNDP lacks a clear accountability system for gender mainstreaming. It is recommended that performance targets and oversight mechanisms with regard to gender mainstreaming are included in results competence assessments of all management staff. A task force should be established to produce a clear and realistic plan for adding performance criteria and adjustment of UNDP procedures for results competence assessments. This would also imply that positive work in the area of gender mainstreaming would be rewarded in the system for promotion and salary increases.

All programme staff should be evaluated for applying a gender analytical approach and paying attention to gender equality in their work. This should be discussed in the course of their performance reviews.

To further encourage staff to work on gender mainstreaming, UNDP should think of creating other incentives for rewarding exceptional gender mainstreaming work by individuals or teams, for example the creation of a "Gender Challenge Fund", or a Gender Award.

UNDP's policy for ensuring gender equality in its human resources policies is a related but different issue from gender mainstreaming of UNDP's work. However, it is important for the credibility and effectiveness of UNDP's gender mainstreaming efforts. UNDP should closely monitor its gender balance targets (for example using the Gender and Diversity Scorecard) analyse the impediments and take further actions in relation to recruitments and promoting a culture of gender equality in the organization.

## **3. Retain gender mainstreaming programmatic strategy as well as specific gender-focused programs**

UNDP should retain and revitalize gender mainstreaming as a programmatic strategy to achieve the goal of gender equality. Gender should remain a "driver" or crosscutting issue, as a logical choice for mainstreaming gender in all practice areas. However, since dealing with gender as a crosscutting issue carries the risk of making it invisible and no one's business in particular; there should be specific targets, which can be monitored. These targets will ensure that there is accountability for implementation and that gender remains clearly visible in each practice area. Targets and indicators should be set at different levels and should be both corporate (e.g. number of staff trained; targets for core and non-core funds) and country-specific. Gender analysis should be incorporated in the design of all policies and programmes to ensure that gender concerns are really mainstreamed.

In addition, there should be the possibility to work on gender-specific themes and to earmark gender-specific budget lines or funds. The evaluation findings indicate that there is a continued need to complement the gender mainstreaming approach with specifically targeted initiatives to promote women's empowerment and gender equality, both at

programmatic level and at institutional level. Specific gender equality programmes – which could in some cases be components of larger mainstream programmes – are useful in situations where the mainstream programmes with government partners are not yet sufficiently addressing gender inequality in a country. These programmes could have a catalytic role: they could involve support to women’s NGOs working on sensitive gender issues; training and use of local gender expertise; joint gender-specific programmes with UN agencies, and other issues.

#### 4. Strengthen the institutional framework for gender mainstreaming at headquarters

UNDP should substantially strengthen its application of gender mainstreaming to its development work. The present structure in UNDP for gender mainstreaming is inadequate and ineffective. The current gender unit lacks capacity, resources and UNDP-wide authority to oversee and hold staff accountable. Institutionally, it is not very visible and has become marginalized. The present location of the gender unit does not allow extension of its functions to cover the administrative, monitoring and corporate strategic functions necessary to systematically mainstream gender throughout the organization. What seems to be missing is broad, high-level overall oversight of the implementation of gender mainstreaming in the organization.

##### UNDP Corporate Gender Development Office

Firstly, it is recommended that UNDP establish a *UNDP Corporate Gender Development Office* at the highest level, in the Administrator’s Office or Associate Administrator’s Office, to get UNDP on the right track. The Office will be needed at least until gender mainstreaming has demonstrable results and is fully internalized in the organization. The Office should be headed by a senior-level person who should be a member of UNDP’s management team, and staffed appropriately, with at least four gender experts, in order to work systematically with key internal partners such as BDP, OHR, UNDG, RBx and COs. The Office would be responsible for policy and agenda setting, and for strategic planning, coordination, oversight and monitoring of all actions for gender mainstreaming in UNDP, as well as for interagency cooperation on this theme. Its responsibilities would include advising the Administrator and UNDP senior management on gender mainstreaming; mobilizing resources;

development of corporate strategies and action plans, and monitoring their implementation. The Gender Development Office would also liaise with the Office of Human Resources on UNDP’s human resources policies regarding gender equality, and report to the Administrator.

##### The new Corporate Gender Development Office would be responsible for:

- Ensuring the visibility of gender mainstreaming within and outside the organization and support UNDP’s advocacy on gender equality;
- Ensuring that gender mainstreaming is taken seriously by UNDP at the highest levels;
- Overseeing further development and implementation of UNDP’s corporate gender mainstreaming strategy and action plan;
- Setting targets and performance standards, and tracking performance on the drivers;
- Reviewing country programmes and reporting to the Administrator;
- Monitoring the implementation of policies and action plans;
- Strengthening UNDP’s partnerships to promote gender equality, with UNIFEM, the DAW, UNFPA, and other UN agencies and treaty bodies such as CEDAW;
- Initiating a task force to develop a UNDP gender budgeting process; (see below)
- Developing positive incentives for staff and offices;
- Reporting as requested to the Executive Board, through the Administrator.

The Office would require investment of resources from core funds, reflecting a renewed commitment from UNDP to prioritise gender mainstreaming and to take seriously the investment required. The Office would also provide visibility in the organization for gender mainstreaming, at headquarters, regional and country office levels. It would also be an indication to external stakeholders, including other UN agencies, funding partners, programme countries, and NGOs, that gender mainstreaming is a key element and central to UNDP’s efforts to contribute to poverty reduction and human development.

##### Technical gender specialists for every practice area

Secondly, it is recommended that UNDP strengthens the *technical gender expertise* in BDP and appoints technical gender specialists for every practice area. There are various possibilities for their location (in the practice areas, in units, or in other parts of

UNDP) but whatever option is chosen, working relations with the new Corporate Gender Development Office should be ensured. The experts would be responsible for providing technical support to gender mainstreaming in each practice area. They could be either gender experts with knowledge of the practice area, or thematic experts with gender expertise, as long as the provision of technical gender support is part of their terms of reference, not an add-on. BDP's gender experts would be responsible for the technical know-how of bringing a gender-analytical lens to UNDP's programmatic work, capturing knowledge and facilitating exchange of experiences between regional bureaux, BDP practice areas, the HDRO and Regional Centres.

### **Gender expertise in regional bureaux**

Thirdly, gender expertise should be strengthened in the *regional bureaux* through a combination of recruiting *regional gender experts* and upgrading the skills of existing staff. This would enable the regional bureaux to exercise effective oversight over the gender content of the country programmes, to assure the quality of implementation, and to respond to the capacity needs of the country offices. The six gender advisors in the regional centres are important sources of gender expertise for the regional bureaux. They have an important role in engendering regional activities. Regional projects may promote cooperation between states and civil society, thus enhancing South-South cooperation and sharing of experiences on gender equality issues. UNDP should ensure that sufficient gender expertise is available in each regional centre, and should investigate how their links with country offices can be strengthened.

## **5. Strengthen gender expertise in country offices**

The country studies and the survey among country offices revealed a very strong need and demand for gender expertise and gender experts in the offices: in many cases, there is no gender expertise available to promote and assist with gender mainstreaming.

### **Gender development specialists in all UNDP country offices**

The evaluation strongly recommends that UNDP place senior *gender development specialists* in all UNDP country offices. Realising that this implies a great investment of resources, it is suggested – for example in the case of small country offices – that the gender

development specialist be funded jointly with other UN agencies and located in the Resident Coordinator's Office. The gender development specialist should be a person with expertise and significant experience in gender analysis, gendered programming and the country or region concerned, and should have technical qualifications and skills in at least one of the UNDP practice areas. At this moment, there are already country offices with one or more of gender specialists, such as El Salvador and Kyrgyzstan, but other country offices still lack expertise in the field of gender.

The gender development specialists in the country offices would be responsible for technical backstopping and support, to ensure effective mainstreaming of gender concerns into all programmes and projects at the country and regional levels. The gender specialists would also be responsible for advocacy work; for developing and managing stand-alone gender programmes to address strategic gender issues at the regional and country level, and for assisting with mobilizing resources for such programmes.

The gender specialists in the field ought to be networked for sharing of experience and resources, and for working towards coordinated interventions and strategies at the regional and country level. At the regional level, this could be facilitated by the regional centres and regional bureaux.

### **Gender focal point system**

Secondly, this evaluation recommends that the *gender focal point system* be revamped and strengthened. As the evaluation showed, the system of gender focal points (GFPs) presently does not function well, because tasks are unclear and GFPs do not have sufficient expertise or authority. Gender focal points should therefore have clear terms of reference or job descriptions, which indicate their responsibilities with regard to gender mainstreaming. They should have clearly defined performance indicators, matched with allocation of time and resources for performing these tasks. Acting as GFP should not be an add-on task, on top of existing responsibilities, which GFPs are expected to do in their spare time. GFPs should preferably be high-ranking staff with gender expertise. If such a person is not available, an option could be to form a team of a high-ranking officer – for example the ARR – with a clear interest in the theme, and a staff member who is junior but has more technical expertise. Another option could be to form gender focal teams with GFPs from various

programme units, an option which is working well in several countries. Finally, GFPs should be offered the opportunity for further training.

## **6. Strengthen gender mainstreaming capacities of all UNDP staff**

The evaluation has shown that there is a lot of confusion about what gender mainstreaming means and what it might imply for policy and practice in UNDP's programmatic work. It is recommended that knowledge of gender be made a required competence in the recruitment of new staff, especially programme staff, policy advisors and senior managers. Competence assessment of RRs and RCs should include knowledge of gender.

The capacity of UNDP staff should be strengthened to increase their understanding of gender mainstreaming and what it could imply for their job. Training must be targeted, systematic and continuous. It is obvious that the nature and depth of gender competence required will vary widely and will depend on the role and location of the individual concerned in the organizational hierarchy.

This evaluation recommends the following training:

- **For all staff:** Basic sensitization to gender issues in terms of their importance for UNDP's mandate and goals, and implications of gender quality at the personal and professional level.
- **For programme staff and policy advisers:** Competence development on gender and development; sector-specific gender analysis, and familiarity in using gender analytical, planning and monitoring tools.
- **Middle managers:** Competence development in organizational gender mainstreaming; gender issues in management and gender-responsive leadership, including identifying and dealing with sexual harassment; competence development in gender and development issues specific to the sector, theme or region.
- **Senior managers:** Competence development on the gender implications of the UNDP mandate, targets and functioning, with emphasis on agenda setting, accountability, leadership and advocacy for gender equality.

It is important that part of the training for programme staff is action-oriented and experiential.

There could be a process of “accompaniment” by which either an individual “learner-by-doing” is paired with a gender specialist, or by which a group engages in a task and includes members with gender expertise. This could for example be done through:

- Undertaking systematic gender analysis in a small sample of key programmes, which are in the design stage.
- Undertaking a “gender audit” to identify the extent to which gender concerns have been mainstreamed into the policies and programmes in the country, for example as the basis for the development of a UNDP country gender equality strategy.

Furthermore, gender perspectives should be incorporated in every training module used by UNDP, in particular those on core practice areas and in the general introduction for staff. This should go beyond the inclusion of one short isolated session on gender in a module, as presently seems to be the case.

## **Knowledge sharing, purposeful archiving and knowledge management**

UNDP country offices generate knowledge that could substantially strengthen the organization's approach to gender mainstreaming. There should be a systematic approach to knowledge management on gender mainstreaming in UNDP. Learning from experience and sharing knowledge is crucial for capacity building in the organization. It is therefore recommended that UNDP improve the management of its knowledge on gender mainstreaming. UNDP should purposefully document and disseminate past and ongoing experiences and good practices in UNDP. Since a lot of useful material already exists but is not easily accessible, UNDP could start with archiving existing materials on gender mainstreaming in UNDP, selecting the most up-to-date and useful practices linking up country offices and enhancing their accessibility to different actors in the system.

## **7. Make adequate financial resources available for gender mainstreaming**

UNDP should make financial resources available from its regular core budget to support gender mainstreaming work. Gender mainstreaming does mean that all funds – programmatic, administrative or other – should allocate resources to address gender inequality. Since UNDP core resources are limited,

fundraising for gender mainstreaming should also be re-energized. Gender mainstreaming should however not become solely depended on special women- or gender-thematic funds, supported by few donors. Such resources should preferably be used for short- or medium-term actions and programmes, which have a catalytic or innovative role.

To review what financial resources are necessary for gender mainstreaming in UNDP, the evaluation recommends a corporate gender budget exercise for the whole of the corporate activities of UNDP. The exercise could apply and adjust some of the methodology and techniques currently being delivered by UNDP at country level with regard to gender budgeting. Mechanisms have been developed in the context of participatory gender budgeting being implemented by UNDP country offices. One such initiative requires different spending ministries to guarantee to the finance ministry that funding for gender related expenditure is ring-fenced, so that if there is a need to downsize sectoral spending, gender earmarked resources could not be touched. This would be a useful way for UNDP to demonstrate commitment and accountability to underwriting the resource implications of gender mainstreaming in the organization.

It could be considered to set a fixed minimum ratio of funds for gender mainstreaming and gender-specific projects to total expenditure. However, in order to do this guidelines would have to be developed for BDP, the regional bureaux and country offices for estimating the proportion of non-gender targeted expenditures that could reasonably be assumed to contribute to gender mainstreaming.

The new ATLAS system should be reviewed to determine how effectively it records gender allocations and expenditures by BDP, the regional bureaux and country programmes. If the system is not able to generate the required information, it should be upgraded. In addition, UNDP should use gender as a criterion for allocating TRAC 2 resources to country offices.

#### **8. Define and clarify the relationship between UNDP and UNIFEM and strengthen collaboration**

It is recommended that UNDP defines and clarifies its relationship with UNIFEM, since there appears

to be confusion among both staff and stakeholders on the relationship between the two organizations with regard to gender mainstreaming. The aim should be to define a relationship of mutual benefit, based on a clear understanding of the different roles and mandates and comparative advantages of each organization. In doing so, UNDP must retain and reconfirm its own direct commitment to gender mainstreaming at all levels.

UNDP's role is separate from, parallel to and complementary to UNIFEM's role as advocate for women and incubator of new approaches to women's empowerment and gender equality. All staff of UNDP must be responsible for gendering all their work. UNIFEM is an important resource on this, but UNIFEM has neither the scale nor the capacity to take responsibility for the operationalization of UNDP's responsibilities for gender mainstreaming throughout its varied activities and operations. UNIFEM cannot be a substitute for UNDP's competence to undertake gender mainstreaming. Although the UN system is currently under pressure to rationalize staffing and expenditure, gender mainstreaming remains an essential and integral part of UNDP's overall efforts to promote human development and eradicate global poverty.

Based on the above, the evaluation recommends that UNDP appoint a small working group to clarify confusion and define its cooperation with UNIFEM. The working group, which should complete its task by June 2006, would draw upon external advice to facilitate the generation of fresh ideas, since there have already been several internal assessments and discussions addressing the issue.

Taking into account the recommendation on establishing a UNDP Corporate Gender Development Office, the terms of reference for the working group should include the following tasks:

- to clarify the institutional relationship, identify each agency's comparative advantage and the specific areas where collaboration would be of mutual benefit, and enhance synergies for promoting gender equality and women's rights commitments;
- to clarify the current confusion on roles and responsibilities including the UNIFEM Executive Director's role of champion and special advisor;
- to develop working modalities for cooperation between UNDP and UNIFEM taking into account the respective strategic action plans of

each organization and the operationalization of the other recommendations of this evaluation.

## **9. Strengthen advocacy and partnerships**

Gender is an area that resonates with the UN's human rights norms and human development mandate. It cuts across all the UN system agencies' mandates, and lends itself well to agenda setting, advocacy and joint programming; and to building constituencies with civil society, advocacy groups and governments at national and international levels. Gender equality is also a core goal of the MDGs. United Nations reform – which calls upon UN agencies to develop joint programmes – the MDGs and the UNDAFs are excellent entry points for UNDP to strengthen collaboration and to harmonize approaches to gender mainstreaming in the UN system.

It is recommended that UNDP strengthen partnerships and networks within the UN system for advocacy and joint programmes on gender equality at country level. Given their role as Resident Coordinators, UNDP Resident Representatives should be pro-active in providing leadership and advocacy on gender equality issues and gender mainstreaming in the UN system. The gender thematic groups should be revived in countries where they are no longer active. In the UN country team, UNDP should promote inter-agency joint financing of gender equality

programmes, and develop common strategies for gender mainstreaming.

UNDP should also establish and strengthen networks with external partners for gender mainstreaming: with government partners, with civil society, including women's organizations, and with other donors. The evaluation identified substantive capacity and knowledge of gender and gender mainstreaming in many of the countries visited. UNDP should strengthen its capacity to reach out, partner with and tap into these networks, and cultivate and utilize local gender expertise and capacity as a resource.

## **10. The Executive Board should promote accountability for gender mainstreaming in UNDP**

Since the Executive Board approves country programmes and budget allocations, it is recommended that the Board closely monitor the extent and quality of attention to gender mainstreaming in UNDP programmes and administrative budgets and take appropriate action as needed.

Finally, the Executive Board should monitor the follow-up to this evaluation. UNDP should review progress towards gender mainstreaming by 2008, and report to the Board.



# ANNEXES

## ANNEX I: SUMMARY OF RESULTS OF ELECTRONIC SURVEY AMONG COUNTRY OFFICES

A selection of summarized responses is listed in this annex. The questionnaire included open and closed-ended questions. The full range of responses of the closed-ended questions is presented below. Only a selection of the salient responses for the open-ended questions is listed, from the large variety of responses received.<sup>25</sup>

<b>1. Region response ratio</b>	<b>%</b>
RBA .....	30
RBAS .....	14
RBAP .....	19
RBEC .....	18
RBLAC .....	19
<b>2. Sex of respondents</b>	<b>%</b>
Male .....	25
Female .....	75
<b>Total</b> .....	<b>100</b>
<b>3. Has your office produced a gender mainstreaming strategy paper?</b>	<b>%</b>
Yes .....	26
No .....	74
<b>Total</b> .....	<b>100</b>

**5. What are the goals of the country office gender mainstreaming strategy? (Open-ended)<sup>26</sup> – 98 respondents**

**Number of responses**

GM of all UNDP programmes/Include specific G equality goals in programmes .....	23
Capacity building of staff on GM (common understanding)/gender issues/advocacy .....	15
Securing gender equality of opportunities & rights between sexes .....	13
GM all development policies & laws .....	9
Strengthening the socio-economic status of women/women's role labour market .....	8
Provide gender sensitive Human Resource policies .....	7

**DATA ANALYSIS:** The most common goals established by country offices which have gender mainstreaming strategies, and by others which do not have formal strategies but are working towards gender mainstreaming, are: to incorporate gender mainstreaming concerns into all UNDP country programmes and projects; build capacity in country office staff to incorporate gender concern into their work, as well as in government counterparts and women's machinery; mainstream gender into national development policies and legal and institutional frameworks. Strengthening collaboration with national partners on work towards gender equality and enhancing UN joint programming and partnerships are also included as top priority goals.

**5. What have been the most important outcomes of the measures taken to implement gender mainstreaming? (98 respondents)**

**Number of responses**

Gender incorporated within policy action plans and legislation .....	14
Increased joint UN inter-agency coordination .....	13
Increased awareness of GM and issues of gender .....	9
Increased awareness/support within country office .....	9
Implementation of gender mainstreaming in projects .....	6
Increased budget allocation for gender programs .....	6
Strategy is new, no results yet .....	5

**DATA ANALYSIS:** The most frequent response is the incorporation of gender concerns in government legislation, e.g. laws on reproductive health, domestic violence, or the national five year plan, and in key UN policy papers such as UNDAF and CCF. Other popular answers include an increase in UN inter-agency coordination such as joint publications, coordinated advocacy platforms, or drafting a gender strategy framework. In addition, there is a general increase in gender awareness both at the national level and in UNDP country offices.

**6. How would you rate the success of the country office in addressing gender mainstreaming issues in the current country programme?**

**%**

Excellent .....	2
Good .....	34
Fair .....	46
Poor .....	18
<b>Total</b> .....	<b>100</b>

25 The electronic survey (Zoomerang) consisting of a semi-structured questionnaire of 38 questions was administered by the Evaluation Office and sent to all 166 country offices. The questionnaire was directed to RRs and DRRs. 98 country offices responded.  
 26 Given the large variety of different responses provided at most open-ended questions, the main trends and most popular responses are listed in this section for each open-ended question in the questionnaire. Complete list of responses is available at request.

**7. Please explain the reason for your rating in the above question.  
(80 respondents)**

Number of responses

**Positive responses**

Able to gender mainstream in certain programmes—not yet cross-cutting over all areas .....	12
Country programme provides support to government for gender issues .....	9
Strong commitment to gender mainstreaming .....	8

**Negative responses**

Room for improvement .....	17
There is no gender mainstreaming strategy or strategy not enforced .....	9
Lack of budgetary or human resources .....	8

**DATA ANALYSIS:** The most frequent response regarding the rating of country office success was that certain measures were taken to mainstream gender, but there is still more room for improvement. For example, one respondent state, “we have taken basic steps, but we recognise that there is a need to better understand the methodology of gender mainstreaming.” A similar recurrent response to the question was that the country office has successfully implemented gender mainstreaming in certain programmes (e.g. governance), but gender is still not a cross-cutting driver in all practice areas. The remaining answers seem to be split between two camps: those who say their country office is showing a strong commitment to gender mainstreaming; and those who say there is no gender strategy, or the strategy is not enforced due to lack of commitment and resources.

**8. What is the total number of projects in your previous and current current country programme (1997-2001 and 2001-2005)?**

%

Less than 50 .....	60
51 to 100 .....	26
101 to 150 .....	4
151 to 200 .....	6
More than 200 .....	4
<b>Total</b> .....	<b>100</b>

**9. What is the corresponding budget allocation in US dollars?**

%

Less than 30 million .....	55
30 to 60 million .....	22
60 to 90 million .....	2
90 to 120 million .....	10
More than 120 million .....	10
<b>Total</b> .....	<b>99</b>

**10. What is the corresponding expenditure to date in US dollars?**

%

Less than 50 .....	68
51 to 100 .....	9
101 to 150 .....	13
151 to 200 .....	4
More than 200 .....	6
<b>Total</b> .....	<b>100</b>

**11. Please sort the country office's ongoing projects according to their objectives into the following categories. Please provide the number of projects that qualify for each category**

	Less than 5	5 to 10
Targeting women as a separate group .....	81	17
Integrating gender concerns into all aspects .....	47	29
Both .....	65	23

**12. In your opinion, have opportunities to integrate gender concerns been missed in the ongoing country programme? Please give details. (78 respondents)**

Reasons by type of answers	Number of responses
<b>No</b> .....	<b>22</b>
<i>Reasons:</i>	
<b>Ambivalent</b> Gender Mainstreaming was being implemented .....	<b>10</b>
<i>Reasons:</i>	
Need improvement for GM in planning and programming phase .....	3
<b>Yes</b> .....	<b>37</b>
<i>Reasons:</i>	
Lack of resources (financial and human) .....	6
Non-conducive environment in CO .....	5
Lack of gender analysis in project formulation and appraisal .....	4
Especially in environment portfolio .....	4

**DATA ANALYSIS:** A clear majority of the country offices responded that opportunities had been missed because of a lack of both financial and human resources, as well as an unhelpful environment in the country office (e.g. little management support). However, a significant number stated that their country office had not missed an opportunity, and that gender mainstreaming was successfully being mainstreamed. Others were ambivalent, and mentioned a need for better gender mainstreaming at the planning and programming phase.

**QUOTES:**

*“Gender concerns are relevant to all programmes and projects in the CO. However, lack of resources and capacity in terms of knowledge and skills for policy development, gender analysis and developing gender indicators for monitoring are hindering greater opportunities for integrating gender concerns in the on-going programs.”*

*“While various projects in the ongoing country programme address gender issues whether targeting women as a separate group or integrating a gender approach into all aspects, the country programme does not explicitly include a comprehensive gender approach to programming.”*

**13. In the current country programme, how many projects have “women’s empowerment” as one of the stated objectives?**

	%
Less than 5 .....	74
5 to 10 .....	19
10 to 15 .....	6
More than 15 .....	1
<b>Total</b> .....	<b>100</b>

**14. In your current country programme, what percentage of your overall country office budget is currently allocated to the following.**

	%
1. Project for women’s empowerment: less than 10% .....	73
2. Gender concerns within thematic projects: less than 10% .....	51

**15. Who have been the principal partners in gender-related work for UNDP in this country office? For each, please rate how effective this partnership was, using a scale of 1 (very effective) to 4 (least effective)**

Ratio per partner (%)	Very effective	Effective	Less effective	Least effective
1. UNIFEM .....	29	42	25	5
2. Other UN organizations .....	11	63	20	7
3. Bilaterals .....	23	49	20	8
4. Multilaterals .....	5	33	37	25
5. National government .....	25	49	21	5
6. Local government .....	21	39	27	13
7. Civil society organization .....	26	52	16	6
8. Women's organizations .....	37	48	15	0

**16. How do you evaluate your partnership with other UN agencies in gender mainstreaming? Please assess the partnership with the different UN agencies in your country on a scale of 1 (very effective) to 4 (least effective). Please rate UNDP's partnership with each agency.**

Ratio per agency (%)	Very effective	Effective	Less effective	Least effective
1. UNICEF .....	11	48	30	11
2. UNFPA .....	23	52	18	7
3. FAO .....	5	19	44	32
4. WHO .....	6	25	46	23

**17. What can be done to improve the effectiveness of these partnerships? (68 respondents)**

	Number of responses
Joint programming .....	19
Strengthen gender theme group/ inter-agency task force .....	19
More financial and human resources .....	9
More training/tools/awareness building .....	8
Better coordination .....	6
Information sharing .....	7
Commitment of senior management .....	7
Mandatory cooperation .....	3
UNIFEM should be more active .....	2
Partnerships are already effective .....	2
Not all partners are working in this country .....	2

**DATA ANALYSIS:** The bulk of the responses were split between the need to strengthen inter-agency groups, such as the Gender Theme Group, and the need for more joint programming and pooling resources together. In addition, lack of financial or human resources appeared as one of the main obstacles, and a wish for more training and tools was clearly expressed. An increase in information sharing and stronger commitment of senior management were also two strong recommendations on how to improve effectiveness of partnerships.

**QUOTE:**

*“Commitment of Representatives is a key element; a gender thematic group should be commended by UNDG. UNIFEM should be more proactive and interact with CO. Specific funds to support gender mainstreaming might help bring attention.”*

**18. What significant changes (positive or negative) have occurred in the approach to gender issues in the country in the last 10 years? Please list the four most important changes, in order of importance. (79 Respondents)** **Number of responses**

**Positive changes**

Increased awareness of gender issues (e.g. female illiteracy, trafficking) .....	26
Capacity development of government and NGOs in GM and gender analysis .....	4
Increased awareness/action regarding violence against women .....	4
Creation of national women's ministry/gender & youth/national gender policy council .....	19
Gender sensitive legislative changes (e.g. domestic violence, family code, equal opportunity) .....	17
National action plan/policy/strategy to promote gender equality .....	15
Recognition/efforts to GM national strategies/policies .....	11
National programme/policy for women .....	7
Political will among some top decision-makers .....	6
IFIs GM their policies .....	1
Quota/more representation for women in parliament/politics .....	16
Women's NGOs established/civil society activism enhanced .....	16
Protection mechanisms available .....	2
Increased awareness of gender budgets/more resources for gender .....	4
Signature of international agreements/constitutional hierarchy to human rights treaties (i.e. CEDAW) .....	12
Accomplishment of international agreements .....	1
Shadow reports to CEDAW/reports to DAW developed .....	4
Development of women's conference/international exposure .....	2
Inclusion of goal 3 in MDGs/gender-related targets .....	2

*UN System*

Women head of agency with gender sensitivity .....	1
Creation of thematic group on gender .....	1

*UNDP*

.....	4
Increased awareness at CO .....	3
Increased GM in projects .....	2
More coordination between gender-specific projects .....	2
More resource allocation .....	1
Management commitment to GM .....	1
Corporate policy on gender .....	1

**Negative changes**

Increased labour migration .....	1
Increased human and drug trafficking .....	2
Increased prevalence of HIV.....	2
Increased violence against women and girls .....	1
Worsened economic conditions for women .....	1
Still WID dominates .....	1
Women's reproductive rights still not legitimized .....	1
Women in decision-making positions or poll participation decreased .....	4
Fewer CSOs/registration for women's NGOs became more strict .....	2

**DATA ANALYSIS:** It is noteworthy that the overwhelming majority of changes noted are positive rather than negative. Among those most widely acknowledged are increased awareness of gender issues in government and society at large; the creation of women's machineries or government agencies in charge of promoting women's rights, in tandem with the passing of gender-sensitive legislation and the formulation of national action plans or policies to promote gender equality. The other two changes most mentioned relate to women's increased role in decision-making processes, through larger representation in parliaments and politics, and the growing activism of women's movements and civil society. The role of international instruments to promote women's rights, especially the ratification of CEDAW, were recognised as positive changes. Among the negative changes mentioned were a decrease in women's participation in decision-making processes (though fewer than those who believed the opposite) and the worsening of women's living conditions and rights (e.g. socio-economic status, HIV/AIDS, violence and trafficking).

**19. Has UNDP played a role in the above changes? Please explain what role UNDP played and how did it contribute to the change mentioned above. Please provide a separate explanation. (75 respondents)**

**Number of responses**

Advocacy on gender issues, women's rights .....	33
Technical assistance/capacity building of government .....	22
Active participation/assistance in elaboration of gender strategy/policy .....	8
Result of specific project (e.g. women's leadership, female literacy, elections, poverty alleviation) .....	11
Contribute to creating economic/political/social opportunities .....	5
Support/assistance through country programme .....	3
Supported implementation of national gender programmes .....	2
Promoting gender as cross-cutting issue of SHD/GM in projects .....	2
Promoting MDG and GM, support MDGs .....	5
<i>Promoting integration of gender into PRSP</i>	
Supporting gender mainstreaming statistics and indicators/build capacity for gender statistics generation .....	4
Support in preparation of CEDAW report/ratification/Beijing/ICPD process .....	9
Policy dialogue (e.g. CEDAW) .....	7
Public information strategy prepared/sharing info .....	6
Partnership/cooperation with women's NGOs/CSOs .....	13
<i>Promoting partnerships</i>	
Advocacy and strategy in cooperation with UNIFEM .....	3
Creation/changing of gender theme group .....	3
<i>Agenda setting through UNDAF/CCA</i>	
NHDR, mapping of socio-economic disparities .....	7
Research & publications/Using best experts for publications .....	7
Developed useful concepts and tools .....	3
Workshops/seminars .....	5
Economic resources for public policies and programmes .....	2
Active participation in elaboration/analysis of law .....	4
Support to women's machinery establishment/functioning .....	4

**DATA ANALYSIS:** For the most part, respondents did not associate their responses to this question to the specific changes mentioned in Q27. Respondents felt that the main ways through which UNDP contributed to the changes in the country were advocating and lobbying for gender issues and women's rights; providing technical assistance, and capacity building to government in elaborating gender strategies and policies. Implementation of specific projects pursuing gender equality objectives or targeted to women also featured in responses. The promotion of the MDGs and its related activities of policy dialogue and report elaboration, as well as the support provided to government in relation to UN conventions, were also seen as ways in which UNDP had pushed for change. Two other areas with significant responses were the role of UNDP in supporting, building capacity and partnering with women's and civil society organizations, and its role in the generation and dissemination of knowledge, information, and research publications that incorporated gender analysis or addressed gender issues.

**20. On a scale of 1 to 4 (1- very effective and 4 - not at all) please rate UNDP's visibility as a promoter of gender equality in the country.**

	%
Very effective .....	16
Effective .....	54
Less effective .....	27
Least effective .....	3
<b>Total</b> .....	<b>100</b>

**21. Please use this box to explain or expand on the above answer. (60 respondents)**

**Number of responses**

<b>Ambivalent (yes/no)</b> .....	<b>4</b>
Our effort is improving, but needs to be much stronger .....	1
<b>Less Effective promoter of GE</b>	
Not a priority on our agenda .....	5
Lack of resources .....	4
Due to situation in country, UNDP is limited in promoting gender .....	2
Lack expertise .....	1
Most programming doesn't ensure gender considerations .....	1

**DATA ANALYSIS:** This question was a follow up to question 29, which showed that a majority felt that UNDP's visibility was effective in their country (69 percent). This opinion is supported above with an overwhelming majority responding that UNDP's visibility was an effective promoter of gender equality. The main reason stated is that UNDP had a strong partnership with the government, and a close working relationship with various ministries. This has enabled UNDP to promote key policies and help pass important legislation regarding gender equality. In addition, many respondents mentioned that UNDP was a key donor in their country, especially in the field of gender. As a result, UNDP had supported numerous gender initiatives, which gives UNDP high visibility in this area. In various countries, UNDP is known to provide important technical assistance on gender, such as training, workshops, and conferences. For those who felt that UNDP played less of a role as a promoter of gender equality, lack of priority followed by insufficient funds were the main causes.

**22. How would you assess your country office's capacity to work on gender issues?**

**%**

Very high .....	8
High .....	48
Low .....	41
Very low .....	3
<b>Total</b> .....	<b>100</b>

**23. Please comment on your response above. (71 respondents)**

**Number of responses**

<b>Positive responses</b>	
Staff is qualified and committed .....	21
Capacity has improved .....	10
<b>Negative responses</b>	
Insufficient awareness/training .....	18
No real specific expertise/HR capacity .....	14
Lack of financial resources .....	5

**DATA ANALYSIS:** This question was a follow-up to question 31, which showed that a majority felt that their country office was effective, as reflected in the figures above. A significant number felt that the staff were qualified (with for example a trained focal point), and that the overall capacity of the country office had improved. However, many stated that although they had competent staff, there were not enough resources to back them up. Aggregating the two main responses in the negative column, it appears that the majority actually believe that there is insufficient training in gender mainstreaming, and a clear lack of human resource capacity and expertise. There is a slight contradiction in that a majority felt that their country office was effective, while also expressing a need for more training and human capacity building.

**24. What percentage of your staff has received gender training?**

<b>Category/% ratio</b>	<b>Less than 10%</b>	<b>10 to 25%</b>
Programme staff .....	50	21
Operations staff .....	73	12
Support staff .....	82	8

**25. What have been the main challenges in achieving gender balance in staffing in this CO? (72 respondents)**

**Number of responses**

Office is gender balanced .....	14
No challenge in staffing .....	12
Lack of qualified women professionals .....	10
Overrepresentation of women in CO .....	9
Lack of qualified male professionals .....	6
Absence of active gender policy .....	5

**DATA ANALYSIS:** The most frequent response was that the office was gender balanced and that there were no challenges in staffing. In addition, many felt that the country office was dominated by female staff. However, a significant number mentioned the scarcity of qualified women professionals as the main obstacle. Conversely, many pointed out a lack of qualified male professionals.

**QUOTES:**

*“Too many women, none interested in women’s issues apart from one foreigner”*  
*“Women in support roles, rather than managerial, the challenge may also be socio-cultural.”*

**26. What are some of the important lessons learned concerning gender mainstreaming in this CO? (72 respondents)**

**Number of responses**

Need training in order to incorporate gender concerns in all programmes/ insist to include gender analysis at outset of projects .....	14
Need to formulate proactive gender strategy/policy for CO with resources, specific tools and targets .....	11
Commitment of management to gender equality agenda is crucial to send clear message that it is a priority in CO .....	10
All CO staff require to enhance gender sensitivity, knowledge and competence to address gender issues .....	9
Gender mainstreaming needs to be continuous/ongoing process .....	7
Need full-time gender advisor .....	4
Systematic approach to GM in CO is vital for promoting gender equality in programme planning, implementation and evaluation .....	4

**DATA ANALYSIS:** There is consensus among respondents that gender mainstreaming cannot be taken for granted and that several elements, none in isolation, need to be matched to ensure the implementation of the gender mainstreaming policy. These are: strong commitment from management crystallized in a clear and proactive strategy and policy for GM; a qualified, senior level gender expert to advise on GM within the country programme, although it should be responsibility of ALL staff to incorporate gender concerns through all stages of the project or programme cycle, from design through implementation to evaluation. For this to happen, continuous training is needed to enhance understanding on gender equality and gender mainstreaming as they relate to the different practice areas. Staff also need the knowledge to translate this understanding into operational projects. An overarching critical lesson is for gender mainstreaming not to be left to the goodwill of occasional individuals; it needs to be institutionalized at the corporate level through clear guidelines, incentive systems and performance tracking.

**QUOTES:**

*“Gender mainstreaming is a long process which needs a lot of time, expertise, financial resources and strong political willingness from all the hierarchy levels.”*  
*“More work needs to be done on this issue and men need to also feel concerned and take up the issue more”*  
*“The gender mainstreaming process must be seen as an organizational empowerment process. This means that solid planning tools should be used in all levels with participatory methods. Although the short and mid-term results should be well defined and concrete, the “vision” of the process should be of a long term. In addition, this process must be evaluated constantly in order to get feed back. Political will, sufficient resources, and specialized personnel are required.”*

## ANNEX II: FINANCIAL TABLES

### ESTIMATING UNDP BUDGET ALLOCATIONS FOR GENDER

#### 1. Limitations of information on UNDP budget allocations and expenditures on gender related activities

No comprehensive information on gender budget allocations or expenditures is available in any published form for the whole organization because different financial systems and ways of classifying expenditures were used during the period assessed, 1995-2005. The evaluation team's research staff requested information from all the responsible departments on current approved budgets or records of expenditures for gender activities and to provide historical data if possible for the period 1995-2005. In most cases, the gender focal points and the financial officers were contacted and in some cases the regional bureau chief. The Bureau of Management was also consulted.

#### Problems of distinguishing between expenditures on programmes targeted for women and for gender mainstreaming

Programmes specifically targeted for women are relatively easy to identify, because "women" usually appears in the title and can be identified through searches. In these cases, it is also reasonable to assume that the entire budget was allocated to activities intended to benefit women.

However, there is no simple and standard way to identify resources allocated for gender mainstreaming, for three main reasons:

- (1) In most cases the words "gender" or "gender mainstreaming" do not appear in the title, and it is necessary either to review the project documents or consult with project staff to determine whether the project does address gender. It should be noted, however, that in a few cases, for example the Governance Thematic Trust Fund, information provided on grants allocated does indicate whether gender was one of the major themes of each grant.<sup>27</sup>

27 Of the 26 Governance TTF grants approved for 2005, gender was identified as the only theme for eight of the grants, and one of the primary themes for a further 14 grants. Even with this information, further research would be required to determine whether the focus was on women or gender and how important gender was to projects in which it was one of several themes.

- (2) There is no standard formula for deciding whether a project can be considered to be addressing development issues from a gender mainstreaming perspective.
- (3) It is difficult to determine what percentage of the project funds could be considered to be allocated to gender mainstreaming. For example, a slum upgrading project in Egypt tries to ensure that women are represented on community planning committees and also tries to help women obtain identity cards. Funds directly allocated to community level consultations (and promoting the participation of women in these consultations) represent a very small percentage of the project budget. However, if women's needs are reflected in the project design, the activities of the committees could significantly increase the benefits that women obtain from the slum upgrading program. It is impossible to make this determination without a major research effort.

#### Lack of comparative data for different years

Despite the willingness of most of the UNDP staff contacted to assist, and the considerable amount of time that many of them devoted to this, in all cases the consultants were informed that systematic and comparable data did not exist to compare gender budget expenditures for different years. Where information was provided for earlier years, in many cases it only referred to particular activities with which the persons consulted were familiar. In some regions, consultants were informed that with the transition to ATLAS in 2004 financial records on projects from earlier years are no longer available. In other cases, the person who knew about earlier years had left and no records were on file, or were not easily retrievable.

#### Lack of data on gender allocations through the country offices

Consultants were also informed that no centralized electronic source of information is available on gender or any other category of expenditures at the country level and that this information could only be obtained by making personal requests to each of the country offices. Even if this were done (it would require a major investment of time and resources) the experience from the country visits found that while budget information is readily available on targeted gender (or women) projects, it is extremely difficult to obtain an estimate of the proportion of non gender-targeted project expenditures that were intended to contribute to gender mainstreaming.

This is a critical information gap, because country level expenditures on gender may be significantly higher in total than the funds allocated through BDP and the regional bureaux.

### **Incompleteness of data and difficulties of reconciling information from different sources**

It must be emphasized that the information presented in this section is in most cases incomplete. In very few cases was it possible to confirm its accuracy and completeness. It is included simply to provide the best available information.

Finally, it should be noted that the consultant team conducting the evaluation of the global cooperation framework II (2001-2003) in 2004 spent considerable time working with the BDP financial team to try to obtain complete and consistent financial information for UNDP income and expenditures for the different practice areas. Despite a special analysis prepared by UNDP financial units for this study, it proved impossible to obtain complete and consistent financial information. Section 2.3 of the *Evaluation report GCF II – financial overview* stated:

*As noted elsewhere in the report, a number of sources for financial information were provided to the team, and the information did not reconcile.*

In addition to UNDP's systemic financial reporting problems, an additional problem for a financial analysis of gender activities is that gender is not a practice area with a defined work programme and budget. With the exception of a few specific budget line items, most of the information has to be obtained from non-financial specialists who must rely on their personal experience and knowledge to provide the information.

A final problem is that without more detailed information it is very difficult to determine whether there is any double-counting of budget allocations between, for example, the Japan WID Fund, the practice area trust funds and the BDP allocations.

### **2. The best information available on budget allocations for gender in 2004-05**

The current BDP budget allocation for the Gender Unit supports two professional staff and one assistant. Other than these salaries there is no core budget allocated to the BDP gender unit. According to ATLAS, BDP has approved \$3,153,000 in 2004 for

specific line items referring to gender or women (see Table 1 on following page). When donor contributions are included the total increases to \$8,446,000 of which \$8,196,000 was for "Gender mainstreaming" (Service Line 1.6 under the Poverty Practice Area) and the remainder was from the Governance Practice Area to support women's participation in electoral systems and processes in the Arab States and Asia and the Pacific.

It should be noted that while the BDP local contributions are very small for four of the regions, in the case of RBLAC the local contribution is approximately six times the BDP central allocation. The local contributions are particularly significant in countries such as Argentina and Brazil where UNDP executes large government funds through the national execution (NEX) modality.

### **Trust Fund allocations to gender**

While all thematic trust funds have approved funds for projects that address gender, the information is reported differently for different TTF's so comparisons are difficult. The following information was made available to the consultants on recent TTF budget allocations to gender:

- The new Netherlands Gender Trust Fund has approved €5,000,000 for 2005 to support the launch (pilot phase) of the new Corporate Gender Strategy.
- The Japan WID Trust Fund has allocated a total of \$15,109,000 to 63 WID programmes since 1996. The most recently approved programmes were a grant of \$330,420 in 2005 and two grants totalling \$450,000 in 2004.
- The Democratic Governance Trust Fund has approved a total of \$3,071,000 for 26 projects in 2005. All but one of these projects mention gender as one of the principle themes with eight having gender as the sole focus. The total budget for these latter eight projects was \$950,000.
- The HIV/AIDS Trust Fund programmed \$6,262,056 for 2002-2003 (the most recent years for which information is available). While the task manager indicated that most projects address gender, this is not highlighted as one of the major themes in the TTF report and no comprehensive financial information is available on the number of projects at the country level addressing gender. The Leadership for Results programme cites a number of examples of projects

addressing topics such as sexual behaviour and women's roles in society, taboo and subjugation of women, and formation of a national coalition of women against HIV/AIDS. But it is not possible to obtain any estimate of the budget allocation for gender-related activities.

- The Environment and Energy TTF reported that nine gender projects had been funded to the value of \$987,000 (over the 2001-2003 period),

and that the SIDA project had approved \$747,000 for pilot projects to showcase the impact of traditional energy sources on women over the same period.

- Comparable information is not currently available on the Poverty Trust Fund.
- There is no Crisis Prevention and Recovery Trust Fund and information on funds spent on gender-related activities was not available.

**TABLE 1. ATLAS FIGURES FOR BDP GENDER EXPENDITURES 2004 IN THOUSANDS OF US DOLLARS**

Practice Area	Service Line	Region	Core funds	Non-core	Total
Poverty	1.6. Gender mainstreaming	RBA	974	52	1027
Poverty	1.6. Gender mainstreaming	RBAS	35	106	141
Poverty	1.6. Gender mainstreaming	RBAP	1,784	1,072	2,856
Poverty	1.6. Gender mainstreaming	RBEC	255	714	968
Poverty	1.6. Gender mainstreaming	RBLAC	73	3,132	3,204
<i>Totals</i>			<i>3,121</i>	<i>5,075</i>	<i>8,196</i>
<b>Total for poverty</b>					<b>8,196</b>
Democratic Governance	2.3. Electoral systems and processes	RBAS	32	182	214
Democratic Governance	2.3. Electoral systems and processes	RBAP		36	36
<i>Totals</i>			<i>32</i>	<i>218</i>	<i>250</i>
<b>Total for electoral systems</b>					<b>250</b>
<b>Total for BDP approved gender activities</b>					<b>8,446</b>

It should be noted that since 2004 was the first year of implementation of the new ATLAS financial reporting system some offices have not yet mastered results management in this new financial system. Thus, these figures may not provide an accurate and comprehensive picture of UNDP's overall expenditures. However, they are the best available information. **Source:** Information provided by Bureau of Management. The BOM information also uses ATLAS but the figures are higher because they include local contributions.

Table 4 (see below) provides some information on gender allocations and expenditures for each region but the figures refer to different time periods for each region and in most cases only cover a limited number of projects that the person providing the information was familiar with.

### Historical data

During the late 1990s, when the Gender in Development Programme (GIDP) still existed, it was reported that the GIDP core budget covered seven staff and also provided an operating budget of \$3-4 million per year. The GIDP was closed in 2000 and gender became a cross-cutting theme, and later a driver. The operating budget for the Gender Unit was reduced to \$1.5 million for the 3-year period of GCF II (2001-2003) or an average of \$500,000 per year. Table 2 provides information on funding for gender under Global Projects during the period 1998-2003. A total of \$4,451,985 was allocated to

gender during this period to support research and operational initiatives. In addition, the Japan Women in Development Fund approved \$ 7,846,279 between 2001 and 2003, out of a total of \$17,000,000 approved for 1995-2003 (see Table 3).

Table 4 presents the best available information on expenditures by the regional bureaux on gender between 1997 and 2006. As indicated in the footnotes, much of the information is incomplete, in some cases only referring to a single project. Also the period covered by the information ranges from 1997-2006 for RBAP to only one or two years for RBEC and RBLAC.

As indicated earlier it is not possible to make any estimates for total gender allocations through the country offices, but there is some indication that in several cases they can be quite large in comparison to the gender budget allocations of BDP and the

**TABLE 2. GLO (GLOBAL PROGRAMS) FUNDING FOR GENDER 1998-2003**

Year approved	Title	Amount	Source	Execution
1998	Japan Women in Development Fund	202,406	Japan	UNOPS
1998	Energy and Gender Opportunities	706,203	Sweden	
2001	Gender mainstreaming	1,450,400		UNOPS
2001	Investing in women: linking FFDA with FSSD	49,500		UNIFEM
2001	LDC: Pre-conference gender	143,000	Japan	UNDESA
2001	Asia/Africa Women's Forum	397,776	Japan	UNDESA
2001	Japan Women in Development Fund	187,700	Japan	UNOPS
2003	Gender and the Millennium Development Goals	620,000	UNDP	UNIFEM
2003	Gender and the Millennium Development Goals	200,000		
2003	Gender Sensitive Budgets	495,000	Japan	

**Notes:** 1) The Japanese Women and Development Trust Fund approved \$15,500,000 over the period 1995-2002. The table does not include information on what percentage of this amount was actually used or in which years. 2) The table only refers to expenditures under the global project and does not include all trust funds. **Source:** *Evaluation of the Second Global Cooperation Framework of UNDP, 2004*, Table 4.8, p.41.

**TABLE 3. ACTIVITIES SUPPORTED BY THE JAPAN WOMEN IN DEVELOPMENT FUND 2001-2004**

Period (year approved)	No. of activities	Total funding ('\$)
1997-2000	34	6,483,293
2001-2003	27	7,846,279
2004-2005	3	780,420
<b>TOTAL</b>	<b>63</b>	<b>15,109,992</b>

**Note:** This table only covers the GCF II period and does not include information on expenditures between 1995 when the programme was launched and 2001. A total of \$15,109,992 was allocated by the Trust Fund over the 1996-2005 period. **Source:** Information provided by the Japan WID Fund Task Manager and *Evaluation of the Second Global Cooperation Framework of UNDP, 2004*, Table F-11, p. 161

Regional Bureaux. For example, since 2000 the Egypt Country Office has invested over \$8.4 million in gender targeted programmes with the National Council for Women and the National Council for Childhood and Motherhood, and at least an additional \$34 million for non-targeted programmes that make specific contributions to gender mainstreaming. Currently no methodology or guidelines exist in UNDP for assessing what proportion of the expenditures on non-targeted projects could be considered as contributing to gender mainstreaming. However, even if we assumed that only 10 percent of these expenditures contributed to gender mainstreaming, the total of \$11.7 million (\$8.4 million targeted programmes, plus \$3.4 million assuming 10 percent of some non-targeted programmes) is approximately 75 percent of the total for all regional expenditures on gender mainstreaming for the same period reported in Table 4. While this simple comparison is very misleading, given the significant

under-reporting of regional data and the problems of defining gender expenditures, this example demonstrates that a significant proportion of gender expenditures – primarily from non-core or cost-sharing sources – are probably made at the country level and that current reporting systems do not fully capture them.

### 3. Implications

It is currently impossible to obtain an accurate picture of UNDP's expenditures on gender programmes. No comparative historical data is available so it is almost impossible to estimate how total expenditures have changed over time.

It is also impossible to obtain information on current or planned expenditures because current sources include only expenditures by BDP and the regional bureaux that target gender. Consequently it is currently impossible to estimate or monitor total

**TABLE 4. SUMMARY OF INFORMATION AVAILABLE ON GENDER EXPENDITURES AND APPROVED BUDGETS IN \$000'S BY REGION FOR PERIODS BETWEEN 1997-2006**

*Period varies by region according to data availability*

Region	Activity	Period	Expenditures	Approved
RBA	Improving gender mainstreaming and the advancement of women (1)	2002-2006		10,000.0
RBAS	Centre for Arab Women Training and Research (2)	1996-2004	3,428.0	
RBAS	Women and child rights through access to information	2004-2006		1,072.0
RBAP	1) Promoting gender equality 2) Mainstreaming gender and women into macroeconomic policies and governance reforms 3) Regional governance programme (3)	1997-2006		5,073.0
RBEC	Women in development in CEE and the CIS	1995-2001	210.9	
RBEC	1) Capacity building for gender mainstreaming 2) Gender statistics for MDG monitoring 3) Human trafficking 4) Knowledge management fund (4)	2004-2005		196.8
RBLAC	Women and children's rights through access to information (5)	2005		696.4

**Source:** 1) Finance officer. 2) Financial officer. 3) Provided by the gender focal point and reviewed by the regional chief. However, the information on actual expenditures was not available. 4) The gender focal point provided all of the information that was available but she did not have access to information on earlier projects. The regional advisor in Bratislava provided current approved budget but did not have information on expenditures. 5.) The gender focal point, financial officer and regional bureau chief were all contacted. To date information could only be provided on one project.

expenditures on gender-related activities by the five practice areas, or by the regional bureaux. Even more critical, it is impossible to obtain even an approximate estimate of gender-related expenditures through the country offices. It would be possible, with a significant investment of time and other resources, to contact all

offices to request this information, but the consultant field visits suggest that while it is very simple to obtain financial data on gender-targeted projects, there is currently no methodology in UNDP to estimate the proportion of expenditures on non gender-targeted projects assumed to address gender issues.

## ANNEX III: LIST OF PERSONS CONSULTED

### 1. UNDP – NEW YORK

Zéphirin Diabre, Associate Administrator

#### **BDP: Bureau of Development Policy**

Shoji Nishimoto, Director

Aster Zaoude, Senior Gender and Development Advisor

Jan Vandemoortele, Principal Advisor and Group Leader, Social Development Group

Gita Welch, Principal Advisor and Group Leader, Democratic Governance Group

Nadia Racheed, HIV/AIDS Practice Group

Dasa Silovic, Aid-Coordination Advisor, Poverty Group (MDG focal point)

Silvia Morimoto, Directorate Programme Support Unit

Mariko Saito, Junior Professional Officer

Ana Maria Luey, Operations Assistant

Kassa Thomas, Consultant, Programme Support Unit

Joakim Harlin, Energy and Environment Practice Leader

Vivienne Caballero, Consultant, Energy and Environment Group

Selim Jahan, Senior Advisor, Employment for Poverty Reduction, Poverty Group (MDG focal point)

#### **EO: Evaluation Office**

Saraswathi Menon, Director

Nurul Alam, Deputy Director

Fadzai Gwaradzimba, Senior Evaluation Advisor

Ruth Abraham, Evaluation Specialist

Nanthikesan Suppiramaniam, Evaluation Specialist

David Smith, Evaluation Specialist

Ada Ocampo, Evaluation Specialist

Khaled Ehsan, Evaluation Specialist

#### **BCPR: Bureau for Crisis Prevention and Recovery**

Kathleen Cravero, Director

Sam Barnes, Chief, Strategic Planning Unit

Eva Busza, Policy Advisor, Planning Unit

Ilaria Carnevali, Gender Focal Point

#### **BOM- Bureau of Management**

Naoto Yamamoto, Team Leader, Centre for Business Solutions

#### **RBLAC: Regional Bureau for Latin America and the Caribbean**

Freddy Justiniano, Chief, Regional Programmes

Neal Walker, Senior Programme and Policy Advisor

Maria Lucia Lloreda, Gender Focal Point

Elizabeth Diaz, Programme Associate

Mauricio Ramirez, Programme Manager

#### **RBA: Regional Bureau for Africa**

Elizabeth Lwanga, Deputy Director

Ade Mamonyane Lekoetje, Country Programme Specialist (Gender Focal Point)

Shigeki Komatsubara, Swaziland

Country Programme Advisor,

Southern and Eastern Africa Group

#### **RBAP: Regional Bureau for Asia and the Pacific**

Selva Ramachandran, Chief/

Programme Support Unit

Claire Van Der Vaeren, Programme Advisor & Gender Focal Point

Zhe Yang, Programme Manager, India

Rosemary Kalapurakal, Programme Manager, Philippines

#### **RBAS – Regional Bureau for Arab States**

Kunzang Chungyalpa Chief, Country Operations Division

Ghaith Fariz Former Gender Focal Point

Mounir Tabet Senior Programme Advisor

Masa Mudi Financial Officer

Azza Karam Gender Focal Point

#### **RBEC: Regional Bureau for Europe and the Commonwealth of Independent States**

Kalman Mizsei, Assistant Administrator and Regional Director

Marta Ruedas, Deputy Director

Emmanuelle Saint-Firmin, Programme Analyst & Gender Focal Point

#### **Regional Centre in Bratislava**

Dono Abdurazakova, Gender Advisor

Jafar Javan, Head, Policy Support and Programme Development

Sascha Graumann, Policy Support and Programme Development, Deputy Chief

Osnat Lubrani, Director of UNIFEM Regional Office for CEE

Jacek Cukrowski, MDG Advisor

Jonathan Brooks, Poverty Reduction  
Practice Manager  
Susanne Milcher, Poverty Reduction Specialist  
Geoff Prewit, Poverty Reduction &  
Civil Society Advisor  
Katrin Kinzelbach, Peace and Security Specialist  
Natalia Gordienko, HIV/AIDS Policy Advisor  
Yuri Misnikov, ICTD Advisor  
Eva Riecanška, Research Assistant,  
Conflict Prevention and Gender  
Nadja Dolata, Intern, Gender Unit

#### **Human Development Resource Office**

Sarah Burd-Sharps, Deputy Director  
Arunabha Ghosh, Policy Specialist  
Nena Terrell, Specialist in Programme  
Development & Outreach  
Timothy Scott, Policy Specialist  
Claes Johansson, Statistician

#### **Learning Resource Centre**

Peter McAteer, Chief  
Tapan Mishra, Learning Advisor  
Varsha Redkar, Learning Specialist

#### **Operations Support Group**

Abdul Hannan, Programme Specialist  
Elena Tischenko, Programme Specialist

#### **Office of Human Resources**

Marcia de Castro, Deputy Chief

#### **Bureau of Resource Mobilization and Strategic Partnerships**

Jennifer Topping, Director

#### **Office for Audit and Performance Review**

Diane Keppler, Chief

#### **Former Gender in Development Programme (GIDP)**

Rosina Wiltshire, Resident Representative,  
Barbados & Former Head, UNDP GIDP  
Sarah Murison, Former Senior Programme Advisor

## **2. OTHER UNITED NATIONS ORGANIZATIONS**

#### **UNIFEM**

Noeleen Heyzer, Executive Director  
Joanne Sandler, Deputy Director  
Marijke Velzeboer, Chief of  
Latin American Section

Ana Falu, Regional Programme Director (RPD),  
Andean Regional Office  
Chandni Joshi, RPD, South Asia Regional Office  
Roberta Clarke, RPD, Caribbean Regional office  
Teresa Rodríguez, RPD, Mexico, Central America,  
Cuba & Dominican Republic Regional office  
Moni Pizani, RPD, Southern Cone Regional Office  
Zina Mounla, Chief of Europe and CIS Section  
Damira Sartbaeva, RPD, Commonwealth of  
Independent States Regional Office  
Osnat Lubrani, RPD, Central and Eastern Europe  
Regional Office  
Elena Marcelino, Evaluation Focal Point  
Kristen Timothy, Programme Associate

#### **UNICEF**

Kristina Goncalves, Gender Advisor

#### **UNFPA**

Ayesha Imam, Gender Advisor

#### **Division for the Advancement of Women**

Carolyn Hannan, Director

#### **UN Secretariat**

Aparna Mehrotra, Focal Point for Women

## **3. EXECUTIVE BOARD MEMBERS**

#### **The Netherlands Permanent Mission to the United Nations**

Simone Filippini, Head of Gender,  
Reproductive Rights and Health Department,  
Netherlands Ministry of Foreign Affairs

#### **Canada Permanent Mission to the United Nations**

Diana Rivington, Counsellor

#### **Australia Permanent Mission to the United Nations**

Natasha Smith, Development Counsellor

#### **El Salvador Permanent Mission to the United Nations**

Carlos Garcia, Counsellor

#### **Sweden Permanent Mission to the United Nations**

Pele Enarsson, First Secretary

#### **United Kingdom Permanent Mission to the United Nations**

Michael Schultz, Senior Advisor

## 4. COUNTRY VISITS

### Bolivia

#### UNDP

Antonio Molpeceres, Resident Representative  
Alfredo Marty, Deputy Resident Representative  
Gonzalo Calderón, Assistant  
Resident Representative  
Vivian Arteaga, Governance Programme Analyst  
and Gender Focal Point  
Gonzalo Gómez, Financial Monitoring  
Programme Analyst  
Liliana González, Environment Programme Analyst  
Jairo Escobar, Environment Programme Analyst  
Tatiana Jordán, Programme Analyst

#### Government

Gloria Ardaya, Minister, Ministry of  
Popular Participation  
Teresa Canaviri, Vice Minister,  
Vice Ministry of Women  
Ivonne Farah, Former Deputy, Secretariat  
of Gender Issues (1995-1997)  
Ramiro Molina, Former Secretary, National  
Secretariat of Ethnic, Gender, and  
Generational Issues (1993-1997)  
Carlos Alarcón, Vice Minister, Ministry of  
Justice and Human Rights  
Beatriz Carrasco, Project Manager, Ministry of  
Justice and Human Rights  
Marcelo Barrón, National Director of Public Investment  
and External Financing, Finance Ministry  
Javier Martínez, Technical officer responsible for  
External Cooperation, Public Investment and  
External Financing, Finance Ministry  
Gabriel Loza, Director, Unit of  
Economic Policy Analysis (UDAPE)  
Marco Ayala, Poverty Specialist,  
National Statistics Institute (INE)  
Leonardo Tellez, National Statistics Institute (INE)  
Carlos Oyola, National Statistics Institute (INE)  
José Nuñez, Technical Secretary, Technical Secretariat  
National Dialogue for Productive Bolivia  
Leonor Arauco, First Secretary, Ombudsman Office  
(Defensoria del Pueblo)  
Betty Pinto, Manager of Special Programme for  
Women, Ombudsman Office

#### Donors

Sonia Aranibar, Gender Focal Point,  
USAID/Gender Interagency Committee

Karen Anderson, Director, Office of  
Democratic Development, USAID/Gender  
Interagency Committee  
Jannett Trujillo, Gender Focal point, Netherlands  
Embassy/Gender Interagency Committee  
Johanna Teague, Gender Focal Point,  
SIDA/Gender Interagency Committee

#### Civil Society

Silvia Escobar, Researcher, Centre for Employment  
and Agrarian Development (CEDLA)  
Hugo Fernández, National Director, Network of  
Employment and Welfare Institutions (UNITAS)  
Mónica Bayá, Coordinator, Human Rights  
Community/Technical staff of  
Bolivian Chapter of Human Rights,  
Democracy and Development  
Elena Crespo, Director ADA & AMUPEI  
Women's Networks  
Carmen Avila, Coordinator of Training,  
Coordinator of Women, AMUPEI  
Katia Uriona, Coordinator of Advocacy,  
Coordinator of Women, AMUPEI  
Rosario Paz, Member, Women Politicians' Forum  
Roxana Zaconeta, Member, Women Politicians' Forum  
María Teresa Soruco, Technical Secretary, Network  
of Women for Equity and Justice, AMUPEI  
Maritza Jimenez, Former Vice President,  
Association of Bolivian Municipal  
Councillors (ACOBOL)  
Lucía Sauma, Director, Pachamama Radio,  
Centre for the Promotion of Women,  
Gregoria Apaza, AMUPEI

#### Grassroots Organizations

Gregoria Patzi, Gender Focal Point La Paz Milk  
Producers Federation (FEDELPAZ)  
Cristina Liendo, Gender Advisor, FEDELPAZ  
Men and women milk producers from four productive  
unit members of FEDELPAZ in the Provinces  
(Murillo, Ingavi in La Paz)

#### UN System

María Machicado, Gender Focal point, UNICEF/  
Gender Interagency Committee  
Mónica Yaksic, Gender Focal point, UNFPA/  
Gender Interagency Committee

#### Academia

Mercedes Urriolagoitia Coordinator & Professor,  
Master in Development Sciences, Universidad  
Mayor de San Andrés (CIDES-UMSA)

Ivonne Farah, Researcher, Master in Development Sciences, Universidad Mayor de San Andrés (CIDES-UMSA)

## **Bosnia**

### **UNDP**

Jens Toyberg-Frandzen, Resident Representative  
Stefan Priesner, Deputy Resident Representative  
Ubavka Dizdarevic, Head of Programme  
Operational Support/ARR UNDP CO  
Klelija Balta, Gender Programme Manager  
Armin Sirco, Senior Programme Manager  
Richard Marshall, Poverty Reduction and MDG Specialist  
Svetlana Pavelic, Portfolio manager  
Hideko Shimoji, Programme Officer  
Geir Ulle, UN RR Coordination Officer  
Alexander Priet, Project Manager of the Srebrenica Recovery and Reconstruction Project  
Guy Dionne, Srebrenica Recovery and Reconstruction Project  
Hideko Shimoji, Programme Officer  
Massimo Diana, Project manager of the SUTRA Project

### **UN Agencies**

Željka Mudrovčić, UNFPA, UN Gender Theme  
Lejla Tanović, ILO, UN Gender Theme  
Jasminka Dzumhur, OHCHR, UN Gender Theme

### **Donors**

Peter Paproski, CIDA  
Marry Ann Rukavina-Cipetic,  
Regional coordinator of Gender Task Force of the Stability Pact from BiH  
Srecko Latas, World Bank

### **Civil Society**

Memnuna Zvizdić, Women's Organization "Zene Zenama" (Women for Women)  
Lana Jajčević, United Women from Banja Luka  
Jasmina Mujezinović, Embassy of local Democracy, Barcelona

### **Government**

Ejub Ganic, Former President of the Federation of BiH  
Samra Filipovic Hadziabdic,  
Director of the Gender Agency of BiH  
Spomenka Kronic, Director of the Entity of Serb Republic, Gender Centre

## **Academia**

Jasna Baksic Muftic, Professor Dr,  
University of Sarajevo, Gender Expert in Gender Agency of BiH  
Jasminka Babic Avdispahic, Professor Dr,  
University of Sarajevo, Gender Expert in Gender Agency of BiH

## **Cameroon**

### **UNDP**

Patricia de Mowbray, Resident Representative  
Mariam Pangah, Deputy Resident Representative  
Marcellin Ndong Ntah, Development Advisor and Focal Point for MDG's  
Martin Zeh-Nlo, Assistant Resident Representative, Programme Specialist  
Amadou Mamadou, Principal Senior Economist Cameroon & Gabon  
Ann-Colette Ngo Mbock, Programme Associate, Gender Focal Point  
Joseph Betima, Programme Associate, HIV/AIDS Focal Point  
Aafje Grasveld, JPO, Programme Officer, Governance Unit  
Sylvia Dzou, Human Resources Associate  
François Evina, Programme Management Support Unit

### **UN System**

Gisèle Langue Menye, Communication Officer, UNICEF  
Vanya Berrouët, Education Project Officer, UNICEF  
Rose-Alice Njeck, Assistant Representative, UNFPA  
Paulette Beat-Songue, UNFPA  
Jennet Kem, Programme Officer, UNIFEM  
Anne-Marie Bakyono, Demographic Statistician, Gender Focal Point, UN Economic Commission for Africa (UNECA), Central Africa Office

### **Donors**

Gerald Schmitt, Technical Advisor, Programme of Support to Decentralization and Local Development (PADDL), German Technical Cooperation (GTZ)  
Emmaculate Eni Tembon, PADDL

### **Donors**

Paul Honoré Nzié, Social and Institutional Development Specialist, CIDA

Adakou Apédo-Amah, Fund Coordinator GED,  
CIDA le Pape, French Cooperation  
Pieter de Baan, Country Director, SNV  
(Netherlands development organization)

### **Government**

Minister of MINPLAPDAT (Ministry of  
Planning and Programming of Development  
and Territorial Management)  
Mr. Roger Mbassa Ndinè, Secretary-general of  
MINPLAPDAT  
Minister and staff, MINPROFF (Ministry for the  
Promotion of Women and the Family)

### **Civil Society**

AID-Cameroun

### **Kyrgyzstan**

#### **UNDP**

Sezin Sinanoglu, Deputy Resident Representative  
Aikan Mukanbetova, Programme Officer and  
Gender Focal Point  
Rozetta Aitmatova, National expert on  
gender mainstreaming evaluation  
Anastasia Toropova, Programmes Gender Coordinator  
Gulmira Mamatkerimova, Manager National  
Governance Programme  
Damira Sulpieva, Manager,  
Local Governance Programme  
Nuria Choibaeva, Manager of  
Poverty Reduction Programme  
Katerina Paniklova, Manager of  
HIV/AIDS Prevention Programme  
Olga Grebennikova, UNDP Public Affairs Officer  
Janyl Rakhmanova, UNDP HR Associate

#### **UN System**

Dina Shukurova, UNIFEM Manager on CEDAW  
Damira Smanalieva, Coordinator, UNDP/  
UNIFEM Project on Gender and MDG  
Smaranda Popa, Programme Coordinator, UNICEF  
Gulnara Kadyrkulova, Project Coordinator, UNFPA

#### **Donors**

Chris Lovelace, Country Manager, World Bank  
Cristian Knust, Human Dimension Officer,  
OSCE Centre in Bishkek  
Mira Karybaeva, Representative,  
Konrad Adenauer Stiftung

Nurgul Asylbekova, Director of Women Network  
Programme, Soros Foundation

### **Government**

Baktygul Togonbaeva, Executive Secretary,  
National Council on Women,  
Family and Gender Development  
Roza Aknazarova, Minister of  
Labour and Social Protection  
Toktokan Borombaeva, Member of Parliament  
Ms. Janyl Usenova, Deputy,  
Alamydyn Rayon Kenesh  
Ms. Tatiana Kalchaeva, Chair political council of  
Social Democratic Party  
Ms. Galina Kulikova, Coordinator,  
“Moya strana” political party  
Ms. Klara Ajibekova, Leader of the  
Communist Party of Kyrgyzstan  
Ms. Halima Bakirova, Chief,  
Department of Electoral Technologies  
Central Election Committee  
Zulfia Kochorbaeva, Director of Agency of  
Social Technologies  
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## ANNEX IV: REFERENCES

### GENERAL UNDP CORPORATE DOCUMENTS

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## ANNEX V: TERMS OF REFERENCE – GENDER MAINSTREAMING IN UNDP

### BACKGROUND

The enormous contributions of the women's movement over the last half-century in raising awareness on women's issues have challenged national governments and international development agencies to respond. Their understanding of the issue and the ways in which they have addressed the role of women in the development process have undergone a series of significant conceptual and operational shifts.

Before 1975, the welfare approach was dominant, with women as passive beneficiaries of aid. In the 1970s, the women in development movement, WID, began to change the way the development community regarded women. The 1975 World Conference of the International Women's Year in Mexico City provided an opportunity to look at women's actual and potential roles in a different perspective. Through the WID movement, development agencies and national women's movements called for social justice and political equality for women, improved education and employment opportunities, and increased health and welfare services.<sup>28</sup> One of the most significant outcomes during the United Nations Decade for Women 1975-1985 was legislation to safeguard women's rights through the 1979 Convention on the Elimination of all Forms of Discrimination Against Women, CEDAW.

However, the WID approach had serious shortcomings. "It became clear that specialized projects for women, or special women's components of larger projects, often did not succeed in making women's lives better. In many cases, the very act of separating women's programming from the central mainstream programming which involved men, resulted in increased marginalization of women and their roles – precisely the opposite effect from that which was intended."<sup>29</sup> The WID approach left out the critical issues of power, conflict and relationships that are at the root of women's subordination. This led to the gender in development or GID approach in the 1990s,

28 Shahrashoub Razavi and Caroline Moser, *From WID to GAD: Conceptual Shift in the Women and Development Discourse, UNRISD and UNDP 1995*.

29 Mary Anderson, *Women on the Agenda: UNIFEM's Experience in Mainstreaming with Women 1985-1990, 1990*.

which promoted gender mainstreaming, including equality between men and women. In 1997, ECOSOC defined gender mainstreaming as a "strategy for making women's as well as men's concerns and experiences an integral dimension for the design, implementation, monitoring and evaluation of the policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated."<sup>30</sup>

The Fourth World Conference for Women, Beijing, 1995, called upon the United Nations to implement the Platform for Action through the work of all the bodies and organizations of the United Nations system. "An enhanced framework for international cooperation for gender issues must be developed during the period 1995-2000 in order to ensure the integrated and comprehensive implementation, follow-up and assessment of the Platform for Action, taking into account the results of the global United Nations summits and conferences."<sup>31</sup>

The international community made strong commitments to gender equality and the empowerment of women at all the UN conferences of the 1990s, based on the common understanding that development that is not engendered is endangered. At the Beijing+5 review in 2000, member states as well as the international community reviewed their commitments to accelerate implementation of the Platform for Action.

UNDP's approach followed the evolution from WID to GID by providing support through projects and by its advocacy work at the country, regional and global level. One of UNDP's contributions to the debate on gender was the Human Development Report of 1995 on gender disparities, with the introduction of two composite indices – the gender related development index (GDI) and the gender empowerment measure (GEM).

According to UNDP's policy note on gender equality: "There are two complementary approaches to achieving gender equality: mainstreaming gender and promoting women's empowerment. Both are critical. Women's empowerment is central to human development. Human development as a process of enlarging people's choices cannot occur when the choices of half the humanity are restricted. Targeted

30 UN Economic and Social Council. E. 1997. L.10. Para 4.

31 Platform for Action and the Beijing Declaration, 1995

actions aimed at empowering women and righting gender inequities in the social and economic sphere, as well as in terms of civil and political rights, must be taken alongside efforts to engender the development process. Gender mainstreaming means being deliberate in giving visibility and support to women's contributions rather than making the assumption that women will benefit equally from gender-neutral development initiatives.”

The policy note further outlines UNDP's agenda for gender equality, which follows a three-pronged approach:

- (1) develop in-country and in-house capacity to integrate gender concerns in the six practice areas;
- (2) provide policy advice that is both pro-poor and pro-women; and
- (3) support stand-alone operational interventions for gender equality in collaboration with UNIFEM.

The strategic results framework of the multi-year funding framework, (MYFF) for the period 2000-2003 provided a corporate focus on strategic goals—gender; enabling environment; poverty reduction; environment; special development situations, and support to the UN. In the second MYFF, covering the period 2004-2007, UNDP revised the strategic goals based on the MDGs, country-level demand for UNDP support, the Secretary General's reform programme and transformation of UNDP in terms of operational effectiveness.

The five goals of the MYFF are: achieving the MDGs and reducing human poverty; fostering democratic governance; energy and environment for sustainable development; crisis prevention and recovery; and responding to HIV/AIDS. Gender is no longer a strategic goal but “specific actions will be taken to infuse the gender perspective into all strategic goals. Recognizing that gender equality and women's empowerment are integral to the development process, UNDP will continue to accord high priority to the gender dimension in all its programmes.”<sup>32</sup> As part of the organizational strategy, the MYFF identifies five key drivers of development effectiveness including promoting gender equity. “These drivers are sometimes considered cross-cutting issues which need to be emphasized in all the service lines.”<sup>33</sup> In addition, gender mainstreaming is a

service line of the goal of achieving the MDGs and reducing human poverty.

UNDP also introduced specific policy guidelines to ensure that resources would be available, among them Direct Line 11 (November 1996) and the thematic trust fund (November 2001). This followed an analysis of UNDP programmes indicating that only 6.7 percent of resource allocations in 1994-1995 were in the category of advancement for women, compared to over 20 percent in each of the areas of poverty, governance and environment. It further stated, “By and large, in the cases under review, gender was superficially added to the project background to pass the screening process, but rarely integrated into the operating assumptions of the development sectors, and attempting a gender focused SHD.”<sup>34</sup>

In November 2001, UNDP set up a specific thematic trust fund on gender to support programme countries' efforts to mainstream gender through national capacity building; advocacy; scaling up innovation, and sharing knowledge. While each of UNDP's thematic trust funds aims to mainstream gender into its service lines, the one on gender is intended to accelerate, deepen and reinforce such mainstreaming.

In 2002, UNDP introduced a second gender balance in management policy 2003-2006, (the first one was 1998-2001). Among its key provisions, the policy establishes a corporate goal of 50/50 gender distribution by 2010 for all levels, including ASG, and all categories of staff and positions. In addition, annual gender targets will be established at the bureau and office levels, with accountability features for tracking and evaluating progress towards them.

It is understood that gender mainstreaming is an approach and gender equality is a goal. These terms of reference refer to gender mainstreaming and promotion of gender equality, because this is how the terms are used in the UNDP's policy notes and guidance, and to ensure consistency when referring to them.

## RATIONALE

The Results Oriented Annual Report (ROAR) for the years 2000 and 2001 showed signs of increased gender *activity*; however an in-depth analysis of a 10 percent sample of the 2001 country office ROAR

32 Second multi-year funding framework, 2004-2007, DP/2003/32  
33 MYFF 2004-2007

34 Memorandum Direct Line 11 on Gender Equality and the Advancement of Women, 22 November 1996

found fewer *progress* statements for the goal “advancement in the status of women and gender equality” than for any other goal. The ROAR 2001 also contained some dispiriting findings, chief among them the suggestion that financial allocations for gender amounted to a mere 1 percent of UNDP’s resources.<sup>35</sup>

The MYFF report 2000-2003 to the Executive Board at its session of June 2003 noted:

*After several years of experiencing difficulties in capturing gender-related results based on ROAR data, UNDP has been able to obtain more information through the multi-year assessment of progress. Gender has proven to be a critical issue in many countries, with 90 countries reporting on gender initiatives. They noted significant progress in UNDP assistance for strengthening policies and laws, building capacity to advance gender equality and gender mainstreaming in governments.*

However, the ROAR is an internal assessment, and, the nature of reporting permits little insight into how gender analysis and gender perspectives were integrated into UNDP country programmes. The Executive Board considered it urgent to make an independent evaluation of the approach, methodologies, tools and available capacity. Such an evaluation would provide a better understanding of the actual results achieved by UNDP in gender mainstreaming as well as a validation of the concept of gender mainstreaming as a cross-cutting driver.

Over the past three years, the Executive Board has expressed concern over uneven progress in gender mainstreaming for the empowerment of women and gender equality.

## OBJECTIVE AND SCOPE

In line with UNDP policy on evaluation, this evaluation seeks primarily to be a stock-taking lesson-learning, and forward-looking exercise, rather than purely an assessment of past results. It aims to present information about the nature, extent and where possible the effect of UNDP’s activities in gender mainstreaming and the promotion of gender equality. The emphasis on learning lessons will help UNDP understand what has and what has not worked, as a guide for future planning.

The evaluation will assess the overall performance of UNDP in gender mainstreaming and promoting gender equality. It will look at four specific areas: UNDP’s own commitment and advocacy; the translation of this commitment into UNDP’s programmes and projects; and the reflection of gender mainstreaming and gender equality in the organization itself and in its partnerships. It will address the results achieved, the partnerships established, the organizational policy of gender balance, and issues of capacity and approach.

The evaluation will address the following questions:

- What results has UNDP achieved in promoting gender equality?
- How effectively has UNDP used partnerships to promote gender equality?
- To what extent has gender mainstreaming been institutionalized in the organization?
- How effective are the approaches (strategic goal versus crosscutting issue) used by UNDP in promoting gender equality with a view to recommending future direction?

The evaluation will cover the following areas:

- the extent to which UNDP has mainstreamed gender and promoted gender equality;
- the appropriateness of the approach used by UNDP;
- capacity;
- management;
- partnerships;
- financial resources;
- tools and guidelines.

### 1. The extent to which UNDP has mainstreamed gender and promoted gender equality

By referring to outcomes and specific country cases, the evaluation will assess the extent of UNDP’s success in promoting gender equality and gender mainstreaming at the country level. Is it possible to identify critical factors that hinder or support gender mainstreaming at the country level? What specific results attest to the translation of UNDP’s commitment into policy and practice? How does UNDP track results, going beyond reporting and simply counting heads? Can the evaluation point to country programmes that have achieved their gender equality goals? The ROAR 2001 suggested that financial allocations for gender were a mere 1 percent – what types of results

35 UNDP Gender Equality Practice Note 2002

are attributed to this amount? What results were not captured in this or subsequent ROARs and why? What mechanisms are in place to track gender equality outcomes and countries' delivery on commitments – for example those made in Beijing – and the national action plans developed to follow up on them? What were the results or value added of UNDP support to Beijing follow-up action? How does that translate into current policy or national mainstreaming of gender and links to the Millennium Development Goals? What results have the regional and global programmes of UNDP achieved in gender mainstreaming and equality? Are there mechanisms to track the results?

The evaluation will assess to what extent UNDP is institutionalizing gender mainstreaming, with specific reference to major policy initiatives such as national HDRs, PRSPs, and MDGs. For example, how many national HDRs have focused on gender? To what extent is poverty monitoring using the gender empowerment measure (GEM)? UNDP's participation and support for policy exercises such as the PRSP are an important extension of UNDP's work on pro-poor strategies: to what extent does this include reforms that are also pro-women?

## **2. Appropriateness of the approach**

The evaluation will assess the validity of UNDP's approach, based on results achieved, and identify possible constraints. It will show by concrete examples – which can also serve as examples of good practice – the extent to which UNDP has integrated gender equality into other practice areas. Is mainstreaming an effective strategy?

Experience from other organizations suggests that making gender a cross-cutting issue may render it institutionally homeless. By making gender mainstreaming everybody's job, it can easily become nobody's job. What mechanisms are or should be in place to ensure that this does not happen? To what extent is gender systematically mainstreamed in preparing the practice areas' practice and policy notes? Are there any concrete examples of how gender issues have been mainstreamed through policy changes? How has UNDP learned from its interventions and have these lessons been applied in the organization?

What mechanisms will enable UNDP to capture its achievements in gender mainstreaming and gender equality, given the reporting constraints of instruments

such as the ROAR? The evaluation will compare other donors' approaches in addressing gender, and make recommendations.

## **3. Capacity**

The evaluation will ask whether UNDP does or did possess the individual, institutional and structural capacity needed to address gender equality effectively in its programming. Can it as an organization make an adequate response to gender concerns? This will include UNDP's human resources strategy; that is, the gender balance in management policy, including its implementation and training initiatives, and its internal gender sensitizing.

How is capacity for gender mainstreaming built into the organization's headquarters units and country offices? Do UNDP staff possess a sufficient level of gender competence to enable country offices to provide gender-sensitive policy and programme support? To what extent has UNDP developed effective national capacity in gender, with reference to country cases and best practices? The evaluation will assess the extent to which country offices have institutionalized gender mainstreaming in-house – for example, is the individual gender advisor or the entire staff held responsible and accountable for gender mainstreaming? What efforts does UNDP make to include gender perspectives in everyday work?

In particular, the evaluation will assess the capacity of the Regional Service Centres and policy advisors. Do Regional Service Centres have sufficient capacity to support UNDP's strategies for gender mainstreaming and gender equality? Do the policy advisors have the capacity to provide gender-sensitive policy and programme support? Is their support timely and of high quality? What are the outcomes of support provided?

Based on all the above, the evaluation should map the capacity of the organization to fulfil its commitment to gender mainstreaming and promotion of gender equality.

## **4. Management**

On the first anniversary of the Beijing Conference 1996, UNDP issued a memorandum on gender equality and advancement of women, followed by its policy on gender balance in management (1998-2001). In 2002, UNDP introduced the second gender balance in management policy covering 2003-2006.

While progress has been made, imbalances still exist: the evaluation should assess UNDP's progress in this regard. What mechanisms exist to monitor corporate targets? What accountability or performance appraisal systems does UNDP employ to promote, recognise and reward gender mainstreaming results? Are there disincentives? To what extent does UNDP's recent gender management policy respond to the issues raised in the global staff survey?

The evaluation will assess the commitment of senior management to gender mainstreaming, going beyond policy to the application, implementation and monitoring of directives. Did the reprofiling exercise have any negative or positive effects on UNDP's gender balance in management? The evaluation will examine the human resources policy of UNDP on cultural sensitivity; sexual harassment; recruitment, and accountability. This will involve examining succession management and planning exercises, and talent management.

### **5. Partnerships**

The evaluation will assess UNDP's effectiveness in building partnerships to promote gender equality, or using existing ones. To what extent has UNDP drawn upon partners – UNIFEM in particular – and made use of each organization's comparative advantage? This will not be an evaluation not of UNIFEM but of the relationship between UNDP and UNIFEM, including issues of capacity and comparative advantage. Do UNDP headquarters units and country offices clearly understand the difference in the work and mandates of UNDP and UNIFEM, so as to ensure the best use of assistance? As steward of the resident coordinator system, UNDP has the responsibility to promote gender mainstreaming systematically throughout the work of the United Nations country team. To what extent do the Common Country Assessments (CCA) and the United Nations Development Assistant Frameworks (UNDAF) systematically include gender concerns?

### **6. Financial resources**

The evaluation will enquire into the resources devoted to gender equality activities, both core and non-core, and how this compares with other practice areas. Do core resources match UNDP's commitment to gender? What are the results of the policy guidelines and specific allocations, such as Direct Line 11 and the Thematic Trust Fund? What

mechanisms exist to track resources for gender mainstreaming, to enforce management accountability for gender-sensitive service delivery, and to appraise programme performance?

### **7. Tools, guidelines and networks**

UNDP has several types of resources available to assist staff in addressing gender equality. These include specific guidance on national HDRs; gender in environment and gender mainstreaming manuals, as well as the global knowledge network. The evaluation will assess the quality of UNDP's tools, guidelines and methodologies, and the effectiveness of their use by headquarters units and country offices.

## **METHODOLOGY**

The evaluation will use a combination of: desk reviews and document analysis; a comprehensive questionnaire to all country offices and selected headquarters units; consultations with key stakeholders; web-based discussions on the networks of practice areas, and a visit to a sample of countries and locations. The evaluation will be participatory in nature and will make use of focus groups. The number of country visits may vary depending upon the desk research and headquarters consultations.

### **Preparatory phase and desk review**

The preparatory phase will be a headquarters-based mapping of issues raised in these terms of reference, and preparation of background documentation. A research or technical assistant with specific expertise in gender based in New York will prepare detailed syntheses and extracts of the documentation collected. The evaluation team will use this synthesis in addition to material collected during the country visits.

After the preparatory phase, an initial meeting of the evaluation team will establish the parameters and work plans to operationalise and direct each aspect of the evaluation, including the design of the questionnaire and web-based discussions. The work plans should elaborate on these terms of reference by describing how the evaluation will be carried out, refining and specifying the expectations; methodology; roles and responsibilities, and timeframe.

During this period, the evaluation team will meet with headquarters units, including management, regional bureaux, OSG, BDP, OHR, UNIFEM, and HDRO to gather information as the basis for answering

some of the questions raised in these terms of reference. This will also provide an opportunity to select the countries for case studies.

### **Implementation, including country visits**

Some of the activities during the implementation phase will be managed at headquarters by the research assistant supporting the evaluation team. These include managing and collating data from the sample survey questionnaire and web-based discussions.

Based on consultations at headquarters, members of the team will visit 14 countries to validate the findings of the headquarters desk review and documentation analysis. These visits will also identify best practices and lessons learned. The evaluation team will spend about 3-5 days in each country, supported by a national consultant if needed. The team will meet with government and NGO partners, as well as the UN country team.

Web-based discussions will also take place during this time. Specific questions related to the evaluation will be posted to selected networks, to gather data and input from UNDP country offices and other staff.

A working space on the web will be created for the evaluation team to post documents and discussions and as a platform for exchange of information.

## **FINALIZATION AND REPORT**

The evaluation team will meet again in New York with the findings of the country visits to prepare the evaluation report. Meetings will be held on the findings with key stakeholders at headquarters, including senior management, BDP, regional bureaux, OHR, and UNIFEM.

## **TEAM COMPOSITION**

An international team of consultants supported by local experts and research/technical assistance, as needed, will undertake the evaluation. There will be five to seven team members with an array of experience linked to gender mainstreaming, including a member from the NGO community and a specialist in human resource management. There will be one evaluation team member for each region, one of whom will be the team leader. A research assistant will be posted with the Evaluation Office for the preliminary desk review and to support the evaluation team. All team members will be selected and recruited by the Evaluation Office.

The composition of the team should reflect the focus of the evaluation on independent and substantive results. The team leader must possess demonstrated capacity for strategic thinking, and expertise in global gender equality and mainstreaming issues. The composition of the team should reflect cross-cultural experience in development.

## **ANNEX VI: EVALUATION TEAM AND ADVISORY PANEL MEMBERS**

### **EVALUATION TEAM**

#### **Team Leader**

Dr. Nafis Sadik: Special Envoy of the United Nations Secretary-General for HIV/AIDS in Asia and the Pacific; Former Executive Director, UNFPA; Secretary-General of the 1994 International Conference on Population and Development (ICPD).

#### **International Team**

Ms. Ayse Ayata: Political scientist specializing in public administration, political participation of women, and the study of gender and human development issues, with a regional specialization on Central Asia and Eastern Europe .

Mr. Michael Bamberger: Independent consultant and specialist in impact evaluation of development and gender programmes, and in developing gender evaluation methodologies.

Ms. Marcia Greenberg: Lawyer and gender and governance specialist with extensive experience on evaluating gender inclusion, particularly in Eastern Europe and Africa;

Ms. Annet Lingen: Human geographer and independent gender consultant; former research associate/consultant at the Institute of Social Studies, the Hague, specializing in gender, international cooperation and evaluation methodologies, particularly in Africa; extensive experience in the formulation, monitoring and evaluation of gender and development policies and the assessment of gender impacts and general effectiveness of cooperation programmes through consultancy assignments for bilateral agencies, trade unions, international NGOs, and EU.

Ms. Kalyani Menon Sen: Director of Jagori, women's NGO in India and independent consultant specializing in South Asia and Eastern Europe.

Ms. Ruth Pearson: Professor of Development Studies and Director of the Centre for Development Studies at Leeds University; extensive action research experience in gender and macroeconomics, specializing in Latin America.

Ms. Fatou Sarr: Independent consultant and specialist on Africa with extensive knowledge and experience in the design and evaluation of gender related programmes and training.

#### **National Team**

Rozetta Aitmatova (Kyrgyzstan)

Rania El Azem (Morocco)

Imam Bibars (Egypt)

Ondina Castillo (El Salvador)

Marie Djuidjeu (Cameroon)

Samra Filipovic-Hadziabdic (Bosnia-Herzegovina and Kyrgyzstan)

Diana Urioste Fernández (Bolivia)

Bernadette Kayriangwa (Rwanda)

Darshini Mahadevia (India)

Rama Samb (Senegal)

Annie Serrano (Philippines)

Svetlana Shakirova (Kazakhstan)

Elizabeth Dzokai Shongwe (Swaziland)

Barbara Watson (South Africa)

### **ADVISORY PANEL MEMBERS**

Ms. Feride Acar, Academic and Chairperson of CEDAW, Turkey

Leite Bjorg, former Head of Evaluation Department, NORAD and presently Norway's Ambassador to Uganda

Ms. Mary Chinery Hesse, Vice-Chairperson of the National Development Planning Commission of Ghana and former Deputy Director General of ILO

Mr. Keith Griffin, Economics Professor Emeritus, University of California, Riverside